Central University of Technology, Free State

BRN. 20101

RV SS10 LOUW

THE ROLE OF A DEVELOPMENT ORGANISATION IN SOCIETAL CHANGE - A SOCIOLOGICAL ANALYSIS

HENDRIK ALWYN LOUW

VISTA UNIVERSITY
LIBRARY
WELKOM CAMPUS
P.O. BOX 1891
WELKOM 9460

Submitted to the Faculty of Arts

in accordance with the requirements of the degree

PHILOSOPHIAE DOCTOR ARTIUM

in the

Department of Sociology

at

Vista University

VISTA UNIVERSITY
LIBRARY
WELKOM CAMPUS

Promoter: Professor: I. M. Bredenkamp

303.4 LOU

ONLY FOR USE IN THE LIBRARY
REFERENCE WORK

Date submitted: 5 October 1990

Place: Pretoria

AC

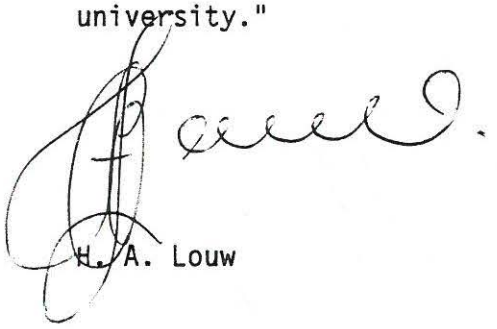
W

0150094 2

© Central University of Technology, Free State

Central University of Technology, Free State

I declare that: THE ROLE OF A DEVELOPMENT ORGANISATION IN SOCIETAL CHANGE - A SOCIOLOGICAL ANALYSIS is my own work, that all the sources used or quoted have been indicated and acknowledged by means of complete references, and that this dissertation was not previously submitted by me for a degree at another university."



H. A. Louw

© Central University of Technology, Free State

Central University of Technology, Free State

SUMMARY

Title: The role of a development organisation in societal change - a sociological analysis
By: Hendrik Alwyn Louw
Degree: Philosophiae Doctor Artium
Department: Sociology
Promoter: Prof. I. M. Bredenkamp

The contribution of sociology to development thinking is not accepted with acclaim. For this reason it is postulated that the social aspects in development thinking and activities did not receive the attention it warrants. The role of social aspects in development activities and the way in which it can be addressed was therefore reconsidered in this study. The conclusion was reached that sociology has the potential through existing information on social change and organisations to contribute to development thinking and practice, in relation to other disciplines according to the multi-faceted nature of development.

To enable one to address development as phenomenon from a sociological perspective, it is necessary to consider its nature in order to establish the position of the social aspects in it. If development is considered as a multi-faceted or multi-dimensional phenomenon which includes social aspects as part of it, it becomes evident that the sociologist's role is probably to be found in the contribution he can make to the knowledge and understanding of the nature of institutional and organisational aspects, and the role thereof, in the improvement of human well-being. Through the consideration of the social aspects, it seems clear that these aspects should be considered as entities in a stable society. One should also consider the contribution they can make in a changing situation. For this reason a method of planned social change is proposed to approach social change.

© Central University of Technology, Free State

Having considered development as a phenomenon, normally including two dominant actors, namely planned beneficiaries and change agents, it seemed necessary that specific orientations and arrangements should exist in development activities. Agents of change should be able to fulfil a specific role for which they must be equipped. Planned beneficiaries must also be in a position from which they can contribute if the improvement of human well-being is attempted. The role of the agent of change was therefore proposed as that of contributor in a partnership relationship with his planned beneficiary. This implies the establishment of co-operative arrangements and orientations between the two parties on the basis of the consideration of their various features and needs that may contribute towards their development.

---o0o---

© Central University of Technology, Free State

CONTENTS

CHAPTER 1
INTRODUCTORY ORIENTATION

1.1 INTRODUCTION 1
1.1.1 Modernisation theory 4
1.1.2 Imperialism 6
1.1.3 Dependency theory 8

1.2 METHODOLOGICAL ACCOUNT 11
1.2.1 Selection of a research topic 11
1.2.2 Research problem 12
1.2.3 Aims of the study 13
1.2.4 Research design 16
1.2.4.1 Choice of a research method 16
1.2.4.2 Population and sampling 25
1.2.4.3 Operationalisation 26
1.2.4.4 Data gathering 27
1.2.4.5 Data processing 28
1.2.4.6 Data analysis 29

1.2.5 Problems with the project 29
1.2.6 Structure of the dissertation 34

1.7 SUMMARY 35

CHAPTER 2
SOCIETAL CHANGE

2.1 INTRODUCTION 38
2.2 SOCIETAL CHANGE - A PROCESS TOWARDS DEVELOPMENT 39
2.3 SOCIAL CHANGE, ITS NATURE AND CHARACTERISTICS 42
2.3.1 What is the content of existing definitions? 44
2.3.1.1 W. E. Moore 44
2.3.1.2 E. M. Rogers and F. F. Shoemaker 46
2.3.1.3 M. Ginsberg 46
2.3.1.4 J. Verhoeven 47
2.3.1.5 G. E. Swanson 47
2.3.1.6 G. Zaltmann and R. Duncan 48
2.3.1.7 E. M. Rogers 49
2.3.1.8 D. C. Miller 50
2.3.1.9 R. Nisbet 51

2.3.2 A definition of social change 52
2.3.2.1 Fixity and persistence in society 53
2.3.2.2 Basic characteristics of social change 57

© Central University of Technology, Free State

2.3.2.2.1 Moving and changing societies 58
2.3.2.2.2 Interrelatedness of change 58
2.3.2.2.3 Entities that change 59
2.3.2.2.4 Spatial and temporal dimensions of change 59
2.3.2.2.5 Stimuli of change 60
2.3.2.2.6 The acceptance of change 61
2.3.2.2.7 Choice in social change 61
2.3.2.2.8 Directionality of change 62
2.3.2.2.9 Aspects involved in change 63
2.3.2.2.10 The magnitude of change 65

2.4 SOCIAL CHANGE AND DEVELOPMENT 66
2.5 THE RESPONSIBILITY OF THE SOCIOLOGIST 76
2.6 SUMMARY 77

CHAPTER 3
A POSSIBLE SOLUTION FOR APPROACHING THE PROBLEM OF SOCIAL CHANGE

3.1 INTRODUCTION 80
3.2 WHAT IS PLANNED SOCIAL CHANGE? 81
3.3 THE POSITION OF THE CLIENTS INVOLVED IN PLANNED SOCIAL CHANGE 87
3.3.1 Participation 89
3.3.1.1 Who must participate? 89
3.3.1.2 Why is popular participation important? 90
3.3.1.3 How should participation take place? 91
3.3.1.4 How does participation influence the kind of development? 92

3.4 THE ROLE OF THE AGENT OF CHANGE INVOLVED IN PLANNED SOCIAL CHANGE 93

3.5 GOAL AND STRATEGY IDENTIFICATION IN PLANNED SOCIAL CHANGE 102
3.5.1 Approach towards goal identification for planned change 102
3.5.2 Approach towards strategies for the implementation of planned change 105
3.5.2.1 Coercive strategies 105
3.5.2.2 Normative strategies 105
3.5.2.3 Utilitarian strategies 106

3.6 IMPLEMENTATION AND EVALUATION OF PLANNED SOCIAL CHANGE 109
3.6.1 Implementation 112
3.6.2 Evaluation 114

3.7 SUMMARY 116

© Central University of Technology, Free State

CHAPTER 4
THE NATURE OF DEVELOPMENT ORGANISATIONS

4.1 INTRODUCTION 120
4.2 THE NATURE OF ORGANISATIONS 121
4.2.1 General characteristics 125
4.2.1.1 Clearly defined structure of activities 125
4.2.1.1.1 Context 129
4.2.1.1.1.1 Size 130
4.2.1.1.1.2 Technology 131
4.2.1.1.2 Environment 132
4.2.1.2 Permanence of the organisation 134
4.2.2 Definition of formal organisations 135
4.2.3 Types of organisations 141
4.2.3.1 R. Westrum and K. Samaha 142
4.2.3.2 T. Parsons 143
4.2.3.3 A. Etzioni 145
4.2.3.4 E. Goffman 145
4.2.3.5 C. Perrow 146
4.2.3.6 H. Mintzberg 146
4.2.3.7 P. M. Blau and W. R. Scott 151
4.2.3.8 Development organisations - a unique type 153
4.2.3.8.1 Relevant aspects for organisational characteristics 154
4.2.3.8.1.1 What the development situation is not 155
4.2.3.8.1.2 What the development situation is 157
4.2.3.8.2 A typology of development organisations 159
4.3 DIFFERENT APPROACHES IN ORGANISATIONAL THINKING 166
4.3.1 Classical approach 168
4.3.2 Human relations (neo-classical approach) 170
4.3.3 Systems approach 172
4.3.4 Contingency approach 174
4.4 SUMMARY 177

CHAPTER 5
THE NATURE OF ORGANISATIONAL CULTURE

5.1 INTRODUCTION 180
5.2 ORGANISATIONAL CULTURE 181
5.2.1 A definition of organisational culture 183

© Central University of Technology, Free State

5.2.1.1 Specific organisation 184
5.2.1.2 Different elements 185
5.2.1.3 The development of organisational culture 189
5.2.1.4 Formal and informal culture 189
5.2.1.5 Contribution 190
5.2.1.6 Individual and universal characteristics 190
5.2.1.7 Relative nature 190
5.2.1.8 Cultural change 191
5.2.1.9 Internal integration and external adaptation 191
5.2.1.10 Culture is transmitted 192
5.2.1.11 Organisational climate 192

5.2.2 Types of organisational culture 195
5.2.2.1 Power culture 195
5.2.2.2 The role culture 197
5.2.2.3 The task culture 199
5.2.2.4 The person culture 201

5.2.3 A model to identify and describe organisational culture 203

5.3 SUMMARY 207

CHAPTER 6
QWAQWA DEVELOPMENT CORPORATION - A CASE STUDY

6.1 INTRODUCTION 213
6.2 THE HISTORY OF THE QWAQWA DEVELOPMENT CORPORATION 219
6.3 A PROFILE OF QWAQWA 221
6.4 THE ORGANISATIONAL CHART OF THE QWAQWA DEVELOPMENT CORPORATION 229
6.5 BIOGRAPHICAL INFORMATION OF THE EMPLOYEES OF THE QWAQWA DEVELOPMENT CORPORATION 240
6.6 ANALYSIS AND INTERPRETATION OF DATA ON THE ORGANISATIONAL CULTURE OF THE QWAQWA DEVELOPMENT CORPORATION 246

6.6.1 The external environment 248
6.6.1.1 Mission, goals and strategies 249
6.6.1.1.1 Mission 249
6.6.1.1.2 Goals and aims 251
6.6.1.1.3 Strategies 252

6.6.1.2 Share-holders, clients, competitors and the community 257
6.6.1.2.1 Share-holders 257
6.6.1.2.2 Clients 258
6.6.1.2.3 Competitors 259

© Central University of Technology, Free State

6.6.1.2.4 The community and society 260
6.6.1.2.5 Means to achieve the set goals 262

6.6.2 The internal system 269
6.6.2.1 Employees 269
6.6.2.2 Interpersonal relationships 271
6.6.2.3 Management processes and orientation 273

6.6.3 The assumptions which form part of the culture of the Qwaqwa Development Corporation 278
6.6.3.1 Humanity's relationship to nature 278
6.6.3.2 The nature of reality and truth 280
6.6.3.2.1 Assumptions about time 281
6.6.3.2.2 Assumptions about space 281
6.6.3.3 The nature of human nature 282
6.6.3.4 The nature of human activity 284
6.6.3.5 The nature of human relationships 285

6.7 SUMMARY 288
6.7.1 Type of culture 288

CHAPTER 7
SOME REFLECTIONS ON THE ACTIVITIES OF THE QWAQWA DEVELOPMENT CORPORATION

7.1 INTRODUCTION 292
7.2 EVALUATION AND EXPECTATIONS OF THE QWAQWA DEVELOPMENT CORPORATION 294
7.2.1 Project 1 294
7.2.2 Project 2 297
7.2.3 Project 3 300
7.2.3.1 The chairman 302
7.2.3.2 Response from students involved in the Qwaqwa Centre for Curriculum Extension 305

7.2.4 Summary of the evaluation of The Qwaqwa Development Corporation's activities 307

7.3 CONCLUSION 310
7.3.1 An evaluation of the activities of the Qwaqwa Development Corporation 311
7.3.1.1 A client orientation which demands adaptability to its environment on the basis of continuing evaluation of its role, and the ability to allow people to continue on their own when they have acquired the necessary means (material and non-material) 311

© Central University of Technology, Free State

7.3.1.1.1 Client orientation 312
7.3.1.1.2 The adaptability of the corporation to its environment 313
7.3.1.1.3 Ability to let go 315

7.3.1.2 An ability to deal with total situations, not only individuals and isolated endeavours, in its effort to improve the well-being of societies 316
7.3.1.3 Organisational structures should be able to coordinate different disciplines and projects, in order to reach its goal, i.e. societal development 317
7.3.1.4 Create structures that allow dialogue with its clients 318
7.3.1.5 Organisational structure that allows innovative action with regard to the identifying of sollutions on the basis of the needs of a specific situation 320
7.3.1.6 An ability to find and manage resources in the interest of the well-being of the planned beneficiaries 321
7.3.1.7 Proper mechanisms for the evaluation of its activities in terms of its contribution to the improvement of human well-being 325

7.3.2 A few relevant ideas for development activities 327
7.3.2.1 Dynamics of development 327
7.3.2.2 Change includes total situations 328
7.3.2.3 Arrangements of the development corporation 329
7.3.2.4 Method 330
7.3.2.5 Development, a logical departure and continuation 331
7.3.2.6 Who are clients? 333
7.3.2.7 Orientation of development agents 334
7.3.2.8 Organisational climate 335
7.3.2.9 Balance of cultural traits 335

CHAPTER 8
A MODEL FOR DEVELOPMENT ACTIVITIES BY DEVELOPMENT ORGANISATIONS

8.1. INTRODUCTION 344
8.1.1 A method for the development of a model 347

© Central University of Technology, Free State

8.2 ASPECTS TO BE CONSIDERED IN THE IMPROVEMENT OF HUMAN WELL-BEING 349
8.2.1 The planned beneficiary 351
8.2.1.1 Categories of change 354
8.2.1.1.1 Power-coercive approach to change 355
8.2.1.1.2 The rational-empirical strategy 356
8.2.1.1.3 The normative re-educative approach to change 358
8.2.2 The development organisation 368
8.2.2.1 The power culture 370
8.2.2.2 The role culture 371
8.2.2.3 The personal culture 372
8.2.2.4 The task culture 373
8.2.2.4.1 Environmental functions 377
8.2.2.4.1.1 Goal sub-system 377
8.2.2.4.1.2 Technical sub-system 379
8.2.2.4.2 The internal system 380
8.2.2.4.2.1 Structural sub-system 380
8.2.2.4.2.2 The psycho-social sub-system 384
8.3 THE RELATIONSHIPS BETWEEN CHANGE AGENT AND PLANNED BENEFICIARIES 388
8.3.1 The goal sub-system and social change 389
8.3.2 The technical sub-system and social change 394
8.3.3 The structural sub-system and social change 396
8.3.4 The psycho-social sub-system and social change 397
8.3.5 The managerial sub-system and social change 399
8.4 SUMMARY 402

CHAPTER 9
CONCLUSION 408

9.1 SOME FINDINGS CONCERNING THE FIRST GOAL 409
9.2 SOME FINDINGS CONCERNING THE SECOND GOAL 416
9.3 SOME FINDINGS CONCERNING THE THIRD GOAL 423
9.4 SOME FINDINGS CONCERNING THE FOURTH GOAL 429
9.5 A CONCLUSION ON THE FIFTH GOAL 434
9.6 FURTHER RESEARCH 435

© Central University of Technology, Free State

Annexure 1 Schedule for interviews with staff-members of the Qwaqwa Development Corporation 436

Annexure 2 Schedule for people involved in projects of the Qwaqwa Development Corporation 442

Annexure 3 Mission statement of the Qwaqwa Development Corporation 443

Annexure 4 Goal statement of the Qwaqwa Development Corporation 444

Annexure 5 Mission, goals and objectives of the Qwaqwa Development Corporation 445

BIBLIOGRAPHY 446

LETTER OF PERMISSION FROM THE QWAQWA DEVELOPMENT CORPORATION

© Central University of Technology, Free State

Central University of Technology, Free State

LIST OF TABLES AND FIGURES

Table

1	Qwaqwa : Population : 1980, 1985	223
2	Qwaqwa : Labour and employment : 1980, 1985	226
3	Qwaqwa : Economically active population according to occupational group : 1980, 1985	228

Figure

1	Planned social change	83
2	The position of the change agent in planned social change	94
3	The development of theories of an organisation	176
4	Illustration of the power culture	196
5	Illustration of the role culture	197
6	Illustration of the task culture	200
7	Illustration of the person culture	201
8	A conceptual framework which can be used to identify and analyse organisational culture	204
9	Histogram : Age distribution of the staff of the QDC	241
10	Circle diagram : Qualifictions of the staff of the QDC	242
11	Qualification distribution of the staff of the QDC	243
12	Bar diagram : Distribution of staff among the various ranks in the corporation	244
13	Histogram : The distribution of employees according to the period in the service of the QDC	245
14	Method for the development of an ideal typical model for development organisations	348
15	The relationship between planned beneficiary and change agent	350
16	Illustration of process of participatory action research	392
17	A model for the role of development organisations in development activities	401

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 1

INTRODUCTORY ORIENTATION

1.1 INTRODUCTION

"Of one thing we can be sure: All the world changes. Life in our societies is on the move" (Allen, 1971:1). This does not mean that we shall be satisfied with all changes because it is not always possible to influence the process of change according to our own personal priorities. By accepting the reality of changing societies it is important to recognise that societies often change in different ways because of reasons often not well understood, such as cultural differences, different economic positions and types of political ideologies and systems.

J. K. Coetzee (1984:253) states that change can be considered as one of the most fundamental experiences of human existence. Far-reaching changes, caused by the Industrial and French Revolutions, for example, that took place towards the end of the eighteenth century and continued into the nineteenth century, led to the in-depth study of change. Efforts to explain change led, to a large extent, to the founding of Sociology (Ashley and Orenstein, 1985:9,19; Johnson, 1981:12-16). This is evident from the work of classical theorists like Auguste Comte, Emile Durkheim, Karl Marx and Max Weber. Reflection on change can, however, be found throughout the history of mankind in that the human being has been concerned with progress since the beginning of his existence. (Compare Nisbet in *The history of the idea of progress*, as published in 1969 and Harrison, 1988:1.) The reason for this concern with progress can possibly be found in the basic drive to control nature, to improve the material conditions of his life, as well as the desire to increase economic and political power that permits some countries to have control over others (Hoogvelt, 1982:105). Aspects that also contributed to an awareness of the possibility of progress are: the contact between societies which came about with the expeditions of

© Central University of Technology, Free State

people from countries like Portugal and Spain; and developing communication-media. This contact made people aware of the differences between societies and created the possibility for the transfer of ideas and technology to different countries. (Compare Johnson, 1981:18.)

The idea of progress provided the basis for establishing regularities which could explain global social changes (Cardoso, 1987:177). "Social change" or "change in society" or "of society" became constantly recurring concepts because of the growing awareness of its role in society (Cardoso, 1987:177-178). Different theorists (for example Durkheim, Weber, Comte, Parsons, Tönnies and Eisenstadt) tried to explain social change from different perspectives (for example, functionalism and the conflict approach). (Compare among others, Coetzee, 1989; Eisenstadt, 1970; Etzioni-Halevy, 1981; Johnson, 1981; Kuper, 1987; Parsons, 1977; Thompson and Tunstall, 1987; Turner, 1978 and Varma, 1980.) This led to different approaches, namely a focus on change as a universal phenomenon which can be explained by general laws of social evolution (for example evolutionism) and a growing awareness of changes of specific partial aspects of society (for example economic change, cultural change).

Since the subject matter of Sociology has encompassed social change as a theme of study from its beginning, the origin of the sociology of developing societies seems obvious. Because the position of the newly independent countries of the world, the so-called Third World countries, became a point of major concern to the world community, especially after the Second World War, sociologists took a new interest in the situations in these countries (Garcia, 1985:1; Randall and Theobald, 1989:vii). The primary concerns with these countries were the poverty, "backwardness" in relation to some of the so-called First World countries (for example America, Britain, Germany and France) and other problems like lack of technology and an apparent lack of ability to improve their standard of living and quality of life. The specific circumstances in these countries therefore gave rise to a need for the development of possible solutions that could stimulate a process of societal change (a process of change that effects the different parts of society, including the social, economic and political areas, etc.) (Bekker, 1989:231-235) to

© Central University of Technology, Free State

Central University of Technology, Free State

such an extent that the nature of the whole society would change in terms of aspects like structure, political orientation and wealth that could help these countries move out of their "backward" positions. This awareness is clear from Alavi and Shanin's statement (1982:xi) referring to the so-called developing societies: "During the last generation it has also become a main challenge to scholarship, a field where the perplexity is deeper, the argument sharper, and the potential for new illuminations more profound."

It is the author's conviction that this need led to the development of the sociology of developing societies during the 1950s and 1960s, because it posed a new aspect in change that needed and still need attention. (Compare Alavi and Shanin, 1982:1.)

Because sociology developed among other reasons in an effort to explain the change that took place in society, it follows logically that it should also address new variations or aspects of change. For this reason it addressed the need for change in developing countries as a new field of specialisation. Theories such as modernisation and dependency theories were developed and came to form the framework used by, amongst other, sociologists trying to explain and approach change in less developed countries. The basic ideas underlying these theories were taken from existing theories in Sociology (including, for example, Functionalism and Marxism). Modernisation theory, Imperialism theory and Dependency theory were the most prominent theories that developed as part of the sociology of developing societies. (Compare, amongst other sources, Alavi and Shanin, 1982 and Coetzee, 1986, 1989.)

Other approaches such as the basic needs approach also developed. This approach, however, had less prominence because it could be seen as focussing primarily on how to initiate a development process. Other approaches like the micro approach to development evolved and are growing in importance (compare Lamont, 1985:248), because they emphasise the importance of the recognition of the human being, involved in development as planned beneficiary, as decision-maker and therefore a necessary partner in the development process an idea that gets general recognition in publications from different people like Ulf Himmelstrand

© Central University of Technology, Free State

(*Sociology : the state of the art*, 1982) and Michael Cernea (*Putting people first : sociological variables in rural development*, 1985). This, together with reasons that will become clear later in this chapter, justify an in-depth survey of the existing ideas on development in Sociology. Because of the prominence of modernisation, imperialism and dependency approaches it is necessary to give attention to the basic ideas compromising these notions in an effort to illustrate the dominant thoughts on the problem of how human well-being should be improved.

1.1.1 Modernisation theory

Modernisation theory is based on the idea that countries like the United States of America and Britain (Laite, 1984:190) are examples of modern countries. Because these countries have already had success, it is argued, in improving their quality of life and standards of living, this success must be accepted as the model towards which the less modern Third World countries must strive (Alavi and Shanin, 1982:2; Coetzee, 1986 and 1989:17-36).

By changing in the same way that these so-called First World countries did and developing the same type of organisation, for example an industrialised production system, a democratic political system, high levels of urbanisation and values that focus more on universalism, specificity, achievement, affective neutrality and self-orientation, the Third World could progress towards the same levels of modernity that the Western countries have reached (Louw, 1987:168). The upliftment of the people in these countries depends on the acceptance of the notions that change will take place in the less developed countries upon the "introduction", the "impact" or the "superimposition" of Western/technological institutions and that all other institutions will follow in the process of change to the extent that they will be compatible with the technological and economic systems. (Compare Coetzee, 1986 and 1989:17-36; Hoogvelt, 1980:20-59; 1982:116; Louw, 1987:68-126 and Randall and Theobald, 1989:15-21.) The basic point of departure of the modernisation approach is therefore to be found in the fact that all societies are regarded as having the same potential, the only difference being the extent to which

© Central University of Technology, Free State

Central University of Technology, Free State

they have accepted and introduced the type of structures and institutions which exist in the so-called developed Western countries. The upliftment of these societies is therefore a logical process which needs only to be implemented. This is normally done through development-aid from the developed countries to allow the less developed countries to begin their modernisation process. The developmentalism principle of "progressing from an undeveloped state to a developed one", is therefore accepted as the logical point of departure in this approach (Laite, 1984:190).

A substantial amount of criticism had already been directed against modernisation theory. Some of the most prominent points of criticism relevant to this study are:

- The acceptance that the so-called developed countries should be seen as the model for the less developed countries which should all acquire the same characteristics if they want to become developed (Moller, 1988:2; Randall and Theobald, 1989:21). All countries and societies are therefore considered the same and should therefore develop in the same way.

- The implementation of development activities are normally largely based on financial contributions (Robberts, 1982:ix) through development aid because economic growth is considered as of primary importance to improve the well-being of people. This tends to leave the other aspects of society neglected to a large extent. (Compare Bekker, 1989:233; Lamont, 1985:249 and Harrison, 1988:8-9.)

- The results gained through the implementation of the ideas of this approach were not, in a large number of cases, satisfactory (Emmett, 1989:147; Western, s.a.:55).

- Change was considered as inevitable and change agents were in effect considered as human mechanisms through which societies adapted to meet the challenge of modernity (Harrison, 1988:31). This approach leaves the society as a passive entity waiting to receive the wonderful things present in developed countries.

© Central University of Technology, Free State

1.1.2 Imperialism

Lenin (in Harrison, 1988:66) describes imperialism as "the monopology of capitalism". From this viewpoint it is possible to consider imperialism further. Imperialism can be described as the domination of one country over another; that is, a relationship between one dominant power and subordinate states that fall under its direct or indirect political or economic control (Cohen in Muthien, 1986:38). "The concept of imperialism refer to the outward drive of nations to build economic empires - in the form of a privileged market position, protected resources and extended opportunities for the profitable exploitation of labour ..." (Brown in Muthien, 1986:39; Also compare Magdoff, 1982:11-13). Except for motives of pride, prestige and pugnacity, together with altruistic professions of civilising missions, the reason for domination lies in the demand for markets and profitable investment by the exporting and financial classes within each imperialist regime. The most potent drive towards enlarged export markets is the excess of capitalist production over the demands of the home market (Harrison, 1988:66-68; Hobson, 1988:44-45). The impact of the involvement of imperialist countries on the less developed countries (colonies) was not viewed as totally negative by Lenin who adopted Marx's view that capitalist expansion would have a "progressive" effect on the societies it penetrated (Webster, 1988:83). Both believed that despite the disruption, plundering and exploitation of these societies, this very exploitation would lead to the development of more productive industrial capitalism in these "backward" regions (Muthien, 1976:40; Webster, 1988:83). The classical Marxist-Leninist view thus accepted that positive results would come from the development of a new more productive system in developing countries. The development of a capitalist system of production will inevitably lead to the formation of classes in the Marxist tradition which, in turn, will lead to conflict and socialism, or as Muthien (1986:45) states, a proletarian revolution that develops because of the emancipation of the subjugated.

The imperialism theory is based on the assumption that an international system of exchange relations exists because of specific export needs that developed in the capitalist societies. Despite the possibility that

© Central University of Technology, Free State

Central University of Technology, Free State

disadvantages, in terms of unequal exchange, for some of the Third World countries could develop, there were also expectations that this could contribute to the development of these countries. As Marx stated: "The country that is more developed industrially only shows, to the less developed, the image of its own future" (in Webster, 1988:83). Although the imperialist theory accepted the possibility of positive results from involvement of imperialist countries in their colonies, its primary focus was to explain the profound economic crisis in the capitalist nations (Roxborough, 1986:55). It attempted to account for the continued growth of capitalism with the focus on the acquisition of colonies and the export of capital which relieved the crisis of overproduction in the capitalist countries. The result of the involvement of capitalist countries in underdeveloped countries finally leads to the question: who derives the greatest advantage from such a situation? One possible way to approach this question is to examine it in the terms of Roxborough (1986:62): "What is the connection between imperialism and dependency?" There may be no imperialism in the sense that the metropolis does not derive any advantage from the relationship. Nevertheless, the underdeveloped economy may still suffer from the relationship. If imperialism focusses on the gains of the imperialist country (metropolis), dependency focusses on the disadvantages of the underdeveloped country (satellite) (Compare Vorster, 1989:60). The failure of the imperialist theories to explain and solve the problems of Third World countries led to the development of the dependency theories. (Compare also Hoogvelt, 1982:162-164 and Randall and Theobald, 1989:99-102).

Except for the inability of imperialism theory to provide positive development results, some other comments are also possible which may probably be part of the reason for its failure, for example:

- Imperialism theory cannot explain the reason why the proletariat of the developing countries can provide a market for the goals of the advanced countries while their own population is not able to do it according to Harrison (1988:68).

- Harrison (1988:69) continues his critique by stating that: "In short, we are being offered an ideal type rather than a theory." This is

© Central University of Technology, Free State

postulated given the manner in which the ideas in this theory have been combined. Barrat-Brown (in Harrison, 1988:69) states that he combined the dominant tendencies in capitalism, observable in a number of countries, into a composite picture representing monopolistic capitalism. Imperialism may therefore be a part of capitalism but it is only a component of it.

- The one-sided focus from the perspective of the imperialist countries to explain the less developed country's problems represent a serious problem because the real alternatives for the society with problems internally are not evident. This probably contributed to the reason for the shift to a focus on the less developed society itself as is done in the dependency approach which will be discussed next.

1.1.3 Dependency theory

Dependency theory is based on the notion that the developed world had instigated the underdevelopment of the Third World because international capitalism operated to the advantage of the developed countries and to the detriment of the periphery. Against this background, analyses of the problems of dependency started with the idea that the world economic system had two poles, namely the core and the periphery. Ideas in the dependency theory came from the structural perspective of the Economic Commission for Latin America, the Marxist perspective and a combination of the two (Vorster, 1986:60).

Dependency theorists like A. G. Frank maintain that the growth of the advanced industrial centres of the world lead to the simultaneous underdevelopment of those countries that the West exploited by draining their economic surplusses and resources (Webster, 1988:84; also compare Emmett, 1989:148 and Laite, 1984:195.) This exploitation is the result of an historical process of imperialist domination (Roxborough, 1986:68). The Third World countries in dependency relations relative to the developed countries are therefore in a position where the relation to these countries must be changed in such a way that they are able to capitalise on their surplusses and decide about utilising their

© Central University of Technology, Free State

Central University of Technology, Free State

resources in such a way that they can develop their societies. (For a practical description of the application of this approach compare O'Hearn's article in the *American Sociological Review*, vol. 54, 1989:578-596.) This can enable these countries to change their relation to the developed countries so that they can share in the products of the metropolitan economy instead of just contributing to the development thereof (Bernstein, 1979:84).

Most dependency theorists argue that this restructuring will be opposed by the ruling class in the dependent country, in that this class shares the benefits of the developed country. Resistance will only be overcome by a revolution. Proponents of the dependency paradigm argues that the only realistic alternatives are revolution or continued dependency (Roxborough, 1986:69; also compare Hoogvelt, 1980:65-95; 1982:165-170 and Randall and Theobald, 1989:103-108). Criticism of the dependency approach comes from people like David Booth argues that the approach should be discarded (Graaff, 1989:139). The defenders of the theory, however, are seemingly not willing to accept this point of departure easily as is clear from the way in which Graaff addresses Booth's criticism.

The most basic criticism of the dependency approach, at a practical level, concerning its real contribution to development thinking, is probably to be found in the question of how the problems of those countries in need of development should be solved. The identification of problems inhibiting development should be followed by solutions if they are to make a real contribution to development. Solutions like the severance of links with countries causing the dependency relations seem not to provide sufficient guidance about how it should be done, and if it is done, what should happen further in the country, to solve its needs. (Compare Harrison, 1989:99.) It therefore seems as if the dependency approach on its own departs from typical Marxist points of reference (compare Laite, 1984:190 and Moller, 1988:5), but that its real potential for a contribution in practice is not clear.

© Central University of Technology, Free State

After an attempt at the implementation of the ideas contained by these approaches, a crucial question arises: did these perceptives really contribute to the improvement of the quality of life and the standard of living of the Third World countries? The answer to this question becomes clear when the situation in these countries is considered. It is evident that the gap between the developed and the less developed countries did not narrow, in that poverty, famine, low levels of income and poor living conditions are part of the general situation in these countries. (Compare Emmett, 1989:147 and Seers, 1979:21.) The appreciation of this fact necessitates a new way of approaching societal change in less developed countries. One possible way of doing so is to take another look at the ideas on social change that already form part of the *corpus* of knowledge within the field of Sociology. This will make it possible to consider the possibilities for a model suitable as a guideline for approaching change in developing societies based on existing sociological theory. To accept this point of departure as viable it is important to accept that inadequate approaches existed when development was originally attempted by change agents as has become clear from the discussions in paragraphs 1.1.1 (p. 4) to 1.1.3 (p. 8) above (Western, s.a.:55). Western (s.a.:55) supports this acceptance by stating: "I think there is another reason however and a more important one for the present focus on the social factors in planning and development. This has to do with the general failure of development plans to materially improve the conditions of life of the people ... the recipients of planning". It is the author's contention that despite the availability of existing ideas in sociology, development theorists did not take cognisance of the real essence of social change when deciding about development and the nature thereof. Development was treated as something totally foreign to be dealt with. It could, however, have been of more value if it was approached, from the beginning, as just another form of change that must be understood according to the implications of change in the society and how it can be used to improve human well-being. This led to a situation where Sociology seemingly developed an idea that it could only deal with this problem by borrowing ideas from disciplines such as Economics (Lamont, 1985:250-251). By starting from another point through the utilisation of existing sociological knowledge on social change, it may be possible to create a point of departure for sociology

© Central University of Technology, Free State

Central University of Technology, Free State

in its own right that highlights the role of sociology in development whilst contributing to a better understanding of its nature and potential contribution.

The position concerning the theory of the sociology of developing societies at this stage is that there is no agreement in the late 1980s on a single universally acceptable theory of development. Development concepts undergo transition as structural changes occur in different societies. The question is that if the changes in certain countries influence development concepts, what should the implication be for development approaches in specific countries, considering the fact of the transition from a deterministic approach to change in the 1950's and further in the form of the modernisation approach, to a more democratic approach in the 1980's which favours participation of the people in the development situation. A tendency towards the recognition of the realities of specific situations is evident. (Compare Bekker, 1989:232-234.) For this reason a reconsideration of the development situation from a sociological point of view may contribute substantially to assist in the solving of the development problem in Third World countries. Western (s.a.:58) substantiates this viewpoint in stating: "We used to re-think the whole question of development ... I believe it is in this re-thinking and in the formulation of alternatives that the sociologist's critical function lies."

Against the background of the information, and possible solution as discussed above, it is necessary to consider the methodology to be followed for reaching the goals of the study and specifically the creation of a model that can serve as basic guideline to development organisations.

1.2 METHODOLOGICAL ACCOUNT

1.2.1 Selection of a research topic

The lack of progress towards the improvement of human well-being in developing societies raises the question: why is an improvement of human well-being absent despite constant efforts to attain it? This is, in

© Central University of Technology, Free State

part, probably due to the fact that the development agent's involvement in processes of societal change often rests on limited knowledge of the social factors involved in the process of altering people's living conditions. This contributes to the fact that changes in society are often attempted on a random basis. This approach is often evident when the planning of and involvement in projects are considered, especially after the Second World War with the Marshall plan type of approach where development needs were approached through financial aid normally in a paternalistic and deterministic way. Even in more recent times it is clear that development goals and activities are often aimed at obtaining economic growth or material well-being without any knowledge of the actors involved in the situation and their convictions, aspirations and fears. The lack of positive results from these efforts necessitates a new look at the, often ignored, social aspects involved in societal change. Within the sociology of developing societies an awareness of the inevitability that development is about and for people, and therefore necessitates a reconsideration of their position in the process, is growing. This is clear from recent publications like *Putting people first* (World Bank publication) and *Development is for people* (Coetzee, 1989) which indicates that the people in the situation are central to the whole process of change.

With the above information in mind, it is possible to formulate the research problem to be addressed in this study.

1.2.2 Research problem

The research problem has its origin in the apparent lack of knowledge, awareness and consideration of the social factors involved in societal change and can therefore be described as follows: *It constitutes the existing shortcoming in development thinking and scenarios for development in terms of well-defined social factors that must be considered, as well as the way in which it must be approached in societal change in order to improve human well-being.*

© Central University of Technology, Free State

Central University of Technology, Free State

Against the background of the research problem the following hypothesis can be formulated: *Societal change can only take place successfully, in the sense that it contributes to the well-being of the members of a society, if the organisations and their agents involved in it, direct their activities not only in relation to aspects common to all societies, but also in accordance with the unique properties, including social factors, of the specific society in which they function.*

1.2.3 Aims of the study

The aims of a study of this nature may sound idealistic. Taking into consideration the critical importance of finding answers to problems concerning societal development it can be argued that it is now of crucial importance to address some of these seemingly idealistic goals. This is necessary in an effort to attempt the formulation of proper guidelines for organisations involved in societal change aiming at development. This will inevitably entail a departure from certain conventional methods which have been used in the past as well as a need to try to utilise some other methods, which may possibly deliver more useful results. Especially in the empirical part of the study, this approach seems necessary as will become clear in the discussion on the research method (par. 1.2.4.1:16).

The objectives of this study can therefore be summarised as follows:

- a description of social change as part of societal change with special reference to the nature thereof, aiming at identifying the relevant aspects forming part of it for consideration in development activities;
- a description of a way to approach social change when development is planned;
- a discussion of the nature of organisations with special reference to organisational culture to provide a framework for the identification of an organisational culture suitable for accommodating the social factors involved in change aiming at development.

© Central University of Technology, Free State

- a case study of the Qwaqwa Development Corporation (QDC)* and its involvement in three projects to determine its organisational culture relevant to involvement in change activities and also the way in which its involvement is experienced by the planned beneficiaries of the change activities. The QDC is included in this case study because it represents an example of development organisations as a type of organisation. A decision was made to select three projects as part of the research because the QDC has three major branches of development activities, namely industrial development, business-development and manpower development. The three projects chosen each represents one of these fields of activity of the QDC. In each field of activity the same philosophy is considered and implemented in all projects. Therefore these three projects can be considered as representative of the other projects in which the QDC is involved;

- through the combination of information in the theoretical discussion as well as from the case study, an attempt will be made to construct a model to serve as guideline for development organisations planning to get involved in change activities. This will enable them to decide which social variables are relevant and also to determine how these social variables should be accommodated.

It is planned to reach the objectives, in order to achieve the goals as stated below, by:

- conducting a documentary study of existing literature in sociology concerning social change and the nature of development in order to establish a possible relationship between the two phenomena;

- describing planned social change as phenomenon as a way to approach social change when development goals are planned;

---

* This reference will be used in the rest of the text.

© Central University of Technology, Free State

Central University of Technology, Free State

- executing a documentary study on existing information in sociology concerning organisational studies in an effort to describe the nature of organisations and to establish a relationship between the nature of organisations and social change, specifically planned social change. This will be done in order to create a typology of development organisations suitable to serve as a basis on which the nature of development organisations, as a type of organisation, can be determined as well as an instrument that can be utilised in the evaluation of the activities of the QDC;

- a case study of the QDC and three of its projects, representing its basic areas of commitment, will be done through using methodological triangulation (Close, 1988:176), by utilising documentary studies, observation and interviews as different methods to determine the nature of the QDC's activities and its culture along the lines of the information as discussed in the theoretical discussions; and

- in the last instance the information gained from the theoretical discussions on social change and organisations as well as the empirical study will be related. The aim of this is to construct a model suitable to serve as a possible conceptual framework concerning the nature of a development organisation's involvement in development project.

By achieving these objectives, it is planned to attain the following goals:

- to expand, explain and systematise the existing information relevant to the study on societal, and specifically social, change. This will be done in such a way that it will contribute to development thinking through providing a description of social change and its relation to development, as well as a possible method suitable to approach social change;

- to give a description of the nature of organisations and of the type of organisation and different types of organisational culture that may allow organisations to serve as development organisations

© Central University of Technology, Free State

Central University of Technology, Free State

functioning on a client orientated basis (in other words, to promote development through the consideration and involvement of its client community);

- the identification of the development approach and organisational culture of the QDC, the effect and acceptance thereof, and the expectations of its planned beneficiaries;

- a model indicating the role of a development organisation in development activities to be considered in societal change and how the development organisation should structure itself and function to be able to consider it;

- this may contribute to the substantiating of the relevance of sociological knowledge for development planning and activities by contributing to sociological theory. On the practical level it can make possible contributions to prevent some of the failures that have occurred frequently in development actions in the past; and

- a conclusion on the hypothesis as stated in paragraph 1.2.2 which concerns the argument that a prerequisite for successful development activities is a consideration of, except for universal characteristics of societies, the unique aspects present in specific societies.

In the final chapter (Chapter 9) it will be attempted to decide on the success of the goal achievement in the study and also to indicate how it was implemented throughout the study.

1.2.4 Research design

1.2.4.1 Choice of a research method

In this project methodological triangulation (Close, 1988:176) will be used. The documentary study method (Babbie, 1979:233) will be employed to describe societal change and organisations as well as to obtain general and quantitative information about the activities of the QDC.

© Central University of Technology, Free State

Central University of Technology, Free State

In-depth unstructured interviews (Schwartz and Jacobs, 1979:40) will be used to identify and describe: the organisational culture, the structure and functions of the QDC and the attitudes of the people from the society involved in specific projects of the corporation. Participant observation (Philliber et al., 1980:104-105) will be done to obtain information about the practical functioning of the organisation and project activities.

The reason for the use of these methods will become clear if it is considered that an important goal of the project is to describe societal change and organisations as phenomena, with the aim to create a typology of development organisations and a model at the end of the study in order to formulate directives that might lead to an optimal way for development organisations to become involved in the change of a society. To make this possible, existing information must be used to obtain information about societal change and organisations. If it is kept in mind that a further aim of the project is to describe the QDC as a development organisation, it becomes clear that it is necessary to obtain specific quantitative (consider the measurable quantifiable aspects of a phenomenon which implies that quantitative research refers to those approaches in sociological research which is more formalised, as well as explicitly controlled, with a well-defined spectrum of focus and relatively close to research in the physical sciences) (Mouton and Marais, 1985:157) and qualitative information (concerns the natural subjective aspects of a phenomenon) (Mouton and Marais, 1985:70). In this context then, qualitative research refers to the approach where the procedures are not strictly formalised and explicated, while the spectrum involved, is more open and operations are executed more on a philosophical basis (Mouton and Marais, 1985:157) from the written documents of the organisation and other sources. In-depth interviews, based on open-ended questions included in an open-ended framework of questions, offer the researcher the opportunity to obtain information about the organisational culture, structure and functions of the QDC, as well as the attitudes of people involved in its projects, on an unstructured basis. This will allow the researcher to utilise every source of information to its fullest potential without the restrictions of a set schedule.

© Central University of Technology, Free State

The documentary method that forms part of the study is a well-known and frequently used method of research. The implementation thereof to study social change, organisations and the general aspects concerning the QDC can therefore be accepted as valid because the aim is to give a description of the phenomena, and by doing that, to provide a theoretical basis from which the goals of the study can be approached.

The methodological challenge in this study poses itself in the part of the study focussing on the nature and functions of the QDC and specifically the organisational culture of the corporation. The problem is that the study of a phenomenon like the structure and functions of an organisation including the specific culture thereof poses the dilemma that it also includes, except for certain visible manifestations, subjective and implicit characteristics and features which make it very difficult to identify. (Compare Van Niewenhuijzen, 1982:48.) Sathe (1983:6-7) also addresses this problem when he argues that the identification or reading of a culture is an interpretative, subjective activity. He also states that there are no exact answers in a reading or identification of this nature which may lead to a situation where two observers may not come up with the same answer (par. 5.2.3:203). When Schein's viewpoint in his book *Organizational culture and leadership* (1986) is considered, it becomes clear that organisational culture is actually based on the subjective aspects that manifest themselves in more visible cultural elements like structures, functions and certain unique manifestations inherent in specific organisations.

A second aspect that should be considered in this study is that the corporation is, in comparison to really large organisations, still relatively small in terms of the number of members of staff (153), although it probably already represents a large organisation in terms of comparable development organisations. This aspect limits the number of responses to the extent that statistical methods cannot be used effectively. The problem arising from this situation is that because specific tasks is still the responsibility of only one or possibly two people, the response to such aspects is limited to these one or two people. The problem with this situation is that it makes statistical

© Central University of Technology, Free State

Central University of Technology, Free State

testing difficult. For this reason alternative methods of considering this information are necessary.

The lack of information on development organisations further poses a problem, because it is quite difficult to identify specific relevant aspects when studying such phenomena that have not been proved viable indicators. Although a model is available for use in the study of organisational culture, it is still difficult to establish exactly how to apply these dimensions included in the model (par. 5.2.3:203), in a situation specifically aimed at the development situation. The reason for this is the possible uniqueness of the development organisation as a specific type of organisation.

Development organisations are also a type of social group. Because this study is done from a sociological perspective it is necessary to make sure that the method used to study the QDC allows the opportunity to gain information about the social aspects relevant to the corporation. For this reason the formal and structured type of measurement as in the experimental method, is unsuitable to use because it is impossible to control a social situation like an organisation in the same way as is done in psychological testing. (Compare Babbie, 1989:286-287.) It is, for example, impossible to form experimental and control groups or to put the whole organisation in a controlled area for a period of time to observe its activities. This reality, considered together with the paragraphs above concerning the subjective reality of organisational culture, the difficulty with the use of statistical procedures and the lack of information available on development organisations seem to provide some reasons for departing from the conventional methods of research. This seems inevitable in an effort to try and gain information that can really contribute to the goals of this study in the sense that it can contribute to the establishment of information that can be used to, except for enlightening development organisations, serve as a basis which can contribute, when decisions are to be made about relevant information from the theoretical discussion (Chapters 2 to 6), to create a model as planned. In other words, as Dalton (1970:161) states: "... to caution against letting method be a tail that wags the dog".

© Central University of Technology, Free State

Central University of Technology, Free State

testing difficult. For this reason alternative methods of considering this information are necessary.

The lack of information on development organisations further poses a problem, because it is quite difficult to identify specific relevant aspects when studying such phenomena that have not been proved viable indicators. Although a model is available for use in the study of organisational culture, it is still difficult to establish exactly how to apply these dimensions included in the model (par. 5.2.3:203), in a situation specifically aimed at the development situation. The reason for this is the possible uniqueness of the development organisation as a specific type of organisation.

Development organisations are also a type of social group. Because this study is done from a sociological perspective it is necessary to make sure that the method used to study the QDC allows the opportunity to gain information about the social aspects relevant to the corporation. For this reason the formal and structured type of measurement as in the experimental method, is unsuitable to use because it is impossible to control a social situation like an organisation in the same way as is done in psychological testing. (Compare Babbie, 1989:286-287.) It is, for example, impossible to form experimental and control groups or to put the whole organisation in a controlled area for a period of time to observe its activities. This reality, considered together with the paragraphs above concerning the subjective reality of organisational culture, the difficulty with the use of statistical procedures and the lack of information available on development organisations seem to provide some reasons for departing from the conventional methods of research. This seems inevitable in an effort to try and gain information that can really contribute to the goals of this study in the sense that it can contribute to the establishment of information that can be used to, except for enlightening development organisations, serve as a basis which can contribute, when decisions are to be made about relevant information from the theoretical discussion (Chapters 2 to 6), to create a model as planned. In other words, as Dalton (1970:161) states: "... to caution against letting method be a tail that wags the dog".

© Central University of Technology, Free State

Central University of Technology, Free State

Two viewpoints of different authors seem to provide points of departure suitable for this study. Schwartz and Jacobz (1979:37) argue as follows concerning the problem of how to study a situation where the member's point of view is considered: "We will deal first with strategies that are best for getting at what might be called group life. The problem is similar to the problem faced by a foreigner entering a new culture without knowing the language, the customs, the ways of acting and reasoning, and so on. What are some practical and effective ways of understanding the world that individuals construct and maintain within a given society, subculture, institution, job site, or other "natural" social group? Such strategies must allow access to others' meanings in a reasonable amount of time. Obviously hypothesis testing, controlled experiments, and extensive computer analysis are out of the question. Indeed, it would take an army of researchers to get at the meanings of a culture in a reasonable amount of time with such techniques." Taylor (1988:108-109) refers to an example of a lady who had to explain her method of preparing a certain dish and responded that she gets into the kitchen and just makes it, which he compares with his own method. This approach is not aimed at rejecting scientific standards of proof and evaluation but rather to allow for enough flexibility to be able to study specific organisations in a way that allows the organisation to present itself in terms of its unique characteristics and features instead of applying a set research design to it that may inhibit the identification of its nature. Turner's viewpoint is thus to get into the organisation and gather information through observation and interviewing from the situation which is then used to identify the categories relevant as theoretical entities and possible relationships between them.

The implication of doing research in organisations, on a qualitative and unstructured basis is as Turner (1988:111) puts it, that the advantage of hiding behind an array of equipment or method disappears. In other words, as he puts it: "The researcher ... has to live with the data collected in all of its complexity and quirkiness. In consequence very few conclusions can be justified solely by reference to the method used. Generalisations from such a study have to be self-justifying, they have to stand on their own feet."

© Central University of Technology, Free State

Central University of Technology, Free State

This type of approach seems relevant for the achievement of the goals of this study because it allows for the opportunity to get into the situation and let the situation of the QDC speak for itself. This is important especially because very little information is available on development organisations as mentioned above. The qualitative methods can therefore be accepted as a basis from which this research on the QDC can be done through utilising observation and unstructured interviews, together with the documentary study method.

"Participant observation and interviewing are for the most part variants and extensions of the practical methods any intelligent lay person would use to get at the consensual meanings of a group of people with whom he was not familiar" (Schwartz and Jacobs, 1979:37). The assumption of all such methods is that one or other form of consensus or common knowledge about meaning exists in groups and is sustained over time by a social process (Schwartz and Jacobs, 1979:37). The basic point of departure in this study basically rests on this assumption. In other words, despite all the information gained through the theoretical discussions in Chapters 2 to 5 it does not provide a blueprint for studying the QDC but rather provides a broad frame of reference about the important phenomena to be considered in the study of the QDC. It is important to realise this because the information from the organisation still has to build up its own message inductively on the aspects of theoretical importance. By using the concepts from the theoretical discussions as aspects to consider, it is possible to utilise information from the organisation to establish the nature thereof in the QDC. This will be done through determining certain tendencies concerning these aspects as identified in the theoretical discussions relating to social change, the development approach of the corporation, the nature of the organisation and, more specifically, its culture.

© Central University of Technology, Free State

Central University of Technology, Free State

By using unstructured interviews it is possible to allow people to express their ideas, feelings and convictions not only concerning themselves but also ideas, etc. from the whole organisation. In other words, people can actually talk as representatives of the corporation and by doing this it is possible to establish certain tendencies arising from various interviews. This possibility is further reinforced as the interviews will be dealt with in an open-ended way which allows interviewees the opportunity to give their unqualified views. An open-ended schedule will be used (see: Annexure A) to make sure that the interviews will not become irrelevant by ensuring that relevant topics are addressed in the questions put to the interviewees. This approach of using unstructured interviews makes snow-ball selection a worthwhile solution in determining the sample for this study. (See par. 1.2.4.2:25.) This is true because the outcome of the interviews with a few key-people (e.g. managers) is likely to determine the direction in which further information should be sought on various aspects. Additional interviewees may also provide new information preventing the first interviewees to stereotype the rest of the interviews.

The advantage of using unstructured interviews in this study can be summarised as follows:

- It allows the researcher the opportunity to let the interview develop in terms of relevant questions and aspects as it progresses in various situations, especially because the situation is new and it is very difficult to predict specific questions that may be necessary to provide necessary information.

- It does not limit the response possibilities of the interviewee although it may, in certain circumstances, pose the risk of waisting time on irrelevant information. It, however, implies the possibility of a greater degree of feedback.

- This promises the best possible way to evaluate the intentions and behaviour of others because it allows a face to face interaction with the potential of open discussion. (Compare Schwartz and Jacobs, 1979:40-42.)

© Central University of Technology, Free State

Central University of Technology, Free State

Observation in this study will be used as a method of information generation that can, except for adding new information, also serve as a method of verification. By observing people's actions and the day to day operation of the corporation, together with other aspects such as the physical structure of buildings and layout of offices, it is possible to determine to a certain extent the reliability of some of the oral reports of people. Turner (1988:109-111) supports the idea of combining the two methods and do Schwartz and Jacobs (1979:45-46) in arguing: "Many people in the reality reconstruction business hold that interviewing (in whatever form) ought not to be used exclusively but should be used in combination with participant observation ... By becoming a participant observer one is in a position to see if people 'say what they mean and mean what they say'."

Participant observation and interviews will be used in the study of the QDC as well as in the case of the three projects to be studied. In the case of the projects of the QDC an open-ended schedule will also be used (compare Annexure B) to identify the general aspects relevant for the discussion.

Against the background of the above argument, it can be said that because of the nature of the phenomena to be studied and the goals of the study the conventional methods of doing research do not seem suitable in this case. The following considerations seem important. Firstly, organisational culture studies demand a method that enables one to gather information other than the obvious empirically identifiable aspects. Secondly, development organisations is not an extensively studied phenomenon which causes many grey areas in the determination of what is relevant and what is not when it is studied, which makes questionnaires, etc., a risk in terms of gaining information for the goals of the study. Thirdly, it is imperative to consider the need of having a method that can specifically generate new information because decisions must be made on relevant information from existing theoretical material and a model for development organisations and its activities must be planned. Fourthly, it seems as if some innovation can in this situation contribute to avoid some of the limitations of the

© Central University of Technology, Free State

Central University of Technology, Free State

conventional methods which may contribute to a more valuable study in terms of its contribution to development thinking.

The validity and reliability of the methods to be used are to be attended to in the case of this study mainly through the following:

- By doing and presenting a thorough theoretical study as frame of reference it is possible to consider at all times the broad outlines of existing knowledge and to compare the relevancy and logical basis for any new ideas.

- Through providing copies of the schedules used as broad indicators of relevant aspects considered in the research, together with the fact that the QDC is an existing organisation, the possibility of verifying the research through replication studies or other methods exists.

- Because the researcher conducted all the interviews and other activities himself, the consistent dealing with specific questions and topics could be ensured. Relevant follow-up on specific aspects that demanded information, where it proved necessary, was done.

- Discussions were held with the management-committee of the QDC on the planned project, including the methodology, before starting with the project, to establish the relevance thereof for their situation.

- The researcher verified his conclusions during interviews and after interviews as well as after the final report was written in concept form to ensure that assumptions about the attitude and ideas of people are in agreement with the viewpoints of the employees of the corporation in general.

Various examples of research being done according to this method in a variety of situations exist. A classical example is probably the work of Glaser and Strauss in their studies of the American hospital organisations (Turner, 1988:111) and Dalton (1970:161 ff).

© Central University of Technology, Free State

Central University of Technology, Free State

The decision on the method to be used will again be referred to in Chapter 6 where the research results on the QDC is reported (par. 6.6:246).

1.2.4.2 Population and sampling

The population/universe for this study consists of all the employees of the QDC involved in the determining of the organisation's policy and activities as well as the execution thereof, as well as all the people involved as planned beneficiaries in the development projects. This implies that all the staff of the QDC will form part of the population except for service staff responsible for cleaning, security, maintenance and other general functions not really involved in the day to day development activities of the corporation.

Sampling will be done by using a method of non-probability selection (Babbie, 1979:195) and specifically purposive sampling (Babbie, 1979:195) in the case of the QDC to select a core group of respondents. All heads of the different departments and the people in managerial positions will be regarded as part of the sample for this project. To accommodate people working in subordinate positions, a method of snowball selection (Bailey, 1982:99-100) will be used to ensure the obtaining of information about all functions in the organisation without unnecessary duplication of such information.

In the case of the three projects to be studied the entrepreneurs and leaders of the projects will be involved as a core group and, as in the case of the organisation, snowball selection will be exercised to select additional people from whom to obtain information. Time will also be spent to become involved in group discussions, where possible, to make sure that information obtained from individuals does not give a distorted picture of what is really being experienced by the group. In the last instance, observation will be done to establish if the information gained projects an accurate picture of the situation. The reason for drawing a sample in the above way is to allow for both decision-makers and subordinates to be involved in this process. As decision-makers the

© Central University of Technology, Free State

Central University of Technology, Free State

managers ought to be the best people to explain the reason for the creation of existing organisational arrangements, planning structures and cultural aspects. On the other hand, it is also necessary to obtain and utilise the information from the people responsible for implementing the set planning according to the existing culture in the organisation in particular, about how they view the organisation's culture because it is on this level where culture is tested and becomes institutionalised. In the case of the projects the owners of enterprises (businesses or factories) or people involved in projects or community leaders are normally the people (depending on the type of project) with direct and frequent contact with the development organisation and its agents. Their impressions, combined with those of the people normally at the end of the line receiving messages about new plans for change, are important. Because the situation resulting from change is directly relevant to the people from the target group, these are the people who should be able to provide the information necessary to decide about the real implications of change activities. By applying snowball selection as a second sampling method, provision is made to accommodate specific people who may have important knowledge for understanding the situation which only becomes clear during the interviews and cannot be planned for in advance because of the unique nature of the organisation or group.

1.2.4.3 Operationalisation

The concept "operationalisation" refers to: "... the development of specific procedures (operations) that will result in empirical observations representing those concepts in the real world" (Babbie, 1979:137).

Regarding the documentary study, operationalisation will be executed through selecting relevant information concerning the goals of the study from the available sources. The interviews will be unstructured since different people from different departments will probably present information resulting from the activities of their departments. The same method will be used in the case of the projects. This is most probably the method that will make the obtaining of the widest spectrum of

© Central University of Technology, Free State

Central University of Technology, Free State

information possible. In the cases of the interviews, schedules indicating the aspects relevant to the study will be used to ensure that the discussions will cover the topics necessary to fulfil the goals of the study. (See Annexure A and B and par. 1.2.4.1:16.)

1.2.4.4 Data gathering

The researcher will aim to obtain all the information required for the project through the use of the available sources, in-depth interviews and observation. All aspects of the research process will be executed by the researcher himself in an effort to ensure consistent handling of sources with relevant material, first hand information on all aspects considered in the research and consistent dealing with various topics and aspects in the interview situation and observation. The researcher is aware of the fact that this way of doing research can be demanding on the researcher and may pose the risk of a one-sided perspective. To prevent this from happening, constant evaluation of decisions, assumptions and impressions will be done throughout the research process by discussing it with members from the corporation. A sociologist employed by the corporation as work-study officer will constantly be consulted together with a member's test through cross-checking answers from individuals themselves and also from other interviews.

1.2.4.5 Data processing

Information obtained from a variety of sources will be arranged according to the specific goals of the study. Due to the nature of the study, which aims at the construction of a model apart from the other objectives as formulated, the consideration of a wide spectrum of aspects such as social change, development and organisational studies is

© Central University of Technology, Free State

Central University of Technology, Free State

imperative. It is impossible to discuss all these aspects in detail as in a study focussing on single aspects of specific phenomena, but rather necessitates the consideration of as wide a spectrum of aspects as is possible. This will be done in a way that will allow the identification of aspects concerning these phenomena that can possibly contribute to the attainment of the goals of the study and facilitate the creation of a model for development organisations (suitable to guide such organisations in the fulfilment of their tasks) by, firstly, serving as concepts important for consideration in the empirical research, and secondly, to contribute to a *corpus* of knowledge together with the information from the QDC and its projects that can be used for the selection of information to facilitate the achievement of the various goals including the creation of the planned model. The reason for using specific information will become clear in Chapter 8 when the study is focussed on the creation of the model. Because the discussions in Chapters 2 to 5 will to a large extent depart from existing information, the relevant aspects and conclusions concerning the goals of this study, will be dealt with as the information unfolds and develops into arguments.

Quantitative information (Mouton and Marais, 1985:157) about the QDC will be presented in tables in such a manner that it will provide information about some specific characteristics and properties of the QDC that are relevant to explain the role of the corporation in societal change.

Qualitative information (Mouton and Marais, 1985:157) will be organised in such a manner that it will allow an analysis of the organisational culture of the QDC and the attitudes of the people involved in projects of the QDC. The information gained will be used to address the various dimensions or aspects comprising organisational culture, the nature of organisations and the nature of social change and development. The aim is to establish the nature and functions of the QDC in terms of its development approach and functions as related to its organisational culture. By doing this the information can be utilised to evaluate the

© Central University of Technology, Free State

Central University of Technology, Free State

position of the QDC on these aspects against the ideal-typical picture of development organisations as discussed in Chapters 2 to 5. Through employing information obtained from these interviews, it will be possible to formulate a more adequate explanation about the specific variables in organisations important for societal change as identified in the documentary study on societal change and organisations.

1.2.4.6 Data analysis

Information gained from the description of societal change and organisations, as well as from the QDC and some of its projects, will be related in a way that a decision can be made on the set goals and the viability of the construction of a model for organisations involved in societal change. Through doing this a conclusion on the set hypothesis will be possible.

1.2.5 Problems with the project

Problems experienced during the execution of the project:

- A large volume of study material about societal change and organisations as phenomena is available, but no specific efforts have been made to indicate the direct relations between them. Firstly, what exists is a large number of contributions concerning social change and organisations. These represent a variety of viewpoints (including a large number of variables) on this matters which often contradict each other and cause a very wide spectrum of focus, specifically in the material on social change. Secondly, the problem exists that almost no efforts aiming to establish a definite relationship between organisations and social change in a way suitable to serve as a description of the nature of development organisations could be found. For this reason it became necessary to work towards a typology of development organisations. Subsequently, the selection of the information must be executed meticulously to be able to construct a

© Central University of Technology, Free State

Central University of Technology, Free State

meaningful relationship between development organisations and societal change with the aim of successful societal change.

- Because social change is a phenomenon that received much attention over many years, a substantial number of the contributions to this topic are publications that date back twenty years or more. The same holds true to a certain extent for organisational studies, although to a lesser degree. Because no new contributions of significant value have been made to date, some of these sources had to be used as the best available information on these topics, in various cases.

- Because the culture and needs of societies differ, it is important to be careful not to present an oversimplified picture of development organisations. It is imperative to keep in mind that the culture of development organisations in different societies may differ in relation to the existing needs, values, norms and practices in those societies.

- The above-mentioned aspect must be further considered as a problem in the study when the situation of the QDC is considered in the environment in which it operates. It became clear during the interviews that the background of the people working in the QDC and that of the people living in Qwaqwa differ to a great extent. The differences became evident in the interviews in terms of basic points of departure concerning problem solution, expectations from the situation in general and from each other and cultural background. It was evident that the QDC accepts in principle a pure Western type of cultural base in their approach, decisions and activities concerning development. The reality of the situation in which it functions is that it is to a large extent still a traditional environment. On the one hand, this aspect confirmed the need for a study like this which stresses the need for development organisations to consider their planned beneficiaries when getting involved in development actions on the one hand. On the other hand, it complicates the research process because responses from various interviews must be considered from their own frame of reference in order to understand the meaning

© Central University of Technology, Free State

Central University of Technology, Free State

thereof. It was therefore necessary to be able to address each situation in terms of its own realities. This made it necessary to work with a theoretical frame of reference able to accommodate the different and sometimes contradictory experiences of people from different situations. For this reason the theoretical discussion had to be expanded to allow variation and not to limit the possibility of accommodating a variety of responses into the explanation of the situations under study.

- The complexity of the situation to be studied was further influenced by the fact that the situation studied was new to the researcher and by a lack of existing sources on development organisations in general. The fact that the study focussed on the culture of the organisation among other things also demanded a realisation of the fact that a study of the specific situation should be able to deal with the subjective and implicit aspects involved and therefore a specific consideration of the methodology to be used was necessary to provide the necessary information through effective operationalisation. Considering the complexity of the situation as stated above, the nature of the phenomenon to be studied and the necessity to be able to look past the visible aspects of the reality it became clear that the conventional methods of research like the survey or experimental method would not be suitable. What was needed was a method that could, considering modern theoretical and methodological principles, generate information inductively, in other words a method that could reveal the QDC and its projects according to its own nature. It therefore became clear that some innovation would be necessary in terms of a methodological solution to the research problem. A decision was therefore made for the least structured way of approaching the situation that will still pass the test of scientific demands. It was decided to utilise unstructured interviews and observation together with documentary study as method.

- Doing research in such an unstructured way posed the problem of validity and reliability. To allow for validity and reliability it was therefore decided to provide for it by:

© Central University of Technology, Free State

Central University of Technology, Free State

- providing a proper theoretical basis which can be used as a logical frame of reference against which all conclusions and assumptions can be reflected;

- using the theoretical discussion as guideline to create two schedules, for the QDC and its projects respectively, that could serve as broad outlines concerning the topics relevant for discussion through the interviews;

- considering the permanence of the corporation as a factor which makes replication studies or other forms of verification possible;

- executing all the facets of the research process personally. An attempt was made to ensure that all items were dealt with in the same way to prevent confusion because of different meanings attached to certain aspects; and

- accepting a method of respondent verification by verifying constantly if conclusions are still relevant and in line with the real situation through checking with employees of the corporation. (This aspect also served to prevent an overly one-sided viewpoint by the researcher).

- Because the study includes such a wide spectrum of focus it inevitably poses the risk of dealing with certain matters in an overly superficial way. It was therefore necessary to concentrate throughout the study to allow the discussion to unfold logically to the point where the final goals could be attained. In certain cases it may therefore seem as if the researcher went about the selection of material in an overly eclectic manner but in some instances very selections from existing information had to be made in order not to depart from the primary goals of the study by being side- tracked, but rather to discipline himself to the point where very definite decisions on the use or not, of specific material is made.

© Central University of Technology, Free State

Central University of Technology, Free State

- A problem that had to be handled with great care is the gathering and dealing with the information of the organisation involved. It must be accepted that a certain amount of sensitivity surrounds the activities of such organisations. Insensitive behaviour could therefore possibly influence the organisation not to be fully co-operative in the sense of making information available for the research. Effective but objective communication therefore had to be maintained during the course of the study, as well as thereafter.

- Specific attention was devoted to establishing proper rapport with the people involved in the projects. It was necessary to establish a relationship of mutual trust with people and to prove one's intentions to really facilitate open discussions. The basis on which this was approached was to be open and frank with the management committee of the corporation concerning the goals and value of the study. The consent from this committee allowed entrance into the QDC and developed into a willingness from people to participate.

- Close attention had to be paid to respondents manipulating information according to their own ideals and impressions in the QDC. This problem developed because in a situation where such a large group of people work, the aspirations and ideas of a variety of people had to be considered. It was clear from certain interviews that the viewpoints of people sometimes tend to be overly conforming in yet other cases people clearly gave highly individualised viewpoints. In such situations it was normally necessary to allow the interview to develop to a point where one could be satisfied about what the intentions and meanings of the specific persons were. This was necessary in order to consider them in the evaluation of such responses in terms of their value for the goals of the study.

© Central University of Technology, Free State

Central University of Technology, Free State

1.2.6 Structure of the dissertation

CHAPTER 1
METHODOLOGICAL ACCOUNT

In Chapter 1 the focus is on providing the reason for the study and also to give a description of the methodology in this study. The goals and objectives of the study are also be identified in this chapter.

CHAPTER 2
SOCIETAL CHANGE
By focussing on societal change an effort will be made to describe the relation of social change to societal change and, in doing so, to identify the role of the sociologist in the planning and execution of change. Social change will further be discussed to explain the nature thereof and to indicate its role in the advancement of development.

CHAPTER 3
A POSSIBLE SOLUTION FOR APPROACHING THE PROBLEM OF SOCIAL CHANGE
In this chapter the aim is to describe planned social change as a method of planning and implementing social change. The roles of the change agent and planned beneficiaries or client systems in this process will be described to create a picture of the approaches necessary for all parties who take part in planned social change.

CHAPTER 4
THE NATURE OF DEVELOPMENT ORGANISATIONS
The nature of development organisations will be addressed in this chapter with the aim to identify theoretical dimensions that can serve as guidance factors in the study of the QDC.

CHAPTER 5
THE NATURE OF ORGANISATIONAL CULTURE
The aim of this chapter is to give a description of organisational culture. In addition, an effort will be made to provide a model through which organisational culture can be studied.

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 6

QWAQWA DEVELOPMENT CORPORATION - A CASE STUDY

The origin and history of the QDC will be discussed together with its structure, basic philosophy towards development and primary functions. An effort will be made to identify its organisational culture on the basis of the information gathered through the interviews from members of the organisations.

CHAPTER 7

PROJECT INVOLVEMENT OF QWAQWA DEVELOPMENT CORPORATION

The aim is to describe how the planned beneficiaries in three projects experience the involvement of the development organisation in the process of change in their particular situation. The chapter will be concluded with some ideas about the nature of the development situation and the role of a development corporation.

CHAPTER 8

A MODEL FOR DEVELOPMENT ACTIVITIES BY DEVELOPMENT ORGANISATIONS

After comparing the information from Chapters 2 to 7, the social variables proven to be important in the process of change concerning social change and development organisations, will be considered to establish the relations among them. With the identified variables and the established relations among them as elements, a model for the involvement of development organisations in societal change will be constructed.

CHAPTER 9

CONCLUSION

In the concluding chapter it will be attempted to decide about the acceptability of the hypothesis as spelled out in paragraph 1.2.2.

1.3 SUMMARY

The methodological approach, as discussed above, aims at allowing as much flexibility as possible. This is specifically done to allow for the gathering of information from as wide a spectrum of sources (documents and people) as possible and also to allow for the opportunity to develop

© Central University of Technology, Free State

a proper working relationship between researcher and researched. The aim is to democratise the research process to such an extent that the collecting of information will not be distorted by unequal power relations but to reduce such differences as far as possible. This implies a situation where the researcher do not enter into the research situation with a completed set of ideas and expectations but rather allows the interviewee to present himself to the extent that the reality of the situation can be detected in an exchange relationship between researcher and interviewee in an open manner. Therefore, social change will not be discussed from a specific theoretical viewpoint but an eclectical approach will be followed in the discussion of it as a phenomenon.

A second provision for flexibility is made in the way the sample is determined. Because it is crucial to obtain as much as possible of the information available for understanding the organisation's culture and its involvement in the projects, allowance is made to involve additional people at any stage if they may provide relevant information.

Relatively unstructured interviews are used to gather the information with the distinct aim of allowing openness and preventing the unnecessary limitations of strict schedules or questionnaires. Examples of such limitations are standardisation of questionnaires that may include totally inappropriate aspects causing a superficial coverage of often very complex topics, an inability to deal with the context of social-life, in other words to develop a feeling for the total life situation; inflexibility and artificiality which clearly reflects against its inability to deal with qualitative aspects like feelings and subjective experiences which inevitably form part of a study like this as was discussed in paragraph 1.2.4.1 (p. 16). (Compare Babbie, 1979:345-347.)

Because change is a widely discussed concept and can include a wide variety of forms in different situations, it is important not to set boundaries that are too strict to allow proper discussion and investigation that may inhibit the possibility to reach the goals of the study and specifically to construct a model as planned. This puts very

© Central University of Technology, Free State

demanding challenges to the study, in other words, to deal with change as phenomenon in a way that can really allow the understanding of the essence thereof in theory and practice in a way sufficient to reach the goals of the study. It is therefore accepted that the theory and method to be used in this study should promote this open and innovative way of dealing with change. Therefore an eclectic way of approaching theory and an unstructured methodology is accepted.

Against the background of the information as discussed in paragraph 1.1 which suggested that it is necessary to reconsider existing approaches to development thinking and activities in the sociology of developing societies, it is now possible to start with a discussion of societal change as phenomenon. The aim is to suggest another basis from which development activities can be approached apart from the existing approaches as referred to above.

---o0o---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 2

SOCIETAL CHANGE

2.1 INTRODUCTION

In Chapter 1 it was indicated that the search among scientists for guidelines about effective and efficient methods or ways to approach development needs in developing countries is still receiving extensive critical attention in development literature. (Compare Cernea, 1985; Coetzee, 1989; Garcia, 1985 and Randall and Theobald, 1989.) The need to address this problem is important because it seems as if the situation in developing countries is getting worse. This is evident from various examples such as the growing debt position of Third World countries, famine in countries like Ethiopia and Mocambique and political instability in the countries of Central America.

If the sociologist wants to make a contribution to the solution of problems or development needs in developing countries, it is imperative to reconsider his role in terms of involvement in the past and possible contributions in the future. (Compare Lamont, 1985:248 and 253.) To do this it is necessary to take another look at the existing knowledge comprising sociology and, more specifically, the knowledge on the nature of social change which can possibly provide a basis for a more successful approach towards development activities. Attempting a new way of approaching change in developing societies is not a case of trying to develop totally new concepts or theories about development, but rather a way of taking another look at what is really taking place regarding social aspects in a society or group when it changes, in other words to exploit existing knowledge and expand on that, if necessary. The researcher's idea, therefore, is that knowledge does exist in the *corpus* of sociological knowledge that can guide the sociologist in development activities. The problem lies in the way in which this knowledge was implemented in the past. With such knowledge available it is thus

© Central University of Technology, Free State

Central University of Technology, Free State

possible to plan for change with proper recognition of social factors and processes involved. By approaching societal change in this manner it may become possible to explain the relationship between change and development in terms of a specific way in which the change process can be approached to further development. (Compare Chapter 8.)

In an effort to get closer to a guideline for people involved in development activities on how to approach their task, the aim of this chapter will be to outline the nature of societal change. Against this background, the multi-dimensional nature of societal change will be described with the aim of indicating the specific nature of and, therefore, the role of social change and hence the sociologist in societal change. In the last part of the chapter, development will be discussed as phenomenon in an effort to explain the relation between social change and the improvement of human well-being. Attention will also be given to the role of the sociologist in the planning and execution of change.

2.2 SOCIETAL CHANGE - A PROCESS TOWARDS DEVELOPMENT

When a close examination is made of theories in the sociology of developing societies, as discussed in the introduction in Chapter 1, it is the researcher's contention that a problem exists. The problem can be found in a lack of clarity concerning the position of sociology as discipline, in relation to other disciplines, on the issue of societal change or development. In other words, what is the contribution sociology can make and what is expected from the sociologist? Traditionally, development was regarded as the domain of economists. At the stage when sociologists became involved in the topic of development they were confronted with existing ideas from economics (Chodak, 1973:6), of which the influence is clear in modernisation, imperialism and dependency theories as discussed in Chapter 1. The influence of economics is clear when it is realised that the primary focus of these theories is on economic factors. For example, modernisation theory rests on financial support and industrialisation, imperialism ideas rest on economic exploitation, as is the case with the dependency theory. It can therefore rightfully be claimed that sociological thought on development

© Central University of Technology, Free State

is, to a large extent, a result of concepts drawn from the field of economics, without proper sociological consideration. (Compare, for example, Bagadion and Korten, 1985:52; Hoogvelt, 1980:150; Lamont, 1985:251 and O'Hearn, 1989:578-596.)

A solution to the problem of the role of sociology in societal change is to draw a distinction between societal and social change as phenomena. To make this possible, the point of departure in this thesis is that the concept **society** indicates more than just the social relations and actually refers to the total spectrum of institutions, organisations and activities within and relations among these institutions and organisations which include, amongst others, economic, political and social institutions and organisations that comprise human existence. This viewpoint may differ from viewpoints such as: "Society is our experience with other people around us" (Berger and Berger, 1975:3) and of Steyn and Van Rensburg's (1985:1). This point of departure, however, can be accepted as a more explicit definition of society which allows a more logical explanation of the complexity of the living world, of the individual, and group and social change in it. This is because the multi-dimensional consideration of reality being applied to society in this way allows the logical understanding and positioning of the social reality. It allows social change to be considered in relation to the other aspects comprising society as an interdependent process of a variety of economic, political and other dimensions. It allows a logical basis from which to decide about the role of sociology in development thinking because the focus of the various disciplines becomes clear when society is considered according to its various aspects. The sociologist focusses only on a particular part of the society, namely the social aspects (Johnson, 1981:12). It is important to realise that when reference is made to a society, the interrelations among societies are not ignored but the idea is rather that society can be defined as an entity with institutions and organisations existing in relation to other societies. The implication of such a realisation is that, although societies consist of aspects that seemingly provide all the substance necessary for their existence, they still stand in a relation of dynamic interdependence with other societies. This aspect is important because the relation with other societies can be a factor of crucial importance

© Central University of Technology, Free State

Central University of Technology, Free State

in terms of development, especially in terms of the exchange of expertise and resources (Laite, 1984:195). An example of this is where a development agent becomes involved in a society as an external source of knowledge and influence. (Compare Harrison, 1988:31.)

According to the researcher, societal change can therefore be described as a comprehensive process of change: which can include change in the whole of society or in some of the different institutions of society (for example economy, politics and social factors) to such an extent that it will lead to the change of the whole society. Examples of societal change can be found in developed countries such as Britain and France, as well as in the developing countries where change in the economic institutions in terms of new ways of production and expansion of markets, political change towards democracies out of traditional patriarchal systems, and social change in terms of aspects such as value systems and relations of interaction, have taken place. These changes led to the development of new types of societies characterised by industrialised production systems, multi-party political systems, high levels of urbanisation, stratification systems based on achievement, and other features.

Social change, as a component of societal change can, therefore, be considered as part of the process of societal change and is the area of the sociologist's study. Although the economy, politics, education and other institutions also include social aspects, it is not the primary focus of the specific disciplines of economics, political studies and other disciplines, to deal with these aspects. Although these disciplines must take notice of social factors, it is only the sociologist who studies them from a sociological point of view (Ashley and Orenstein, 1985:3; Johnson, 1981:12-27). The responsibility of the sociologist, involved with the sociology of developing societies, is therefore to define clearly the nature of the social aspects in society and their role in societal change, which should then, together with information from other disciplines like economics, form an integral part of the information utilised in approaching a development project.

© Central University of Technology, Free State

Central University of Technology, Free State

With the acceptance of the specific knowledge for which the sociologist is responsible in development thinking and activities, namely the social aspects (social interaction, stratification, etc.) (par. 2.5:76), it is necessary to examine the nature of social change.

2.3 SOCIAL CHANGE, ITS NATURE AND CHARACTERISTICS

Social change is explained in various ways by different sociologists [Comte, Durkheim, Marx, Tönnies, Moore, etc. (compare par. 1.1:1)]. This can create the idea that social change is a phenomenon that is something peripheral that forms part of the interest of theorists only, as was implied by Allen's viewpoint at the beginning of paragraph 1.1 (p. 1). Important is that social change forms part of the social reality which is experienced daily by all individuals and groups. The different attempts by theorists to explain this reality are nothing more than efforts to understand social change. For this reason it is important to describe the nature of social change in an attempt to indicate the specific aspects of reality that the sociologist must accept responsibility for. Allen (1971:56-57) states that social evolution has been a long term interest of sociologists. (Also compare Cardoso, 1978:178-192 and Varma, 1980:34.) He argues that it refers back to the nineteenth century when Darwinian and other biological studies also led to the use of these ideas for the explanation of social phenomena. (His argument for the use of the term "societal change" will be accepted in the following paragraphs because it seems to provide a logical basis.) The idea that societies all start at a specific point and develop in a similar way through various stages, led to the evolutionary idea to be criticised. A specific example of such criticism is that in this approach the sociologists were too slavish in copying the biological explanations. (The directionality of change will be discussed in more detail later in this chapter when the characteristics of social change will be discussed in par. 2.3.2.2.7:61.) Since the 1920s when criticism against evolutionism reached a climax, the phrase "social change" has been used increasingly. However, an explanation of how societies evolve

© Central University of Technology, Free State

remained a problem. During the 1960s a renewed interest in evolutionary ideas began (Allen, 1971:56-57). Theorists such as Talcott Parsons developed ideas which represent changes of some basic aspects of evolutionism. (Compare Eisenstadt, 1968:13-17; Hoogvelt, 1980:13; Parsons, 1977:230-231; Smith, 1973:3,14-59 and Varma, 1980:35-36.) Recognition was given to the differences among societies, which cause different points of departure in the change process (Eisenstadt in Long, 1977:12-13). The ideas of linear stages and specific end results for change were also rejected. Despite these differences in ideas between evolutionism and the later neo-evolutionism there is in both traditions the basic notion of an anticipated end result for all societies (compare Etzioni-Halevy, 1981:40; Parsons, 1977:231) which represent a value judgement over all developing societies. The same criticism is possible of the concept "progress" which implies desirable change or improvement as becomes clear from the ideas of scientists such as Nisbet and Allen.

When the possible intrinsic meanings of the above-mentioned concepts (evolutionism, neo-evolutionism, progress) are considered, the phrase "social change" probably pose a more valid proposition when reference is made to the unfolding of new institutions and organisations in society. The use of social change to describe new situations in societies allows the opportunity to take a neutral viewpoint on the situation in a specific society, in the sense of understanding it in terms of its own potential and needs without evaluating its position in relation to other societies. This is usually the case when concepts such as progress and evolution are used which carry the connotation of change in a specific manner, and this is often similar to the experience of other societies. The tendency to attach the meaning of a specific type of change to concepts such as neo-evolutionism is clear in Talcott Parsons' work as discussed by Hoogvelt (1980:21-49).

© Central University of Technology, Free State

To form a clear picture of what is meant by the phrase "social change" a proper definition of it is necessary. To attempt such a definition, existing definitions in sociology will be examined. The value of definitions of social change is the contribution they can make to the identification of the concepts, processes, institutions and organisations involved, as well as the identification of the powers and interests that constantly stimulate or undermine it and maintain the *status quo*, as well as an indication of when it is possible to refer to a situation as undergoing change. The matter of when a situation can be described as changing, presents certain difficulties. The problem becomes apparent when an attempt is made to distinguish between change and non-change. "Many things, perhaps all things, are always in some state of fluctuation; thus in some absolute sense 'things are always changing'" (Zaltman and Duncan, 1977:6). When referring to human behaviour it is possible to state that most behaviour fluctuates. The question arises as to what the difference between change and the *status quo* is or what constitutes such a significant modification in social relations that it could be referred to as change. The difference will become clear when the nature of change is described in contrast with a situation of inertia after the discussion of some existing definitions in sociology (par. 2.3.2.1:53).

2.3.1 What is the content of existing definitions?

A few definitions will be discussed in the following paragraph with the objective of identifying the aspects relevant to social change in an effort to formulate a definition of social change, suitable for use in a discussion of development.

2.3.1.1 W. E. Moore

W. E. Moore (1972:366) defines social change as "... the significant alteration of social structures (that is, of patterns of social action and interaction), including consequences and manifestations of such structures embodied in norms (rules of conduct), values, and cultural

© Central University of Technology, Free State

products and symbols." In this definition cultural and social structural aspects are included, although culture is seen as the result of structural change and reference is not made to the influence of cultural factors on structural changes. By combining these two aspects, Moore is in agreement with Allen (1971:43) who states that change in human affairs is best approached through a combination of social and cultural change. Allen also refers to some sociologists (Kingsley Davis, Leopoldt von Wiese, Robert M. MacIver and Charles H. Page) who differ from this approach by defining social change in apart from cultural change.

Given the interdependence between these two aspects it is difficult to consider them in isolation. It is the researcher's opinion that it is possible to approach social change as a combination of social and cultural aspects when it is taken into consideration that cultural change is influenced by social actions and social actors are influenced by cultural aspects. In other words, through the social process specific changes in the culture of a society may occur, for example when certain norms are replaced over a period of time by other norms. The argument is also probably true the other way round if it is considered that culture can change through processes such as cultural diffusion or acculturation which may lead to change in the nature of the social process of a group, community or society. The interaction between culture and social processes can therefore be considered as being so direct that culture provides the frame of reference in which social activities take place. Social action, except for depending on culture for direction to a large extent, also influences culture by changing it into practice and therefore testing its applicability and, according to the results thereof, changes may be caused to certain cultural aspects or even culture in general by deviating from existing traits to the extent that they are replaced by other cultural aspects.

Moore does not refer to any specific context or boundaries and therefore it can be accepted that he includes the possibility of large scale and small scale changes in his definition. It can therefore be said that Moore includes all types of institutional (expectations for conduct) and organisational (relations between individuals or groups) changes, irrespective of their magnitude.

© Central University of Technology, Free State

2.3.1.2 E. M. Rogers and F. F. Shoemaker

Rogers and Shoemaker (1971:7) describe social change as the process by which alteration occurs in the structure and function of a social system. National revolution, the invention of new manufacturing techniques, the founding of a village improvement council, the adoption of birth control methods by a family, are all examples of social change. They explain their concepts by saying that changes in social structure refer to alterations in the organisation of the social relations or changes in the statuses in society. Functional change refers to changes in role performance in a social structure which can be seen as results of the influence of changes in status in the structure. However, role fulfilment can also influence status in society, for example, when people do not fulfil the expectations attached to a specific position, the status can be taken away, such as a teacher who does not teach properly who can be discharged.

Because role performance is based on role expectations which originate from norms, it is interesting that Rogers and Schoemaker do not refer to cultural aspects in the definition. Their focus therefore rest on the influence of the interrelationship between the structure and function of the social system, in other words, the organisational aspects of society with no clear recognition of the institutional aspects.

2.3.1.3 M. Ginsberg

M. Ginsberg (in Allen, 1971:37) argues as follows: "By social change I understand a change in social structure, for example, the size of society, the composition or balance of its parts or the type of its organization. Examples of such changes are the contraction in the size of the family, ... the breaking up of the domainal economy with the rise of cities, the transition from 'estates' to social classes ... The term social change must also include changes in attitudes or beliefs, insofar as they sustain institutions and change with them."

© Central University of Technology, Free State

Central University of Technology, Free State

Ginsberg, like Moore, includes cultural and social aspects in his definition of social change when he refers to changes in attitudes and beliefs as well as changes in social structure. The size of changes to which he refers, is not clear. The idea is, however, created that he refers to changes on societal level which implies large scale changes.

2.3.1.4 J. Verhoeven

In his definition, J. Verhoeven (1986:19) states that social change is "... een significante wijziging van gestructureerd sociaal handelen en/of van de cultuur van roldragers, groepen of collectiviteiten".

Verhoeven also includes social and cultural aspects in his definition. By referring to social action in general and to the culture of individuals, groups and collectivities he covers the whole spectrum of possible changes from the micro- to the macro-level. Verhoeven (1986:19) supports this viewpoint in his discussion of social change by stating that social change can take on different forms which does not mean that a total system must be changed to represent social change.

The reality of different levels of change (micro- and macro-level changes) led to the development of two types of theories: those having their roots in the social structure - the macro-level of life - as the starting point for change, and those having their roots in the individual - the micro-level of life - as the starting point for change (Zaltman, 1973:9). In fact these two levels of change cannot be totally separated because individuals are affected by social structure and social structure is affected by individual action and decisions based on specific cultural aspects (values and beliefs).

2.3.1.5 G. E. Swanson

G. E. Swanson (1971:2) defines change as a difference in a structure, the difference occurring over time and being initiated by factors outside that structure.

© Central University of Technology, Free State

Important in this description is the reference to change in structure and the time involved in the process of change. Change is also accepted as occurring only after external stimuli, which seem to pose a problem because they suggest a passive approach with the changing society receiving external deterministic influences. As stated in the discussion in paragraph 2.3.1.4 (p. 47) individual action and decision-making are a reality, which leaves the possibility for some internal group dynamics that could lead to change. This aspect becomes clear when Zaltman and Duncan's definition is discussed.

2.3.1.6 G. Zaltman and R. Duncan

G. Zaltman and R. Duncan (1977:9) define change as: "... an alteration in the way an individual or group of individuals believe as a result of an alteration in their definition of the situation. A person changes his or her behavior when they define the situation as being different and now requiring different behavior."

Except for the inclusion of individuals and groups in Zaltman and Duncan's definition, an important aspect which they mention is the way in which change is initiated and implemented. Thus, because social change implies changes in the social structure and the underlying beliefs and ideas which are both products of human decisions and activity, such change only takes place after definite decisions and actions of the people involved in the changing situation. Social change can therefore be seen as the result of a process of re-thinking or consideration of a specific situation and definite decisions to change the situation which is followed by the implementation of such new ideas. Zaltman and Duncan's ideas as included in their definition on social change are in agreement with the points of departure of P. Marris, in his book *Loss and change* in which he concludes that change follows on the realisation that the existing situation becomes meaningless because it does not fulfil its purpose any more, which leads to the re-thinking of a situation, a willingness to change and new solutions to solve the problems and needs of people. The idea that change follows after the decision of the people involved in a change process represents a departure from

© Central University of Technology, Free State

Important in this description is the reference to change in structure and the time involved in the process of change. Change is also accepted as occurring only after external stimuli, which seem to pose a problem because they suggest a passive approach with the changing society receiving external deterministic influences. As stated in the discussion in paragraph 2.3.1.4 (p. 47) individual action and decision-making are a reality, which leaves the possibility for some internal group dynamics that could lead to change. This aspect becomes clear when Zaltman and Duncan's definition is discussed.

2.3.1.6 G. Zaltman and R. Duncan

G. Zaltman and R. Duncan (1977:9) define change as: "... an alteration in the way an individual or group of individuals believe as a result of an alteration in their definition of the situation. A person changes his or her behavior when they define the situation as being different and now requiring different behavior."

Except for the inclusion of individuals and groups in Zaltman and Duncan's definition, an important aspect which they mention is the way in which change is initiated and implemented. Thus, because social change implies changes in the social structure and the underlying beliefs and ideas which are both products of human decisions and activity, such change only takes place after definite decisions and actions of the people involved in the changing situation. Social change can therefore be seen as the result of a process of re-thinking or consideration of a specific situation and definite decisions to change the situation which is followed by the implementation of such new ideas. Zaltman and Duncan's ideas as included in their definition on social change are in agreement with the points of departure of P. Marris, in his book *Loss and change* in which he concludes that change follows on the realisation that the existing situation becomes meaningless because it does not fulfil its purpose any more, which leads to the re-thinking of a situation, a willingness to change and new solutions to solve the problems and needs of people. The idea that change follows after the decision of the people involved in a change process represents a departure from

© Central University of Technology, Free State

Central University of Technology, Free State

Swanson's viewpoint in the previous definition that external influences cause change. It is possible to accept both ideas as valid if it is taken into consideration that social change involves people as creative human beings who live in an environment. Internal and external factors must therefore be recognised as part of the living world of all human beings. This implies that people are not passive receivers of messages but actors who must deal with different stimuli and decide on what to do with new ideas, either to reject them or to accept them in total or implement part of them often in an adjusted form to suit a specific need or situation. This viewpoint is supported by Dodds (1988:3-4) when she said that the ideas and knowledge of a person about a situation in which he may be involved, will largely determine what he will regard as problematical and how to deal with the situation. According to this knowledge situations are changed or kept the same. Change always represents a conscious process.

2.3.1.7 E. M. Rogers

E. M. Rogers (1973:77) defines social change as the process by which alteration occurs in the structure and function of a social system. Change is seen as a process and not a state, because it is a process without beginning or end, continuous and flowing through time.

Rogers refers explicitly to structural and functional aspects as comprising social change which represent a narrowing or limiting of the nature of the process. Rogers actually refers to change as alteration to the organisational aspect of society without mentioning cultural aspects. Considered against the argument in paragraph 2.3.1.1 (p. 44) it is evident that through limiting social change to certain organisational aspects, without considering cultural factors in terms of its role as determining factors on one side and also as the product of this change, may cause an incomplete image of the process of change. This is probably true because cultural factors should be seen as an integral part of the process of change. Without it the nature of a process of change concerning its origin and progress and the outcome thereof can only be explained partly because only a part of the phenomenon is considered. An

© Central University of Technology, Free State

Central University of Technology, Free State

important aspect of his definition is the reference to time as a crucial element in the process of change which is in agreement with Swanson's definition as discussed above. Because social change involves different aspects like innovation, communication and diffusion, as well as the development, acceptance and implementation of new ideas, it is clear that these processes do not take place at once. Changes lead to the formation of new structures and functions over time which stimulate further changes, therefore it can be seen as an ongoing process. Rogers (1973:77) supports this viewpoint with his idea that the isolation of a specific period in history for gaining knowledge about the changes during such a time is purely an analytical practice which does not reflect the real nature of change, because the history of change cannot be understood in segments. It is, however, often necessary to distinguish specific occurrences in history for identification and study purposes, because they draw attention to crucial events in the history of mankind, examples are the Industrial and French Revolutions and the decolonisation of the Third World countries. The important aspect, however, is that such a situation can never be studied without the recognition of the interrelatedness of different stages in history.

2.3.1.8 D. C. Miller

"Social change refers to a pattern of social relationships, in a given social setting, which exhibits change over some defined period of time" (Miller, 1957:72). Miller states that social change can be seen as specific alterations in social relationships in a given period of time. (Compare Nisbet, 1972b:1.) In this he differs from Rogers' definition discussed above about the acceptability of fragmenting the social process. It was concluded in pararagraph 2.3.1.7 (p. 49) that fragmentation without neglecting the interrelatedness of periods is acceptable. Miller only focusses on the changes in the social organisation, like Rogers in paragraph 2.3.1.7 (p. 49) which allows the same criticism, brought against him, namely that social and cultural aspects are interrelated - to such an extent that if one ignores one aspect a definition may be incomplete (compare Johnson, 1981:71), but he makes an important contribution by focussing on social change as a process in a

© Central University of Technology, Free State

specific context. The value of identifying a specific context in which changes are studied is that it makes change identifiable and more easily understandable. This is because the researcher can identify more specific criteria in a definite situation to decide about change. This is often a problem when different contexts are compared with one another or considered together. Because the student of change always is in a position relative to time and space, his ability to observe reality and gather information about reality is limited. The validity and reliability of information on social change can therefore possibly be higher if a limited time span and specific context are identified in which alterations in social reality are studied. Alterations in social reality therefore refer to a definite distinction between past and present, in a specific context. (Compare Nisbet, 1972b:2-3.)

2.3.1.9 R. Nisbet

Change is a succession of differences in time in a persisting identity (Nisbet, 1972b:1). Three basic elements are prominent in this definition, namely differences, time and identity which are explained below in terms of Nisbet's discussion (1972b:1-4). **Differences** refer to the alterations in conditions or appearance in a specific situation without which it is impossible to speak of change. Differences must be successive in **time**. In case of a situation where different conditions exist simultaneously it does not represent change. A variety of conditions comprising a specific situation, in a definite period in history, can be seen as different components of a specific situation and not as change in the nature of a situation. Time is therefore a critical factor when change is considered, because without recognising successive periods in history it is hardly possible to make a distinction between different periods in history and the processes which cause differences in the nature of situations. The third important concept in the definition, **persisting identity**, refers to the fact that change only takes place when the conditions or appearance of a specific entity are altered. Variations in the elements of different entities only represent differences but not change. Only when differences over a period of time are detected in a specific object or entity such as the family, economy,

© Central University of Technology, Free State

Central University of Technology, Free State

political system or community, can reference be made to social change. Talking about change of a specific entity also implicates a specific area or place. By referring to alterations or differences in the conditions of a specific entity, such as the family, in different places, as changes, poses a problem. The existence of differences between different family types in different communities does not necessarily indicate change but can often only be accepted as variations in logical type, according to Nisbet (1972b:2). The reason for this problem lies in the fact that too many unknown variables often make it impossible to form a basis for comparison between entities in different places (as was mentioned above in par. 2.3.1.8:50), for example, the time-factor and the extent to which differences according to the definition of a situation in one context really represent a difference in another situation.

By accepting the definitions as discussed above as guidelines for the understanding of the nature of social change and the formulation of a definition about it, it is now possible to give a summary of the nature of social change by referring to the basic aspects to be considered in a discussion of social change. By accepting the point of departure that a conclusion can only be as precise and correct as the extent to which the original statement is correct, an effort will be made to deal with the basic elements of social change critically and briefly to create an understanding of the elements of social change and to establish the relations among them in a way which will make the formulation of a definition of social change possible.

2.3.2 A definition of social change

To discuss and define social change it is, at the outset, necessary to understand the meaning and mechanisms of fixity and persistence as contrasted to change in order to be able to distinguish between what is change and what is not as discussed in paragraph 2.3 (p. 42).

© Central University of Technology, Free State

Central University of Technology, Free State

2.3.2.1 Fixity and persistence in society

In their reference to change the impression is often created that contemporary scientists are still in agreement with the ancient Greeks with their approach that "All is change" (Nisbet, 1972b:6). The factual situation, however, is that everything is not change. It is possible to accept that at any specific moment in time specific changes are taking place and tensions, conflict and interaction are present in society, but this does not imply that everything is changing constantly (Nisbet, 1972b:6).

It is important to take into consideration that, if an argument for a drive towards constant change is made, the opposite is also true, namely the presence of a resistance to change. In every situation except for stimuli to change a situation, there are always existing action patterns, beliefs and attitudes that must be given up or changed before they can be replaced or altered by other values, action patterns and attitudes. Typically, however, the existing patterns are resistant to change and are not readily given up (Garcia, 1985:170.). To the outsider it may often appear that the existing patterns are irrational if they are evaluated against new information or in the context of the person's own goals. But to the person involved, the supposed irrationality of his existing behaviour may not be as apparent because the behaviour may benefit from various kinds of support that strengthen the person's motivation and ability to continue with his behaviour even in the face of contradictory evidence or opposition (Zaltman, 1973:24). The reality of such a situation of change on the one side in certain sectors of society, contrasted with fixity or persistence on the other side, introduces the reality of differences in the various parts of a specific society. In other words, the possibility of having different social realities within the very same society.

The question to be asked in agreement with William Ogburn (1972:46) is, what are the basic reasons that make it so difficult to change people's attitudes or culture, especially in cases where people, often outsiders, wish to become involved in what can be called the improvement of human well-being. (Compare Watson, 1969:489.) It is not possible to claim that

© Central University of Technology, Free State

Central University of Technology, Free State

all the possible reasons to oppose change can be listed here, because a variety of aspects in different contexts may contribute to conservatism. But it is possible to identify some general underlying tendencies that form the basis for different motivations and abilities to maintain behaviour even in the face of opposing ideas or information.

W. F. Ogburn (1972:44) asks the questions: "Why is it so difficult to change culture for those who wish to make progress? Is it due to any resisting quality in culture?" Badenhorst (1974:9) also refers to this problem when he states that resistance is commonplace in change. Or is it due to traits in human beings that resist social change? Is the slowness of culture to change a hindrance to the improvement of social conditions, a measure of social conditions or a measure of social order and stability? Ogburn (1972:46-51) answers these questions by stating that it is not a particular property of culture that shows resistance to change but rather a case of culture that once in existence tends to exist because it has utility. Human beings live in a specific environment, with its own characteristics, to which they must adapt. Different ways of behaviour or aspects of culture develop as solutions to some of the problems that people experience in their environment. Once an adaptation of some kind has been effective, the tendency develops to retain this mode of adaptation, probably because it is easier to use an existing form than it is to develop a new one. This lack of motivation to develop new solutions to problems, is probably stimulated by the fact that proven utility of one mode of action provides security to the members of a society. (Compare Hines, 1973:146.) By avoiding changes, the risks it pose can also be prevented and people can protect their rights (Laite, 1984:199). It can therefore be accepted that a tendency to re-evaluate existing modes of conduct or cultural forms will be more generally acceptable than to develop new methods or create new inventions, specifically because the people involved in a specific situation are not convinced that easily to depart from existing ways of conduct and existing attitudes (Ogburn, 1972:51). Changes to existing culture will therefore always be considered against existing cultural patterns by the people involved and should at all times be considered against such realities (Garcia, 1985:170).

© Central University of Technology, Free State

Except for a conviction of the utility of specific cultural aspects, there are also some other factors that contribute to a situation of inertia in a society which often serves to strengthen the idea of utility of a cultural trait, for example:

- From within the society specific support mechanisms tend to develop that strengthen people's motivation and ability to maintain existing behaviour. (Compare Watson, 1969:493 and Zaltman and Ducan, 1977:66-72.) Zaltman (1973:24) refers to such possible mechanisms as information (supporting the informational environment for specific beliefs and attitudes), motivational (support for existing beliefs and attitudes) and social supports (general acceptance by people in the immediate environment of the individual). (Also compare Long, 1977:41-42.)

- The acceptance of the continued existence of culture without change is not unusual (Foster, 1973:83-84). Only after changes to a new cultural system is it possible to identify the difficulties that went hand in hand with the previous cultural traits. (Escept for Ogburn, also compare Zaltman, 1973:27.)

- Geographical isolation can contribute to a lack of communication of new ideas or inventions. Without external influences on the culture of a society innovation or change has to be initiated from within the society which can be very difficult, especially in a traditional environment, where an acceptance of the value of change or innovation is normally secondary to an idea of staying with the well-known and accepted activities, beliefs and attitudes (Ogburn, 1972:53).

- A factor which can have a detrimental effect on any aspirations for or efforts to change is vested interests (Savage, 1983:205; Watson, 1969:495; Zaltman and Duncan, 1977:75-76). It is clear from the work of people like Dahrendorf that people will normally tend to protect

© Central University of Technology, Free State

Central University of Technology, Free State

the *status quo* if they have a specific, often privileged, position that they want to protect. In cases where change can lead to a situation where specific members of society can lose their advantageous positions, it can be anticipated that they will oppose change.

- Hostility among some people, especially from the traditional cultures, can contribute to the rate of cultural change. This hostility normally forms part of the mores of a society which is apposed to change or new ideas in the society. (Compare Coetzee, 1989:157.) Mores in a culture can embody an attitude against change but also for change (Ogburn, 1972:52-59). (Also compare Foster, 1973:91-92.)

- Another possible factor which can inhibit or hinder change is the impact of existing structures in societies which are not able to accommodate changes. This aspect can cause change in a society to start or even inhibit existing processes of change (Alavi and Shanin, 1982:7).

In simple, more traditional social situations, mostly unaffected by specific changes, it will normally be found that people do not tend to be motivated to change but in situations where change has started and the structure has become more complex, a change in the mores or willingness to change will normally take place. In a changing society a tendency usually exists for the rate of change to grow faster as the situation becomes more complex because more actors are involved and more specialised functions develop which increase the number of options from which people can make decisions (Dodds, 1988:5-7).

It is now possible to draw some conclusions against the background of the above discussion. Firstly, societies often tend to resist change because people feel secure with specific mechanisms or modes of actions and attitudes that have developed over time to make adaptation to a specific environment possible. Secondly, once the utility of specific

© Central University of Technology, Free State

Central University of Technology, Free State

cultural components becomes clear to a group of people, it will normally need more than just new messages and ideas from external sources to convince them to change to new ways of living. (Compare Hyman, Levine and Wright, 1970:88 on research done and Hale, 1975:90-91.) Thirdly, it is also necessary that people in a situation make definitive decisions to alter their attitudes, action patterns and ways of life. This causes social change to be a process that does not take place constantly on an evolutionary basis, but rather a case of specific adjustments to specific aspects in a society in a given a period of time. Fourthly, social change can therefore be seen as the result of external and internal stimuli to a specific society or group. Finally, it must also be understood as a process that cannot take place in specific parts of society, without influencing the surrounding environment (Parsons, 1979:494). Because an interrelationship exists between the different parts or components of a system as well as its environment, changes to specific parts of society inevitably cause adjustments to the structure and functioning of a society in general. (Compare Van Nieuwenhuijze, 1982:167.) Social change can act as a stimulus for further change. A study of this aspect of change may contribute to a better understanding of the difference between change and fixity or persistence in society.

2.3.2.2 Basic characteristics of social change

When the characteristics of social change are discussed, it is possible to discuss a number of aspects that are indicative of what the essence of social change is. In the following paragraphs an effort will be made to mention and discuss a few of these aspects. The discussions on the various characteristics include aspects that were identified in the definitions in paragraph 2.3.1 (p. 25).

© Central University of Technology, Free State

Central University of Technology, Free State

2.3.2.2.1 Moving and changing societies

In the first instance a distinction must be made between "moving" societies (the internal dynamics of societies) and that of "changing" societies (the transition from one type of society to another) (Ponsioen, 1969:17). This is a distinction also made by Parsons in his distinction between change within, and change of a society (Savage, 1983:203). In a case where different possible choices of action exist in society, such as modes of production and education methods that are already acceptable, choices for one or the other method will not be representative of social change because the type of society will not necessarily change. Here change merely represent a choice between different existing methods in society, a choice which can be reversed at any time. This viewpoint of the researcher is supported by the ideas of Nisbet (1972:2-3) when he states that "... merely to arrange different things before ones eyes ... is not change". In summary it can be said that social change takes place when new forms or structures, beliefs and attitudes replace existing phenomena or entities to create a new social structure within the same identity. (Specific reference is made to change in a specific identity because the identity of a specific structure must be maintained. This is necessary to enable one to compare a specific entity before and after change has taken place to establish what has really changed as argued in par. 2.3.1.9:51.) Change from a subsistence type of economic system to a surplus economy of an extended family to a nuclear family type represents changes that can lead to a change in the type of society but does not significantly alter the identity of the institution. This implies that the economy has changed in nature but can be classified as still an economy and the same with the family which is still a family, although of another type. (Compare Nisbet, 1972b:2.) The fact that change takes place therefore refers to a change in part or in the phenomenon but not of the phenomenon in the sense that it becomes a totally different identity (Verhoeven, 1986:21).

2.3.2.2.2 Interrelatedness of change

Reference is made to change in specific parts of society that can lead to the creation of a new type of society because change in parts of

© Central University of Technology, Free State

Central University of Technology, Free State

society does not occur in isolation but influences the rest of the institutions and organisations in society. Parsons (1979:494) states that changes in specific parts, once initiated, always have repercussions, throughout the social system. This is due to the interrelatedness of the different parts of society. It can thus be argued that all changes in different institutions and organisations of society do not take place simultaneously. It is more a case of differentiated changes because of different starting points and rates of change.

2.3.2.2.3 Entities that change

In recognising the possibility that change can entail alterations in different parts of society or societies as a whole (micro- and macro-level), the necessity to know what has changed is underscored. It is imperative to identify specific aspects that have changed, such as role expectations or role content functions, mores and governmental structure. If it is clear what has changed, it becomes possible to identify what the unit of change is, for example, a role, an institution, a process, a population, a society, a civilisation (Allen, 1971:45). It can thus be concluded that, in identifying the unit that has changed, it is possible to explain the nature of the process of change because the nature of the changing aspects can be identified and also the type of stimuli and influence that it can exercise in the system or society.

2.3.2.2.4 Spatial and temporal dimensions of change

The identification of the unit of change further necessitates a consideration of the spatial and temporal dimensions of change (Allen, 1971:44-45). This is because the nature of the specific unit of change necessitates a consideration of its setting in the social structure as well as the fact that the nature of the process of change in a specific entity can give an indication of the span of time involved in such alterations. For example, in the case of changes involving civilisations, a span of time covering many centuries can be involved. Specific

© Central University of Technology, Free State

changes in developing countries may often occur over a period of years or even decades. The period after the Second World War witnessed the independence of a number of countries causing drastic changes to the nature of the societies - often literally overnight. The important fact is that change takes place over time, therefore the specific amount of time involved and the spectrum over which it takes place are critical variables to be considered when social change is explained or planned.

2.3.2.2.5 Stimuli of change

Social change is the result of stimuli from inside the society (or social structure) as well as from outside (Louw, 1987:112-125; Rogers and Shoemaker, 1971:8-9). Swanson (1971:3) identifies the neglect of outside forces as stimuli for social change as one of the major problems with the present understanding of social change. (Compare Coetzee, 1984:256.) By claiming a need for the recognition of external stimuli for change, the impact of internal stimuli for change in a society is not negated. Changes of social structure can be accounted for, partly, through internal structural elements, such as the forms of social interaction as well as strains, disfunctions and conflicts to be found in all social structures all of the time to at least some degree (Nisbet, 1972:13). Additional contributions to social change can also come from activities such as scientific investigation and evolutionary adjustments to new ideas as the result of specific innovative activities, for example, political reform. External stimuli can take place in a direct way as in cases of explicit interference in the affairs of a country or in a less explicit manner, for example, cultural diffusion, as discussed by Hoogvelt (1980:54), and through personal contact and messages transferred by the media. This is necessary because of the exchange relations between different societies and societal structures. In studying societal change, attention must therefore be given at all times to stimuli from the internal and the external environments of a social structure in order to form a clear picture of the total impact on a specific society or structure at a specific time in history.

© Central University of Technology, Free State

2.3.2.2.6 The acceptance of change

The notion of social change as the result of specific stimuli may create the image that social change is normally an acceptable phenomenon which is natural. As treated earlier in this chapter (par. 2.3.2.1:53), people often prefer to stay with the existing and known processes and ways of living. Sociologists like Richard T. LaPiere (1965:38) argues that social change is asocial, that it is not in any sense a product of the society per se. He states: "The forces that make for social change are, if the organic analogy be pursued, abnormal - a violation of the normal process by which the social system is transmitted from generation to generation of members. A change in society comes, even as does a tumor in an organism, as a foreign and unwanted agent, not necessarily of destruction, but always of disturbance to the established and organisationally preferred structures and processes of life." LaPiere's ideas exhibit a strong tendencies towards the functionalist idea of equilibrium and any disturbance of it is seen as deviance from the existing order. This creates a viewpoint that neglects the position of the individual in social change because he is reduced to the role of a static entity that is satisfied with the *status quo* and accepts change as an external unwelcome influence. (Compare Zaltman, 1973:9.) This viewpoint can be reconsidered only if a basic addition is made to the basic line of thought of LaPierre. This leads to a further characteristic of social change.

2.3.2.2.7 Choice in social change

As another characteristic of social change based on the ideas of Coetzee (1984:261; 1988:4-5) and Zaltman (1973:9) reference can be made to the choices of the people involved in a society, as a determining factor for the occurrence and institutionalisation of change. Social change cannot in all circumstances be seen as the unsatisfactory result of some stimuli outside the individual which force him to adapt to certain adjustments or alterations in his environment irrespective of his choice. Social change and the institutionalisation thereof must also be understood as the result of definite calculated choices of the members

© Central University of Technology, Free State

Central University of Technology, Free State

of a society or group. Social change can therefore be seen as the result of stimuli that influence the members of a society or group, but the final decision whether change is to take place, rests with the people involved. Thus change need not be only a negative experience but can also be a positive experience when the people involved are satisfied with such alterations to their life world. The reasons for such positive experiences can vary, but one possibility is the disillusionment with, or rejection of, existing arrangements in society, because of the unsuitability of it for adaptation to existing circumstances as discussed in paragraph 2.3.1.6 (p. 48). To understand choice in social change it is necessary to bridge the gap between a macro- and micro-perspective in a way that allows for the incorporation of both dimensions in an explanation of it (Kelman and Warwick, 1973:13).

2.3.2.2.8 Directionality of change

As another important factor the directionality of change must be considered as an aspect underlying most of the discussion of change (Eisenstadt, 1968:115). Originating from the mechanical and organical orientation towards society, the idea developed that change in a structure is growth-like or developmental, arising inexorably out of the structure or entity we are concerned with (Dodds, 1988:4-16). The question is whether it is possible to think in terms of all change as directional in time, that is either progressive, regressive, cyclical, linear or multilinear (Nisbet, 1972:40). This is unacceptable because, firstly, to accept such an option is to admit that all change can be planned in advance and any society can be evaluated at any stage in terms of the distance it travelled over a specific period of time in a given direction from a given starting point. This is an idea that was applied in societies that differed from so-called advanced or developed societies in an effort to compare different societies and to decide about their future (Dodds, 1988:14). This is not acceptable if it is considered that starting points in history are arbitrary, which make it difficult to establish if any directional change took place in a specific situation. This is due to the absence of definite points of reference with which to compare a position at a given point in time.

© Central University of Technology, Free State

Secondly, if it is considered that change is not a continuous process, but rather a case of specific alterations to the social structure at specific stages in history. If it is further considered that change is the result of human decisionmaking, it becomes clear that change can vary in direction, at different stages according to the preferences of people in a specific situation at a specific point in time. Nisbet (1972:41) states that embedded directionality in history could only exist if "... change were an attribute of social structure, a constant characteristic of human behavior; if change were inherent and genetic, like growth in an organism; if large scale changes were the cumulative result of smaller changes to be discerned in linear, or multilinear fashion; if there were not the manifest facts of discontinuity, external impact, mutation - like disruptions of the ordinary, the consequence of crisis and emergency, and the powerful hold of tradition and sheer persistence". The influence that the different factors, as listed by Nisbet (which may differ over time in terms of the specific stimuli) may exercise on social change as well as the different combination of influences from different factors at different stages, make it difficult to accept that change can be directional over time.

To explain social change, therefore, it is imperative to identify specific changes and to explain it as definite occurrences in history. Although all changes take place in a specific context, specific alterations in a society or group must not be seen as the result of a specific linear process which inevitably cause such changes to take place. To reach specific goals or direct social change in a definite direction therefore demand goal directed decisions and actions. To make development possible a conscious effort is needed to work towards developmental goals. Development is a specific form of directed social, and for that matter, societal change. This will become clear when development, as a possible outcome of social change, is discussed later in the chapter (par. 2.4:66).

2.3.2.2.9 Aspects involved in change

Of importance is the answer to the question about what aspects really change in the process of social change. As discussed above, social

© Central University of Technology, Free State

change forms an integral part of societal change. Social change involves the social aspects in societal change. The social aspects that change in society can be described with two key concepts according to Coward (1985:27), namely instutitions and social organisation. Institutions is a concept often used in different ways but in this case refers to values, role expectations and rules that help pattern social behaviour (for example, norms, folkways, mores, customs, convention, etiquette, law). The concept "organisation" refer to the patterns of social behaviour and interaction are usually referred to as the social organisation (Coward, 1985:29).

Institutions and social organisation are linked through the concept "role". This concept is made up of two elements: expectations (the institutional dimension) and role performance (the structural dimension) (Coward, 1985:31). Role can therefore be described as a set of expectations indicating to people the appropriate behaviour, associated with a specific function. The result of this expectation is an actual pattern of action. Roles, therefore, indicate to people occupying a position what is expected of them and also make it possible to predict the actions of people. This guideline for action and reaction make interaction possible, and cause specific patterns of interaction or social structures which can be described as social organisation. The formalisation of the patterns of interaction vary to such an extent that in some cases it is just a loose and informal process of interaction. It can, however, also become so structured that such an organisation can develop a specific identity with defined goals like development organisations which will be dealt with in Chapter 3.

This description of the social aspects involved in social change makes it possible to analyse different situations and identify definite social aspects relevant for the explanation and planning of social change. This allows development organisations to arrange their structure and functions in a way that can accommodate the unique situation in which it is involved. (This will be discussed further in Chapter 4.)

© Central University of Technology, Free State

By including institutional and organisational aspects in social change it can be concluded that social change includes cultural (institutional) and social (organisational) aspects. (Compare Louw, 1987:70.)

2.3.2.2.10 The magnitude of change

The final aspect of importance to be referred to in this context is that social change is not always revolutionary new. Often change comprises minor alterations to existing beliefs or other non-material or material culture and organisations, but are significant enough to alter the nature of the situation to such an extent that a new type of situation develops. Social change must therefore not only be understood as large-scale drastic changes, but also as small scale changes that often develop from the existing institutions and organisations (Moore, 1972:73).

The six dimensions discussed above can be used as basic components to define social change as: *A process that involves alterations or differences over time of specific institutions and organisations in a specific identity or society in a way that changes the nature of the identity or society according to the conscious decisions of the people involved.* The point of departure in this definition is that social change implies alterations to the social aspects of a society as a result of definite decisions to implement alternatives to the *status quo* by the people involved in a situation. This decision relates to the acceptance of changed expectations for role fulfilment which may contribute to new organisational structures and the result of a possible new social arrangement in society. Recognition is given to the fact that these changes take place over shorter or longer periods of time, which make evolutionary and revolutionary processes of change possible.

Against the background of this definition it is possible to describe the role of social change in development and the responsibility of the sociologist in development.

© Central University of Technology, Free State

Central University of Technology, Free State

2.4 SOCIAL CHANGE AND DEVELOPMENT

To define development as phenomenon is a complex task if the history of development efforts is taken into consideration.

Development is generally conceptualised as a process of directed/determined/controlled change leading to economic growth, political change and social reconstruction based on the principles of equality, fraternity, enhancement of freedoms, and satisfaction of basic needs (Varma, 1980:15). (Compare also Dodds, 1988:5; Eisenstadt, 1970:73-75; Myrdal, 1974:72; Seers, 1979:10-13; Todaro in Beukes, 1983:13). [Development is in this context equal to modernisation (Louw, 1987:101-139.] The key concepts here are normally directed or determined change which must lead to human well-being through growth. The overwhelming drive to improve human well-being, normally according to existing Western beliefs and methods, led to a situation where existing cultures and life-styles in societies were ignored (Coetzee, 1988:2). Serving as basis to this approach are a few basic ideas that existed in the past because of specific ontological, epistemological and methodological viewpoints. [The ideas on which this view of development is focussed are based on the ideas of Dodds (1988:a,b).] The basic ideas borrowed from the mechanical and organic viewpoints made it possible to accept the directionality of change in all societies, as discussed under paragraph 2.3.2.2.7 above. In accepting a final similar distinction for all societies, it was possible to accept that the experience of existing so-called, developed societies is a picture of the future of "backward" societies (Coetzee, 1988:2). These ideas led to the formulation of the three theories of development discussed in paragraph 1.1 of Chapter 1. It also led to the idea of progress acquiring the name of "development". People from all societies, it was argued, would want this progress because it proved beneficial to the advanced societies (Dodds, 1988a:12-16).

Efforts over a few decades to implement these ideas often proved to be unsuccessful. (Compare Emmett, 1989:147; Randall and Theobald, 1989:vii and Seers, 1979:21.) During these decades efforts from different scientific disciplines and organisations to promote their specific discipline

© Central University of Technology, Free State

or methods as a solution to the problem led to the fragmentation of society. Examples are, the economy, which influenced all theoretical thinking on development as explained in paragraph 1.1 in Chapter 1. Of this fragmentation can be said, according to Balassa (in Blunt, 1990:307): "... one of the most notable features of contributions from the economics discipline to this debate is their dismissal of anything other than 'hard' economic data; and in the words of Morawetz (in Blunt, 1990:307): 'Economists have clearly taken to heart the Epicurean exhortation to 'hoist sail, my dear boy, and steer clear of culture'." Political emancipation and change also received prominent attention as is clear from a number of countries that received political independence after the Second World War. Although ideas originating from these disciplines and organisations were accepted as the dynamo-power for the upliftment of backward societies it did not happen (Randall and Theobald, 1989:67-74). Together with this failure an awareness grew about the imperfections of Western society against the background of drug-abuse, terrorism, crime and youth in revolt. As Harrison (1980:25) puts it: "... the West was losing its arrogant self-confidence. The ecology movement gained ground. The impending oil shortage brought into question the philosophy of eternal growth. For all their increased wealth, people were plainly not getting any happier; indeed in many countries the point seemed to have been reached where further increases in material wealth brought an actual decline in human welfare." (Standard of living increases, but no improvement in quality of living.) Different groups also came to the fore with claims for justice, economic gain from redistribution of wealth, and improvement in the quality of life and work which indicates the dissatisfaction with the results of development efforts. (Compare Cardoso, 1987:180 and Garcia, 1985:169.)

The growing awareness of the problems in the West, combined with an awareness of the failures of development efforts in developing countries, formed the background to a new approach for thinking about development which developed in the seventies. New models and slogans developed, for example, the New International Economic Order, growth with redistribution, basic needs, basic services, participation, eco-development, endogenous development. The aim was to make sure that

© Central University of Technology, Free State

all people benefited from development within their own lifetimes (Harrison, 1980:23-42).

The new model aims at developing the capacity of individuals, communities and nations to provide for themselves (Harrison, 1980:42). This is an aspect often not properly considered especially if ideas such as those of the modernisation approach (par. 1.1:1) are considered. (Compare Coetzee, 1986:17-36 and Hoogvelt, 1982:116.)

The basis of a solution to the problem of development of developing societies demands a re-evaluation of the nature of human society (Dodds, 1988:3-5), and specifically a departure from the idea that single efforts like a drive for economic growth will solve all problems. A concept that can be introduced into the new approach is human well-being - because development is for people and therefore a new approach must put every effort into the service of the people involved (Coetzee, 1988:3). For Cocoyoc (Harrison, 1980:41), the goal of development should be to develop man not things. This viewpoint must be considered as reflecting the idea that people must not be viewed as passive receivers of material gains but as the generators of their own well-being. In other words, people must improve their own abilities to solve their problems and needs which implies a developed human being. This argument should be viewed against the background of the approach directly after the Second World War: with the modernisation approach or developmentalism attitude in which development was considered an automatic process which should resemble the changes in so-called developed countries (Laite, 1984:190). All that was necessary to get the process going was financial aid and economic stimulation through industries (compare par. 1.1:1). The changed attitude suggested by Cocoyoc is not arguing that the development of things like infrastructure and other facilities should not be promoted. It rather implies that these things rather should not be done only with the idea that the people should catch up but the focus should be on the development for people by people. (Compare Cernea, 1985 and Coetzee, 1989). This should be possible by allowing people to take part in the improvement of their own well-being by enabling them to improve their skills and motivation, for example to influence their own situation. This orientation can make it possible to

© Central University of Technology, Free State

promote improved well-being in a society that really is in the interest of the people in the sense that it suits their needs, allowing them to develop together with their environment and through this approach stay motivated for change. (This approach will become more clear from the discussion throughout Chapter 3.)

Given the ideas from the paragraphs above it can be argued that a re-evaluation of society for development necessitates, a reconsideration of the ontological viewpoint of society which seemingly existed in development thinking up to this point in different sectors. When approaches like the modernisation approach are considered (par. 1.1.1:4) it is evident that the reality in societies are considered suitable for manipulation through external sources and that change will inevitably take place in a given manner when certain stimuli, primarily economical, are exerted on the specific society (Harrison, 1988:1-15). Despite ideas from different theoretical viewpoints (for example dependency theory and micro-approaches to development) it seems as if the situation may be discussed differently from different viewpoints, but in practice the reality still remains the same. (Compare par 7.3.1:311.) For this reason it seems as if a reconsideration of the ontological considerations concerning society as the development situation is necessary. Society should be reconsidered as an entity with its own reality in terms of physical, political, economical, social and cultural aspects. Due to this individual reality it is necessary to accept that:

- except for certain given realities like the physical environment, the other aspects like cultural and social aspects are products from the people in the society itself;

- because people live in a situation which they consider their own they consider themselves to have the right to decide on matters concerning it and will normally demand that right;

- the different aspects comprising such a reality are interrelated, for example cultural, social, etc. and must be considered in this relationship, otherwise the risk exists that the isolation of such aspects may lead to an incorrect understanding of the nature, functions and value of such entities in the broader system; and,

© Central University of Technology, Free State

- change in society is not a natural inevitable process but rather must be considered as the result of conscious decision-making to depart from existing arrangements.

Although these aspects do not cover all relevant components and dimensions that may form part of an ontological consideration of society it probably represents the most important aspects, relevant for a development situation when a society is considered in the planning for development activities. The implications of these aspects for the development organisation is evident. A departure from the developmentalism principle is inevitable and a reorientation in terms of the role of the people involved in development is necessary because of, among other factors, the right they have to decide for themselves, the effect of their knowledge of the situation on any planned changes and the impact of their potential and motivation to let the changes take place. Given the interrelated nature of reality and the accepted role of individuals as partakers in the creation thereof, a reconsideration is necessary of what firstly is knowledge about the situation, and secondly, how one should go about getting to such knowledge (or in short of the epistemological question). Firstly, this will inevitably pose the question of a suitable methodology for finding information that can facilitate such knowledge. (The problem concerning a possible method has already been addressed in par. 1.2.4.1:16.) Secondly, it demands a reconsideration of the method that development organisations should use in getting involved in the development situation. Concerning the specific suggestions about how this can be done, will receive attention in Chapters 3, 4 and specifically Chapter 8, when a model is proposed concerning the involvement of development organisations in development activities.

To further explain the general ideas discussed above, the following more specific, arguments should be considered to be able to form a clear theoretical basis before a conclusion on the nature of development can be made. The ideas on which the rest of this argument is based, depend largely on the ideas of Dodds. Because the application of the integrated systems approach is done in the work of Dodds in a well founded way and also represents significant new ideas about development thinking, according to the researcher, it was decided to use this work. The

© Central University of Technology, Free State

general systems approach as dealt with by Dodds allows a frame of reference that can be utilised to reconsider the development approach that existed for a few decades allready in which the position of the people involved in the situation was often not considered as of primary importance. (Compare par. 1.1.1:4 to 1.1.3:10.) The focus rested on economic considerations more than social considerations (Roberts, 1989:ix). The use of these ideas will become clear below. The ideas accepted, are well documented in a research report entitled *Die interaktiewe stelselbenadering tot menslike ontwikkeling*, as well as a paper entitled *The need for an appropriate method of inquiry concerning human development*.

The analytic-reductionist view of society resulted in a situation where the different components of society could be studied and explained as a separate entities. This led to a situation where the interdependence of the different parts of subsystems of society were largely ignored, which allowed specific disciplines or institutions (specifically economics) to dominate the development scene (Western, s.a.:55). Here it is not possible to give a detailed discussion of this theoretical point of departure because this is not the primary aim of this thesis. The aim is rather to express a viewpoint that can serve as an alternative approach to facilitate new solutions for developing societies.

Considering the complexity of the situation in societies in the process of changing, developing new structures, attitudes and life-styles, it is clear that the network of interdependence and interrelationships make it almost impossible to accept the idea that one institution or aspect in society has the potential to mobilise a total society or a group with a specific *corpus* of knowledge and a limited amount of energy. (Compare Dodds, 1988b:5.) Therefore a consideration of as many aspects as is possible of a society is necessary when development is considered. (Compare Garcia, 1985:27 and Van Niewenhuijze, 1982:169-172.) This must be done by way of breaking down reality in seemingly independent dimensions (social, economic, political), and also by adding or synthesising these aspects as parts of a functioning whole. When this is accepted, it becomes important to recognise that there are more aspects active in forming societies than just the empirically identifiable and quantifiable aspects. (Compare Van Nieuwenhuijze, 1982:48.) The

© Central University of Technology, Free State

Central University of Technology, Free State

recognition of the qualitative, value or ethical aspects also becomes necessary. Only by accepting both aspects (i.e. quantitative and qualitative) as part of the ontological viewpoint of reality, does it become possible to move away from the situation of planning and acting in terms of knowledge as part of reality, but rather to focus on a more all embracing approach. This idea lies at the basis of the systems approach as developed in a number of disciplines. A focus on the qualitative aspects of society is found in theoretical approaches such as phenomenology and approaches deriving from it, such as for example, symbolic interactionism. A one-sided focus on the subjective aspects of reality also is not sufficient in addressing the problems of developing societies because of the fact that a whole society or group, including material and non-material aspects, is involved.

Against the background of the preceding arguments it can be said that consideration must be given to the whole society with all its constituent parts and dimensions. A system notion underlying this viewpoint, is the following: "A system is a whole that cannot be divided into independent parts: the effects of the behaviour of the parts on the whole depend on the behaviour of other parts ... Therefore, the essential properties of a system are lost when it is taken apart: ... furthermore, the parts themselves lose their essential properties when they are separated from the whole" (Garajedachi and Ackhoff in Dodds, 1988b:22; also compare Black, 1990:106), and in the words of Rice and Dean (1971:163) "... a patterned, functioning relationship among components". This approach to systems is comparable to those of prominent system-theorists like Parsons and Merton who in principle also hold the idea of a system as a whole with interrelated and interdependent parts which make it possible to consider a system as an entity with certain internal systemic properties and content in an external environment with which it is in a constant process of exchange. [Compare, for example, Parson's *The social system*, (1979) and *The structure of social action* (1968) as well as Merton's *Social theory and social structure* (1968).] Garajedachi and Ackhoff, as well as Dodds, accentuate certain aspects of the features of a system because the concept is used in this context to identify certain social realities which are of importance in development thinking. Specific aspects of importance in this case are the fact that

© Central University of Technology, Free State

the reality of different entities within a system should be considered and it should be understood in terms of its meaning as entity and in relation to the system as a whole. The importance, therefore, lies in the fact that no single aspect functions in total isolation but it must rather be considered in relation to the other institutions or aspects, except for considering it separately to understand it in its full consequence, but also to understand society as a whole. To view society on this basis inevitably leads to the point where the acquisition of knowledge about it poses new demands. Except for the analytic (reductionist) method it is also necessary to apply synthesis as a method of acquiring knowledge about society. This has the following implications:

- In the first step of analysis, the phenomenon to be explained is taken apart (in synthetic thinking, it is taken to be a part of a larger whole);

- in the second step of analysis, the parts are explained (in synthetic thinking the whole is explained); and

- in the final step of analysis, knowledge of the parts is aggregated into knowledge of the whole (in synthetic thinking, understanding of the containing whole is disaggregated to explain the parts. It does this by revealing their function for the system) (Garajedachi and Ackoff in Dodds, 1988).

The systems approach makes it possible to understand that development takes place in a context and is the result of all interacting components or aspects that form part of the society or group involved. Society or the existing group is more than just the sum total of specific components that can be measured empirically. Therefore one can conclude that to improve human well-being requires knowledge based on more than just understanding of separate aspects of society which are implemented according to its individual explanations. (Compare Western, s.a.:55.) Development should therefore be considered as a complex, multi-dimensional, interactive problem, which must be dealt with in an interdisciplinary way.

© Central University of Technology, Free State

It follows logically from the previous discussion that aspects such as growth, political emancipation and freedom do not constitute development but can only form part of the process that must serve as solution to the problem of improving human well-being which must include an increase in standard and quality of life. (Compare Garcia, 1985:2-7.) Basically it must therefore be said that development is in the interest of people as was argued above, according to the viewpoint of Cocoyoc. Because people live in a context (Dodds, 1988b:4-5), it can be said that development implies the **increased ability** of people to utilise the **resources** that are available in their environment. According to this viewpoint, an aspect that probably determines development to a large extent is confirmed, namely the fact that people in a situation must, to a large extent, accept responsibility for their own well-being. The resources in various environments may differ to the extent that in some cases they include an abundance of raw-material or natural resources (for example Angola and South Africa) while in countries like Japan and Taiwan the largest resource it has, is its human resources. This implies that each society with its unique situation must identify its strong and weak points and must develop solutions to its own situation in order to be able to provide for the needs of its people.

The extent to which a society is capable of realising this, depends on its ability to deal with the realities of its environment. This implies that the people in a situation must take responsibility for their own development (Dodds, 1988a:26), which necessitates the right to make decisions of their own about their development in terms of how far, how fast and according to which ideas it should take place. The idea that one society can develop another without considering the realities of a given situation is, therefore, not acceptable. Contributions can only be made in terms of assistance with aspects like planning and implementation. Although this may leave the idea of being overly idealistic, it still represents the ideal situation against which every development situation must be evaluated. The argument is that the closer to the ideal situation a development action can get, the greater is the opportunity to further development in a situation. [Compare Economic Commission for Latin America (ECLA), 1973:77.] A variety of solutions will inevitably exist in different societies because the people in

© Central University of Technology, Free State

specific environments will have different aspirations about how to improve their own well-being within the boundaries of the physical, social and cultural boundaries in which they live. The development of a nation, through self-development by way of an increase of their ability or competence to survive in their environment means that this is an interactive, intersubjective, participative process. It is based on communication which is the only way in which autonomous decision-making is possible, on a realistic basis, with proper recognition of environmental factors.

Development or improved human well-being can therefore be seen as depending on the improvement of the total life situation of people (compare Garcia, 1985:2,162-163,168-170) which includes: physical (material growth); and, non-material (realisation of ideas and aspirations, freedom of choice, spiritual growth) well-being (Kritzinger, 1990:2). A definition of development can thus be formulated as follows: *Development is the achievement of the realistic aspirations by a group, community or society for their own lives or well-being in terms of their basic physical needs as well as their ideals (spiritual or psychological needs) which may imply economic growth, political autonomy and social reconstruction over a broad base as well as cultural change, through the growing competence of the members to manipulate their situation or environment effectively.* Against the background of the discussion and the definition of development it is evident that development rests on societal change of which social change is a part. (Compare Hoogvelt, 1980:150.) The position of the sociologist will become clear in paragraph 2.5:76.

The acceptance of the necessity to allow people to influence their own development demands a method for achieving this goal in a way which is different from that which took place in the past with development programmes such as, for example, the Marshall Plan. Recognition must be given to the society itself. Outsiders that want to get involved in development activities must adjust their activities to make this possible. This is a different situation from the Marshall Plan or modernisation approach where decisions were made for developing societies (Kottak, 1985:325). The basis of departure is therefore a

© Central University of Technology, Free State

Central University of Technology, Free State

recognition of the interdependent nature of the different subsystems that form part of society. This does not allow for any discipline or knowledge about part of reality to dominate when development activities are attempted. A method of approaching this challenge will be discussed in Chapter 3.

2.5 THE RESPONSIBILITY OF THE SOCIOLOGIST

After discussing the nature of development in the previous paragraph and giving attention to the theories of development as discussed in the introduction to Chapter 1, it becomes clear that the sociologist needs to go back to basic knowledge on social change to be able to make a contribution to development thinking and activities. Because development includes the social aspects of society, it can be said that development is, from the viewpoint of the sociologist also the result of a type of social change (Schaff, 1970:73). The task of the sociologist is not to include a comprehensive explanation of the process of development in his theory, but to explain, through recognition of the interdisciplinary nature of development, the social aspects involved in the improvement of human well-being. This can be done by explaining social change as phenomenon in a way that will take note of its context thereof but that will also allow the disciplines studying matters comprising the context thereof to take note of the social aspects (Dodds, 1988b:43). Through this approach recognition is given to analytical and synthetical methods as needed to explain reality and therefore also development as part of it, in the sense that the various aspects involved in development can be studied separately, but can finally also be incorporated in a single development philosophy or description. Although the specific responsibilities of the sociologist can be explained in great detail, it can be summarised in six basic functions of the sociologist in the development situation (see Western s.a.:56-57):

- to clarify assumptions about the nature and determinants of human behaviour;

© Central University of Technology, Free State

- to describe the patterns of social relations and way of life of residents of areas likely to be affected by planning. This could range from describing the social structure of total societies to identifying social patterns in community or neighbourhood groups;

- to identify and describe the social attitudes and values of groups likely to be affected by planning. This is particularly important when these attitudes and values are markedly different from those held by planners;

- to assess the social consequences which are likely to follow from some substantial change in a system; for example, changing patterns of land use or a changing emphasis in economic activity;

- to evaluate from the people involved's view the adequacy of changes in facilities and services that planning had produced; and,

- to make forecasts about the state of society, or of particular groups within society at some future point in time.

The sociologist accepts a weighty responsibility when the role as partaker in the planning and implementation of change is accepted. The reason is that the information being provided by the sociologist can exercise a detrimental effect on certain decisioins which can influence the change activities. For this reason it is important that information being presented, must at all times be evaluated to make sure about its correctness and relevancy to the situation by not only taking the interest of the sociologist and sociology into consideration, but more specifically, by solving the problems of the planned beneficiaries or people involved in the developing situation.

2.6 CONCLUSIVE SUMMARY

Development theory in sociology is much criticised: at a theoretical level, but also, for the results obtained from the implementation of such ideas.

© Central University of Technology, Free State

Central University of Technology, Free State

A re-evaluation of the role of the sociologist in development thinking became necessary. The only possible and seemingly most viable solution was to go back to existing ideas in sociology and to try to establish a proper foundation for sociologists enabling them to get involved in the explanation of development and develoopment activities. Social change as, among other aspects, a basic stimulant for the existence and development of sociology is a well documented and studied phenomenon. The logical step to take is to utilise this body of existing knowledge on social change and to use it to explain development which depends at least partly on social change. (Compare par. 2.2:39 and 2.4:66.)

Social change, as described above, demands an awareness of the people in a situation as actors who decide about and contribute to the nature of their institutions and organisation in their environment.

When development is viewed as the improvement of human well-being, it is inevitable to conclude that this can only take place through the active involvement of the members of a society. Development depends on:

- an ontological approach that recognizes the complex interdependent relations between all aspects of society as well as the reality of the unique features and characteristics of each social system;

- an epistemology that takes note of the qualitative and the quantitative (objective and subjective) aspects; and,

- a method that makes provision for the realities of the society involved, including the people in the situation.

These three aspects mentioned provide an indication of the realities concerning development as phenomenon to be considered as important in the consideration of the planning and execution thereof. The focus is placed on general considerations concerning the various aspects because this information should serve as a theoretical frame of reference about the development situation from which a more specific discussion about the nature of the involvement of the various actors in the development situation can be conducted, to make the achievement of the goals of this study possible.

© Central University of Technology, Free State

An understanding of social change as the result of institutional and organisational change provides the information necessary for planners and agents of development to adapt to the situation in which they want to take part. This is possible in the sense that it allows for the identification of the necessary variables to be considered when change is our focus. It also makes clear the relation between social change and other types of change in society and allows a sense of directionality in their activities about how to employ and influence aspects of social change to reach development goals. The way to approach such a situation will be dealt with in the next chapter where a closer look will be taken at possible ways to approach a change situation and more specifically to planned social change as a possible method that includes the planned beneficiary into the change process as an active participant.

This chapter can therefore be considered in terms of the contribution it made to a possible description of social change in terms of the relevance of it for consideration in development, the nature of it and also an indication of what aspects really are important for consideration of social change in development as basic aspects comprising it and circumstances influencing it. Secondly, the nature of development, with which development organisations should be concerned, was discussed in an effort to clarify what should be considered as the essence of it when it is addressed. Thirdly, the role of the sociologist was discussed in development against the background of the nature of development and the role of social change in it as part of it. Through these contributions the possibility was probably created to address ways in which change may be promoted to provide a conceptual framework concerning the realities that a change agent should consider when getting involved in development.

---oOo---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 3

A POSSIBLE SOLUTION FOR APPROACHING THE PROBLEM OF SOCIAL CHANGE

3.1 INTRODUCTION

In Chapter 1 it was argued that a changed approach towards society, with focus on its systemic nature, is necessary in development thinking. Accepting the interdependent nature of the components of society, the position of the people involved in a society must be reconsidered because they form part of the process (initiation and implementation) of the improvement of their own well-being. Positive results from development activities can therefore only be anticipated when the people in a specific situation are considered and included when the change process in a society is directed towards specific planned results or development. (Compare Merton, s.a.:55 and Varma, 1980:2-3.) By taking only aspects external to the human being like economic and political factors into consideration, it can lead to misconceptions about the real needs, aspirations and potential in a society. (Compare par. 2.4:66 and Coetzee, 1986:97; 1989:97.)

The history of the involvement of development agents in development activities shows a strong tendency towards a power-coercive approach (par. 3.5.2.1:105). The preconditions being set by institutions that provide development aid to developing countries in their efforts to force countries to adopt systems from developed countries is a case in point, founded in a paternalistic attitude. Because this type of approach leaves little or no room for the aspirations or needs of the people who must live in the changing society the results of efforts to date were mostly disappointing. (Compare Van Nieuwenhuijze, 1982:51.)

In order to make proper use of the potential in a specific society to improve the human well-being in that society, it is imperative to allow the reality of a specific situation to guide and direct the process of

© Central University of Technology, Free State

ange. The only way through which this is possible is to follow a thod of planned change. The aim of this chapter is to explain the ature of planned change, in the first place with special reference to he position of the people involved in the process of directed change as well as, in the second place, the role of the change agent involved. Goal and strategy identification and the implementation, management and organisation of planned change will be discussed to indicate the nature of the social activities that must accompany societal change aimed at development. Through an understanding of the position and roles of the actors involved, together with the nature of the activating process for directed social change, it will be possible to describe the role of the development organisation as agent for change in Chapter 4.

3.2 WHAT IS PLANNED SOCIAL CHANGE?

"Planned change can be defined as a deliberate and collaborative process involving a change agent and client system. These systems are brought together to solve a problem or, more generally, to plan and attain an improved state of functioning in the client system by utilizing and applying valid knowlege" (Bennis in Verhoeven, 1986:61). (Compare also Himmelstrand, 1982:54,55,61; Uphoff, 1985:359 and Zaltman, 1973:71.) This description of planned social change should be further explained for greater clarity. Planned social change includes a deliberate and collaborative process, which implies:

- a combined effort through which the goals for the process of change are identified by the change agent and the client system;
- goals are identified through a process of planning and investigation that indicates the need for proper knowledge and trust in the value of this information for the solution of the problems of the society;
- a specific relationship of co-operation based on trust and respect for each other;
- a voluntary relationship between change agent and client system that can be terminated by mutual agreement; and,

© Central University of Technology, Free State

Central University of Technology, Free State

- a sharing of influence to an extent that the client system and the change agent have equal or more or less equal opportunity to influence each other. (Verhoeven, 1986:62.) It should be acknowledged that this aspect probably represents one of the most challenging problems of the relationship between the change agent and planned beneficiary in the development situation and should, therefore, be accepted as an ideal situation to be challenged. This aspect and how to deal with it, will become clearer in the rest of the study. A solution will be suggested in Chapter 8 when a model on the role of the development organisation in change is attempted.

The whole process of planned change therefore rests on reliable knowledge about a specific situation based on, firstly, information from and about people in a specific situation or environment; secondly, information that take note of all the different aspects involved in social change; thirdly, this knowledge must be understandable to the leaders in a society and also allow for the selection of options or variables suitable for planning according to the values and ethics of the specific situation under attention; finally, this knowledge must at all times be verifiable in the practical situation (Verhoeven*, 1986:62). (Compare Conyers and Kaul (1990:290) who supports the necessity of a learning process.) Because the argument was formulated with a qualitative approach in mind (par. 1.2.4.1.:16) in order to accommodate the more subjective aspects in the development organisation and development situation, it should be accepted that specific propositions and testing based on quantitative methods only will not necessarily be suitable for the establishment of information concerning such situations.

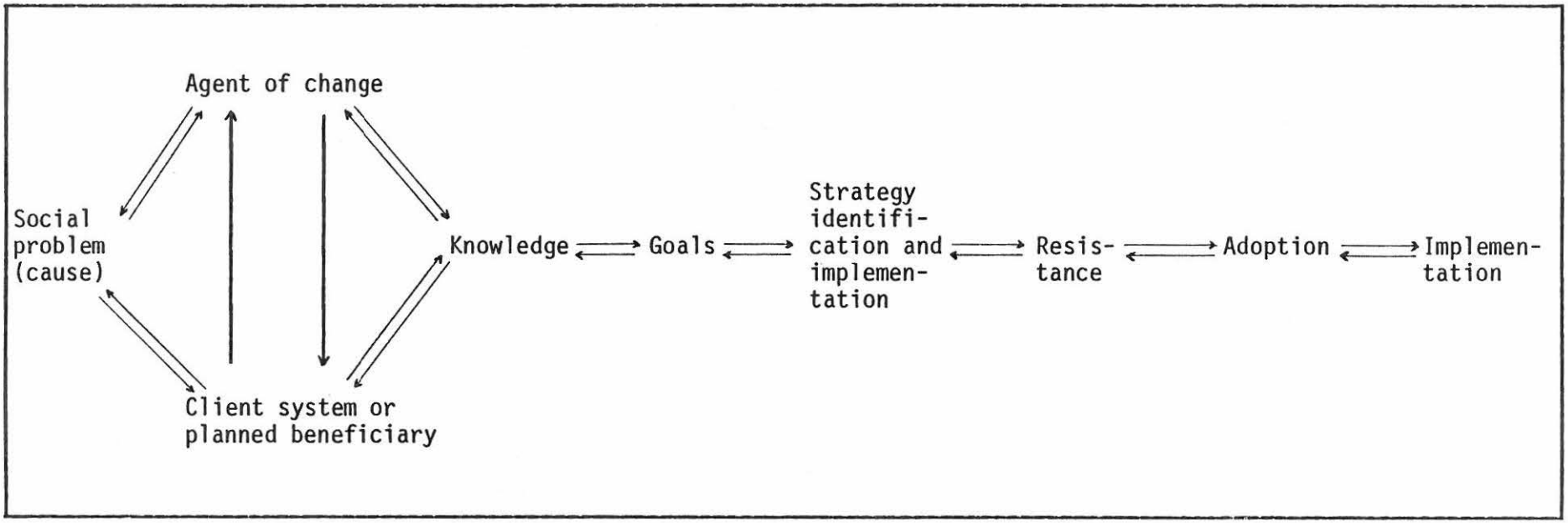
The ideas mentioned above can be summarised in the model as based on a modified version of Verhoeven's ideas (1986:63).

---

* Verhoeven's work is used extensively in this chapter because, according to the researcher, it is one of the most recent books on this topic that provides a clear overview of existing ideas as well as stimulating ideas concerning this phenomenon.

© Central University of Technology, Free State

FIGURE 1: PLANNED SOCIAL CHANGE



© Central University of Technology, Free State

Central University of Technology, Free State

- A social problem indicates a situation that is negative for the well-being of the people according to the definition of the majority of the people involved, which can be solved. (Compare Sullivan et al., 1980:10 and Zaltman, 1973:171.) The possible solution to the problem situation creates the stimulus for planned change.

- Change agents can be members of different types of organisations who want to become involved in the solution of the problem. (Compare also Zaltman, 1973:175.)

- The client system is made up of individuals, groups and organisations involved in the process of change. (Compare Zaltman and Duncan, 1977:17.) Change in the behaviour of the people involved is seen as a means to the solution of the social problem.

- Channels for communication between the change agent and the client are necessary for the change agent to implement and achieve his plans by transmitting specific messages to the clients while they must have the opportunity to reply. (Compare Himmelstrand, 1982:44.) Channels for communication can vary from media communication, correspondence, mass-meetings, meetings of small-groups to individual communication.

- Through the gathering of information and communication, knowledge about the situation is generated, which allows proper goal-setting. The goals are set to solve specific problems in a situation and are not always directed at a whole situation. One can also refer to these goals as innovations or new ways of dealing with specific problems.

- The process of change to make the attainment of goals possible is normally directed according to specific strategies. Benne and Chin (1985:13) identify three strategies of change, namely the rational-empirical, power-coercive and normative re-educative strategies:

  - The rational-empirical strategy rests on the acceptance that human beings are rational beings who argue rationally about their situation and are motivated by their own interest that will influence them to change their behaviour.

© Central University of Technology, Free State

Central University of Technology, Free State

- In the case of the power-coercive type, power is used to cause change.

- The normative re-educative approach accepts that the people involved in the change process act on the basis of socio-cultural norms and their behaviour is directed by their attitude towards their value-system.

  The focus rests, firstly, on the client system and its involvement in the improvement of its own situation; secondly it is accepted that the problem cannot be solved by giving information on a one-sided basis to the clients; thirdly, cooperation is imperative between the agent and the clients; and fourthly, problems with regard to change must be identified and made known to everyone involved.

  Against the background of the discussion of development in Chapter 2, this third strategy seems to be the most suitable to approach development through directed social change, because it gives proper recognition to the characteristics of society in terms of the people involved and the recognition of the complexity of society that may cause problems in the finding of acceptable solutions to problems. This is supported by Conyers and Kaul (1990:290) when they argue about the nature of involvement in change: "... there is a need for an ideological commitment to a people-centred development ... and to a participatory mode of intervention." (Compare Zaltman, 1973:178). However, it can be accepted that elements of the other two strategies can at times also play a role in planned change.

- Adoption refers to the decision by the change agent and the client system to accept new goals for a situation. It can be accepted that in specific cases a decision by one of the parties can be accepted as adoption, depending on the strategy to be followed, for example, the power-coercive approach, but this will represent an adoption in part only, which may cause resistance when the implementation stage is reached.

© Central University of Technology, Free State

The basic principle of this model is that no single factor in the model has a one-sided influence or relationship with the other factors involved (par. 2.4:66). In practice it means that problem formulation is not a task for either the change agent or the client, but the case is rather that both parties must contribute to problem definition and goals for change. From this definition of the problem the roles of the parties involved are identified and arranged with the formulation of strategies about how to make the attainment of the defined goals possible. Planned social change is thus a case of dealing with a specific situation and working towards identified goals. Once these goals have been reached, a new process of planned change can be initiated. This probably refute the argument for constant directed change, but underscores the reality of new solutions for specific problems at different stages in history in a situation as discussed in Chapter 2 (par. 2.3.2.2.8:62).

The roots of planned change can therefore be seen developmentally, as including three sets of issues: the role of the expert in practice and action; the use of man's knowledge and his relationships, including knowledge of change and changing; and newly emerging definitions of the collaborative relationship between the agent of change and those being changed (Bennis, Benne and Chin, 1969:13).

In their work, Bennis, Benne and Chin (1969:13) refer to the emerging definitions of the relationships between agent and client which go back to a history of differences concerning planned change which already existed with theorists like L. F. Ward and W. G. Sumner. Conflicting ideas existed which include, on the one hand, that change should be planned and initiated (for example, Ward), while, on the other hand, voices like those of Sumner asked for a *laissez faire* approach which would recognize to the freedom of people to choose for themselves how they want to live. The last decades, however, saw ideas asking for greater human intervention designed to shape and modify the institutionalised behaviour of men. (Compare Hoogvelt, 1980:149.) This led to a situation where planned social change became a reality. The important aspect about planned social change as proposed here, is that one-sided planned social change has been reconsidered and the need for collaboration between all parties involved has been recognised. From this point

© Central University of Technology, Free State

of view it is possible to give attention to the role of the different actors involved in the process of planned change.

3.3 THE POSITION OF THE CLIENTS INVOLVED IN PLANNED SOCIAL CHANGE

The goal of planned social change is to plan and attain an improved state of functioning in the client system, as stated in paragraph 3.1. (Compare Zaltman, 1973:179.) This position is to be attained as a result of the implementation of planning for change to an existing situation to create a society that will allow the achievement of such goals. This means that a change agent wants to reach defined goals in a society to solve existing problems. The client system forms an integral part of the process of planned change and therefore also of the configuration that is created through planned change (Bagadion and Korten, 1985:52-90). To ignore the client-system or see it separate from the problem that must be addressed, is to put proper problem formulation and effective solution at risk (compare Western, s.a.:56), because the interdependent relationship between the different aspects involved in change is not considered (par. 2.4:66). (Compare Fisher, 1988:1-26; Hill, 1977:124 and Von der Waal, 1988:1-26.) It is, therefore, necessary to consider the client system in terms of its nature (culture, potential, aspirations, fears, etc.) and position towards the change agent to create an understanding of its possible motivation and contribution to planned social change (Garcia, 1985:168-169; Hines, 1973:147).

Client systems often differ in terms of the approaches that they adopt towards change and also towards the change agent. A distinction between a client system that wishes to change and requests help from the change agent to assist it in attaining an improved state of functioning and a group of people who do not wish to change, must be made. People in the latter category can rightfully be called a target group (in Zaltman and Duncan's terms, 1977:18) because there is no voluntary co-operation at the initiation stage of change. People involved can also be called intended beneficiaries (in Uphoff's terms, 1985:359), which can serve as reference to any one of the two groups according to the researcher, depending on the co-operation that exists in dealing with the problems

© Central University of Technology, Free State

Central University of Technology, Free State

found in the situation. It follows logically that the process of planned change will differ drastically in cases where different attitudes exist among the people involved in terms of, for example, the initiation of new goals and the acceptance and implementation thereof. In a case where people are positive towards change, it is merely a case of getting to the identification of the problems to be addressed and to plan for solutions. In cases where there is resistance to change, it may demand persuasion and motivation from the change agent to get support for the change initiatives (Zaltman and Duncan, 1977:17-19). Because a lack of motivation for change often goes hand in hand with a lack of awareness of the problems that cause a need for change, a situation may even demand a program of re-education to create an awareness of problems as a necessary element for support of change. (Compare Uphoff, 1985:379.)

It is further important to realise that a group or society must not be dealt with as a homogenous entity in terms of attitudes. "Segmentation of the client system is a major step in effective social action. Too often the client system or planned beneficiaries is stereotyped and its members and institutions are all approached in the same way. Yet the fact is that any group contains persons at different stages of accessibility and susceptibility to the cause" (Zaltman, 1973:180). Change agents must pay attention to these differences and try to find the most meaningful dimensions of effective segmentation. Variables that can be considered are, amongst others, demographic, geographic, behavioural, cultural and social structural variables for segmenting client systems or groups (Zaltman, 1973:180).

The important aspect here is that, in situations of planned change, it is important to take note of the attitudes of the people right from the start to ensure that the aspirations of the people are taken into consideration in order to prevent over optimistic or unrealistic planning for solutions to problems in society and to stimulate participation by the planned beneficiaries. (Compare Bagadion and Korten, 1985:52-56 and Cernea, 1985:225-226.)

© Central University of Technology, Free State

Central University of Technology, Free State

The discussion above underscored the complex reality of human attitudes and aspirations (normally a result of specific social and cultural aspects) relevant when popular participation is set as a condition for effective planned social change. Because the idea about the involvement of the client system of intended beneficiaries in planned social change as participants is a recent development (Cernea, 1985:357), it is important to pay attention to the meaning of participation in an effort to further describe the position of the people involved as the beneficiaries in planned social change.

3.3.1 Participation

Participation in the context of planned social change stresses the necessity to involve those people who are the supposed beneficiaries of such changes (Coetzee, 1988:22). Participation means a breaking of the monopoly of knowledge. It is therefore an awakening at the bottom. The idea that development can be injected from the top downwards (that is, designed and delivered by external scholars, planners and agents) cannot be accepted (Coetzee, 1988:22-23). Planned social change aiming at contributing towards development is only possible when the potential beneficiaries of such activities will also be its contributors. (Compare Bagadion and Korten, 1985 as well as Dauns and Matthews, 1989:19,199.) This leads to the questions: who is to participate?, why?, how? and in which activities?

3.3.1.1 Who must participate?

The use of the term "popular participation" focusses attention on the potential role of the majority population strata characterised up to the present by low incomes, low educational levels, and restricted or non-existent opportunities to make contributions in national affairs (ECLA, 1973:77). This refers to all people involved in a situation where problems exist that influence their well-being negatively (Coetzee, 1988:23). Any effort to solve the problem, therefore, has to include all people influenced by such negative aspects. (Compare Danns and Mathews,

© Central University of Technology, Free State

1989:199 and Van Nieuwenhuijze, 1982:55.) These people normally fall into the following strata urban and rural wage-workers; self-employed artisans, shopkeepers and small cultivators; and the so-called "marginal" strata (ECLA, 1973:77). Because the people in other strata like politicians, industrialists and professional categories are also part of the society in which social change is planned, they are part of the problem and must therefore also be included in these activities. Popular participation therefore implies a widening and redistribution of opportunities to take part in societal decision-making because people who must be included in change activities often did not have the opportunity in the past to make their voices heard.

3.3.1.2 Why is popular participation important?

The necessity of popular participation in planned social change has been stressed throughout this chapter, but it is necessary to describe the reason for participation further.

The planners, ideologists of development and the masses whose participation are proposed, often have different reasons for accepting participation as important and desirable (ECLA, 1973:78).

Planners and ideologists of development may have quite limited and practical concerns, for example, to tap under-utilised human resources and get as many people as possible to understand and co-operate with the measures called for by their own strategies for development. They may go further and see organised popular participation as a means of breaking down and replacing social, economic and political structures that they consider incompatible with development. (In other words, to allow social mobilisation to take place in Karl Deutsch's terminology.)

Another reason for accepting the importance of popular participation is the contribution it can make to the establishment of a social order in which the population as a whole has a sense of belonging and meaningful achievement. Because alienation and rootlessness seem to be on the increase in certain modern mass societies, this is also an aspect of real importance for the developing society (ECLA, 1973:78).

© Central University of Technology, Free State

The reasons mentioned above are unlikely to be meaningful to the majority of the client system or potential beneficiaries. For them organised participation often only has the advantage of using their numbers to obtain the satisfaction of their immediate needs: especially larger incomes, more security of livelihood, and better access to the services for which the state is responsible (ECLA, 1973:78).

All the above-mentioned reasons for participation may be applicable. The problem lies in the fact that the expectations of the clients and change agents may seem contradictory. It is at this point where one of the essential aspects for successful planned social change is to be found. The synchronisation of the ideals and expectations of planners, agents and clients or beneficiaries should allow for the solving of problems in such a way that the results will allow all people involved to feel that the solution is also a result of their efforts. This can contribute to a motivation for participation, greater satisfaction with changes and motivation to take part in future changes. (Compare Hines, 1973:147; Uphoff, 1958:381 and Zaltman and Duncan, 1977:20.)

3.3.1.3 How should participation take place?

It became clear from the previous discussion that participation does not imply that the masses make the decisions and draw up their own agenda for change. Decisions by the masses are rather rare and demands careful scrutiny at all stages as they are passed on to the top. Initiatives for change normally come from individuals and they only receive general recognition and acceptance later (Coetzee, 1988:23). The solving of problems hampering human well-being should therefore not be expected from mass activities from the outset, but rather in specific initiatives that become more acceptable. Thus, over time, acceptance of innovations and joining hands in co-operation to implement them, form the basis of participation and possible successful development.

© Central University of Technology, Free State

Central University of Technology, Free State

It can therefore be concluded that because participation takes place between agents, planners, and planned beneficiaries, the contributions of the client system will at all times form only part of the solution. Change agents must develop the ability to accommodate the products of participation as part of a *corpus* of knowledge needed for successful change. Recognition and inclusion of contributions from clients will lessen the risk of regarding change as just a mobilisation activity for a specific cause in contrast to a participative and planned process of change. (Compare Bagadion and Korten, 1985:53-85; Kottak, 1985:345-355 and Uphoff, 1985:369.)

3.3.1.4 How does participation influence the kind of development?

The position adopted in the study of the Economic Commission of Latin America (ECLA) (1973:80) is that the extent to which popular participation takes place in planned social change for development can exert an important influence on the character of development and the distribution of the benefits thereof. The strategies offered by policy-makers and the demands voiced by the people enabled to participate, will inevitably contribute to the nature of solutions for existing problems in society. Ready made solutions for development needs that can be applied in all circumstances, pose a high risk in terms of suitability and, therefore, acceptance with the risk of negative results. (Compare Kottak, 1985:336 and Uphoff, 1985:359-368.)

It must, however, be stated that the possibility of participation by the whole population is only an ideal (Coetzee, 1989:159): it probably represents an utopian extreme. Therefore planned solutions for problems even if participation has taken place, will always be at risk of being rejected by some of the people who are part of the planned beneficiaries. The goal with participation can only be to have a majority of the client system contribute to the shaping of their own existence and future.

The description of the position of the client system in planned social change confirmed that a co-operative relationship should exist between

© Central University of Technology, Free State

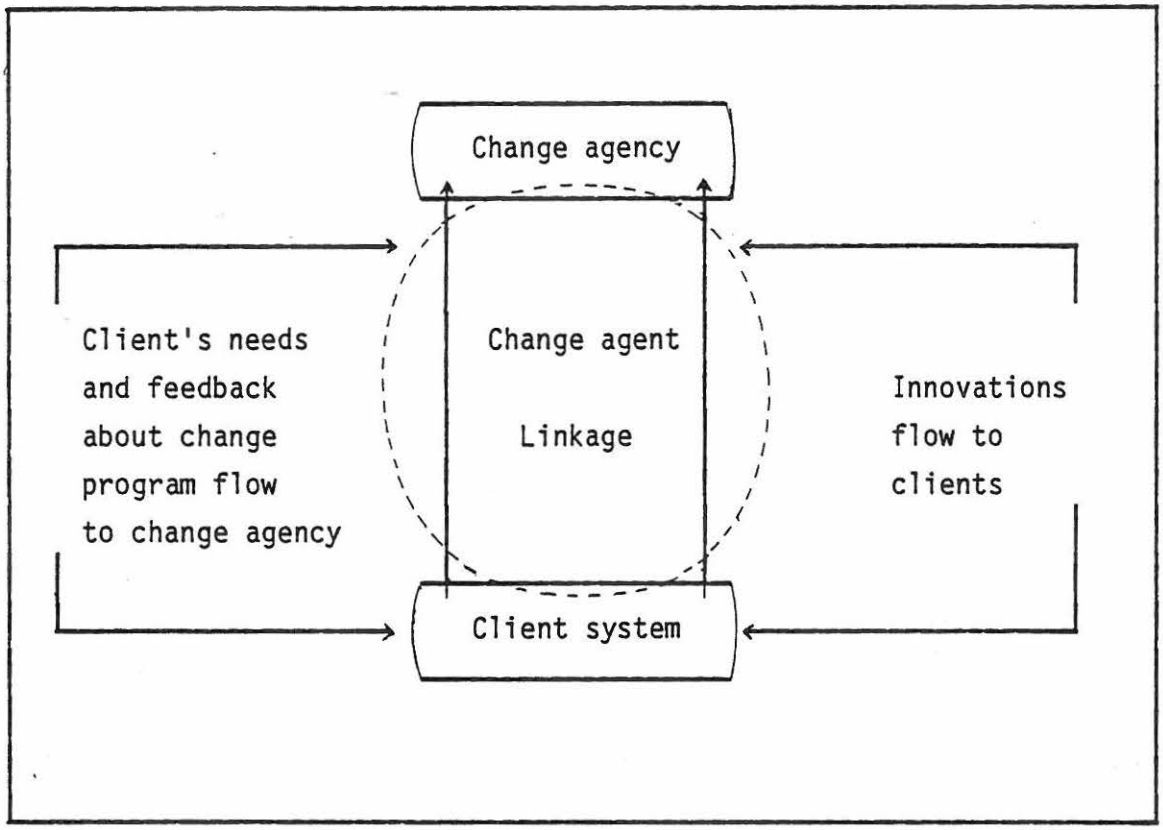
agents and clients. It is, therefore, necessary to give a more detailed discussion of the role of the agent in the process of planned change.

3.4 THE ROLE OF THE AGENT OF CHANGE INVOLVED IN PLANNED SOCIAL CHANGE

The relationship between the change agent and the client system is not as simple as it may appear at first. It is a rather complex relationship in which an expert is appointed by a development organisation to guide a process of change (Kottak, 1985:325; Van Nieuwenhuijze, 1982:513). According to Rogers and Shoemaker (1971:35) a change agent can therefore be described as a professional who influences innovation decisions in a direction deemed desirable by a change agency. For Zaltman and Duncan (1977:187) when they claim that one of the basic functions of a change agent is to establish a link between a perceived need of a client system and a possible means of satisfying that need. (Compare also Argyris in Zaltman and Duncan, 1977:17 and Bennis, Benne and Chin, 1969:11-12.) The development organisation is normally external to the client system. It exists separate from such a group or society and sends its change expert to the client group with the aim of assisting such a group in solving their development needs. The change expert (or agent), as representative of the change organisation, does not become a member of the client system (Verhoeven, 1986:111). Thus a change agent has two reference groups, namely the development organisation and the client system. It is important to note that change agents are representatives of organisations. Their primary philosophy about how to approach development projects and client systems will, therefore, normally be similar to the ideas of the organisation they represent. This will become clearer in Chapter 4 when development organisations are discussed. The position of the change agent can be illustrated schematically as follows (Rogers and Shoemaker, 1971:228; Verhoeven, 1986:110):

© Central University of Technology, Free State

FIGURE 2: THE POSITION OF THE CHANGE AGENT* IN PLANNED SOCIAL CHANGE



* Change agent will be used in the rest of the text because it is used generally in this form in the literature.

From the illustration it is clear that the change agent is external to the client system and that information-flow is necessary between the two. Considering the earlier discussion (par. 3.1:80 and 3.2:81) it is clear that the relationship between the two parties is normally goal-directed in terms of the improvement of the well-being of the people in the situation (par. 2.4:66). The nature of the information-flow between the two parties is, therefore, usually aimed at facilitating these goals. For this reason the information basically flows in two directions: from the clients or planned beneficiary to the change agent concerning matters such as the needs of the people in the situation, information about the situation in general as well as feedback about programmes introduced to solve these needs concerning

© Central University of Technology, Free State

Central University of Technology, Free State

suitability and effects; and, from the change agent to the planned beneficiaries concerning initiatives of the change agents. (Compare par. 8.4:402 for a method suggesting how this could be achieved.)*

In cases where the change agent is a member of a client system the situation may differ from the illustration above. When planned social change is initiated from within a society, it is possible that they can appoint a change agent from their own people (Verhoeven, 1986:110-111). Such a person will also usually have links with a change agency and, if not, will have to establish such relationships in order to get additional expertise and/or facilities. This viewpoint is in line with what Hooks (1990:30) calls the approach of society centred theories which insist on the casual primacy of social structures and interests.

The problem of external change agents lies primarily with the establishment of channels of communication with the client system (Zaltman, 1973:182). Channels of communication are important to create the trust and co-operation necessary for a working relationship to facilitate exchange of information, planning and implementation of changes. (Compare Davis, 1990:2.) To assist the change agent, one can recruit helpers from the client system in the positions of catalysts and pacemakers (Verhoeven, 1986:111). This may pose a risk for such people, because they may lose their credibility with their own people should they acquire a label of being on the agent's side (Rogers and Shoemaker, 1971:35-36). But despite this risk, such helpers can, because of their positions as members of a client system, fulfil an important role in convincing people to accept certain innovations and to regulate the process of change. These roles are important for their support to a change agent because his responsibility includes not only the obtaining and propagating of new ideas, but he may also attempt to slow down diffusion and prevent the adoption of what he believes are undesirable innovations (Rogers and Shoemaker, 1971:35).

The different roles of the change agent emanating from the link between a development organisation or change agency and a client system can lead to role conflict (Van Nieuwenhuijze, 1982:54-55; Zaltman and Duncan, 1977:195). As a bridge between two different systems, the change agent

---

* One of the goals of external interaction is to reach a situation where the client becomes his own change agent.

© Central University of Technology, Free State

Central University of Technology, Free State

is necessarily marginal with one foot in both worlds (Rogers and Shoemaker, 1971:229). Given the different expectations from the development organisation and the client system it can be a problem in certain situations for the agent to decide about which role is suitable for a specific situation. This can happen especially when the change agency or development organisation wants to have the process of change set in motion, while the client system is conservative and resist change. The different roles available to the change agent indicate the choices that confront the change agent.

Here following Rogers and Shoemaker (1971:229- 230; also compare Lippitt, 1958:199) we identify seven roles in the process by which a change agent takes part in planned social change:

- **Develops needs for change:** It is often required of a change agent to initially help his clients to become aware of the need to alter their behaviour, especially in less developed societies. Because of limited planning horizons, low achievement motivation, high fatalism, and low aspirations - characteristics of most peasants - it is often necessary for the change agent to stimulate an awareness of client needs that may influence their well-being. This can be done by convincing clients of the impact that existing problems or needs may have on their situation - pointing out new alternatives to existing problems and convincing people that they are capable of confronting these problems. He must, therefore, not only assess clients' needs but also identify these needs in a consultative and persuasive manner.

- **Establishes a change relationship:** After a need for change is created, the change agent must establish rapport with his clients. This is only possible if a relationship based on trust is established. Clients will only be willing to accept the change agent's alternative sollutions to their problems if they are convinced of his credibility, trustworthiness, and empathy with their needs and problems.

- **Diagnoses the problem:** The change agent usually assist in the identification of what is to be done to solve the problem (Lippitt

© Central University of Technology, Free State

et al., 1958:99). The only way to make this possible is to assist in analysing the clients' problem situation in order to determine why existing solutions do not meet their needs. Diagnostic conclusions must be formulated, but only after taking an empathic view of the situation from the clients' perspective. This implies hermeneutically oriented development thinking. It takes as its point of departure human creations and creative ability, since it strives to bring the words and actions of people into the centre of discussion. This empathic consideration of problems takes place in the dialogue relationship between the people from the outside (change agents) and the people within the situation (Coetzee, 1988:21). Empathic consideration is difficult, especially when the change agent comes from a development organisation which has a strong directive or power-coercive approach.

- **Creates intent to change in the client:** The change agent also has a responsibility to motivate clients to exchange existing solutions for problems for viable new solutions. The pre-requisite is a client-centred approach instead of change to satisfy the aspirations of organisations or agents.

- **Translates intent into action:** The motive to innovate must be translated into action towards the solution of problems. In essence the agent works to promote compliance with the program he advocates in accordance with client needs.

- **Stabilises change and prevents discontinuaties:** In the initial stages of change it can happen that clients are uncertain how to go about specific changes. This can lead to disequilibrium (change at a rate that a society cannot handle) or they may even decide to stop the process of change and stick to the known solutions for their problems. The change agent can, by directing re-inforcing messages, assist in stabilising the process of change into dynamic equilibrium (change at a rate that society can handle) and prevent discontinuities.

© Central University of Technology, Free State

- **Achieves a terminal relationship:** The ultimate goal for any change agent is the development of self-renewing behaviour on the part of the clients. The change agent's role must become redundant clients are to become their own change agents. These ideas are also supported by Rogers (in Verhoeven, 1986:114-117).

The role of the agent in planned social change thus comprises a complex challenge in which he must be ready to initiate and promote activities of change from the identification of problems in a situation, through the initiation of alternative solutions, to the stage where clients become innovators. Contributing to the complexity of the problem is the fact that the change agent cannot be anchored in specific roles throughout a process of change because the situation and its needs may differ as the situation changes (Spalding, 1958:92; Verhoeven, 1986:135). Agents must therefore be prepared to reconsider their position and contributions towards client systems continuously. Evaluation must take place on the basis of dialogue with the clients to establish their needs, fears and aspirations and agents must adjust their roles accordingly (Coetzee, 1988:21). Because the planned beneficiary and the agent are two different parties in the development situation, dialogue seems the most effective way to, firstly, be able to establish a proper relationship between them and, secondly, to be able to really exchange information concerning the total world, needs, experiences and attitudes of the planned beneficiaries. The postulation of dialogue as a method of communication to evaluate development activities is therefore not an over-simplification, but rather a complex process of exchange of information and impressions. The lack of appropriate attitudes towards a local population was postulated by Hyman, Levine and Wright (1970:99) as the most serious deficiency in a field worker. This enhances the argument for the necessity of proper dialogue on the basis of appropriate attitudes. Agents are often in a difficult position to establish such dialogue because they are normally in a specific socially respected position in a situation because of their expert knowledge (Kelly, 1969:16). To convince the client system of the agent's sincere intentions to the extent that they are willing to get involved in development activities with the agent, therefore, demands a relationship of mutual trust. (Compare Coetzee, 1989:157.)

© Central University of Technology, Free State

Establishing trust in a situation is also not an easy problem to solve since change agents, due to their position, normally establish relations, with the higher strata and senior positions in a society first (Kelly, 1969:14). This can lead to suspicion from the rest of society because the change agent is seen as being associated with the existing system and the impression that this may lead to new forms of exploitation. (Compare Coetzee, 1989:157.) The rest of society often includes the people who are really experiencing the real problems; therefore, without their trust planned change is impossible. Change agents should therefore be: "... decentralized and relatively 'unbureaucratic' in order to promote participation and local accountability ..." (Conyers and Kaul, 1990:290).

To summarise: Change agents find their responsibility within the boundaries of the change agency and the client system, which makes their task complex but not impossible especially when it is accepted that their relationship with the client system should be one of co-operation (compare Conyers and Kaul, 1990:290 and Harrison, 1980:36-38) based on constant dialogue in recognition of the structural and cultural dimensions in which the change must take place. Through this approach it is possible to accommodate the aspirations of all parties in planning, choice of goals, strategies and roles.

Although possible to go into the personal qualifications and skills that a change agent may need in great detail, all that is necessary is to list a few qualities necessary for successful co-operation in planned change, in accordance with the roles of change agents as discussed above. It is important to note that Conyers and Kaul (1990:294-295) are of the opinion that "The main conclusion to emerge ... seems to be that training at this level should be based on 'learning by doing'. The aim is not to produce highly qualified professionals but to create people who are able to work effectively with local communities. The main skills needed include those related to consciousness-raising, participatory modes of planning ... The most important implication is probably that staff in such agencies require, in addition to their professional and technical skills, certain special qualities related specifically to people-centred development projects." The possible aspects of importance that may be mentioned are the following:

© Central University of Technology, Free State

Central University of Technology, Free State

"1. The Change Agent Should Have These Attitudes and Values:

- Primary concern for the benefit of the ultimate user (usually students and communities in the case of education).
- Primary concern for the benefit of society as a whole.
- Respect for the strongly held values of others.
- Belief that change should provide the greatest good to the greatest number.
- Belief that changees have a need and a right to understand why changes are being made (rationale) and to participate in choosing among alternative means and ends of change.
- A strong sense of his own identity and his own power to help others.
- A strong concern for helping without hurting, for helping with minimum jeopardy to the long- or short-term well being of society as a whole and/or specific individuals within it.
- Respect for existing institutions as reflections of people's legitimate concerns for boundaries of life space, security, and extension of identity beyond the solitary self.

"2. The Change Agent Should Know These Things:

- That individuals, groups, and societies are open interrelating systems.
- How his other role fits into a larger social context of change.
- Alternative conceptions of his own role now and his potential role in the future.
- How others will see the role.
- The range of human needs, their interrelationships, and probable priority ranking at different stages in the life cycle.
- The resource universe and the means of access to it.
- The value bases of different sub-systems in the macrosystem of education.
- The motivational bases of different sub-systems in the macro-system.
- Why people and systems change and resist change.

© Central University of Technology, Free State

- How people and systems change and resist change.
- The knowledge, attitudes, and skills required of a change agent.
- The knowledge, attitudes, and skills required of an effective user of resources.

"3. The Change Agent Should Possess These Skills:

- How to build and maintain change project relationships with ohers.
- How to bring people to a conception of their priority needs in relation to priority needs of others.
- How to resolve misunderstandings and conflicts.
- How to build value bridges.
- How to convey to others a feeling of power to bring about change.
- How to build collaborative teams for change.
- How to organize and execute successful change projects.
- How to convey to others the knowledge, values, and skills he possesses.
- How to bring people to a realization of their own resource-giving potential.
- How to expand people's openness to use of internal and external resources.
- How to expand awareness of the resource universe.
- How to work collaboratively (synergystically) with other resource systems.
- How to relate effectively to powerful individuals and groups.
- How to relate effectively to individuals and groups who have a strong sense of powerlessness.
- How to make systematic diagnoses of client systems and how to generate self-diagnosis by clients" (Havelock and Havelock in Zaltman and Duncan, 1971:188-189).

Against the background of the information on the position of the client system and the role of the change agent in planned social change, it is necessary to discuss the approach required from the development organisation and by implication the change agent for goal and strategy identification in order to contribute to the solution of problems.

© Central University of Technology, Free State

Central University of Technology, Free State

3.5 GOAL AND STRATEGY IDENTIFICATION IN PLANNED SOCIAL CHANGE

The previous two paragraphs stressed the need for a relationship of co-operation necessary between change agent and client system to ensure that proper recognition is given to all parties involved in terms of their aspirations, potential, fears and ideals. These aspects must be considered because they should play a role in goal formulation and strategy definition in respect of planned social change.

Goal identification and strategy formulation must be seen as an inter-dependent processes* that do not take place as activities that can be exercised at one stage of a project without reconsidering them again. In short, goals and strategies need to be reconsidered throughout the whole process of change to ensure at all times that they are still realistic in terms of the solutions they offer to existing problems. If they are no longer suitable for the solving of problems, they must be adjusted as even discarded.

3.5.1 Approach towards goal identification for planned change

To identify goals for the solution of existing problems in a society it is imperative to have clarity about the real nature of the problems in a client system (Zaltman and Duncan, 1977:32). "Since development is a deliberate process, it cannot be expected to take place nor be sustained by itself. It should be brought into being and promoted towards a goal" (Garcia, 1985:163), although constant adjustment may be necessary when new information is gained (Uphoff, 1985:381). The definition of the real problems in a society will establish the boundaries within which a change agent can find information necessary for the planning of goals.

---

* For analytical purposes we propose to discuss them separately.

© Central University of Technology, Free State

Central University of Technology, Free State

Goals in planned change can therefore be described as planned solutions or alternatives to existing needs and problems, problems being perceived as a source of dissatisfaction for a group and its members for which more suitable alternatives are considered possible (Zaltman and Duncan, 1977:33). Because the agent is normally an outsider to the client system, co-operation with the client system is necessary for problem identification that can serve as basis for goal identification (Bennis, Benne and Chin, 1969:147).

The identification of problems in a society may be a strange experience for a client system because their problems are identified in a changing and broadening interpretation of the question at hand. As data about the problem become available, the problem which seemed simple at first, is likely to take on an appearance of intricacy and many-facetedness. At this point vested interests can become involved when individuals or groups become aware of the threat to such interests which is posed by change (Lippitt, 1958:137).*

The definition of goals must therefore be done with an awareness of the needs, fears, aspirations and potential of the client system (Coetzee, 1988:25). If this is not considered, it is possible that the new solutions may be impossible, because of a lack of, for example, competence and resistance. This can therefore be a trying time for the co-operative relationship between agent and client.

Goal definition therefore poses a complex problem with which to deal. The critical question that must be answered, seems at all times to be if the defined goals have real value for the solving of the identified problems. Verhoeven (1986:197) identifies six basic questions that the change agent must answer to establish the utility of the solutions:

- Is the goal a usable guide for action? Does the goal allow the change agent to correct intermediary goals?

---

* Despite the fact that this is a relatively old source, the information provided by it is still relevant and could not be found better formulated in more recent sources.

© Central University of Technology, Free State

- Are the explanation and description of the goal sufficient?
- Does the goal allow measurement of efficiency of action with reliable and valid instruments?
- Is the goal enough of a challenge for the client system?
- Does the goal focus the attention on the external factors of the organisation that influence the planned social change?
- Does the goal allow an understanding of the goals of the different groups in the organisation (client system)?

These questions underscore the complexity of goals. Positive answers to all of the above questions represent a positive indication that a defined goal for a specific situation has the potential to solve the identified problems. A hundred percent positive answer to all these questions is probably an ideal that will not be met at all times during a project. It is not a case of just accepting that goals are not perfect solutions to problems, but also that the meaning and significance of goals may change as the situation in a client system alters during a project as stated in paragraph 3.4 (p. 93). [In terms of goals and evaluation also compare Van Nieuwenhuijze (1982:61-68).]

A last important aspect that must be mentioned is that goals are not always defined and accepted overnight. Because of the complex nature thereof they normally take time to be understood and prove, through the results of their implementation, themselves worthwhile. This is especially true in the case of goals being defined by an external change agent (Rogers and Shoemaker, 1971:16; Zaltman and Duncan, 1977:218-219). For this reason, the change agent has a responsibility to select the relevant role for specific stages as discussed above (par. 3.4:93) to ensure that he will at all times act according to the needs of the situation undergoing change (Verhoeven, 1986:136). It seems as if this is the only way to ensure a constant sensitivity to goal attainment and the needs either to make it possible or to identify necessary changes in terms of set goals.

However, the whole process of planned change, from creating a need for change until final implementation, still needs an answer as to the way in which the change agent should go about achieving this. To answer this

© Central University of Technology, Free State

question, it is necessary to describe the approach a development organisation and change agents should take in terms of strategies to realise planned social change.

3.5.2 Approach towards strategies for the implementation of planned change

A strategy can be described as the planning and direction of operations to achieve specific goals or, in Chandler's words (in Child, 1986:103), "... as the determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for carrying out these goals." Together with strategy, the manoeuvering of forces into positions of advantage (Jones in Verhoeven, 1986:202) must be mentioned. Although a long list of strategies is possible, our concern here is rather with a classification of strategies into three major categories. These include more or less the majority of other strategies as identified and explained by Jones (in Verhoeven, 1986:203-206). (Also compare Bennis, Benne and Chin, 1969:34 and Zaltman, 1973:185-187.)

3.5.2.1 Coercive strategies

In the first instance **coercive strategies** can be mentioned. This implies goal definition by one party and unequal power relations. Clients are threatened with sanctions and other limitations. The clients follow the change agent's initiatives as a result of pressure and the creation of tension in the client system by the change agent.

3.5.2.2 Normative strategies

Jones (in Verhoeven, 1986:203-206) calls the second strategy the "normative". In this case authority is used to implement goals because clients accept the right of change agents to take the initiative and to advise and direct them towards newly defined alternative goals. Agents

© Central University of Technology, Free State

Central University of Technology, Free State

can use different forms of symbolic rewards to motivate people to accept their position. One strategy that is included under normative strategies is participation (as discussed earlier) through which clients can take part in the decision-making process prior to the implementation of the new innovations starts. A tactic that can possibly be implemented to make participation possible is participatory action research (Himmelstrand, 1982:43-50), in which clients get the opportunity to be involved in the whole process of information gathering and generation of knowledge that can lead to the implementation of change.

3.5.2.3 Utilitarian strategies

Utilitarian strategies make use of certain material resources and rewards as promises to client systems if they conform to the required activities. Examples are: promises for specific positions in a changed organisation or the first option on certain advantageous opportunities that may develop in the new situation, for example, contracts for new services that are developed.

It is clear that the different strategies are based on different viewpoints on the nature of society. Coercive strategies accept the hierarchical nature of society in which the order must be protected with force. Normative strategies accept consensus in society. It is accepted that society can only function if there is dialogue and, through it, agreement on activities. The utilitarian approach stems from the viewpoint of hedonistic groups and individuals who are guided by an attitude of considering only their own benefit in every situation (Verhoeven, 1986:206).

As discussed, client participation, including as many of the planned beneficiaries as possible, is a prerequisite for effective, planned social change. This argument was given substance by arguing, in the second chapter, that society must be viewed in systemic terms given the interdependence and interrelationships among the different components. The basis of the argument is that the human being involved in social relationships are a part of society and therefore must be considered in

© Central University of Technology, Free State

Central University of Technology, Free State

change activities leading to change (par. 2.4:66). Against the above background it seems as if the normative approach to a strategy for planned social change is best suitable to involve the different actors in a process of directed change. This is so because the people involved in the process has the opportunity to decide about new ideas when they accept the position of authority of change agents to implement new ideas.

To utilise the normative and therefore participation, strategy for planned change (in order to give recognition to the systemic nature of society) five ways to ensure participation in project design as stated by Cernea (1985:357-358), according to Uphoff's ideas (1985:359-389) can be mentioned:

- Firstly, the degree of participation required must be made clear at the outset and in a way acceptable to all parties concerned.

- Secondly, realistic objectives for participation must be set and allowance must be made for the fact that some stages of planning, such as design consultation, will be relatively protracted, while other phases, such as the transfer of assets for utilisation, will be shorter.

- In most cases specific provision for introducing and supporting participation is needed. Although this will vary according to the local patterns of social organisation, in general it seems desirable to use existing organisations. If existing organisations are insufficient or inadequate for introducing and supporting participation, careful analysis should lead to the design of facilitating organisations congruent with local culture.

- Fourthly, adequate financial commitment to popular participation must exist. Goodwill is not enough. The problem with this argument is that if financial commitments imply gifts or hand-outs they can contribute to the retention of the *status quo* because the need to change may disappear. Financial commitments should therefore be made in a way that serve as a motivation and not as a gift that provides for the

© Central University of Technology, Free State

material needs of people and therefore inhibits the motivation to change. It would be more acceptable to regard financial commitments as implying assistence together with contributions - financially and other - from the planned beneficiaries.

- Fifthly, there must be planning and commitments to share responsibilities in all stages of the project. Beneficiaries involved in the planning and execution of projects are more enthusiastic about making the project work than people suddenly handed an asset to which they have contributed nothing. Ongoing information will also contribute to the avoidance of naive expectations and possible consequent disappointments.

Goals and strategies are therefore interrelated in the sense that goals must focuss on the needs of society. It seems acceptable to claim that the success of the realisation of the goals depends, however, not only on the viability of the goals but also, to a large extent, on the suitability of the strategy and tactics being used. The suitability of the strategy, it can be argued, will to a large extent be the result of the congruency between the nature of the client system and the strategy being followed.

Effective goal definition and strategy formulation both depend, therefore, on accurate information of and proper planning in co-operation **with** the client system, **for** the client system. (Compare Uphoff, 1985:381-383 and Zaltman and Duncan, 1977:20.)

The last aspects of importance for planned social change are implementation and continuous evaluation during the process of implementation. With the knowledge of the position of the clients, roles of the change agent, goal definition and strategy formulation, it is now possible to indicate what the approach of a development organisation or change agent should be at the implementation and evaluation stages of development.

© Central University of Technology, Free State

Central University of Technology, Free State

3.6 IMPLEMENTATION AND EVALUATION OF PLANNED SOCIAL CHANGE

A description of the implementation of new goals in a client system must take cognisance of resistance towards change. This is necessary because change, and the acceptance thereof, are not inevitable but depend on the willingness of the people involved to depart from existing behaviour and solutions to problems and adopt new inventions (par. 2.3.2.1:p. 53). The issue of fixity has been discussed in detail in Chapter 2, consequently only a few aspects will be highlighted here to stress the relevance of resistance to planned social change.

Dialogue has been suggested (par. 3.3:p. 87) as the method through which understanding of the goals and ideas of the parties involved in planned social change can be established. Through dialogue new definitions or innovations can lead to motivation for existing processes to be altered because of constant higher stages of knowledge (Coetzee, 1989:161). Consideration of existing processes can, however, also lead to resistance towards change. Resistance is therefore a reality throughout the process of change. Initial willingness to change can change to resistance as the process unfolds because of a redefinition of the situation. This can be the result of a variety of factors that may include resistance in the client system and also the broader environment. Resistance can also stem from the strategies being used or poor relations between the change agent and the client system. Different aspects can therefore fulfil a positive function in one stage, and a negative function in another stage during the process of change.

Verhoeven (1986:237-255) identifies two primary aspects to be considered when resistance to change is considered, namely:

- **The individual and group:**
  In the first instance the individual and/or group can be a source of resistance. It is a general tendency that individuals feel satisfied with specific solutions to existing problems because they feel secure with them due to proven results and understanding of such actions. Although theorists like, for example, W. I. Thomas states that people long for new experiences, existing customs are not changed easily.

© Central University of Technology, Free State

This is also the result of fear, not just of the unknown but also of losing identity (Hoogvelt, 1980:150).

Because individuals live in groups, with different levels and types of social control, it must be accepted that existing customs are normally supported by existing values and norms in a group. Existing norms may, except for supporting, also become a peaceful impediment to change (Braibanti and Spengler, 1961:99). This happens because pressure from the group for conformity may inhibit the individual to such an extent that resistance to change is the result. The same argument is also relevant for the client system in relation to the environment in which it exists. Change in the client system may pose a threat to the vested interests of some other groups which can cause change to be opposed as a result of external or internal pressure.

Here planned social change is opposed as a result of the threat that it poses to existing and accepted structures and activities. Mechanisms used to execute and keep this resistance intact vary but are normally the result of socialisation and social control processes (Allan, 1971:49). The individual and/or the group decide for or against change as a result of personal or group convictions. Schein (1969:99) states that such decisions against change must be seen as emotional, because change implies that previous behaviour and attitudes were somehow wrong or inadequate - an idea which the people in a situation would like to reject.

Existing organisations:

Existing organisations tend to resist change in order to preserve its own identity. Organisations aim to manage societal influences on a rational basis. According to Max Weber, it is acceptable to anticipate that changes will be considered against rational considerations. This trend is influenced by factors, apart from rationality, such as the type of structure of an organisation, and the size and complexity of existing organisations. Zaltman and Duncan (1977:62) argue that the resistance of organisations to change is a process by

© Central University of Technology, Free State

which an organisation wants to say something about "who it is" - its major resources and limitations, its attitudes towards outsiders and change. In other words, organisations want to demonstrate their unique identity and prevent being changed into a form similar to other organisations.

The size of organisations tend to influence change in the sense that large and complex organisations have a greater ability to resist change, while smaller organisations have less power to resist. Complexity increases the number of relations in an organisation to be changed, which can strengthen the ability of an organisation to slow change down or even resist change completely.

Vested interest also plays a significant role in the willingness of organisations to accept change to their own structure and in their environment. (Compare Savage, 1983:205.) Because change can lead to the disappearance of organisations, existing organisations may prefer the security of the existing situation that allows their existence. In cases where organisations accept the reason for their existence as the fulfilment of temporary activities only, they will probably be more willing to consider changes.

Change in client systems can therefore be inhibited by individuals, groups or organisations deciding that they prefer the existing situation. The reason for resistance have different sources. Futhermore, different sources for resistance may vary or change as the process of change develops from innovation to implementation. This causes the implementation stage to be a complex step in planned change because resistance and subsequent failure can develop even when successful implementation seems assured.

© Central University of Technology, Free State

Central University of Technology, Free State

3.6.1 Implementation

Implementation can be described as the phase in planned change when strategies are applied to alter an existing situation in accordance with the set goals or alternative solutions to problems as planned (Verhoeven, 1986:255). The important aspect to be considered in this description, is that an existing structure must be changed in the process of planned change according to certain new ideas that have not been proved to guarantee success or even to be a valid alternative for existing problems. It is this risk factor that causes implementation to be so complex. This is because, except for possible resistance, the uncertainty of success or acceptability of certain options, and the possibility of unplanned-for results, there is also the possibility of differences in opinion between the change agent and the client system. This demands careful management based on constant evaluation (Rogers, in Verhoeven, 1986:116).

Implementation follows after the needs for change, proper working relations, goals and strategies, and the motivation to change (par. 3.4:93), have been properly established (Lippitt, 1958:136). Only with a willingness to accept changes based on an understanding of the need to change and acceptance of the planned alternatives, is it possible to start with implementation of strategies to reach goals. Implementation introduces, in more than one sense, a critical phase in the process of planned change, for it represents the final test for planning that have been done and attitudes that has been created over a period of time. The client system is placed at the centre of the situation, because the implementation of planning implies that certain behavioural structures must be adjusted to allow alternative handling of problems that may exist. Because the change agent must start to reduce his influence at this stage to allow the clients to take over the initiative, this can be a period of uncertainty and fear for the client system (Lippitt et al., 1958:114). Change agents need to show appreciation for it and render support through strengthening or supportive information (par. 3.4:93) (Lippitt et al., 1958:115; Rogers and Shoemaker, 1971:239).

© Central University of Technology, Free State

Central University of Technology, Free State

A further problem for the change agent and the client system during this stage is that they must render support to those segments of their group that are not satisfied with the changes and to neighbouring groups or societies. Lack of such support may lead to the discouragement of the motivated clients with an end to change activities as a result (Lippitt, 1958:140). (Compare also Pollnac, 1985:212-217 for practical arrangements about how to manage implementation in a fishing project.)

It follows from the foregoing discussion that constant feedback on the changing situation throughout the implementation stage of planned change is of the utmost importance. The change agent must at all times be in a position to measure the progress against the set goals and render support to the clients for the attainment of set goals or, if necessary, to adjust the goals. (Compare Garcia, 1985:163.) This is necessary because various changes can influence the implementation of goals, for example, changes in meaning about the implementation that may differ radically from the original expectations of the planned beneficiaries (Verhoeven, 1986:260).

Ensuring proper feedback can, however, pose a complex problem especially if the clients are not very positive towards the changes as planned. Another obstacle to proper feedback can be differences in opinion between agent and client about strategies or goals in the implementation phase. In such a case feedback can be misleading or inaccurate so as to serve the purpose of alternative goals.

Successful implementation rests on the acceptance of responsibilities concerning the attainment of goals by the client system. The task of the change agent at this stage is to render support to the client system on the basis of the feedback from the client system in order to keep activities of change going and to prevent discontinuities (par. 3.3:87).

The results of implementation provide the final test for the effectiveness of the whole process of planned change. To establish the level of success reached with change, it is necessary to evaluate the products of such changes. Knowledge of the results of change is not only necessary for immediate information about the impact of change, but also provides

© Central University of Technology, Free State

Central University of Technology, Free State

the basis for assessing the situation created in order to establish the need for future changes. (Also compare Bagadion and Korten, 1985:82 on this aspect and Kottak, 1985:341-345.)

3.6.2 Evaluation

How does one evaluate social change programs? This represents a complex problem because different conceptions about what represent success can make it impossible to decide if efforts at change were successful or not. For this reason it is important that goals be identified in a way that provide proper criteria for evaluating change. Criteria for evaluation must include qualitative and quantitative aspects of the situation that are changing or have completed the process of change.

Zaltman (1973:325) refers to two approaches that can be used to evaluate change, namely the philosophical and the scientific. For Zaltman the philosophical approach asks questions concerning existing values in society, for example: Is the change desirable for society?; Is it morally defensible?; Are the values and goals of one part of a society imposed on the other? etc. These issues concerning the conscience of the members of society should be part of the evaluation, because they normally provide answers to some of the basic convictions of the client system. Neglecting them can cause severe opposition and resistance to change. Together with the philosophical questions, evaluations should also include aspects like: did any change whatsoever occur?; If change did occur, to what extent does the changed situation differ from the pre-change society?; Who changed?; Why?; Which parts of the programme were critical in producing the effect?; What is our theoretical understanding of the change?; Could the same effect be produced in a more efficient way?; Will the change generalise to other settings or programs? etc. These ideas of Zaltman provide the change agent with a number of valuable criteria for the evaluation of change activities. It is important to note that the philosophical aspects are more suitable for the evaluation of goals while the scientific aspects allow for the evaluation of the results of implementation.

© Central University of Technology, Free State

Central University of Technology, Free State

Information gained from the philosophical questions should be compared firstly with the set goals for change in the society and, after implementation of the goals, the results thereof should be evaluated against the information obtained through the scientific questions in order to establish the extent to which success has been reached with the setting and implementation of goals. Conclusions to such a comparison can serve as an indication to the change agent and client system if the set goals are appropriate for their problems and to what extent their achievement can really improve their position.

From the questions mentioned above and the indications about the appreciation thereof, it is clear that evaluation is necessary at the end of a project, but also during the process of change (Cook, 1985:316). Especially the first group (of philosophical questions) can provide important indications about the possible suitability and acceptibility of planned changes before implementation start.

The importance of change is not limited to the immediate effects after the implementation of planning. The results of change include important consequences for future programmes of change. For this reason it is also imperative to understand the implications of specific changes for society in general to be able to capitalise on the results of specific programmes of change.

Because the primary goal of planned social change for development is to improve human well-being, the final test for planned social change is if it really contributed towards the attainment of goals in the interest of improved human well-being. Lippitt et al. (1958:139) give an interesting description of the outcome of efforts at change when they state that the success or failure of any effort at change, in so far as the planned beneficiaries are concerned, is determined by the degree to which the original ineffectiveness or stress within the system is mitigated and functional efficiency is achieved or restored.

© Central University of Technology, Free State

Central University of Technology, Free State

3.7 SUMMARY

Planned social change is a process aiming at altering certain kinds of social behaviour to contribute to the creation of a new type of social system that will be more suited to addressing the problems a society may experience in adapting to its environment. This implies changes in a group or society that will enable them to act in a more effective and efficient way in their environment.

Because the past experience with efforts to promote changes in a power-coercive, predetermined way in societies proved futile, an important addition to planned change is needed. Except for the innovations of change agents, the co-operation of the client system or planned beneficiaries is of importance. Because change involves alterations to the social relations of people and their world, effective change depends on people's acceptance of such innovations. This fact places people and their decisions, as an integral part of change, right at the centre of the process of planned change.

To initiate effective planned social change necessitates a process of dialogue between the change agent and the client system. It is only through an exchange of ideas on the culture, aspirations, potential, fears and hopes that relevant information about the planned beneficiaries can be obtained. This is necessary for the identification of the real needs of the society and imperative for the formation of innovative solutions to existing problems in society. Innovations based on knowledge about a society provide the change agent with a better opportunity to expect positive attitudes towards new ideas from a client system for the solution of their problems.

Once a willingness to consider new ideas exists, the need for the change agent's assistance becomes clear and the opportunity to build a change relationship between agent and client becomes a reality.

A relation of co-operation allows for the next steps in planned change, namely the change agent's assistance to diagnose existing problems. Confirmation of existing problems allows for the creation of an intent

© Central University of Technology, Free State

Central University of Technology, Free State

to change, which must be followed by real actions to alter social structures.

The implementation of planned social change implies the activation of specific strategies to reach defined goals. Because the realities of the implication of the implementation of certain innovations only become clear when the results manifest themselves, this represents a phase of high risk. Disillusionment because of unrealistic aspirations or lack of competence can easily cause a total breakdown of new initiatives.

The implementation phase of planned change must therefore take place with an awareness of possible negative experiences that may arise. This necessitates constant support of the existing efforts. The reason for the failure to implement certain alternatives must be analysed and, if possible, it must be replaced with alternative goals.

Indications of successful implementation based on information gathered through a process of constant evaluation should introduce the phase of termination of the change relationship. Although the client system must already accept responsibility for certain activities right from the planning phase, the implementation stage should indicate if the whole process has been successful. It is at this stage that it will be possible to establish if the client has become an agent, able to solve his problems with the new solutions as instrument.

It is clear that planned social change to improve human well-being should be a result of a partnership between the development organisation, the change agent and the client system or planned beneficiaries. The goal with the partnership is to improve the well-being of a specific group of people and it must therefore disappear when the planned goals have been achieved.

In summary, it is our claim that the discussions in Chapters 2 and 3 provided sufficient information to serve as a frame of reference concerning the essential aspects of what development is and how activities aiming to achieve it can be approached. It became clear that development is a process that includes all aspects of society. The

© Central University of Technology, Free State

Central University of Technology, Free State

social aspects of society should therefore be accepted as an integral part of the process of development. It is on this aspect of development that the role of the sociologist focusses. Given the fact that development is a process of change or alteration to existing modes and ways of arranging and executing activities in society. The sociologist could contribute by addressing social change as part of the process of societal change which may represent development. Considering the fact that development implies change and that change is not an inevitable process but should rather be seen as representing an alternative to a tendency of fixity and persistence in society, it becomes clear that development should be approached cautiously in order to avoid the risk of having all efforts nullified by rejection thereof by the people involved. For this reason a specific orientation concerning how to approach social change is necessary. This refers to the fact that institutional and organisational change in society should be addressed in a well-planned way. The important aspect in this planning is the question about what should be planned, who should take part and what the goal of planning is. In short, it is possible to answer these questions by arguing that planning should be done to identify factors inhibiting human well-being and to initiate alternative ways of improving the functioning of a society's adaptive capacity in relation to its environment. To be able to reach this, it has been argued that the initiation, planning and implementation of change should be done by the various actors involved, that is the change agent and planned beneficiary, in order to, firstly, accommodate all possible contributions to the solution of development needs, but also, secondly, to allow people to become their own change agents. The goal of planning can then, lastly, be indicated as finding the most effective and efficient way - acceptable to the people involved - of introducing change in a society to alter its arrangements to the extent that the well-being of the people can be improved.

After the discussion of social change and development in Chapter 2, it was possible to elaborate on planned social change as a type of directed change contributing to societal change in the interest of development. The discussion of the relationship between change agent and client system necessitates a focus on development organisations to be able to

© Central University of Technology, Free State

Central University of Technology, Free State

complete the description of the actors involved in the development situation. Because a change agent acts as representative of a development organisation in planned social change, the organisational culture of such an organisation is going to provide the framework within which the change agent will find his frame of reference and support for activities aimed at change. For this reason development organisations have the primary responsibility to develop a culture, structure and functions, suitable to effective, planned social change that will allow their agents to contribute to developing societies. Chapter 4 will focus on development organisations in order to complete the framework of societal change for development to include, firstly, the nature of the process that comprises change; secondly, the actors involved in the practical situation on project-level and, lastly, the development organisation as umbrella that provides the initiative and facilities for change through its agents.

---o0o---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 4

THE NATURE OF DEVELOPMENT ORGANISATIONS

4.1 INTRODUCTION

The approach necessary for accommodating planned beneficiaries in the change process led to a description of the expectations which are part of such an approach for the role of the change agent getting involved in development projects. Against the background of this approach, it is necessary to take another look at the nature of organisations to identify if organisations have the potential for, and if they do, to establish an organisational culture that will allow organisations and their agents to address development needs in an effective and efficient way. Here organisations are regarded as deliberate groupings of people aiming at fulfilling specific tasks or reaching specific goals. (After a more general discussion of the nature of development organisations, a more detailed definition will be discussed in paragraph 4.2.2:135.)

To answer the question "how", referred to above, focus will be on identifying the critical aspects that should be part of the approach of development organisations in the planning and execution of their innovations in development situations. An attempt will be made to create a typology of development organisations in order to provide a framework of the relevant aspects for development organisations. It is accepted that it is not possible to provide organisations with blue-prints to guide them, because different situations may pose different needs, but, it is possible to provide guidelines on critical aspects that should be considered in development orientated change.

Organisational sociology is a well developed sub-discipline. Although various subjects (for example business economics) give attention to organisational studies it is, specifically, in sociology that it is accepted as a sub-discipline. As such it has received much attention from a large group of theorists (for example, Taylor, Weber, Mayo,

© Central University of Technology, Free State

Central University of Technology, Free State

Perrow, Woodward and Hall). The prominence of the sub-discipline is probably well justified if it is accepted that almost in every situation in society one or another form of organisation is to be found. To cover all of the information or even all of the topics that form part of this body of knowledge is neither possible in the limited space of one chapter, nor necessary given the goal of this thesis. Our aim is to get to an understanding of the potential of organisations and, more specifically, development organisations, to address development problems as well as to identify a framework for the manner in which it should be done material will be selected carefully to suit the purpose, as identified in Chapter 1. The focus in this chapter will, therefore, rest on: the nature of organisations; a summary of the basic theoretical approaches trying to explain it; and a discussion of some existing typologies of organisations that can contribute to a typology about the nature of development organisations. From the information, a definition of organisations as phenomena will follow. The typology of development organisations will be based on the information arising from the discussion of organisations in relation to the nature of the development situation, representing the reality in which the organisation should fulfil its purpose. With this information available, a sufficient foundation of theoretical information will exist to enable the researcher to continue with a discussion of organisational culture in Chapter 5. The goal with the discussion of organisations is to provide an understanding of organisations as phenomena and to be able to identify specifically the organisational aspects relevant to development organisations. These aspects can then be used as theoretical constructs to be considered in the study of the QDC. The information gained from the discussion on organisations and the QDC can then be used to form part of the model on the activities of development organisations as was stated in Chapter 1 (par. 1.2.3:12).

4.2 THE NATURE OF ORGANISATIONS

Organisations is the hallmark of our society. We are born in organisations, educated in organisations, and most of us spend much of our lives working in organisations. Much of our time is spent praying, playing and

© Central University of Technology, Free State

Central University of Technology, Free State

paying in organisations (Presthus in Gross and Etzioni, 1985:1, Etzioni, 1964:1). (Etzioni is considered a classic source in the sense that it is still accepted by academics as an authoritative work on the topic.) Organisations of different types form part of a bigger social organisation [the ways in which human conduct becomes socially organised, referring to the observed regularities in the behaviour of people that are due to the social conditions in which they find themselves (Blau and Scott, 1982:2). In other words organisations exist in a larger environment, i.e, society (par. 2.2:39 and 2.4:66)] which includes various interdependent organisations and arrangements (for example, values, norms, structures, etc.). The specific organisations, including development organisations, thus exist in the broader systemic environment which includes other types of organisations. Examples are financial, political, educational, religious and development organisations. These organisations, although they may differ in terms of specific functions, structure and goals, do have some basic characteristics in common which serve to describe organisations as phenomena. The next task is, therefore, to identify the general characteristics of organisations by using a documentary method of study. This is done in an effort to reach a stage where development organisations as a specific type of organisation, functioning in relation to other organisations and individuals, can be described in terms of its own nature, demanded by its specific task in society, namely improved human well-being (Chapters 2 and 3, par. 2.3:42 and 4.2.3.8:153).

In order to explain the characteristics of organisations, it is necessary to describe, in more detail, what is understood by the concept "social relations" as constituent part of organisations. Blau and Scott's ideas (1982:3-5) will be used as basis for this discussion because they provide a well reasoned explanation of the basis on which organisations develop and exist. Social relations can be conceived as involving three aspects:

- **Patterns of social interaction**, consisting of aspects such as frequency and duration of the contact between people and the tendency to initiate such contact.

© Central University of Technology, Free State

Central University of Technology, Free State

- **People's sentiments to one another**, comprised of feelings such as hostility, attraction, love and respect. People's basic sentiments towards one another leads to the evaluation of people by one another and consequently a differential distribution of social relations on the basis of such evaluation which in turn defines the status structure of a social group or system. The result is people become differentiated from one another in terms of those who are highly respected, those who are not highly regarded, and also in terms of leaders and followers. (This differentiation between individuals also exist between groups which serves as a further source of status for people who may belong to groups with, for example, a high status.)

- **Shared beliefs and orientations** which serve as standards for human conduct. In the course of social interaction, common notions arise as to how people should act and interact and what aspirations are acceptable. From the values, such as a belief in democracy, norms develop that serve as rules of conduct for members of a group. These rules of conduct can vary from laws, norms or mere customs to national habits.

Values, norms or cultural standards, together with the structural arrangements of status differentiation and interaction patterns serve as guidelines for human conduct. People's conformation to these guidelines of structure and culture contributes to socially organised patterns of behaviour. This type of social organisation or social structure, according to Gross and Etzioni (1985:6), where men live together as a group on an almost natural basis, is different from a formal organisation as established with a definite purpose. The goals and expected activities in the formal organisation with its structure and cultural aspects, are therefore planned and are almost ready-made to serve a specific purpose (Parsons, 1970:75), this is in contrast with the spontaneous in the social organisation in general. This is illustrated in the quotation from Van Doorn (1979:61): "... though it must be clear that organizations often serve as a social vehicle for economic and political development." Given the particular characteristic of these organisa-

© Central University of Technology, Free State

Central University of Technology, Free State

tions, i.e. they are formally constructed, they are called formal organisations.

Although formal organisations are normally established with great care on the basis of proper planning directed at well defined goals, it does not limit all the activities and interactions of individuals in the sense that they have to adhere to adhere strictly to the organisational blue-print. Individuals have social needs in terms of interaction, friendship, exchange of information and support from colleagues, that often cannot be provided for by the organisation (Blumberg, 1987:13). It can therefore be argued that informal organisations are anchored in the formal organisation itself and nurtured by the very formality of its arrangements. (Compare Gross and Etzioni, 1985:73; Khandwalla, 1977:181-183 and Whorton and Worthley, 1981:358.) Katz (1986:190) confirms the existence of such informal organisations when he writes: "... no one questions the existence of informal organizations. Numerous studies have documented their existence, especially among employees in the lower ranks. But the task remains of developing an adequate conceptual explanation of how persons in the lowest ranks, having limited career prospects in their work and slight opportunity for advancement are incorporated into work organizations, on a relatively permanent basis. In other words, how can we account for the integration of organizations that include a large number of persons who are largely disenfranchised from the organization's reward system?" This represents a typical problem in the QDC as discussed in Chapter 6. Official rules must be general enough to cover the multitude of activities that may arise, but because the application of such rules often poses problems of judgement, informal practices emerge that provide solutions to these problems (Blau and Scott, 1982:6). For this reason informal organisations exist in every formal organisation. This is an occurrence that cannot be prevented and must be accepted as part of any organisation. Informal organisations, as groupings of members in a formal organisation, for example, different departments that may develop their own way of conduct, values and norms, but also formations such as a tea-club or discussion group, must not be accepted as inevitably unparting negatively on an organisation (Mintzberg, 1979:11; Perrow, 1972:87). They can

© Central University of Technology, Free State

Central University of Technology, Free State

serve as an effective mechanism to alleviate tension, provide a support mechanism for new workers, as well as an additional channel for distributing information.

Because of the varying nature of organisations, it is not possible to identify each characteristic of every organisation, but only to list those that are usually present in all formal organisations. Specific unique features of some organisations can only be identified through empirical investigation. The important general characteristics can be described as follows:

4.2.1 General characteristics

Two general characteristics will be discussed to provide a framework for a definition of organisations. The definition will then be used to refer to more definite properties of formal organisations.

4.2.1.1 Clearly defined structure of activities

The structure of formal organisations is clearly defined for managers and employees. Thus the role of each manager and employee is spelled out in some detail (Hicks and Gullett, 1988:63). This is in agreement with Gibson et al. (1988:427) who write: "organizational structure ... [is] defined broadly as those features of the organization that serve to control or distinguish its parts". The implication of these ideas from Hicks and Gullett is that organisations contain different roles, representing different positions with specific responsibilities, ordered in a hierarchy. (Compare Blunt, 1990:303). "Structure refers to the basic regularities and more or less constant factors which enable us to distinguish organisations as spatially and temporally distinct entities" (Weeks, 1996:385; also compare Buckley, 1986:136). For Auken and Bacharach (1979:216) put it: "... the recurrent and routinized arrangement of organizational roles, which we have also referred to as the morphology of social organizations." In Mintzberg's words (1979:2)

© Central University of Technology, Free State

Central University of Technology, Free State

structure can be described as the sum total of the ways in which it devides its labour into distinct tasks and then achieves co-ordination among them. (Compare Albrow, 1986:401.) The positions that people occupy have rules and regulations that specify, in varying degrees, how incumbents are to behave in these positions, for example, towards other members, but also towards clients and in the general performance of their day to day tasks. (Compare Bates and Peacock, 1989:566 and Scott, 1981:13.) Organisational structures can therefore be accepted to perform three basic functions:

- to produce organisational output and to achieve organisational goals;
- to minimise or regulate the influence of individual variations on the organisation; and
- to provide the settings in which power is exercised (Hall, 1982: 54-55).

The three functions of organisational structure as described above, can therefore be seen as regarding the structure of organisations as a facilitating arrangement between a group of people to make definite goals attainable. This implies a formal arrangement between people that they must adhere to if order in the activities of the organisation are to be insured. For this reason it is imperative that the organisational structure provide a framework that can control the influence individual actors may have on the structural arrangements of the group. (Compare Hall, 1987:56.) It is important to realise that individuals function within organisational structures that exercise an influence over them, but that these structures are at the same time the result of individual efforts. The influences of individuals, however, cannot be allowed to reach the level where every person accepts an individualistic approach irrespective of the expectations of the framework of the organisational structure. This can lead to the inhibition of the ability of the organisation to combine the skills and efforts of different individuals necessary to achieve the collective goals for which it was created. (Compare Freemand and Lowdermilk, 1985:91 and Katz and Kahn, 1970:150.) Once it is accepted that organisational structures demand discipline, it is acceptable that such structures must provide the mechanisms and

© Central University of Technology, Free State

guidelines to exercise power or authority (legitimised power). Once specific relations of power or authority have become institutionalised, it is possible to control individual influence in organisations and to make decisions about the necessary actions for the achievement of goals. The way in which decision-making is done, activities are planned and arranged, may differ from organisation to organisation. It is, therefore, necessary to identify the basic distinctions that can be made between various organisational structures in terms of their nature.

The structures of different organisations may differ, according to the way in which they approach the planning and exercising of their functions. Here our focus is on three basic aspects, namely formalisation, complexity and centralisation:

- Formalisation refers to the extent to which the social positions and the relationships among them have been explicitly specified and are defined independently of the personal characteristics of the participants occupying these positions (Champion, 1975:88; Scott, 1981:15). In the words of Gibson et al. (1988:446): "... formalization refers to the extent to which expectations regarding the means and ends of work are specified and written." Formalisation implies the extent to which rules exist in organisations to control the actions and interactions of people in different positions (Hall, 1987:72). Specific types of organisations, such as the military, are normally highly formalised with very strict rules of conduct for people in specific positions, while organisations formed by professional people, such as a law-firm may, demand less rigid prescriptions to allow more individual input according to the highly variable nature of the work.

- Complexity refers to the level of differentiation or the number of parts that an organisation consists of, normally as a direct result of dividing work and creating departments (Gibson et al., 1988:448). Because of the growing number of interrelations, influences and dependencies that go hand in hand with more differentiation, organisations thus become more complex and therefore have a more

© Central University of Technology, Free State

Central University of Technology, Free State

complex situation to control. This, in turn, is reflected in the type of structure that an organisation will have. Complexity normally manifests itself in three ways, namely horisontal differentiation (subdivision of tasks performed by the organisation among its members); vertical differentiation (the hierarchy and the depth thereof); and spatial dispersion (can include horisontal or vertical differentiation with reference to dispersion in space of power centres or tasks) (Hall, 1982:78-83; 1987:60-64). (Also compare Champion, 1975:87-88.)

- Centralisation can be described as a phenomenon affecting those aspects that concern the decision-making centres of an organisation (Gibson et al., 1988:447), in other words, how the power is distributed in the organisation (Hall, 1987:87). The locus where the basic decisions of the organisation are made, determines its degree of centralisation. Organisations that restrict decision-making to a specific position or positions in the structure, normally the manager or top executive, can be described as highly centralised, while in a situation where people in different positions in the organisation are allowed to share in decision-making or even make autonomous decisions, reference can be made to decentralised organisations.

The structure of organisations can therefore vary according to the level of complexity, formalisation and centralisation which determine the specific nature of the organisation in terms of the manner in which it will strive to achieve its goals. For example, in the case of a highly formalised, centralised and complex organisation, a tendency may exist to deal with organisational goals or matters in a strictly pre-planned and formal way. Organisations with less formalisation and centralisation on the other hand, may allow for greater flexibility in their approach to their environment and problems.

Various aspects may influence the organisational structure to the extent that they may determine decisions about the level of centralisation, formalisation and complexity. Eldridge and Crombie (1974:100) argue that purposefulness exercises the critical determinative influence over the

© Central University of Technology, Free State

Central University of Technology, Free State

forms and functions of organisations. For this reason it can be accepted that decisions for specific orientations will be influenced by the influence they can have on the purposefullness of the organisation.

Influence on the structure of the organisation comes from internal as well as external sources (or from the context and the environment). By accepting influences from both these sources organisations are seen as open systems that are constantly in a process of exchanging messages and influences with their environment (Champion, 1975:55-59; and compare Van Doorn, 1979:61). This is in contrast to the scientific and human relations approaches which view organisations as closed systems functioning within specific boundaries in which autonomous decisions can be made. (Compare Van Doorn, 1979:61 and Gross and Etzioni, 1985:67.) Eldridge and Crombie (1974:102) in discussing the idea of an open system, say: "While a particular organisational structure is partly the outcome of historical developments and reactions to the changing environment, it is also invariably influenced by the internal structure of the tasks performed." (Compare Scott, 1981:22-23.) To describe the nature of the influences from the context and the environment, it is important to take a closer look at the aspects comprising context and environment.

4.2.1.1.1 Context

"The structure of an organization is closely related to the context within which it functions, and much of the variation in organization structures might be explained by contextual factors" (Pugh et al., 1971:327).

The contextual dimensions that can influence the structure of the organisation to be discussed here are size and technology. They seem, from the various sources consulted, to be the most generally accepted dimensions of context.

© Central University of Technology, Free State

Central University of Technology, Free State

4.2.1.1.1.1 Size

The normal position concerning size is that organisations grow in complexity and degree of differentiation as they grow in size (Salaman, 1979:81-82). (Compare also Child, 1986:95.) Size is therefore accepted as an important factor influencing the structure of the organisation given the increase in the complexity of the flowing structure of interaction from an increase in the number of people. For example, larger numbers usually necessitate more complex hierarchical structures (Blau and Schoenherr in Salaman, 1979:82). (Also compare Mannheim and Moskovits, 1979:149.)

Although arguments exist to incorporate aspects such as assets and the number of clients into a definition of size, the most frequently utilised definition refer to the number of employees or personnel holding positions in the organisation (Zey-Ferrell, 1979:118). (Compare Champion, 1975:86-87.)

There is a long-standing debate on the influence of size on the structure of organisations. Proof of the impact of size on structure came from the research done on a longitudinal basis by Marshall Meyer in 194 city, country and state departments of finance in 1966 and 1971. He found that: size effects both horizontal and vertical differentiation as well as the number of supervisors. That, although size causes changes in these variables, the reverse is not true; and that the relationships between other structural variables vanish when size is controlled (Zey-Ferrell, 1979:121). The significance of these research results is to be found in the fact that they confirm that size exerts a significant influence on the amount of divisions or sub-systems in an organisation, on the extent of control as well as on the relationships between different variables in the organisation. (Compare Mintzberg, 1979:11.) Size must be considered an important variable in the planning and understanding of an organisation.

© Central University of Technology, Free State

Central University of Technology, Free State

4.2.1.1.1.2 Technology

Technology refers to the machines, material and mechanisms used to accomplish certain goals as well as knowledge about their use. Technology can be considered as the processes that transform input into output in the organisation (Pfeffer, 1978:94), with due recognition of the means used.

Zey-Ferrell (1979:106) states that technology is considered to be a true determinant of the type of structure that develops. (Compare Woodward, 1970:278-279.) This acceptance of the role of technology in the formation of structure rests on the recognition that the work processes of an organisation provide the foundation upon which social structure is built. (Compare Mintzberg, 1979:11.) Technology serves, in this context, as influence on the structure of organisations with the result that structure and technology operate together to influence organisational performance. It is important to note that the technology of an organisation may differ from unit to unit in the organisation. It is, furthermore, also possible that the technology within sub-units can differ unless subunits are created to accommodate people doing the same task using similar skills. For example, it is clear that the technology being used by the personnel department and the production department will differ significantly.

To explain the influence of a specific organisation's technology on its structure, care must be taken to consider technology in its full complexity, which may include a variety of dimensions. The reality of the fact of various technologies in the same organisation leads logically to the situation that organisational structures may differ in the different units of an organisation (Child, 1986:94).

Different dimensions of technology have been identified by various researchers in order to come to a better understanding of the phenomenon. Examples are the ability to predict outcomes by using certain technologies (Woodward), repetitiveness and the ability to analyse the task (Perrow), routineness (Hage and Aiken) and operations

© Central University of Technology, Free State

Central University of Technology, Free State

technology, material technology and knowledge technology (Hickson et al.), as well as automation (Pfeffer, 1978:96-97).

Despite differences in the role of technology depending on its dimensions, the idea developed that technology influences structure through its effect on the possibility of, and techniques for, controlling behaviour in the organisation. (Compare Mintzberg, 1979:11.) Routineness, analysability and the degree of automation all affect structure through their impact on organisational control. The impact of technology can be accepted as a reality, but not an unplanned-for reality, in the sense that it develops autonomously, because the people in the organisation decide for themselves which type of technology will best suit their needs (Pfeffer, 1978:97-98). (Also compare Eldridge and Crombie, 1974:88-89.)

The type of technology in the organisation together with the size of the organisation, as contextual factors, must be taken into consideration not only when organisational structure is planned but also when existing structures are explained.

The external influence on organisational structure comes from aspects in the environment. This influence will be discussed next.

4.2.1.1.2 Environment

Every organisation exists in a physical, technological, political, cultural and social environment to which it must adapt. (Compare Lammers and Hickson, 1979:402-416.) No organisation is totally self-sufficient since, for survival, much depends on the types of relations an organisation establishes with the larger systems of which it is part (Scott, 1981:17). (Compare Parsons, 1970:76.) Organisations function in conjunction with their environment, receiving input from the environment but also producing output for the environment. (Compare Child, 1986:92-94,97.) Through this process of exchange the organisation, which stands in relation to the environment, becomes, in part, dependent on the environment. Reciprocity is established as the organisation supplies

© Central University of Technology, Free State

Central University of Technology, Free State

resources necessary for the survival of its environment. As a result of reciprocity the organisation surrenders some of its decision-making autonomy (Zey-Ferrell, 1979:74-75), but should not be seen as a passive receiver of stimuli from its environment, but as still possessing the right to exercise choices (Child, 1986:97). Examples of this reciprocal relationship are the socialisation and training functions fulfilled outside the organisation, resulting in people with well-developed frames of reference to enter organisations. Members of one organisation are also members of other organisations which may imply conflicting loyalties. Furthermore, few organisations create their own technologies - they rather import from the environment (in the form of machinery and computer programmes). In addition, organisational structures often reflect features borrowed from or forced upon them by the environment (Scott, 1981:18). For this reason it is impossible to understand any organisation in isolation from its environment (Scott, 1981:18).

It can therefore be stated (against the background of the discussions in the previous paragraphs) that the dimensions of organisational environment, change and complexity must be taken into consideration. This should be done together with the basic aspects such as the political system, culture and the economical system. This is necessary because dimensions like change in the environment can lead to a need for the organisation to be highly flexible in its approach to allow survival. A more complex environment may demand a more complex organisation with a high level of differentiation in order that it will be able to address various needs from a variety of differentiated aspects in society. Organisations therefore need to consider and reconsider their position in society all the time and adjust their goals and activities if necessary. (Compare Thompson and McEwen, 1986:156.)

In conclusion it can be argued that structure forms an essential aspect of any organisation (Gibson et al., 1988:429). This is so seeing that structure is meant to order the interaction between people in such a way that they can cooperate to achieve goals that they cannot achieve as individuals. Because organisations are formed by people and joined by

© Central University of Technology, Free State

Central University of Technology, Free State

people by choice, it is clear that the structure of an organisation is the result of planning and not something that develops entirely by chance. Although the right to decide about organisational structure is acknowledged, it must also be taken into consideration that these decisions are not taken in a vacuum but are influenced by aspects internal and external to the organisation. Influences on decisions about formalisation, complexity and centralisation derive from the impact of these aspects on the organisation. Because the decision-making regarding - and development of - an organisational structure take time to become institutionalised, and refined, seeing that organisations normally strive to reach goals over a period of time, the next characteristic to be considered is permanence.

4.2.1.2 Permanence of the organisation

Formal organisations normally tend to be relatively permanent. Although this implies greater stability over time, the degree of permanence required is relative (Haas and Drabek, 1973:8). Formal organisations may change their structure, membership and even some of their objectives, but they may continue to exist. It is obvious that not all organisations will endure, because they become unsuccessful in terms of the realisation of their goals (Hicks and Gullett, 1988:65-66). Barnard (1970:69) refer to risk for an organisation to stop existing when he states that: "The continuance of an organization depends upon its ability to carry out its purpose. This clearly depends jointly upon the appropriateness of its action and upon the conditions of its environment." In other words, organisations must at all times consider their position in the environment and their purposefulness, otherwise they may become unnecessary and cease to exist.

Organisations can be seen as goal-directed phenomena (compare Parsons, 1970:75) that develop over a period of time on the basis of planned arrangements in terms of structural designs that can provide for stability but also adaptability through change. A wide variety of definitions exist which try to capture these characteristics. Here we propose a

© Central University of Technology, Free State

Central University of Technology, Free State

definition of formal organisations given the more general and abstract characteristics discussed above.

4.2.2 Definition of formal organisations

Etzioni (1964:3), and Gross and Etzioni (1985:3) define formal organisations as social units (or human groupings) deliberately constructed and reconstructed to seek specific goals. (Compare Albrow, 1986:401.)

Organisations are goal-orientated collectives that consist of groups of individuals and, in turn, comprise social institutions (Zey-Ferrell, 1979:11).

Barnard (1969:18-19) defines a formal organisation as a system of consciously co-ordinated activities or forces of two or more persons. Haas and Drabek (1973:8) define an organisation as a relatively permanent and relatively complex, discernible system of interaction.

Van Doorn (1979:62) defines organisations as "... social constructs deliberately developed and maintained to seek after and attain specific goals".

Another definition of formal organisations reads: "... organisation as a social system which is organised for the attainment of a particular type of goal; the attainment of that goal is at the same time the performance of a type of function on behalf of a more inclusive system, the society" (Parsons, 1970:56). (Also compare Kast and Rosenzweig, 1985:23.)

With regard to the above definitions we focus on the work of Barnard (1970:65) who mentions three aspects that may serve to further explain the existence of organisations and the nature thereof: "An organization comes into being when (1) there are persons able to communicate with each other (2) who are willing to contribute action (3) to accomplish a common purpose."

© Central University of Technology, Free State

Central University of Technology, Free State

The few definitions presented above give an indication of the way in which writers have approached a definition of a formal organisation. The definition that will be used in this study reads as follows: *A formal organisation is a relatively permanent group of people working towards the attainment of defined goals according to specific agreed-upon rules of conduct in a specific environment and context.* The definition is formulated in this form in order to include the basic dimensions relevant to formal organisations: their reason for existence; the actors involved; and the basis on which they operate. An important aspect is the fact that organisations depend on accordance to co-operate, which is in agreement with Buckley's ideas (1986:142). He refers to order in organisations as something that is the result of constant attention. In other words, agreements in an organisation must constantly be reviewed and renewed or adjusted if necessary. Relevant here is Strauss and his colleagues' ideas of a negotiated order (Buckley, 1986:42; Fine, 1984:240). It therefore actually poses a link between the so-called rational and natural approaches to organisations. (Compare Black, 1990:106; Gouldner in Champion, 1985:58 and Scott, 1981:57-101.)

It is now possible to discuss a few properties of organisations that will serve to indicate the operational aspects that formal organisations, as defined above, are comprised of. Some of the properties have been mentioned in the discussion of the general characteristics, size, technology and environment, which the organisation consists of. If, therefore, also depends on its functioning to exist. An example of this is the hierarchy of authority that forms part of the structure of the organisation and the employment of skilled workers which, through its contribution to the attainment of goals, supports the continued existence of an organisation. It is possible to make a distinction between the structural and functional aspects of an organisation (Weeks, 1986:385), by defining the characteristics discussed above as structural components and the properties as functional or operational aspects. (Compare Aiken and Bacharach, 1979:216-217; Buckley, 1986:136 and Gibson et al., 1988:9.) (Compare par. 4.2.3.8.2:159 for an illustration of the combination of such aspects in a typology.) The operational aspects considered as important can be listed as follows with the aim of describing the nature of formal organisations. This will be done in a

© Central University of Technology, Free State

Central University of Technology, Free State

manner suitable to present it as possible relevant concepts that can be considered in the component of this study focussing on the QDC.

The **characteristics** of the organisation are considered, in the case of this study, as the aspects providing the framework in which organisational activities take place. In other words, specific arrangements of regulation, co-ordination, motivation and security are necessary to allow organisational formation and existence.

The **functions** of the organisation are fulfilled through various arrangements and actions that take place within the created organisational framework. The functions are therefore those operational aspects that are fulfilled in a defined way in a basic structure to allow the attainment of a specific type of goal, depending on the type of organisation. For this reason it can be accepted that development organisations also need specific characteristics and properties to enable them to fulfil types of functions suitable to the achievement of development goals (par. 4.2.3.8.2:159 and Chapter 8).

- **Hierarchy of authority**
  It became clear in the discussion of organisational structure (par. 4.2.1.1:125) that, because of a definite organisational structure in every formal organisation, a clear hierarchy of positions can be identified that people may accept as the proper channel for formal control of functions and initiatives.

- **Formality of communication**
  In an organisational context the work people do, is normally closely linked to that done by other members of staff. This necessitates a distinct vocabulary to prevent ambiguity and misunderstanding in order to further speedy communications. For this reason communication is often limited to written messages or secured with written messages or minutes.

- **Division of labour and specialisation**
  Division of labour aims at dividing responsibilities among members of the organisation in a way that any one individual is not given too

© Central University of Technology, Free State

great a burden. In the case of specialisation, an individual's responsibilities are limited to a narrow range of functions to allow him to develop a great deal of competence in those functions. Greater division of work leads to the need for more people to fulfil the tasks. More specialisation leads to a greater diversity of tasks. In both cases this contributes to greater complexity in the structure of the organisation.

- **Employment of skilled personnel**

  Because formal organisations are formed to achieve defined goals, the decision for the employment of specific personnel is based on competence in terms of specific skills to suit the tasks necessary to accomplish such goals. Specific arrangements must therefore be made to ensure that the necessary staff and qualificiations or skills needed are obtained.

- **Rules, procedures, controls and techniques**

  All organisations, even the most loosely organised ones, have procedures, controls and techniques which are necessary to guide the members in their approach, to monitor and evaluate their activities and to guide them in the execution of activities. Procedures are used as guidelines to allow for a standardised way of approaching specific situations. Controls can also be described as functions that serve as summarising measures of behaviour, whether of machines or humans. They include aspects such as administration, the amount of bureaucratisation, centralisation and the level of authority (or span of control). Techniques are relatively standardised means by which defined ends can be achieved.

- **Specificity of purpose in terms of definite functions towards defined goals**

  Unlike other groups, formal organisations have highly or specialised purposes. Hospitals, for example, exist with the primary purpose of assisting ill or disabled people and not for dealing with problems of an educative or political nature, although they may include aspects of such matters which influence their basic purpose.

© Central University of Technology, Free State

Central University of Technology, Free State

- **Elaboration**

  Organisations often tend to expand their functions or multiply their activities because the demands to fulfil their mission in terms of goal achievement become more severe. For this reason organisational elaboration can, to a certain extent be seen as a function that organisations must fulfil from time to time to ensure continued existence.

- **Organisational flexibility**

  Organisations must at all times be sensitive to internal and external changes and must be able to adjust their activities to accommodate such changes to prevent a situation where they become ineffective or inefficient. Not being effective or being inefficient may pose a threat to their survival. Some organisations, particularly those with in-house research and development divisions, have structural means for implementing changes and modifications in organisational structure and process in response to change.

- **Administrative succession**

  All organisations must cope with the succession of people. The amount of staff turn-over will determine the frequency with which this function will occur. The replacement of staff, especially in key positions, can be significant events in the development or continued existence of organisations.

- **Power**

  One or other form of power relationship will usually be present in all organisations in order to enable people under certain circumstances to mobilise people for the set course. Parsons (1970:79) argues in this context: "... the central phenomenon of organization is the mobilization of power for the attainment of the goals of the organization."

- **Handling of conflict**

  Tension may exist in the organisational system because of, for example, incompatibilities among departments or staff and also because of complexities of the communication network. Organisational

© Central University of Technology, Free State

Central University of Technology, Free State

conflict is treated mainly as a dependent variable, even though tension may influence aspects such as effectiveness and job satisfaction. The handling of conflict can therefore primarily be seen as the identification of areas of tension and the reason for their existence, followed by certain steps that can alleviate such tension. This is relevant for inter- and intra-organisational conflict. (Compare Champion, 1975:84-104; Child, 1986:97-98; Fine, 1984: 248-251; Gibson et al., 1988:15; Gross and Etzioni, 1985:124-130; Haas and Drabek, 1973:1-11; Hall, 1987:12,176; Hicks and Gullett, 1988:65-66; Khandwalla, 1977:2-6 and Verster, 1981:16.)

The specific functions, as discussed above, can be explored further in terms of broader functional categories which will become clear when a model for determining organisational culture is discussed (Chapter 8; compare also Chapter 5, par. 5.2.3:203 and Chapter 6).

Organisations can be seen as systems of interaction that develop certain structural characteristics as a result of a specific mutual and reciprocal influence by two or more persons in a given situation. The system of interaction may develop to function, except for interaction between individuals, as a system of interaction between groups of individuals or departments of organisations. The system of interaction with its specific characteristics is formed on the basis of specific functions to be fulfilled as a result of definite decisions which determine the kind and nature of such functions. It can therefore be stated, that to explain the creation of new organisations or persistence of existing organisations, it is important to realise that it can only be understood as a result of a complex process of decision-making and interaction. (Compare Barnard, 1970:65.) This process rests on the interdependence of people who need one another to mobilise forces more effectively and efficiently than individuals could on their own.

© Central University of Technology, Free State

Central University of Technology, Free State

Because organisations are created for different purposes and, for this reason, develop into different types of organisations, it is necessary to discuss a possible typology that can be used to discriminate among different organisations in order to be able to form a picture of the typical nature a development organisation may have. (Compare Blau and Scott, 1982:41.) Next we will focus on such a typology in an effort to describe development organisations as a type of organisation suitable to address development. The information presented in Chapters 2 and 3 becomes relevant in this exercise.

4.2.3 Types of organisations

Organisations are diverse. (Compare Parsons, 1970:80.) For this reason it is imperative to have a mechanism for discriminating between, or a typology for distinguishing between, the different types of organisations. (Compare Etzioni, 1975:xi.) [Typology can also be described as a listing of attributes or characteristics and functions which, collectively, define the phenomenon in question. (Compare Chafetz, 1978:70.) In other words, a classificatory, systematising and heuristic function.] Although a tendency did exist to study organisations as if they were all the same (vide: the scientific approach), a few efforts to produce such typologies were made. Not all existing typologies will be discussed; only a few that can be used to, firstly, give an indication of the various organisational types existing and, secondly, to include information relevant for use to classify development organisations. The goal with the discussion of various typologies is therefore to get to a typology for development organisations through utilising some existing information as point of departure.

In everyday life it is found that organisations are often classified in a common-sense way - often in terms of their names, titles, or descriptions. Some typologies proposed by organisational scientists are also based on "common sense", such as, for example, classifying organisations according to whether they are profitable or non-profitable (Blumberg, 1987:49).

© Central University of Technology, Free State

Central University of Technology, Free State

The utility of typologies can be ascertained by reference to the following (Westrum and Samaha, 1984:5):

- It should allow for the easy classification of an organisation within the typology: it ought to be simple to apply, and be reliable.

- It should enable the person applying it to make interesting and accurate predictions about the organisations that were classified. Where an organisation is placed in a typology, should give an indication of what it is going to do.

- The typology must be logically compatible. It should correspond to categories that are seen as real by practitioners and theorists. This is important in order to give a measure of universal reliability and to prevent it from becoming overly simplistic.

These aspects will be used to decide on the utility of the typology of development organisations (par. 4.2.3.8.2:159).

Westrum and Samaha are of the opinion that the second characteristic above is the most important. The real test for any typology is its ability to identify those differences that count and that make prediction possible. According to them, a good typology will put people on the alert for opportunities and protect them against surprises.

Some of the major theorists who contributed to organisational thinking with the development of typologies are:

4.2.3.1 R. Westrum and K. Samaha

Westrum and Samaha divide organisations into types that differ in structure, behaviour and dynamics. They describe three basic types of organisations: bureaucracies, enterprises and voluntary associations. Their typology rests on two basic principles:

© Central University of Technology, Free State

Central University of Technology, Free State

- organisations whose members are full-time, differ from organisations whose members are part-time; and
- organisations that are supposed to earn a profit, are different from those that are not.

By applying these principles they arrive at three types of organisations:

- A bureaucracy is a full-time, non-profit organisation. It is usually part of a national, regional or local government. It is set up to carry out a specific task or series of tasks.

- An enterprise is a full-time, profit-orientated organisation. A business is a full-time organisation created to make money for its owners.

- A voluntary association is a part-time organisation. Most voluntary organisations are made up of a majority of members who do not have a full-time commitment to the organisation (Westrum and Samaha, 1984:5-6). (Also compare Blumberg, 1987:56-58.)

4.2.3.2 T. Parsons

Parsons uses the general theory of social systems he has developed, in the investigation of formal organisations. Thus, Parsons differentiates four types of organisations on the basis of which one of the four fundamental problems confronting a society an organisation helps to solve (Blau and Scott, 1982:40; Parsons, 1970:80).

After using his four functional prerequisites for social systems to explain organisations, Parsons utilizes the ideas coming from this approach to identify specific types of organisations. Parsons (1960:45) argues that organisations are, of course, always part of a larger social structure of society in which they occur. He argues that the variability among organisations is a function of the wider social matrix. Organisa-

© Central University of Technology, Free State

tions can be classified in terms of the type of goal or function around which they are organised. Thus we may speak of adaptive goals, implementive goals, integrative goals, and latency goals. For Parsons the point of reference is always the function of an entity in the society as system (Scott, 1981:95). From this point of view, Parsons (1969:45-47) identifies the following general types of organisations:

- **Organisations orientated to economic production:** This type of organisation refers to the business firm whose function is "adding value" and not only physical production, for example manufacturing. Because organisations contribute to all functions in society, reference can only be made to economic primacy, never to an organisation being exclusively economic. This also applies to the other types to be identified.

- **Organisations orientated to political goals:** This includes organisations contributing to the attainment of valued goals and the generation and allocation of power in the society.

- **Integrative organisations:** These organisations contribute, on the societal level, primarily to efficiency and not to effectiveness. Their concern is with the adjustment of conflict and direction of motivation towards the fulfilment of institutionalised expectations. Examples are the courts, the legal profession and political parties mobilising support for those responsible for government operations.

- **Pattern-maintenance organisations:** Principal cases here are those with primarily, **cultural**, **educational**, and **expressive** functions. Examples are churches and schools.

Parsons forsees the possible that each of these primary functions could be used as a point of departure for a more detailed classification, where every function is subdivided into specific functions, for example, adaptive functions for the economy. etc.

© Central University of Technology, Free State

Central University of Technology, Free State

4.2.3.3 A. Etzioni

Etzioni bases his typology on two concepts, namely power and compliance. Power is, according to Etzioni, the ability to induce or influence another role player to carry out one's directives or any other norms he or she supports. Compliance refers to a relationship between those who have power and those over whom they exercise it (Hall, 1982:43). Etzioni therefore sees the central variable for characterising difference among organisations as the relationship between those in control and those under control, that is, the person in the subordinated position accepts and follows orders. Therefore the orientation to the power applied, involves a mental state accompanying behaviour. The orientation of the person involved in a situation is considered to underly the person's type of involvement (Blumberg, 1987:58-59; Etzioni, 1969:3). It can, therefore, be stated that the relations between the people involved in organisations in terms of power relations, and the nature of the compliance in such relations, distinguish various organisations.

Etzioni identifies three types of power to be found in organisations: coercive power (based on the threat of physical sanctions); remunerative power (based on control over material resources); and, normative power (based on the giving of symbolic rewards like prestige and acceptance). His contention is that these three types of power are correlated with three kinds of involvement, namely, alienative, calculative and moral involvement. Certain types of power are therefore congruent with certain types of involvement, but, theoretically, at least the power and involvement may be matched in varying ways. Organisations can thus be typified in terms of the type of power relations and the patterns of people's involvement in this relationship. (Compare Blumberg, 1987:58-59.)

4.2.3.4 E. Goffman

Goffman's concept "total institution" describes a type of institution that has total control over the individual. It "suggests a pattern of totalitarian rule on a small scale" (Van Doorn, 1979:63). This is in

© Central University of Technology, Free State

Central University of Technology, Free State

contrast to the organisation with only partial control over the individual. His interest lies in the effect of the organisation on the individual, its attempts at resocialisation and the way the individual copes with assaults on the self. Although total organisations differ in the functions they serve, Goffman selects the common features that create a similar kind of experience for the individual. He concerns himself with the effects of involvement, independent of the aims of the institution's or kinds of power it exerts, in the sense that Etzioni discussed it (Blumberg, 1987:59).

4.2.3.5 C. Perrow

Perrow considers technology (the techniques or kinds of tasks fulfilled in an organisation) as its defining characteristic (Perrow, 1972:166). In agreement with Woodward he treats technology as an independent variable and structure as a dependent variable (Perrow, 1972:166-167). (Compare Hall, 1987:64.) Variation in the nature of technology will influence aspects like the number of skilled workers, the span of control and the amount of supervision (Hall, 1982:64). Perrow expands his approach to include non-industrial or people processing organisations (organisations that deal mainly with people in their activities, in other words, people are their business). This he does in relation to his point of departure that technology is based on the "raw material" that the organisation manipulates, which implies that raw material may include people, symbols or inanimate objects (Hall, 1982:65). Organisations can therefore be distinguished in terms of the type of technology they use, because it will cause types of organisations that differ in terms of their structure. The differences in the structure can be identified in terms of aspects like the span of control, the number of skilled workers and routinisation.

4.2.3.6 H. Mintzberg

The discussion of Mintzberg's typology will be more thorough given its contribution to the typology developed in this study (par. 4.2.3.8.2: 159):

© Central University of Technology, Free State

- "Consider an automobile dealership with a flamboyant owner, a brand new government department, a middle-sized retail store ... In most ways, these are vastly different organizations. But the evidence suggests that they share a number of basic structural characteristics. We call the configuratiion of these characteristics the simple structure" (Mintzberg, 1979:305).

  The simple structure is characterised by what it is not. It has no or little techno-structure, few support staffers, a loose division of labour, minimal differentiation among its units and a small managerial hierarchy. Little of its behaviour is formalised, and it makes minimal use of planning, training and liaison devices. It is above all organic, in other words, an open structure, able to adapt easily to changing circumstances or needs.

- The second type of organisation Mintzberg (1979:314-315) identifies, is the machine bureaucracy. Examples are a national post-office, a security agency, a steel company, a custodial prison, an airline, and a giant automobile company. These organisations have certain structural characteristics in common, the most important among which are that:

  - their work is routine;
  - the greatest part of it is rather simple and repetitive;
  - as a result, their work processes are highly standardised; and
  - the structures are arranged to run like integrated, regulated machines.

  Mintzberg (1979:315) describes the basic structure as follows: "... highly specialized, routine operating tasks, very formalized procedures in the operating core, a proliferation of rules, regulations, and formalized communication throughout the organization, large-sized units at the operating level, reliance on the functional basis for grouping tasks, relatively centralized power for decision-making, and an elaborate administrative structure with a sharp distinction between line and staff." The machine bureaucracy as described, shows close resemblance to a bureaucracy as described by Max Weber and

© Central University of Technology, Free State

Central University of Technology, Free State

other theorists such as Stinchcombe, Woodward, Lawrence and Lorsch. It may well be described as a mechanistic type of structure, centralised with a high level of stability, functioning in a simple and stable environment.

- Thirdly, he refers to the professional bureaucracy. With this type he makes provision for the type of organisation which is bureaucratic without being centralised. Its operating work is stable, leading to "predetermined or predictable", in effect standardised behaviour, but it is also complex, and must be controlled by the operators themselves. The co-ordinating mechanism that allows for standardisation and decentralisation at the same time in this case, is skills. This is general in universities, general hospitals, school systems, public accounting firms, social work agencies and craft production firms. All rely on the skills and knowledge of their operating professionals to function, all produce standard products or services (Mintzberg, 1979:348-379).

  Professional bureaucracies can therefore be said to rely on standardisation of skills and its associated design parameter, training and indoctrination for co-ordination. The tendency is to hire duly qualified and socialised specialists for the operating core of the organisation and then to allow them considerable control over their own work. The effect is that work is highly specialised in the horizontal dimension, but enlarged in the vertical one.

  Allowing the professional person's control over his own work implies that he works relatively independently of his colleagues, but closely with the clients he serves.

  Although the professional bureaucracy is also essentially bureaucratic with defined standards and designed for the execution of tasks, there are marked differences between the machine and professional bureaucracies. The main difference that became evident in the description of the two types, is in Mintzberg's words (1979:351), that: "Whereas machine bureaucracy generates its own standards - its technostructure designing the work standards for its operators and

© Central University of Technology, Free State

Central University of Technology, Free State

its line managers informing them - the standards of the Professional Bureaucracy originate largely outside its own structure, in the self-governing associations its operators join with their colleagues from other Professional Bureaucracies." The professional associations set universal standards which they make sure are taught by the universities and used by all the bureaucracies in the profession.

The problem arising from this arrangement on the basis of professional skills, is a high level of complexity. This makes control and mutual adjustment difficult, but at the same time necessitates a type of control that would not inhibit the creativity of the professional and demand a type of mutual adjustment that will not impede the professional's close relationship with his clients (Mintzberg, 1979:352).

The professional bureaucracy exhibits unique features in relation to the other four types of organisation identified by Mintzberg in the sense that it is democratic, and disseminates its power directly to its workers (at least to the professionals). It allows them extensive autonomy, freeing them even from the need to co-ordinate closely with their peers, and all the implications that this entails such as pressure and politics.

- In the fourth instance, Mintzberg (1979:380-381) identifies the divisional form. "The divisionalised form is not so much an integrated organisation as a set of quasi-autonomous entities coupled together by a central administrative structure (Mintzberg, 1979:380). Different from the loosely connected entities or individuals in the professional bureaucracy, the divisionalised form is made up of units of divisions, with the headquarters as central administration. Examples are the multiversity, trans-national corporations and hospitals comprising a number of different specialised hospitals.

  The important difference between the divisionalised form and the other four types identified by Mintzberg is that it is not a single structure from the strategic apex to operating core, but rather a overarching structure superimposed on others. Each division has its

© Central University of Technology, Free State

Central University of Technology, Free State

own structure, although the choice of such a structure is influenced by divisionalisation.

The formation of divisions tends to follow the lines of available markets and they are formed on the basis of taking control over the operating functions required to serve these markets.

- The fifth and last type of organisation identified by Mintzberg (1979:431) is the adhocracy. The adhocracy is characterised by an organic structure, with little formalisation of behaviour, high horizontal job specialisation based on formal training, a tendency to group the specialists in functional units for housekeeping purposes, but to deploy them in small market-based project teams to do their work, a reliance on the liaison devices to encourage mutual adjustment within and between these teams, placed in various places in the organisation and involving people from different line manager's positions and operating specialists (Mintzberg, 1979:432).

  The basic essence of this type of organisation is the potential it has for innovative action. The primary goal is to limit control and mutual adjustment mechanisms that can inhibit innovative action. While the aim with the professional bureaucracy is to perfect specific programs, the adhocracy focusses more on allowing opportunities for new solutions or programmes for specific needs or problems. The need for an ability to act dynamically and to react to problems in an innovative way, demands from the adhocracy the ability to change its structure at a breath-taking rate (Toffler, 1970:128).

The important aspect in the five types of organisations discussed is that Mintzberg focusses on the organisational characteristics themselves as the basis for a classification. This is in contrast to descriptions which focus on, for example, the functions of organisations (Parsons), or the effects of organisations on other parties (Blau and Scott). By focussing on the characteristics of the organisations, a logical point of departure is adopted to distinguish between various organisational types on the basis of their suitability in terms of characteristics,

© Central University of Technology, Free State

providing the potential to address development situations on the basis of their nature as discussed (Chapters 2 and 3).

4.2.3.7 P. M. Blau and W. R. Scott

Blau and Scott (1982:42) identify four basic categories of people which can be distinguished with regard to any given formal organisation:

- the members or rank-and-file participants;
- the owners or managers of the organisation;
- the clients or, more generally, the "public in contact", which refers to the people who are technically "outside" the organisation yet have regular, direct contact with it, such as patients, customers, law-violators, prisoners, enemies, soldiers, students; and
- the public at large, which is the society in which the organisation operates.

Different from the work of Mintzberg and the other writers whose typologies were discussed above, Blau and Scott (1982:42-43) depart from the *cui bono* (who benefits) principle in order to create a typology of formal organisations. The criteria applied are, who benefits (from the four types of people involved) by the organisation's activities, in order to decide, through identifying such a party, about the types of organisations that exist. The significance of utilising the *cui bono* principle is, for Blau and Scott (1982:43-58), the fact that fundamental changes occur in terms of the type of organisation when there is a shift in prime beneficiary from one to another of the four categories that they identify. The different types of organisation that they identify, are:

- **Multi-benefit associations**, "where the prime beneficiary is the membership". Examples are, political parties, clubs, professional associations and religious groups. The primary concern of this type of organisation is to keep all members actively involved in order to provide for democratic processes and control. The tendency in these organisations is, according to Blau and Scott (1982:45-46), to have

© Central University of Technology, Free State

Central University of Technology, Free State

apathetic members which allows small groups to control the whole organisation.

- **Business concerns** are directed primarily at the owners as prime beneficiary. The primary concern of business concerns is with maximising their operating efficiency (the achievement of maximum gain at minimum cost) to enable them to survive in competitive surroundings. Examples of such concerns are industrial firms, wholesale- and retail stores, banks and similar organisations privately owned and operated to yield a profit.

- **Service organisations**: They have, as their primary beneficiaries, that parts of the public in direct contact with the organisation, with whom and on whom their members work. Examples of such types of organisations are social work agencies, hospitals, schools and legal aid societies.

  The welfare of their clients is presumed to be the chief concern of service organisations, therefore the crucial problem for such organisations is to provide professional services to people normally not in a position to decide for themselves what will best serve their interest. The orientation demanded from the people involved in a service organisation includes that they should be guided not by self-interest like in the business concern, but by what is in the client's best interest.

- **Commonweal organisations** have the public-at-large as prime beneficiary. The responsibility towards the public at large must be seen as the primary concern of this type of organisation, with the biggest challenge to find democratic mechanisms by means of which the public can control their activities. Examples are state departments and organisations formed with the aim of functioning towards the advantage of whole societies.

From Blau and Scott's typology it is clear that the use of the term "prime beneficiary" is very significant. Khandwalla (1977:305) criticises the idea of talking about one beneficiary of an organisation

© Central University of Technology, Free State

Central University of Technology, Free State

because of possible latent advantages that organisational functions may have for other parties as well, which makes it invalid to decide about a type of organisation purely on the basis of one beneficiary. For this reason the concept "prime beneficiary" is more appropriate since it allows for other beneficiaries who are not part of the primary aim of the organisation. When this is accepted, it is possible to argue that because, according to Blau and Scott's point of departure (1982:57) (as proved by research done by them) the prime beneficiary in a situation does influence the type of organisation characteristics an organisation have, it can be accepted as a possible way of typifying organisations. The important aspect to consider here is that this typology or part of it used in conjunction with other typologies, can contribute to the development of a valuable instrument for making a distinction between different types of organisations. With this statement it is indicated that because the majority of these typologies focus on single aspects, such as technology or goals of organisations, we suggest it is a better option to use ideas from different typologies when specific organisations are studied. In an effort to develop a typology which will make it possible to distinguish development organisations from other organisations, some ideas from Mintzberg, and Blau and Scott will be utilized.

4.2.3.8 Development organisations - a unique type

As was stated at the beginning of the discussion on different types of organisations, the aim with the discussion is to develop a typology for development organisations as a unique type of organisation given its specific task and goals. Against the background of the discussions (par. 4.2.3.1:142 to 4.2.3.7:151), it is now possible to pay more attention to with the creation of such a typology. In order to develop a description of the characteristics of development organisations, that can serve as a typological description of it, it is necessary to mention a few aspects discussed in the describing of societal change and planned social change in Chapters 2 and 3. It is necessary to approach it in this way, because development organisations have to face certain realities in the process of initiating and furthering change in the interest of the improvement of human well-being. These realities can be seen as forming part of the

© Central University of Technology, Free State

Central University of Technology, Free State

environment in which organisations must function. As discussed earlier (par. 4.2.1.1.2:132), the environment exercises an influence on the organisation, to such an extent that the structure of the organisation is partly (along with size, technology and choice) the result of environmental pressure. This implies that if the realities existing in the environment are ignored in the planning and structuring of an organisation and its activities, it presents the risk of developing an ivory tower mentality resulting in being insensitive and therefore irrelevant to its environment. Taking cognisence of the organisation's environment it is possible to identify characteristics that may be utilised to initiate activities contributing to development.

4.2.3.8.1 Relevant aspects for organisational characteristics

The central idea emanating from the discussion of social change (Chapter 2) is that change is the result of decisions made by people involved in a situation. Social change, as part of societal change, involves alterations in the institutional and organisational aspects of society which inevitably causes different role expectations and differences in role fulfilment. The reason for this is to be found in the fact that role serves as link between these two aspects.

At the heart of the discussions of planned social change lies the notion of a situation in which change is necessary or wanted. The people involved in such a situation often do not know the solution to their problems or resist change. The agent gets involved as a new actor in the situation as representative of a development organisation, with the primary role of introducing change into the development situation with the goal of improving human well-being in that situation. This implies that change agents usually have knowledge about ways to look for new solutions or already existing solutions possibly in another situation, for the needs in the society.

© Central University of Technology, Free State

Central University of Technology, Free State

When it is taken into consideration that change is the result of human decision-making, the point of departure is that successful change in societies can only be achieved as a result of dialogue between the agent and the planned beneficiary (or target society).

In order to reach a decision about some of the typologies of organisations discussed above in terms of their value for serving as possible guidelines to what the characteristics of a development organisation should be, it may be valuable to make a few statements about what the nature of the development situation is not and what it is. These can serve as guidelines to the typical environment in which development organisations must function. Through using such guidelines an effort will be made to create a typology, which can be used to distinguish between development organisations and other types of organisations.

4.2.3.8.1.1 What the development situation is not

In this section an effort will be made to list a few aspects that are descriptive of what the development situation (on micro-, meso- and macro-level), as environment for development organisations, is not. This implies that a model aimed at guiding development organisations should not include these aspects. The following aspects derived from our earlier discussion (Chapters 2 to 4) are important:

- The development situation is not a situation that can be manipulated at will. This is because human beings, as decision-makers about change in terms of the acceptability and the nature thereof, form the centre of the development activities, (par. 2.3.2.2.7:61 and par. 3.2:81). External determination without the consent of the people involved, represents a high potential for resistance to change as well as unrealistic problem definition and solutions (par. 3.3:87). The development situation is therefore not suitable for a "total control type of approach" (par. 4.2.3.4:145).

- It is not a routine process in the sense that changes can be accepted as logical, linear outcomes through time (par. 2.3.2.2.8:62). Because

© Central University of Technology, Free State

Central University of Technology, Free State

decisions for change depend on the current situation in a society, every alteration creates a new situation to which people must adjust and reconsider their position in terms of their experience of the situation (par. 3.6:109). Activities of change must therefore be reconsidered after every alteration of a situation, because the people involved may change their definition of the situation frequently.

- Situations of change are not completely voluntary, because people make decisions within an existing environment with specific characteristics such as particular cultural, economical and political arrangements (par. 2.3.2.1:53). These characteristics inevitably exert a certain influence on the actors in a situation as part of their external life world, but also as part of the internalised frame of reference that individuals use to make sense of their environment.

- Functions of different organisations in society have manifest as well as latent implications. (Compare Merton's ideas on manifest and latent functions in Turner, 1978:69-92.) For this reason organisations cannot be placed in watertight compartments but can only be understood in terms of their primary or manifest functions. The other (latent) functions are difficult to identify and predict, but are still a reality (par. 3.6:109). This contributes to the fact that situations of change are not highly predictable, because well planned actions may in the end be influenced by certain latent functions that have not been planned or forseen.

- Development situations normally do not have: suitable solutions available to their problems; a proper understanding of their problems; often have no motivation for change; and too few means (material and non-material) to change, even if they want to. (Compare par. 2.4:66.) These factors cause the development situation to be a complex challenge with various needs that must be considered and addressed. It is important to take into consideration the variety of needs in various circumstances which substantiate the argument for the unacceptability of the application of blueprints to situations without considering the realities of those situations (par. 3.3:87).

© Central University of Technology, Free State

Central University of Technology, Free State

Development situations are therefore not predictable situations that can be manipulated at will.

4.2.3.8.1.2 What the development situation is

To describe in complete detail what a development situation is (on all levels from micro to macro), is impossible because different situations may have various different characteristics. Despite the variability of the development situation, it is possible to mention a few aspects that can be accepted as general characteristics of development situations. This may assist in making it possible to formulate a typology of development organisations as distinct from other types of organisations, through combining the nature of organisations with the nature of the development situation:

- The people in the development situation seemingly have specific needs that identifies them as living a life deprived of certain material and non-material necessities, indispensable for a proper standard and quality of living (par. 2.4:66).

- Development is not a process that will take place inevitably, but probably implies a process of directed and planned change to cause alterations in political, social, cultural and economical institutions in an effort to alleviate the position of deprivation people live in (Bekker, 1989:232) (par. 2.3.2.2.8:62 and Chapter 3:80). Due to the planned and directed nature of development, it must be accepted that it always poses the risk of being rejected or opposed (par. 2.3.2.1:53 and 2.3.2.2.6:61).

- Each development situation is probably unique because of its own circumstances such as cultural, social and physical environmental differences (par. 3.3:87). The definition of the needs that inhibit quality- and standard of living as well as solutions to them, can thus only be formulated and accepted by the people in the situation on the basis of their own definition of their situation (par. 2.3.2.2.7:61). They can do this on their own or in collaboration with

© Central University of Technology, Free State

Central University of Technology, Free State

a change agent (par. 3.1:80; 3.3.1.1:89 and 3.3.1.2:90). Such a definition of the situation may therefore be influenced by various factors including their own experiences or external influences (par. 2.3.2.2.5:60).

- Development situations are complex systems which can seemingly not be understood by considering isolated aspects only. This implies that the understanding and the solving of development needs or problems demands consideration of all aspects, instead of just considering single aspects or institutions. All aspects (economical, social and cultural) (par. 2.4:66) must therefore be considered as single entities but also as parts of the larger system in the full consequence of their complex interrelations (par. 2.4:66). The magnitude of change in a development situation, however, may vary from minor changes to large and often revolutionary changes (par. 2.3.2.2.10: 65).

- This leads to the conclusion that development situations present, at all times, circumstances in need of specific suitable solutions. This implies a need for suitable alternatives to existing arrangements, in society (par. 2.4:66 and 3.2:81).

- Development situations must at all times be considered as being involved in a relation of dynamic interdependence with their environment (par. 2.4:66). For this reason they must be considered in terms of their internal realities and stimuli as well as external influences (par. 2.3.2.2.5:60).

The aspects mentioned as characteristics of what development situations are not and what they are, certainly not include all the aspects identified in the study of literature. But they can serve as a basis to assist in the decisions concerning a typology suitable to describe development organisations in the sense that they can serve as general framework suggesting aspects that a development organisation must consider in fulfilling development functions. Due to the fact that a single theory

© Central University of Technology, Free State

Central University of Technology, Free State

for all situations, universally, is not possible because of the variable nature of different societies (Bekker, 1989:235), this effort, therefore, also not pretend to do that. It should rather be considered as an effort to identify the characteristics and features of development on an ideal-typical basis to provide a conceptual description of the phenomena which may be relevant in all situations. These aspects, however, need to be considered in each development situation according to the content that it may give to the various aspects, for example, the type of inhibiting factors, cultural, social, political and economical realities (par. 2.4:66).

4.2.3.8.2 A typology of development organisations

The aim with this description of development organisations is to create a conceptual framework that could serve as a guideline for identifying, describing and evaluating development organisations. The typology is also developed to be used as a guideline to evaluate the structure and functions of the QDC. That is to enable one to reach a conclusion about its suitability to really make a positive difference to the human well-being in Qwaqwa (compare par. 7.3:310). It could also contribute in identifying other aspects that should form part of the frame of reference of development organisations.

To develop a typology of development organisations it is necessary to use some of the ideas that were identified in the discussion on typologies above (par. 4.2.3.1:142 to 4.2.3.7:151). It seems logical that one should use ideas from different typologies to be able to formulate a suitable description of development organisations. This method is not an effort to force the ideas of two or more typologies artificially into one typology, but rather an attempt to use different ideas in relation to each other to enable one to give a proper description of what the characteristic of a development organisation, on a broader basis than the limitations set by existing typologies, should be.

Against the background of the nature of social change and specifically planned social change (Chapters 2 and 3), it is clear that development

© Central University of Technology, Free State

Central University of Technology, Free State

organisations must fulfil the role of catalysts in situations where development is needed. The role of catalyst in development is complex because it demands a sensitivity to the target society that prevents an individual or one-sided domination of a change process. For this reason it is possible to make use of Blau and Scott's typology (par. 4.2.3.7: 151) to classify development organisations as service organisations. Because development organisations become involved with total groups or societies, often with government funds and not on the basis of a totally professional dealing with clients who are completely dependent upon them, but rather with people with limited abilities, it seems as if they should also have elements of the commonweal type of organisation as part of their characteristics.

Because Blau and Scott's typology uses the prime beneficiary [therefore only the properties or functions (par. 4.2.2:135) as link between organisation and beneficiary] as sole basis to distinguish between types of organisations, it seems inadequate. (Compare Parker et al., 1981:81.) Mintzberg's typology (par. 4.2.3.6:146), using the characteristics (compare par. 4.2.2:135) of the organisation as basis for distinction, in combination with the ideas from Blau and Scott, probably provide a more suitable basis for identification. This is because a distinction on the basis of two aspects (characteristics and properties, or structure and functions), which complement each other, probably allows for a more accurate description of organisational types. Because the planned beneficiaries in a development project form part of the environment, it can well be accepted that the characteristics of the organisation will adapt to these factors to a certain extent. The shortcoming with Blau and Scott's description is, however, that it does not allow for a description of various types of organisation and their characteristics, but rather focusses strictly on the determinant aspects, relating to functions, on the *cui bono* principle. The value of a typology considering Mintzberg's ideas together with Blau and Scott's, is that it focusses on organisations and their characteristics as point of departure with a range of possible functions. This allows for a perspective that includes organisations in their own right together with a possible explanation of the determinant factors in it. This makes it acceptable for the typological explanation of development organisations which inevitably have

© Central University of Technology, Free State

Central University of Technology, Free State

inherent characteristics, but can only be understood in terms of their very specific reasons for existence, which explain their functions. In other words, the development tasks of an organisation demand a specific type of organisation in order to be able to fulfil development functions in accordance with the realities of the nature of development as phenomenon (Chapters 1 to 3).

Describing development organisations as consisting of elements of service and commonweal organisations that operate in circumstances with their own characteristics, demands an ability from the organisation to make certain decisions. This necessitates the potential in such organisations to be able to work innovatively in co-ordination with the planned beneficiaries. From Mintzberg's ideas it seems as if the professional bureaucracy offers a solution, at least, in part to this need concerning the structure of such an organisation, because professionals have the opportunity to work relatively autonomously to solve development needs. The limitation of the professional bureaucracy can be found in the fact that efforts are usually aimed at perfecting existing solutions. This is not completely acceptable because it implies the idea of a blueprint that must be perfected and applied as philosophy of the organisation to all situations in which it becomes involved. A solution to this problem can be found by considering ideas from the characteristics of the adhocracy. Because the adhocracy allows the freedom to work innovatively on new solutions, it makes it possible for development agents to work innovatively with regard to specific solutions in specific situations.

The development organisation, in the researcher's opinion, against the background of the previous discussion, be recognised from the following characteristics:

- A client orientation, which demands adaptability to its environment on the basis of confining evaluation of its role and the ability to allow people to continue on their own when they have acquired the necessary means (material and non-material) to help themselves. Development organisations should therefore be orientated towards the needs of their planned beneficiaries to the extent that all

© Central University of Technology, Free State

Central University of Technology, Free State

activities will be executed on the basis of what the interests and needs are at a specific stage of their involvement. The goal of their involvement, namely to co-operate with the planned beneficiary in order to assist them in improving their well-being (par. 2.4:66) and to contribute to the development of their skills and ability to enable them to become their own development agents (par. 3.4:93) must, however, be realised at all times. This is because this stage of development determines the termination of the involvement of the development organisation. Development organisations should therefore have the ability to work in consideration of and co-operation with the planned beneficiaries in their interest and to terminate their involvement in the situation when they are able to help themselves to their advantage. This orientation is in line with a participatory approach (par. 3.3:87) and differs markedly from the modernisation approach (par. 1.1.1:4) with regard to the involvement of the planned beneficiaries. It represents an improvement on the dependency approach (par. 1.1.3:8) which is against dominance or explanation but does not really offer practical indications about the nature of the development process. It should be made clear that the establishment of such a relationship of co-operation and the discipline to cut one's ties with a situation after involvement over some time may be traumatic for the organisation in the sense that it must be able to find its motivation and reason for existence in other people's gains. This may be a difficult position when the personal motivation of organisational members is considered. Development organisations should also be able to handle disappointment and failure because the ideal situation of perfect co-operation and successful implementation of solutions in situations is not an automatic process.

- An ability to deal with total situations, not only individuals and isolated endeavours, in its effort to improve the well-being of societies. Organisations should therefore focus on micro- and macro-aspects in society. This is because a focus on individuals or selected situations only, without considering the larger society and the impact of specific actions upon it, poses a threat of considering only selected problems without really contributing to society as a whole, and the improvement of the well-being of its people (par. 2.4:66).

© Central University of Technology, Free State

Central University of Technology, Free State

- Organisational structures should be able to coordinate different disciplines and projects, in order to reach its goal, i.e. societal developmnent. Coordination seems problematical to date in that the focus seems to be primarily economic (par. 1.1.1:4 to 1.1.3:8). Development organisations should therefore be equipped for considering and accommodating the contributions of all relevant disciplines (for example, those dealing with economic, political, social and cultural aspects) in their development approach and activities. They should also be able to plan and co-ordinate their activities with a consideration for the whole society and the impact that projects may have on other projects. The demand this aspect makes on an organisation implies the development of organisational structure and functions which can facilitate this type of operation. This, however, is a very complex and challenging problem, considering the complexity of societies.

- Create structures that allow dialogue with their clients. Such a relationship inevitably poses the problem of motivation and trust necessary to become involved in such dialogue (par. 3.4:93). Development organisations should therefore guard over their credibility as honest and worthy partners in development and should also be able to demonstrate their intentions. The structures of such organisations should be open and uncomplicated enough to allow exchange between agent and beneficiary on a basis that allow honest and complete participation as far as is possible.

- Organisational structures that allow innovative action with regard to the identifying of solutions on the basis of the needs of a specific situation. Although such an organisation will be complex because of a large number of relationships involving interaction, it must ensure that the extent of formalisation and centralisation in it must allow innovative action. Structures that are overly formalised and centralised may tend to have ready-made solutions for all situations. Due to the uniqueness of development situations the structure of development

© Central University of Technology, Free State

organisations should rather provide a framework for agents to operate in, with the possibility to deal with specific situations according to their nature and needs through solutions that may seem viable for them.

- An ability to find and manage resources in the interest of the well-being of the planned beneficiaries. The generation and management of resources in a development organisation may be accepted as being done according to the development approach it has. In the case of a participatory approach (par. 3.3:87), development funds should be raised and spent according to the identified needs of the specific situation as established through co-operation between agent and beneficiary.

- Proper mechanisms for the evaluation of its activities in terms of its contribution to the improvement of human well-being is necessary. Development organisations able to work according to a participatory approach, need to evaluate their activities according to the suitability of the solutions, methods and results in relation to the situation in which they are involved. Evaluation mechanisms will therefore have to enable the organisation to consider the impact of its activities in relation to the realities of the specific situation. This implies mechanisms which function in corporation with the planned beneficiaries, instead of one-sided evaluations executed by the agent only. This represents a departure from the economic growth approach which considers economic improvement but not other aspects such as, for example, social change.

© Central University of Technology, Free State

The full implication of the typology will become clearer when it is utilised to evaluate the activities of the QDC, providing the opportunity to illustrate the practical application of the typology (par. 7.3.1:311).

The central theme in the above description is that development organisations, despite the necessary control and adjustment in the organisations, must allow enough freedom to their agents to enable them to get involved in development situations according to the needs of the situation and to employ strategies suitable to satisfy the needs, aspirations, fears and cultural convictions of the people involved. (Compare Conyers and Kaul, 1990:290).

The typical aspects that should be part of development organisations as identified in the typology allow for the consideration of the environmental factors of the organisation and functions to suit its needs, together with reference to the structural aspects that should form part of it. The primary aspects considered are, firstly, the sensitivity that a development organisation must have for its clients as part of its environment and reason for its existence. The second important aspect is that the structure of the organisation must allow, and actually stimulate, innovative action in terms of the needs of the client.

The typical characteristics of a development organisation as identified above, allow an evaluation of organisations in terms of the criteria as identied above (par. 4.2.3:141). It allows for easy classification as well as a prediction of activities. Thirdly, it provides a description of the practical situation that should prevail in development circumstances, as was described under the discussion on social change, development and planned social change. For these reasons, the typology developed (par. 4.2.3.8.2:159) can be accepted as a guideline to evaluate the QDC and its development activities and can also be presented as a typology to apply to other development organisations for

© Central University of Technology, Free State

Central University of Technology, Free State

purposes of classification, evaluation and providing guidelines for the establishment of new development organisations.

We now turn to a discussion of the theoretical approaches to organisational thinking.

4.3 DIFFERENT APPROACHES IN ORGANISATIONAL THINKING

Different theoretical approaches have been developed in an effort to explain organisational activities. It is necessary to take a look at the main approaches that have been developed to indicate the central themes in organisational thinking, before organisational culture is discussed.

The reason for referring to these approaches is to be found in the contribution they can make to an understanding of organisations as phenomena before organisational culture can be studied. (Compare par. 5.2.3:203.) They provide possible explanations of the characteristics and functioning of organisations which, in combination with the typological aspects (par. 4.2.3.8.2:159), allow for a better understanding of, firstly, what organisational culture is in theory and, secondly, what it should be like in development organisations. This is because organisational culture exists because of the typical nature of organisations as relatively permanent arrangements which need basic guidelines to guide and control people involved. An understanding of the way in which organisations function can contribute to an explanation of why a culture for organisations exist and for what reason it takes on a specific form. For this reason the discussion of the theoretical part was postponed until after the discussion on the nature of organisations, because understanding of theories explaining this nature can be more valuable at this stage in terms of understandability and the determination of the contribution thereof. It also forms a logical link between the previous discussion and the description of organisational culture.

© Central University of Technology, Free State

The formulation of organisation theory really began in the first decade of this century. Khandwalla (1977:133) describes the development of organisational theory as taking place in the following phases:

- In about 1910 Max Weber described his idea of a bureaucracy as the ideal form of organisation.

- Soon thereafter, in about 1916, Henri Fayol developed his principles of effective administration. Weber and Fayol both seemed to regard the organisation as a kind of machine which, if properly designed, would efficiently achieve its objectives.

- A new orientation developed in about 1930 with Elton Mayo's ideas, stimulated by the results of the Hawthorne project. The human relations movement emphasised the importance of social relations at work and represented a major source of critique against the inhuman aspects of Weber's and Fayol's conceptions.

- In the mid-forties Herbert Simon's ideas developed, focussing on the administrative decision-maker with limited reasoning, perceiving and information-processing abilities. His ideas represents an attack on the acceptance of the position of omniscience that the economist has been awarded by decision-makers and on the universalist prescriptive character of classical organisation theory.

- Eric Trist brought the socio-technical systems' viewpoint to bear on organisation behaviour in 1950. It stressed that a work group is subject to social, psychological, technical and economic forces.

- In 1958, Joan Woodward founded contingency organisation theory by showing that differences in the structures of organisations depend on variation in the technology employed by these organisations. She proclaimed the inappropriateness of applying universal principles of organisation and stressed the situational character of different organisations.

© Central University of Technology, Free State

Central University of Technology, Free State

- The mid-fifties brought Chris Argyris and Douglas McGregor's ideas with their models of desirable organisations in which human needs could be more fully satisfied and a fuller use could be made of human potential.

- The position with organisational theory in recent years is evident from paragraph 4.3.4 (p. 174). It seems as if the focus its strongly on the systems approach, in relation with the contingency approach that can actually be seen as an approach developing from the systems approach, especially because of the strong focus on the open system which allows more recognition of situational factors. (Compare Hall, 1982:313-326; Hicks and Gullett, 1988:425 and Khandwalla, 1977:251.)

The different approaches are usually grouped in four categories, namely the classical, neo-classical, systems and contingency approaches to organisational thinking. The value of such a classification is that it allows for the general ideas underlying a specific tradition in organisational thinking to be identified. These central ideas are sufficient to allow a discussion of organisational culture. Therefore an attempt will be made here to give a summary of the four broad categories of approaches to serve as guidelines when a model for the identification of organisational culture is discussed. It is not necessary to give a detailed discussion of every approach, because it may comprise volumes and is not necessary for the attainment of the goals set in this study, namely to consider social change and development as well as organisational thinking, and to continue from this to an empirical study in an effort to develop a model that could guide development organisations in their activities.

4.3.1 Classical approach

The classical organisation approach dominated management-thinking in the first half of the twentieth century. Its origin lies in Adam Smith's ideas about the division of labour and how it could improve productivity, contained in his book *The wealth of nations* (1776). The philosophy of the classical approach was formulated in the work of Weber, Taylor

© Central University of Technology, Free State

and also Fayol in the early 1900's (Hicks and Gullett, 1988:421). The classical approach aimed at the development of a number of broad, yet basic, principles relevant to all organisations. If such basic principles could be identified, they could be taught to everyone in order for all organisations and people to benefit world-wide (Rice and Dean, 1971:22). (Also compare Gibson, 1977:267.)

The classical approach focussed on the division of labour as its central idea. The point of departure was that the more a particular job could be broken down into its simplest component parts, the more specialised and consequently the more skilled a worker could become in carrying out his part of the job, which would result in a more efficient production system (Etzioni, 1964:23). The classical approach accepted that the division of labour should be balanced to a unity of control, that means that tasks have to be broken up into components by a central authority in line with a central plan of action. The result of such an arrangement is usually a pyramid of control with one top executive (Etzioni, 1964:23).

Rice and Dean (1971:45) argue that the most descriptive term for the concepts of the classical organisation perspective is to refer to it as a machine model. The perspective not only views the organisation as deliberately designed and constructed to accomplish a purpose, but man within the organisation is viewed as a component, or part of the machine (Perrow, 1972:63). With specific goals identified, man is made to fit the job (Hall, 1982:311). Only man's physiological characteristics (speed, capacity, durability, fatigue) are considered in establishing job standards, without considering man's mental ability and emotional behaviour. It is further accepted that man is rational and economically orientated, which means that proper rewards will motivate him to higher and higher achievements (Gross and Etzioni, 1985:32).

The classical organisation perspective considers the organisation to be a closed system that can plan, construct and manage itself as an entity on its own. This implies no consideration of cultural, social and other environmental factors in the planning and construction of the organisation. As Van Doorn (1979:61) puts it: "The focus is on the organization

© Central University of Technology, Free State

Central University of Technology, Free State

itself; the outside world is no more than a field to move in, where the system is acting and reacting as understood from the standpoint of its own interests."

Against the background of the above discussion it can be concluded that the typical classical type of organisation will have a structure characterised by a high level of centralisation, formalisation and complexity which causes it to be a typical mechanical type of organisation with limited potential for adaptation to new situations or demands. All functions will be strictly prescribed and controlled for the attainment of predetermined goals (Gross and Etzioni, 1986:33). (Compare also Champion, 1975:31-45; Child, 1973:236 and Khandwalla, 1977:134.)

4.3.2 Human relations (neo-classical approach)

"The Human Relations approach was born out of a reaction to the classical formal approach" (Etzioni, 1964:32). (Also compare Gross and Etzioni, 1985:44 and Perrow, 1972:63-72.). Elton Mayo, John Dewey and Kurt Lewin can be identified as the prime contributors to the initiation of the approach. Mayo and his associates discovered that:

- the amount of work done by a worker (and hence the level of efficiency and rationality of an organization) is not determined by his physical capacity, but by his "social capacity";
- non-economic rewards play a cardinal role in determining the worker's motivation and happiness;
- the highest specialisation is by no means the most efficient form of division of labour; and
- workers do not react to management and its norms and rewards as individuals but as members of groups (Etzioni, 1964:32; Gross and Etzioni, 1985:44).

The human relations viewpoint does not represent a comprehensive theory of what organisations are and how they function, but makes useful contributions to organisation theory. If the specific contributions are viewed against the ideas from the classical approach as discussed above,

© Central University of Technology, Free State

Central University of Technology, Free State

it becomes clear that the accent of the human relations approach rests on totally different assumptions about the nature of organisations, founded in a different view of the people involved. (Compare Roethlisberger and Dickson, 1970:53-63.) Specific aspects that can be referred to are:

- The human factor in organisations is of the highest importance.

- The needs, feelings, beliefs and attitudes of organisational members should be taken into account if we wish to understand how organisations operate, because they can modify formally planned operations quite dramatically.

- Of particular importance are ego and social needs. When these needs are met, organisational members may reward the organisation with higher productivity, lower absenteeism and turn-over, and greater co-operation with management.

- Ego and social needs are satisfied through employee-orientated, group-centred, participative supervision and management.

- When improvements in organisational operations are considered, the importance of group pressures on members must be considered.

- Strategies of change should concentrate on achieving consensus within a group as to the desirability and mechanics of change.

- Employee-orientated, participative management is necessary.

- Because various groups exist in an organisation, proper arrangements for integrating and co-ordinating the operations of an organisation, are imperative (Khandwalla, 1977:187).

Although this approach also views organisations as closed systems, it allows for variety in the planning, construction and functioning of the organisation, because of the influence of human factors that are more than just physiological, but also include psychological and social

© Central University of Technology, Free State

Central University of Technology, Free State

factors. (Compare Champion, 1975:45-55; Gross and Etzioni, 1985:67 and Scott, 1981:86-94.)

4.3.3 Systems approach

Twenty-five years ago it was possible for a manager to follow a set of basic rules in the execution of his tasks, without questioning it. These rules, proposed by classical and neo-classical theory, came under revision and some of them have even been replaced with more profitable guidelines for managers (Rice and Dean, 1971:163). The size and complexity of modern organisations have also made it more difficult to understand them with the concepts from classical approaches. Rice and Dean (1971:163) state that the organisation as it exists today, consists of many specialised pockets of efficiency, which sometimes have conflicting objectives and policies within the organisation itself. Consequently, a need has developed for finding a new unifying concept to explain organisations. It must be a concept which is broader in scope than the classical approaches and which will allow, at the same time, for the understanding of an organisation and the development thereof that can survive in the technological age. The systems approach allows for such an understanding, according to Rice and Dean (1971:163). (Also compare Perrow, 1972:178 and Scott, 1981:111-113.) Perrow (1972:177) is of the opinion that the institutional school is the closest to a truly sociological view of organisations. The systems approach, because of its basic agreements with this school as he discusses it, can therefore also be viewed under this consideration.

The systems approach allows an understanding of the organisation as an open and a closed system. The possibility of looking at the organisation as an open system poses a significant departure from the classical approaches and can be considered as a widely accepted idea (Van Doorn, 1979:61). This is because it allows for the assumption that the characteristics and functions of organisations are not completely defined by aspects internal to the organisation, but also by aspects external to the organisation. (Compare Champion, 1975:55-59; Khandwalla, 1977:225 and Scott, 1981:22,102.)

© Central University of Technology, Free State

Central University of Technology, Free State

A general systems approach as an effort that focusses on synthesis and not only on fragmentation (Dodds, 1982:22), represents a development on the systems concept. It provides theorists with the opportunity to identify the links between theories from different disciplines and therefore also to form a synthetic image of the different functions in an organisation. (Compare Kast and Rosenzweig, 1985:103.) For this reason it is of value to the person wanting to explain organisations, because it allows for the opportunity to understand the complex problems of human relations, social groups, technical problems and many others as a unity (Dodds, 1988:22; Rice and Dean, 1971:167). The systems approach is therefore useful if an organisation is viewed as a process where unrelated resources are integrated into a total system with the objective of the accomplishment of the individuals and organisation's goals.

The systems approach to an organisation can thus, against the background of the above discussion, be described as a way of viewing organisations as entities which are made up of interconnected components or sub-systems. (Compare Kast and Rosenzweig, 1985:15.) This aspect of the nature of organisations makes them suitable to accommodate various functions that are part of the multi-dimensional nature of development (par. 2.3:42). Because the systems approach accepts organisations as open systems, it also allows for the potential of the organisation to be sensitive to the needs of its environment and to function on the basis of a reciprocal relationship (par. 4.2.1.1.2:132 and par. 5.2:181). (Also compare Katz and Kahn, 1970:151.) It can therefore be accepted that through the incorporation of the necessary functions into the organisation and through a structure that allows interaction among it, as well as a sensitivity towards its environment (the broader society), an organisation can arrange its activities in a way that can contribute to development on a reciprocal basis. What is necessary is to identify the specific orientation, ideas and activities that are necessary to achieve such a situation. This implies a frame of reference according to which development organisations can develop, plan and act out their actions towards the planned beneficiary in its environment on a reciprocal basis. This can be achieved through a description of an organisational culture suitable to allow such a form of functioning. This implies a

© Central University of Technology, Free State

Central University of Technology, Free State

description of the various aspects and sub-systems relevant to an organisation and, specifically, an orientation to guide the actions of sub-systems. The orientation has already been discussed in paragraph 4.2.3.8 (p. 153), while the sub-systems relevant to this study, will be discussed in Chapter 5 (par. 5.2.3:203), when a possible model for the identification and exposition of organisational culture is discussed.

By dealing with organisations in such a way, it may be possible to reach a situation where a model can be created that can link organisational type with the needs to promote development, specifically as a part of the general system or society, according to its primary expected function, namely development promotion.

4.3.4 Contingency approach

Jay Gailbrath (in Scott, 1981:113) identifies the two assumptions that underly the contingency approach. (Also compare French and Bell, 1978:222-224; Hall, 1987:312 and Kast and Rosenzweig, 1985:18):

- There is no "best way" to organise.
- All ways of organising are not equally effective.

It is clear that the first assumption challenges the classical approaches by accepting that universal principles of organisation are not possible. The second assumption implies that there are more and less effective ways of organising, which prevents a futile approach towards organisation development. Scott (1981:113) adds another assumption when he argues that:

- The best way to organise, depends on the nature of the environment to which the organisation must relate.

Blunt (1990:301) summarises contingency theory as: "... the idea that there is no one best way to manage or to organize; instead, it proposes that organizations should adapt themselves structurally, and in other ways, to their internal and external environments."

© Central University of Technology, Free State

Central University of Technology, Free State

As a development from the systems design, the contingency approach emphasises that design decisions depend - are contingent - on environmental conditions (Scott, 1981:114). (Compare Wendell and Bell, 1978:222-224.) With this point of departure it includes all situational factors, including the technology and economic environment, as possible contributions that must be considered in organisational development or understanding. The contingency approach implies that different environments require different organisational relationships for optimum effectiveness (Gross and Etzioni, 1985:169). (Also compare Child, 1973:239; Gibson, 1977:289-299 and Hall, 1982:313-317.)

It should, however, be noted that the contingency approach should not be regarded as providing a *tabula rasa* to people involved in organisational construction. What should rather be noticed is that, even in accepting the contingency theory's ideas in principle, organisational construction should be done around a core of organisational and value imperatives. Blunt (1990:310) supports this argument by stating that: "in this view, key values espoused by a critical mass of organization members provide a necessary foundation for the harnessing of organizational imperatives and variables, and macro cultural forces, in the interests of organizational effectiveness." He continues to argue that the contingency theory needs refinement. As a development from the systems approach (compare par. 4.3:166), this approach, however, further stresses the sensitivity organisations should have to their environment. Various ways are described in which this can be done, namely:

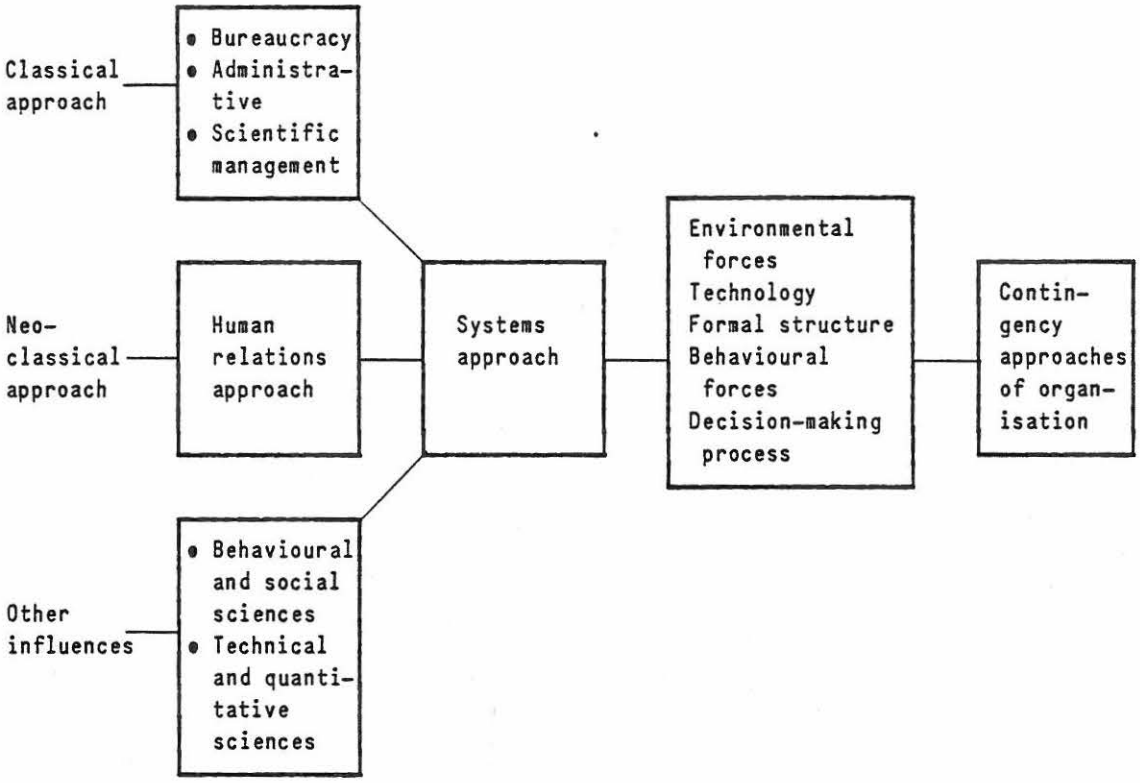
- **The natural selection model**: It views the organisation's environment as selecting those characteristics for organisations that suit the environment best (Aldrich and Pfeffer in Hall, 1982:314).

- **The resource dependence model**: Its basic premise is that decisions are made within the organisation. The decisions deal with environmental conditions faced by the organisation, which the organisation tries to deal with actively, rather than passively adapting to environmental selection as in the natural selection model (Hall, 1982:314-322).

© Central University of Technology, Free State

The development of organisational theories can be illustrated with the following figure, based on Hicks and Gullett's (1988:426) and Kast and Rosenzweig's (1985:118) ideas:

FIGURE 3: THE DEVELOPMENT OF THEORIES OF AN ORGANISATION



From this illustration it is clear that the systems approach developed after the three approaches and influences mentioned in the three blocks on the left-hand side. The contingency approach, in turn, represents a development from the systems approach.

The previous discussion of the various approaches concerning organisations provides a general summary of ideas existing in organisational thinking. It allows for the opportunity to discuss organisational culture against the background of the specific information about possible explanations of organisational activities. This contribute to an understanding of specific organisational structures and functions to be studied, in terms of the reasons for their existence in a specific form, which can help in the identification and description of the

© Central University of Technology, Free State

Central University of Technology, Free State

structure and functions of the QDC as well as its existing organisational culture.

4.4 SUMMARY

In this chapter the aim was to describe organisations as phenomena. This was achieved through a description of the nature of organisations, with explicit attention to the characteristics and properties or functions of organisations. The discussion made it possible to formulate a definition of organisations which reads: "A formal organisation is a relatively permanent group of people working towards the attainment of defined goals according to specific agreed-upon rules of conduct (par. 4.2.2:135). In this definition the basic aspects relevant for consideration in organisational thinking for this study are clear, namely the fact that formal organisations are conscious arrangements between a number of people to combine their efforts in a well-defined manner in an effort to reach specific goals.

Against the background of the argument that different organisations serve specific purposes, recognition was given to the fact that different types of organisations exist, which made it possible to focus on development organisations as phenomena with their own characteristics and functions. For this reason a typology was developed (par. 4.2.3.8.2: 159) to serve as a guideline for aspects that should form part of the characteristics and properties of an organisation. It should serve as sensitising concepts when organisations are planned and constructed and goals and strategies are formulated and implemented. The basis for such a typology was established in a combination of the aspects characterising social change, and specifically planned social change, together with the aspects that organisations are comprised of. The preceding allowed for the development of a typology useful in the identification of development organisations. The basic underlying idea is that development organisations are not superior entities that can cause development deterministically, but are rather entities that can only make contributions in an agreed upon partnership with the planned beneficiaries in a specific situation. This is so because people are active in the creation

© Central University of Technology, Free State

Central University of Technology, Free State

of their own situation with its specific nature and needs and are not passive recipients of change. In addition to recognising the role of planned beneficiaries, development organisations should develop an awareness of the position in which people find themselves. The discussion in Chapter 5 will therefore focus on organisational culture as that aspect of organisations that can allow or prevent organisations from developing such an awareness and ability.

Theoretical perspectives attempting to explain the nature of organisations were discussed. This was done with the primary aim of establishing a theoretical frame of reference against which organisations and their nature and functioning could be considered, but also with the aim of creating a basis from which organisational culture could be described. By explaining organisations from a specific theoretical viewpoint, it becomes possible to understand the potential of such entities to develop the ability to deal with development needs. As was indicated in paragraph 4.2.3 (p. 141), organisations should be developed in such a way that they are equipped to approach development activities by arranging their structure and functioning in accordance with the typological aspects (par. 4.2.3.8.2:159). The question is: Do organisations have the potential to develop in this way? This ability is underscored by the fact that organisations can be seen as open systems which can respond to their environment in the development of their structure and functions as was discussed in paragraph 4.3.3 (p. 172), 4.3.4 (p. 174) 4.2 (p. 121). It was argued that organisations have specific characteristics and properties that are decided on by the members of the organisation. [Compare par. 4.2.1.1.1.2:131 which allows flexibility of nature (Eldridge and Crombie (1974:89-90).] Because a discussion of organisational culture forms part of a description of organisations, Chapter 4 must be seen as contributing to the discussion in Chapter 5 on this matter. Therefore the summary in Chapter 5 will also serve as a summary to both chapters and will address the achievements of the study from both chapters. The reason for dividing the discussion into two chapters is purely practical, in the sense of allowing a conclusion at a certain stage to substantiate the reason for the importance of organisational culture after the potential of organisations to serve as development organisations has been discussed in

© Central University of Technology, Free State

Central University of Technology, Free State

this chapter. What is therefore necessary, is an answer to the question: how? This questions will be dealt with partly in the next chapter on organisational culture. But a final answer to this question will only be attempted in Chapter 8 when the creation of a model to guide development organisations is attempted. The model will be based on the information gained from the theoretical discussions (Chapters 2 to 5) and the study of the QDC (Chapters 6 and 7).

---oOo---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 5

THE NATURE OF ORGANISATIONAL CULTURE

5.1 INTRODUCTION

Against the background of the information in Chapter 4 it is now possible to give attention to organisational culture. Organisational culture will be approached as an integral part of an organisation. It represents an important aspect of organisational existence and functioning because of its impact on the nature of these aspects.

It is important that the role of organisational culture is seen in perspective. Through the recognition of development organisations as phenomena, with their own typical characteristics, attention should be given to the effect of organisational culture on the functioning of such organisations. Organisational culture represents those aspects of which the frame of reference against which activities in an organisation are initiated, planned and executed, is comprised. Thus it is a critical aspect in the effectiveness and efficiency of organisations. (Compare Pascale, 1984:62 and Schwartz and Davis, 1981:30-31.) A description of the type of culture that may enable development organisations to come closer to the nature of the method of change, as was discussed in Chapters 2 and 3, and the aspects included in the typology (par. 4.2.3.8.2:159) may therefore be a valuable contribution to considerations of development activities. The following paragraphs will therefore focus on providing a theoretical basis for the description of such a culture.

This chapter will only attempt a description of the nature of organisational culture and present a model that can be used to identify organisational culture. The reason for this is to create an understanding of the nature of organisational culture as well as a method that can be used in the study of the QDC and its activities. Only after the

© Central University of Technology, Free State

Central University of Technology, Free State

information from the QDC and its projects is available, will an attempt be made to form an ideal typical picture of an organisational culture that will fit the typology as developed (Chapter 4). To decide on such a culture purely on theoretical grounds pose a risk of being overly abstract to the extent that it becomes an intellectual endeavour without practical relevance.

In this chapter reference will be made to a large number of sources. It is a topic that has received much attention during the last decade and an effort will be made to give a more or less balanced view of a variety of sources.

5.2 ORGANISATIONAL CULTURE

Firstly, organisations can be viewed as parts of societies, with the focus on the contribution they make to the whole society. (Compare Parsons, 1960:19.) Secondly, it is possible to view organisations only as a result of their environment. (Compare Hall, 1982:314.) Both of the above-mentioned approaches run the risk of not giving enough attention to the finer texture of social life within the organisation. A third way to approach the explanation of an organisation is to focus on its parts and the relationship of dynamic interdependence among them, whereby the organisation as a whole can be maintained and at least some of its purposes attained. Here it is the finer detail concerning the ways in which individuals, departments or groups in organisations have to co-operate, distribute and accomplish tasks, and so forth, that should be considered (Eldridge and Crombie, 1974:86).

Rather than to select one of the three approaches discussed above as more important than the other, the researcher's conviction is that all three are interrelated and important for consideration when organisations are studied. The reason for this is that the society in general is a system, as was argued in Chapter 2 (par. 2.4:66 and 4.3.3:172). Individuals or people are an integral part of this system. Therefore, groups of individuals that form organisations are also an integral part. Organisations can therefore be considered as sub-systems of the larger

© Central University of Technology, Free State

Central University of Technology, Free State

systems that comprise their immediate external environment is comprised (Kast and Rosenzweig, 1985:131). Organisations in themselves can thus be studied in terms of their systematic features and therefore their internal processes, as well as their relation to their external environment (par. 4.2.1.1.2:131 and 4.3.3:172). It is on this level where organisational culture becomes relevant in the sense of providing a frame of reference according to which these aspects are dealt with.

Katz and Kahn (in Eldridge and Crombie, 1974:86-87) use the term "organisational space" to refer to those parts of the social field in which social activities are controlled by the characteristics and demands of organisations. Except for the physical and temporal implications this term has for organisational description, existence and understanding, it also has social implications relevant to understanding from the view of the social sciences. From the viewpoint of the social sciences, it is the way in which social space is perceptually bounded and differentiated that is usually of the greatest significance. Organisational space therefore comprises areas of activity which are socially recognised as being within the jurisdiction of the organisation, and over which it therefore has authority. Individuals who join an organisation become accustomed to an organisation, they learn the legitimate demands that may be made on them in terms of time, effort and responsibility. Through this process of internalisation, organisational space is collectively defined in the perceptions of members of the organisation (Eldridge and Crombie, 1974:87). The reason why individuals need to become socialised in a new organisation is that all organisations are not the same. Therefore it is important to realise that, in studying organisations, attention must be given to similarities as well as differences among organisations.

The uniqueness of organisations may be expressed in terms of their differing cultures (Eldridge and Crombie, 1974:88; Kast and Rosenzweig, 1986:662; Schall, 1983:558). As discussed (par. 4.2.3:141), various types of organisations exist. It is possible to accept that organisations from the same type will have a similar type of culture; unfortunately, the situation is not that simple, because organisational culture is a highly individual or unique aspect, created in specific

© Central University of Technology, Free State

Central University of Technology, Free State

organisations according to the ideas of the people involved in that situation, in terms of what they consider would serve their purpose best. As Malinconico (1984:791) puts it: "A culture is formed whenever people come together over time. Every culture develops unwritten norms which strongly influence the behavior of its members." Although individual organisations of the same type may have variations in terms of culture, it is possible to argue that such organisations aiming at more or less the same goals, will have similar cultural components. Schein (1985:ix) supports this idea when he mentions his experience that companies that operate in the multi-national context sometimes do things in dramatically similar ways, even in widely differing cultures. It should therefore be possible to construct a broad framework of a typical culture that will suit specific types of organisations with specific goals. Development organisations as a specific type of organisation, as proposed in the typology above, should therefore be considered on the same basis. In other words, what type of culture will allow the typical chracteristics as mentioned in the typology (par. 4.2.3.8.2:159). A specific type of organisational culture may therefore allow a development organisation to meet the needs for effective development activities. The goal with this discussion of organisational culture is therefore, primarily, to explain the meaning of the concept and to provide a model that can be used to gather information in specific situations. The goal with this information is to use it as instrument to enable one to arrive at information about the QDC as a development organisation with a specific culture and about some of its development activities. This can then be used, in combination with the theoretical information available, chapters, to construct a model for development organisations to serve as guide for their activities (and therefore also the cultural formation of such organisations).

5.2.1 A definition of organisational culture

Bate's definition (1984:46) can be used as a possible definition of organisational culture: "[It] is its customary and traditional way of thinking and of doing things, which is shared to a greater or lesser degree by all ... members, and which new members must learn and at least

© Central University of Technology, Free State

Central University of Technology, Free State

partially accept, in order to be accepted into services in the firm." (Also compare Schall, 1983:557; Schwartz and Davis, 1981:33 and Verster, 1981:17.)

In this study organisational culture is defined as: *Specific patterns of behaviour, values, systems of meaning and assumptions, that develop over a period of time and become institutionalised in an organisation to enable it to cope with its problems of external adaptation and integration and are transmitted to all members and newcomers, to ensure the survival of the organisation.*

When the definition of organisations as formulated above is discussed, a few general characteristics that are important must be explained to understand the meaning of definition correctly.

5.2.1.1 Specific organisation

Culture should be seen as a property of an independently defined social unit (Schein, 1985:7). Whorton and Worthley (1981:358) support this in arguing: "... the concept is that all organizations have a culture that affects individual and group behaviour in a predictable way." (Also compare Deal and Kennedy, 1983:501; Schall, 1983:558; Schwartz and Davis, 1981:30 and Verster, 1981:17.) If a certain group of people that exists for some time, share some basic experiences, which become commonly used solutions for internal and external problems, it can be accepted that they develop a shared view of their problems, needs and therefore of the world in which they live as Sathe (1983:6) writes concerning culture: "[It is] the set of important understandings (often unstated) that members of a community share in." Organisational culture therefore is a result of learning from the shared experience of problem-solving by the members. (Compare Bate, 1984; Gagliardi, 1986:123; Pascal, 1984:62-69; Robbins, 19 :451 and Schwartz and Davis, 1981:35.) In the case of organisations made up of various groups, the shared experience of the various groups must be determined in order to identify an organisation's culture, because different components or groups such as

© Central University of Technology, Free State

Central University of Technology, Free State

management, professional and worker groups may develop their own cultures.

5.2.1.2 Different elements

Organisational culture consists of various elements that can be divided into various categories. The levels differ in terms of perceptibility, abstraction and the level of consciousness (Van Niewenhuizen, 1988:237). Schein (1985:13-21) identifies three different levels of organisational culture and distinguishes:

- **Artifacts**
  The most visible level of the culture is its artifacts and creations or its constructed physical and social environment. At this level one can include physical space, the technological output of the group, its written and spoken language, artistic productions, and the overt behaviour of its members. (Compare Ernest, 1985:50; Sathe, 1983:6,11 and Schwartz and Davis, 1981:30,34.)

- **Values**
  Values identify the expectations as to how people should act or what "ought" to be. Groups facing new problems or tasks normally propose certain solutions to such problems. At this stage such proposals are results of the values of a person or persons involved in the organisation. Only after these proposed solutions have proved successful, they become assumptions. (Compare Albert and Silverman, 1984:13; Bate, 1984:45; Sathe, 1983:7,11; Schwartz and Davis, 1981:30 and Verster, 1981:17.)

- **Basic underlying assumptions**
  When a solution to a problem works repeatedly, it comes to be taken for granted by the people involved in an organisation. This is the case when the original solution that was suggested by one person or a few from a group, gradually becomes to be treated as a reality, because people come to believe that nature really works this way. The assumption about acceptable solutions therefore becomes the accepted

© Central University of Technology, Free State

Central University of Technology, Free State

way of behaving in a certain situation, to the extent that it is not questioned, and almost not thought about any more, because it has become internalised as a part of the individual's basic frame of reference. Sathe (1983:6) refers to this aspect of culture as: "... to what is shared in the minds of community members", because, as he argues, members of a culture are often unaware of many of these mutual understandings. (Compare Bate, 1984:45; Ernest, 1985:49-50; Margulies, 1969:495 and Schwartz and Davis, 1981:30-31.)

Schein (1984:16; 1985:86-109) identifies five basic underlying assumptions around which cultural paradigms form:

Humanity's relationship to nature

At the organisational level, do the key members view the relationship of the organisation to its environment as one of dominance, submission, harmonising, finding an appropriate niche, or some other way? In other words, do the members of the organisation take an active position towards nature or do they accept their position passively as being delivered to the determination of nature?

What are the organisation's basic assumptions about itself? The basic essence of this assumption therefore centres around the following aspects:

- Basic, identity and role:
  - Who are we?
  - What is our mission?

- Relevant environments:
  - What and who are the relevant environments we must relate to because they represent constraints and threats as well as opportunities?
  - What is the organisation's position towards those environments?

© Central University of Technology, Free State

The nature of reality and truth

The various rules that define what is real and what is not, what is a "fact", how truth is ultimately to be determined, and whether truth is revealed or "discovered", which meaning is attached to time and space?

Aspects relevant to consider under this assumption are:

What are the organisation' basic assumptions about reality?

- Physical, social and subjective reality?

- Criteria of verifiability - moralism or pragmatism: In a specific situation, how do we determine when something is "true" or "real" and, hence, can serve as a basis for taking action?

- The nature of time:
  What are the organisation's basic assumptions about the nature of time and about how time is structured?
  - Direction of focus - towards the past, present or future.
  - Basic concept of time - linear (monochronic, polychronic, cyclical)
  - Size of relevant units; lengths of cycles.

- The nature of space:
  - What are the organisation's basic assumptions about the nature of space, what is its availability, how is it to be structured, and what are its symbolic meanings?

The nature of human nature

What basic assumptions are held about human nature? This implies the following aspects:

- Basic human nature - are humans bad, good or neutral?
- Mutability - fixed at birth, or mutable and perfectible.

© Central University of Technology, Free State

The nature of human activity

What is the "right" thing for human beings to do on the basis of the assumptions about reality and human nature: to be active, passive, self-developmental, fatalistic or what? What is work and what is play?

The following are therefore to be considered:

What is considered as the proper and natural stance of humans towards their environment?

- Pro-active - a "doing" orientation where humans are above nature.
- Reactive - a "being" orientation where humans are subordinate to nature.
- Harmonising - a "being in becoming" orientation: humans develop in an effort to perfect themselves.

The nature of human relationships

What is considered to be the "right" way for people to relate to each other, to distribute power and love? Is life co-operative or competitive; individualistic, group collaborative, or communal; based on traditional lineal authority, law, charisma, or on what?

This implies:

What are the organisation's basic assumptions about how relationships should be conducted?

- What is the ultimate basis for structuring all human relationships (lineality, collaterality or individuality)?
- What is the ultimate basis for structuring organisational relationships (autocracy, paternalism, consultation, participation, delegation, collegeality)?

These aspects should therefore be considered in order to establish the basic underlying assumptions in organisational culture. They are dealt with only briefly because the application thereof will become clearer in Chapter 6. The aim here is only to focus the attention on the various assumptions and the aspects comprising them that should be considered.

© Central University of Technology, Free State

Central University of Technology, Free State

5.2.1.3 The development of organisational culture

Organisational culture can be the result of an evolutionary or architectonic process. In the case of evolutionary development, organisational culture is the result of a natural, unplanned process, while architectonic development implies a pro-active and planned process (Van Niewenhuizen, 1988:238). The development of organisational culture can therefore differ in cases where, for example, a group develop specific goals over a period of time or where organisations are formed to solve specific problems or needs. (Compare Bate, 1984:44; Gagliardi, 1986:121-125; Malinconico, 1984:79; Schein, 1983:16-17; Van Niewenhuizen, 1987:4; 1988:238 and Verster, 1981:18.) Organisational culture should, however, be considered as the result of various contributions as Robbins (1982:454-455) puts it: "An organization's culture is not the result of any one input. The founding fathers ... typically have a major impact ... The present top management can ... have a major impact ... organization culture is clearly affected by the organization's selection process." Ernest (1985:50) supports the idea of founders and top management's role in the development of organisational culture by accepting that their philosophies form the basis of organisational culture. Their beliefs and values are normally translated into practice. Ideas will be implemented and the extent to which they prove successful will determine the promotion of their acceptance or rejection.

5.2.1.4 Formal and informal culture

Organisational culture develops simultaneously on the formal as well as informal organisation levels. These different cultural aspects can be integrated or can take on the form of contra-cultures (Van Niewenhuizen, 1988:239). (Compare Martin and Siehl, 1983:53-55; Sathe, 1983:15; Schein, 1984:7; Van Niewenhuizen, 1988:239 and Whorton and Worthley, 1981:358.)

© Central University of Technology, Free State

Central University of Technology, Free State

5.2.1.5 Contribution

"Cultural elements are defined as learned solutions to problems" (Schein, 1984:8). Organisational culture or elements thereof develop and exist because they can contribute to the satisfying of existing needs in the organisation. Organisational culture or its components can therefore always be related to specific functions that they fulfil, for example, the reduction of anxiety among members about what is expected from them (Schein, 1984:8; Van Niewenhuizen, 1988:239).

5.2.1.6 Individual and universal characteristics

Miller and Form (1979:391) state: "Every persistent group ... tends to develop a peculiar pattern of behavior ... Each new job does not require the employee to learn a new set of customs, traditions, rituals and beliefs. Many of the customs practised in particular work situations may be found existing elsewhere." Because every organisation faces specific needs and problems in its own environment, it is unique in terms of certain characteristics. Organisations are also subjected to certain similar human and environmental demands and limitations which lead to certain universal characteristics present in all organisations, for example, all organisations need one or other form of control system (Schall, 1983:558; Schein, 1984:12; Van Niewenhuizen, 1988:239).

5.2.1.7 Relative nature

Organisational culture is not ethnocentric, but relative (Van Niewenhuizen, 1988:239). This implies that different cultures of various organisations cannot be compared with each other on a one to one basis, but must rather be seen as existing next to one another in their own right as cultures serving a specific organisation with specific goals and needs which demand recognition in that specific situation. For this reason value-judgement on a specific organisation's culture is difficult, because it serves a specific goal in a specific situation. (Compare Fine, 1984:244; Handy, 1986:185-186 and Van Niewenhuizen, 1988:239.)

© Central University of Technology, Free State

Central University of Technology, Free State

5.2.1.8 Cultural change

"The processes of organizational change are, in reality, a 'grey area'" (Greiner in Gagliardi, 1986:119). "On the one hand, we see that culture ... is ... a tenacious and unalterable phenomenon ... on the other hand, we all know that organizations evolve ..." (Gagliardi, 1986:119). Organisational culture or elements thereof are therefore subjected to the possibility of change. This can be so for various reasons, for example, to survive after internal or financial problems, or fundamental changes in the organisation's environment; because the environment is highly competitive and the organisation is forced to change to remain competitive and because of the rapid growth and development of an organisation. (Compare Gagliardi, 1986:126-132; Malinconico, 1984:791; Sathe, 1983:16-18; Schein, 1984:13-14; Schwartz and Davis, 1982:31; Van Niewenhuizen, 1987:6 as well as Verster, 1981:18.)

5.2.1.9 Internal integration and external adaptation

The process of becoming an organisation is, simultaneously, the establishing and maintenance of relationships among a group of individuals doing something together, and the actual accomplishment of whatever they are doing. Although these two processes cannot be distinguished in practice, togetherness must be conceptually differentiated from the reason why people are together, namely for the improved ability to achieve goals or for external adaptation. The culture of an organisation is therefore influenced by the external adaptation of a group as well as the mode of building and maintaining the organisation itself or its internal integration (Schein, 1985:65). It is possible to identify various aspects that form part of the internal and external situation that demand attention. For example, the underlying assumptions about how to deal with these aspects, the values indicating the expected behaviour and the manner in which, together with the means through which, these aspects or problems are handled, constitute the culture of the organisation. The various important aspects will, however, become clear when a model for the identification of an organisation's culture is introduced at the end of this chapter (par. 5.2.3:203). (Compare Latouche, 1983:266; Schein, 1984:9-10 and Verster, 1981:17-19.)

© Central University of Technology, Free State

Central University of Technology, Free State

5.2.1.10 Culture is transmitted

Organisational culture must be communicated to all members of an organisation, old as well as new employees through a process of socialisation. (Compare Pascale, 1984:62.) People are required to acknowledge and, to a degree at least, conform to patterns of thinking and acting that might be part of the organisation even before certain members joined the organisation (Pascale, 1984:66). From the process of learning in the organisation, individuals acquire knowledge about acceptable modes of conduct, meanings of certain symbols or actions and goals of the organisations, which enable them to co-operate with the rest of the organisational members. Because of this process of learning, organisational culture becomes shared among all members (Bate, 1984:45-46). (Also compare Ernest, 1985:59; Malinconico, 1984:791; Robbins, 1982:455-456; Sathe, 1983:21; Schein, 1984:12; and Verster, 1981:17.)

5.2.1.11 Organisational climate

Although organisational culture is shared, it must be accepted that not all members of the organisation will necessarily have the same perception of the existing culture. The widely shared and enduring perception of the organisation's attributes, including its culture, can be described as the climate in the organisation (Allaire and Firsirotu, 1984:203). (Compare Schwartz and Davis, 1981:32-34.)

Nasser (1977:27), and Conrad and Sydow (1988:18) argue that organisational climate is the sum-total of the basic climate and the individual perceptions about specific identifiable and measurable dimensions of the environment, namely:

- **Structure:** the feeling that people have about constraints in the group.

- **Responsibility:** the feeling of being your own master, knowing that a certain function is your responsibility.

© Central University of Technology, Free State

Central University of Technology, Free State

- **Reward:** the feeling of being rewarded for a job well-done.

- **Risk:** the sense of risk and challenge in the work situation - should a person take risks or be conservative in his approach.

- **Warmth:** the feeling of general good fellowship in the work situation. The feeling of being liked.

- **Support:** perceived helpfulness of managers and other employees with emphasis on mutual support from below or above.

- **Standards:** the perceived importance of implicit and explicit goals and standards of performance.

- **Conflict:** how differences are treated.

- **Identity:** The feeling that you belong to an organisation and that your membership is valued.

Members of an organisation can only fit into such an arrangement or structure if they are familiar with the *status quo*. (Compare Pascale, 1984:66.) An individual's adaptation is critical for the effectiveness of the organisation, because if the members who must co-operate do not share a conviction about the arrangements in the organisation, it can lead to fragmentation which is counter-productive for the attainment of its goals, because it contradicts the basic reason for the existence of an organisation, namely a co-operative effort to achieve goals. (Compare Conrad and Sydow, 1988:17.)

The climate in an organisation can have a significant influence on the individual members of the organisation by influencing their attitudes. The influence of the organisational climate can even influence members of such organisations, regardless of their own attitudes (Blau and Scott, 1982:101). Although the organisational climate has this potential, it is important that it should not be seen as a determining factor that must shape members into specific forms, but rather as a case of existing attitudes against which members can be measured. This is

© Central University of Technology, Free State

Central University of Technology, Free State

possible, especially if knowledge about the climate is used to establish if the employee's basic characteristics and abilities, needs and aspirations, are compatible with the existing organisational climate.

This viewpoint about the positive role of climate in terms of the value thereof for the evaluation, should not be seen as a plea for an uncritical acceptance of organisational climate, but rather as a statement of the fact that organisational climate can be used as a possible parameter against which to evaluate members and applicants in terms of their suitability, to be part of the organisation. In other words, will the person be able to fit into the existing structure, functions and culture of the organisation in such a way that he can contribute to the goals of the organisation. It is important to realise that organisational climate can only fulfil this function if it is positive for the goals of the organisation. It would be a risk to use a negative climate which is counter-productive to such goals as measure for the compatibility of members, because it can lead to the strengthening of the negative climate by adding people with the same perceptions.

Organisational culture, viewed against the ten aspects discussed above (par. 5.2.1.1:184 to 5.2.1.10:192), can be regarded as the basic guiding power of the organisation for its members and for the organisation as a whole. Despite the fact that it changes and develops new dimensions, it must be considered as the basic frame of reference from which people depart and work towards goals at a specific stage in the organisation's history. People's support of an existing culture in an organisation depends on the existing climate in an organisation. It is therefore important for organisational effectiveness and efficiency to know the trends in the existing climate to enable one to, firstly, establish the acceptibility of the existing culture by the employees and, secondly, to determine the suitability of existing members of staff in the light of the goals of the organisation.

Because organisational culture is unique in terms of specific organisations, as stated in paragraph 5.2.1.1 (p. 184), it must be accepted that a large variety of cultures exist in various organisations.

© Central University of Technology, Free State

Central University of Technology, Free State

To enable one to classify different organisational cultures, it is necessary to have some basic indication of possible types of organisational culture. The next paragraph will give a description of such a division of organisational cultures.

5.2.2 Types of organisational culture

Different organisations have different organisational cultures (par. 5.2:181). According to Handy (1986:188-196) it is possible to distinguish four main types of culture, namely power, role, task and person culture. In this paragraph attention will only be given to Handy's ideas concerning types of organisational culture, firstly, because they represent a very useful and practical description of organisational cultural types that provide a basis from which to approach an identification of the QDC's culture and a description of the culture that may be suitable to development organisations, and secondly, no other source could be found that makes the same type of distinction. It is accepted that what follows can only serve as an indication of the broad cultural dimensions that are present in organisations and that organisations of the same type can still have cultural aspects that may differ between them. One organisation will normally also have elements of various cultural types in its culture, although a specific type will normally dominate.

The different types of culture can be described as follows (Handy, 1986:188-196):

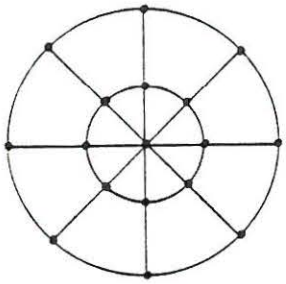
5.2.2.1 Power culture

A power culture is frequently found in small entrepreneurial organisations, such as insurance brokers and finance companies. Its structure can be illustrated in the form of a web.

© Central University of Technology, Free State

Central University of Technology, Free State

FIGURE 4: ILLUSTRATION OF THE POWER CULTURE (Handy, 1986:188)



This culture depends on a central source of power, with specific lines of power and influence spreading out from the central position (Handy, 1986:189). The members of the organisation are connected by functional or specialist links; but the power rings demarcate the centres of activity and influence. Trust and empathy form the basis for effectiveness, while personal conversation serve as communication methods. The important factor in this case is to appoint the right people, who fit into the organisation, and can be trusted to fulfil their respective functions on their own. Because people are relied on to get on with their responsibilities, few rules and procedures exist. Control is exercised by the centre through the selection of key individuals, information from the centre and summonses of people to the centre.

Decisions are taken largely as the outcome of a balance of influence and not on procedural or purely logical grounds in this type of culture, which makes an organisation with such a culture a political type of organisation (Handy, 1986:189).

"These cultures and organizations based on them are proud and strong" (Handy, 1986:189). The advantage of organisations with this type of culture is that they can act quickly and react well to threats or danger. This is because decisions can be taken swiftly and communication is easy. The correctness of decisions depends, to a large extent, on the person or persons in the centre.

© Central University of Technology, Free State

The power culture allows individuals the opportunity to prosper if they are power-orientated, politically minded, risk-taking, and do not attaching much value to security. In other words, individuals who are idealistic and willing to take risks may experience fulfilment in this type of culture.

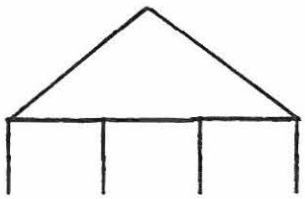
The negative aspect of this culture is that it is not suitable for large organisations, because the way in which functions are linked (compare figure) and communication takes place, cannot provide for many different activities. The only way this culture can allow expansion is to incorporate other similar types of organisations, yet allowing them a high level of autonomy. Finance is characteristically used as the only string to keep these organisations linked.

The characteristics of this culture typifies organisations as tough, but with the risk of low morale and high staff-turnover due to people who cannot cope (Handy, 1986:189). This culture, therefore, can be as bad as it is good. When the centre is weak, the organisation tends to disappear because a web without a centre cannot survive.

5.2.2.2 The role culture

The role culture can be associated with the bureaucracy type of organisation. Its accompanying structure can be illustrated as follows:

FIGURE 5: ILLUSTRATION OF THE ROLE CULTURE (Handy, 1986:190)



© Central University of Technology, Free State

This culture functions on a rational and logical basis. Its strength lies in its pillars or its specialities or functions, arranged in different departments, such as the purchasing and financial departments. Actions and co-ordination thereof are controlled by defined procedures for roles, procedures for communication and rules for the settlement of disputes. All the activities are co-ordinated at the top by a narrow band of senior management (Handy, 1986:190). It is assumed that this co-ordination is all that is needed, because it is accepted that if every separate pillar does its job as formulated in the rules and procedures, the ultimate result will be as planned. This is typical of large bureaucracies such as government departments.

The role or job description in this culture, is often more important than the individual who fills it. Individuals are placed in roles that could as well be filled by a variety of other persons because they are well described. Performance is expected only according to the role prescription and no more is required, because it may lead to disrupt on certain occasions (Handy, 1986:190).

"Position power is considered as the major power source in this culture, personal power is frowned upon and expert power tolerated only in its proper place" (Handy, 1986:191). Rules and procedures are accepted as the major methods of influence. Efficiency in this culture therefore depends on the rationality of the allocation of work and responsibility, rather than on individual personalities (par.5.2.2.1:195).

The role culture is suitable for stable environments, because it cannot adapt to changes and variation easily, due to its strict prescriptive arrangements and rigid structure which does not allow deviation to make

© Central University of Technology, Free State

Central University of Technology, Free State

room for innovation. Role type cultures will therefore be found where economies of scale are more important than flexibility or where technical expertise and high levels of specialisation are more important than product innovation or product cost. Mintzberg's machine bureaucracy (par. 4.2.3.6:146) is a typical example.

Role type of cultures will therefore be suitable where organisations can control their environment through monopoly or oligopoly, where the market is stable or controllable, or a long product-life is possible. Rules, procedures and programmed work will then be successful. In situations where change is demanded, it may well be found that a role culture may cause an organisation to continue in its existing way, confident that it can shape the future in its own way. Role cultures do have the advantage that they offer security to individuals employed in them, in terms of regular promotion, acquiring specialist knowledge without risk, and rewards to the person who does his job according to a standard. The role culture, however, may be frustrating to the power-orientated person or to one wanting to control his own work, who is eargerly ambitious and interested in results rather than method.

The role culture is consequently suitable in large, stable structures in which it can provide security, but should it happen that changes are demanded and its dominant position is questioned, it may well be that it may end up with confused people, because rules and procedures that organised their lives are no longer effective.

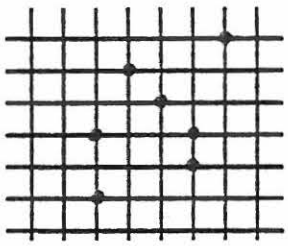
5.2.2.3 The task culture

The task culture is job or project orientated. Its structure can be illustrated as a net, with some strands of the net thicker and stronger than the others. Much of the power and influence lies at the knots of the net. The so-called "matrix organisation" is one structural form of the task culture.

© Central University of Technology, Free State

Central University of Technology, Free State

FIGURE 6: ILLUSTRATION OF THE TASK CULTURE (Handy, 1986:193)



The emphasis in the task culture is on getting the job done. This is made possible by grouping the right people and getting the right resources together, at the right level of the organisation, and to let them carry on with their tasks, in other words, to establish task groups or teams equipped to do the job and to let them do it. Influence is based more on expert power than on position or personal power, although these sources may have an effect (Handy, 1986:193). Influence tends to be more widely dispersed.

The task culture is a team culture and it utilises the unifying power of the group to improve efficiency and to match the individual with the objective of the organisation. The primary focus of the team in a task culture is the results it achieves or the product of its efforts, even to the extent where it may overshadow all status-differences, style-differences and individual objectives.

The task culture is extremely adaptable and is therefore appropriate where flexibility and sensitivity to the market or environment are important. The flexibility stems from the fact that its teams or task-forces are formed for a specific purpose and can at any time be reformed, abandoned or continued. The net organisation works quickly because each group ideally contains within it all the decision-powers required.

"Individuals find in this culture a high degree of control over their work" (Handy, 1986:193). Judgement in this case is also made according to results obtained when tasks are done as in the power culture (par. 5.2.2.1:195). Working relations are normally relaxed within the group, because mutual respect exists that is based on capacity rather than age or status.

© Central University of Technology, Free State

Central University of Technology, Free State

The disadvantages of this type of culture are that it has difficulty in managing economies of scale or in allowing intensive specialisation. People do not have the opportunity to specialise, because they are often involved in different groups that must fulfil various functions.

Control in the task culture is also difficult. Especially when critical decisions must be made, this type of culture poses problems; therefore it often tends to go over into a role or power culture when difficulties such as scarcity and distribution of resources are encountered.

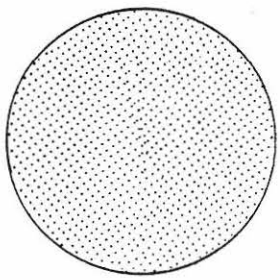
It can therefore be stated that the task culture is appropriate where flexibility and sensitivity to the market or environment are important. It will normally be found where the market is competitive, product-life short and speed of reaction important (Handy, 1986:193).

It is possible to find a relationship between the task culture and the professional bureaucracy as described by Mintzberg (paragraph 4.2.3.6:146).

5.2.2.4 The person culture

In the person culture the individual is the central focus. If there is a structure or an organisation, its purpose is to serve and assist the individual within it. It can be illustrated as a cluster.

FIGURE 7: ILLUSTRATION OF THE PERSON CULTURE (Handy, 1986:195)



© Central University of Technology, Free State

Central University of Technology, Free State

Clearly not many organisations can exist with a culture like the person culture, since organisations tend to have objectives over and above the individual objectives of those of whom they are comprised. (Compare 4.2.1.1:125). This type of culture may develop when a group of individuals decide that it is in their own interests to band together in order to serve their own purposes better, and that some arrangements such as offices, space, equipment and even administrative arrangements are necessary. It will then exist only for the people in it, without any super-ordinate objective (Handy, 1986:195).

Control mechanisms or management hierarchies are only possible with mutual consent. Members of the organisation also have the right to leave the organisation, while the organisation does not usually have the right to evict the individual.

Influence in this culture is shared and, if a power base exists, it will normally be on an expert basis. In other words, individuals do what they are good at and are listened to on specific topics on which they are authorities (Handy, 1986:196).

Despite the fact that this type of culture is seldom found, individuals often have a preference for this type of culture, but they remain in other existing organisations because it allows them the opportunity to get certain things done, such as improving their careers or upgrading their qualifications.

Person cultures are scarce and, when they do develop they tend to develop into other forms of cultures due, to the fact that more conventional structures normally evolve from them (Handy, 1986:196).

It is clear from the discussion of the various types of organisational cultures, that development organisations will again need aspects from different cultures to suit the typical characteristics and functions of such organisations as discussed above. It is clear that aspects from the power, role, task and person cultures are needed to allow the development organisation to accommodate its clients in a democratic and innovative way, to provide for proper control and the acquisition and

© Central University of Technology, Free State

Central University of Technology, Free State

distribution of resources to enable the organisation to survive and the planned beneficiaries to benefit from development actions. A more detailed discussion of the organisational culture suitable for development organisations will be presented when the model for the guidance of development organisations in their activities is created (Chapter 8).

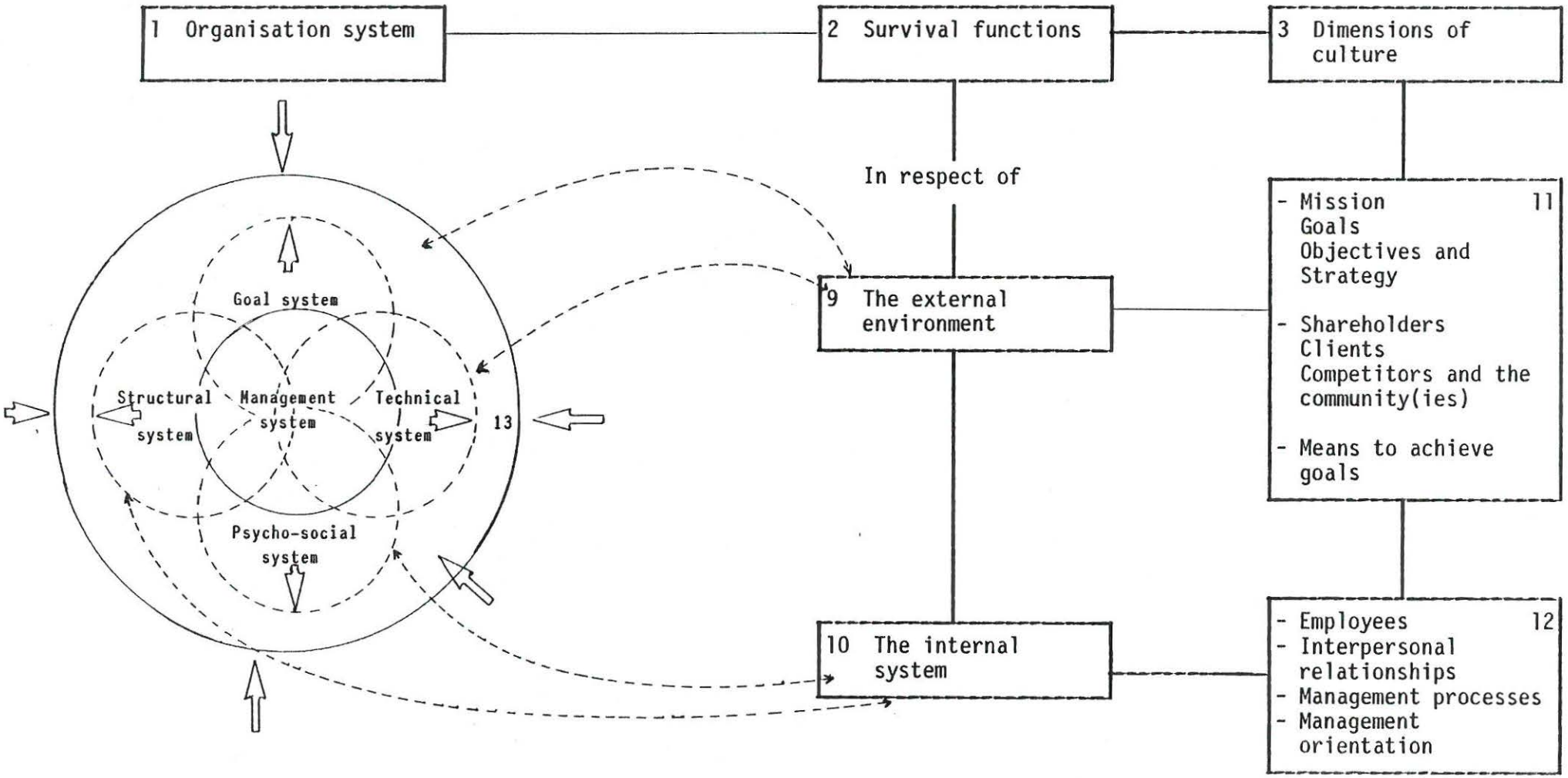
Against the background of the previous discussions, it is necessary to take one further step and look for a method through which organisational culture can be identified and described. Given the recognition of the fact that organisational culture varies among organisations, such a method is a necessity. The next paragraph will describe such an instrument, which will also be used in the empirical part of this study.

5.2.3 A model to identify and describe organisational culture

The model to be used here, is based on Van Niewenhuizen's (1988:243) ideas, in combination with ideas from the work of Katz and Rosenzweigh (1985:15) and Schein (1986:49-136). Although some other ideas about dimensions and methods to study organisations also exist (compare Schwartz and Davis and Marshall, for example), it was decided, firstly, to use Van Niewenhuizen's model with ideas from Schein, and Kast and Rosenzweigh, because it has a proven record of effectiveness in various studies. Secondly, it departs from a clearly identified and described theoretical basis, namely the systems approach which seems suitable for the study of development organisations as was stated in paragraph 4.3.3 (p. 172). Thirdly, it provides a logical and clear identification of aspects and dimensions relevant to a study of organisational culture, making a systematic consideration of the various dimensions possible. The model is as illustrated in figure 8, with its various aspects, including specific systematic features, survival functions and dimensions of culture that include specific attributes. The discussion of the culture of the QDC will be done according to this model, with reference to the attributes as described by Kast and Rosenzweigh, and Schein and Van Niewenhuizen. The various aspects included in these model will then be used to formulate basic schedules for the interviews as was discussed in par. 1.2.4.1 (p. 16) and 1.2.4.3 (p. 26).

© Central University of Technology, Free State

FIGURE 8: A CONCEPTUAL FRAMEWORK WHICH CAN BE USED TO IDENTIFY AND ANALYSE ORGANISATIONAL CULTURE



© Central University of Technology, Free State

Central University of Technology, Free State

To explain this model*, a few aspects should be highlighted as discussed by Kast and Rosenzweig (1985:16,113,115) and Van Niewenhuizen (1988: 244). The following aspects are important:

- As point of departure is taken the organisations as systems(13) that stand in a dynamic relation to its environment. These relationships imply various kinds of input from the environment into the system where they are processed or transformed and delivered in the form of output back into the environment. (Compare Ernest, 1985:49.)

- The system consists of various sub-systems:

  - **Goal sub-system**(4): Every organisation has specific goals which are related to a specific need or needs that may exist in its environment; therefore the identification of such goals must be the responsibility of a specific function in the organisation.

  - **Technical sub-system**(7): Every organisation has a stock of specialised knowledge and skills, machinery, equipment and facilities that it can utilize to obtain its goals; thus arrangements must exist in the organisation for the optimal use of available resources and skills.

  - **Structural sub-system**(5): Every organisation must have a form of arrangement according to which certain tasks can be allocated and co-ordinated power and authority relations can be arranged, and communication and work-flow, together with prescriptions of how functions should be fulfilled, can be arranged.

  - **Psycho-social sub-system**(8): Organisations are formed by individuals; therefore arrangements are necessary to accommodate relations between individuals and between groups, to accommodate and influence the climate in the organisation, to create motivation in the organisation, to achieve goals in the organisation, and to

---

* The various aspects in the model were given numbers which are used to identify them in the discussion.

© Central University of Technology, Free State

Central University of Technology, Free State

achieve goals in which individual needs and goals are integrated with those of the organisation.

- **Management sub-system**[6]: It refers to the way in which the functioning of the organisation are arranged to relate effectively with its environment in terms of the setting of goals, the development of strategies and operational plans (utilisation of skills, etc.), the design of structure, the creation of control processes and the management of human resources (psycho-social sub-system), which imply that the management sub-system crosses the boundaries of each of the other four systems.

The foundation of this approach is found, firstly, in Parsons's ideas who identifies four basic functional prerequisites that must be fulfilled if a system wants to survive, namely adaptation, goal attainment, integration and latency. In the case of the organisation conceptualised as a system, these functions must also be fulfilled and are fulfilled through the sub-systems as discussed. (Compare Parsons, 1969:45-47 and 1970:75-86.)

Secondly, G. Homans's idea about internal and external systems has been used to identify the two primary sets of variables that must be considered in the understanding of organisations, namely survival in an external environment and the integration of the internal organisational system (Kast and Rosenzweig, 1985:110). At the basis of each of these two areas of importance and the dealing with them, lies a number of cultural elements that differ from organisation to organisation.

The flow of ideas in this model, as illustrated in figure 8, implies that an organisation is conceptualised as a system which receives inputs, processes it and sends the products back to the environment in the form of certain kinds of output (Kast and Rosenzweig, 1985:131). This represents a reciprocal relationship (par. 4.2.1.1.2:132). To be effective enough to survive, organisations have to decide on certain assumptions, values and behaviour or actions that will allow them to deal effectively and efficiently with their external and internal problems by addressing the specific aspects as listed under the

© Central University of Technology, Free State

Central University of Technology, Free State

dimensions of culture in figure 8. The specific content that an organisation decides to give to these assumptions, values and patterns of behaviour, represents its culture. The value of such a culture is that it provides organisational members with a paradigm of how to understand their organisation and its functions in its specific environment, which makes goal-directed activities possible. In more practical terms this implies the ways an organisation employs to identify and reach its goals, together with the ideas upon which it rests.

It is important to realise that the identification or reading of a culture is an interpretive, subjective activity. Therefore there are no exact answers, which may result in a situation where two observers may come up with somewhat different descriptions of the same culture (Sathe, 1983:6-7) (par. 1.2.3.1:16).

5.3 SUMMARY

The conclusion of this chapter, which also refers to Chapter 4, can be introduced with a statement reading: ***Development organisations are groups of people with specific skills who, if they develop effective and efficient ways of dealing with their environments and arranging the internal processes in the organisations, can fulfil functions that can contribute to the improvement of human well-being in less developed societies.*** The question about what the necessary arrangements and sensitivities are that organisations must develop, was partly addressed in the typology discussed in Chapter 4, but will be addressed more extensively in Chapter 8 when attention is given to a model for development organisations.

It was argued in Chapter 4 that organisations consist of certain basic characteristics and functions that form part of their being or existence. These characteristics and functions enable different people, to co-operate in order to achieve certain goals which would have been impossible for individuals to obtain (par. 4.2.1.1:125). (Compare Gibson et al., 1988:5.) For this reason it can be concluded that, if a group of

© Central University of Technology, Free State

people with certain skills and knowledge necessary to further development activities, arrange a system of co-operation that will allow for a specific type of activity, suitable to address development needs, they can contribute to the improvement of human well-being. In an effort to provide a framework that could serve as guideline for organisations, a typology was suggested, enabling development organisations to decide what their sensitivities in terms of their internal and external environments should be when forming an organisation. In other words, it must have the ability to contribute to external situations in a way that involves the planned beneficiaries as partners according to their needs, aspirations, potential and fears on the basis of allowing them to contribute to their own well-being through their input and acquisition of new skills (par. 2.4:66).

Once an organisation has identified the aspects to which it must be sensitive and upon which it must build its activities and identify its goals, it needs a specific arrangement and orientation that should guide its actions, in order to make these goals attainable. It must be realised that such an orientation will also exert an influence on the way in which goals are formulated or re-formulated after the origination of the organisation. This arrangement and orientation can be called organisational culture. For this reason, a description of organisational culture was given. (Compare Bagadion and Korten, 1985:53-54.)

The point at which organisational culture and sensitivities that should exist in development organisations can be linked, is therefore the facilitation of goals and actions or strategies that could facilitate these sensitivities in the interest of development. In other words, organisational culture can be seen as serving as a frame of reference that influences the formulation of goals and decisions about specific strategies, to work towards such goals. The culture of a development organisation should therefore be instrumental in guiding the organisation towards certain goals and patterns or strategies of action that could make improved human well-being possible. For this reason it can be

© Central University of Technology, Free State

Central University of Technology, Free State

accepted that the culture of development organisations should have an orientation that allows goals, and a type of strategy that complements the aspects included in the typology as formulated in Chapter 4.

With an ideal typical typology of development organisations, formulated together with a theoretical description of organisational culture and change, it is now possible to continue to the empirical part of the study. The aim is to acquire information, through the empirical study, that will contribute, together with the information from the theoretical discussions, to the formulation of a model that can serve as guiding instrument for development organisations in their effort to improve human well-being.

In the next chapters the QDC and its activities will be discussed in an effort to establish the situation in a practical development environment. This is done in an attempt to link theoretical ideas and practical manifestations. This will be done in order to be able to form a more complete picture of the realities of a development situation, before the construction of a model is attempted in Chapter 8.

In summary, before moving on to the empirical part of the study, it is possible to mention what has been achieved in terms of theoretical ideas and the discussion thereof in the first five chapters.

The following aspects can then be considered as results obtained and can also serve as indications of the extent to which progress was made in terms of the objectives and goals of the study in the first five chapters:

- The apparent insufficiency and ineffectiveness of existing theoretical frameworks in the sociology of developing societies, primarily, because of the fact that their substance is to a large extent to be found in other disciplines (Chapter 1), was discussed and the necessity for a reconsideration of the contribution of sociology to development thinking was confirmed.

© Central University of Technology, Free State

- An alternative was proposed, namely, to reconsider existing knowledge in sociology to determine whether information on social change can be used to explain what is really taking place when a society changes in terms of its social aspects, in order to be able to explain the development situation which is a process of directed change (Chapters 1 and 2).

- Chapter 2 focussed on a description of the nature of societal and social change and also dealt with the relation between social change and development was explained, as well as the sociologist's role in development activities. It was concluded that social change basically represents alterations to the institutional and organisational aspects in society, which inevitably causes changes in the roles people must fulfil when norms about how to act in organisations, change. Social change should therefore be considered as part of the process of development, involving alterations to the institutional and organisational aspects of the development situation, based on active decisions of the members involved, to the extent that the social aspects of the society can be changed according to the needs for the solution of development problems. Because development was identified as a process through which people must voluntarily improve their own ability to improve their well-being, it is logical that social change can be considered as a necessary process in the provision of the social arrangements suitable to facilitate a changed societal functioning, in terms of effective institutional and organisational arrangements.

- In Chapter 3 the focus was on a method suitable for approaching social change, in which the role of the development agent as well as the people in the development situation could be clarified. Against the background of the nature of social change, which was explained as a result of the decision of people involved in change (2.3.2.2.10: 65), and the multi-dimensional nature of the process of development which includes social aspects and therefore social change (par. 2.4:66) it was decided that a process of planned social change is preferable. This is because it allows the agent and planned beneficiary in the development situation to co-operate as partners,

© Central University of Technology, Free State

Central University of Technology, Free State

which makes it possible to combine the realities of the development situation and the needs thereof, together with the actors in the situation, with the development agent and his knowledge and expertise in the development situation. The contributions of both parties create the opportunity of allowing the planned beneficiaries to take part in the process of the improvement of their own well-being, with the advantage of improving their own skills and also of reducing resistance, while the change agent can work with first hand knowledge of the situation, less resistance, sufficient contributers and a smaller risk of rejection and failure.

Chapters 4 and 5 focussed on the development organisation, specifically as a type of organisation suitable for approaching the development situation, according to the nature of the development situation. (See Chapters 1 to 3 and par. 4.2.3.8.2:159.) The essence of the typology described a development organisation as an organisation capable of addressing a development situation in its own right, through a partnership relation with the planned beneficiaries, through constant dialogue and contributions from both parties on a more or less equal basis. The next logical question was how an organisation should go about arranging itself and its activities in a way that can satisfy the demands of such a typology. The conclusion was reached that a development organisation needs a specific type of organisational culture to enable it to address the development situation (Chapters 2 and 3). Four possible types of organisational culture were identified, namely power, role, task and person cultures (par. 5.2.2:195), which can serve as basis from which a type of culture for development organisations can be identified. It was concluded that a decision on a specific type of culture and on organisational arrangements, only on the basis of the theoretical discussions, may pose the risk of over-simplified and unsubstantiated decisions and selections from the theoretical discussions. For this reason it was decided to add the empirical part of the study and to use the information generated through it, to decide on a possible suitable culture and on organisational arrangements for a development situation.

© Central University of Technology, Free State

Concerning the objectives and goals (par. 1.2.3:13) of this study, it can therefore be stated that the following has been achieved:

- A description of social change and its relation to development has been made.

- A method to approach social change has been discussed.

- The nature of organisations and specifically, development organisations has been considered, as well as possible types of culture that can be considered for development organisations.

This has brought the study to the stage where the empirical part of the research can commence. A theoretical framework is now available to sensitise the researcher to the aspects relevant for consideration in the study of the QDC.

---o0o---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 6
QWAQWA DEVELOPMENT CORPORATION - A CASE STUDY

6.1 INTRODUCTION

In chapters 2 to 5 a theoretical discussion was presented of the nature of change, a method to go about changing a society in a way that promotes the improvement of human well-being and also a theoretical discussion of organisations. These discussions culminated in a typology of the characteristics and functions of development organisations. To be able to complete the discussion with a conclusion in the form of a model for development organisations' actions. The view was taken that a specific type of organisational culture is necessary which can facilitate a strategy suitable for addressing the various aspects as included in the typology (par. 4.2.3.8.2:159). However, it is the researcher's conviction that it is not enough to describe an ideal-typical organisational culture exclusively on the basis of ideas contained in the theoretical discussion on organisational culture and the other aspects as discussed in the previous chapters.

To enable the researcher to decide on the appropriateness of the theoretical concepts as stated in the theoretical discussions, and on its potential for contributing to a conclusion on a valid description of an organisational culture, that suits the typology as described, evidence from the practical situation is necessary. The study of the QDC should therefore be seen as a necessary component of the process of achieving the goals of this study (par. 1.2.3:13) and, specifically, as an important part in providing the information necessary to construct the model for development organisation.

This chapter will therefore focus on the information gained from a case study of on the QDC and its activities. The focus will be on a discription and, more specifically, an identification of the type of organisational culture the QDC has. The goals for this chapter and the rest of the study can therefore be stated as follows:

© Central University of Technology, Free State

Central University of Technology, Free State

- a description of the activities of the QDC and the experience of some of the planned beneficiaries of these activities (Chapters 6 and 7);
- a conclusion about the type of culture of the QDC;
- some general conclusions about the acceptability of the QDC's arrangements in the light of the typology in paragraph 4.2.3.8.2 (p. 159); and
- the construction of a model to guide development organisations in development activities on the basis of a client orientated approach to development (Chapter 8).

The information referred to in this section was gathered through in-depth interviews with people representing various positions and status levels in the corporation as was discussed in chapter 1. In paragraph 1.2.4.2 (p. 25) it was stated that interviews will be conducted with, firstly, the people in managerial positions and, further on, people will be selected by snowball selection in order to acquire the necessary information. The snowball selection will allow the opportunity to identify, except for the managers, people from the lowest to higher ranks who were identified as possible people with information about aspects that may contribute to the goals of the study. This way of selecting and identifying people for interviews has resulted in a total of 48 interviews from the total research population of 153. Interviews were conducted with people from various ranks and departments. Interviews were conducted with individuals, except for four cases where people, especially from lower ranks, were interviewed in small groups of two (two groups), four and five people, respectively. The advantage of grouping people together is to be found in the fact that cross-stimulation may have the benefit of new ideas coming to the fore. Except for the snow-ball technique and the method of triangulation followed, this seemed to be an additional way of gaining optimum information from interviews. An interview was also conducted with the chief minister of Qwaqwa, Dr. T. K. Mopeli, as representative of the government of the national state, which is the sole share-holder of the QDC. This was done to ensure that all the people who were able to influence the organisation's culture or functioning either through decision-making or the implementation thereof, would be involved for their viewpoints. The people involved were therefore initially selected according to their positions

© Central University of Technology, Free State

Central University of Technology, Free State

as managers in the corporation while this group was extended by a method of snowball selection to make sure that the information gathered would be representative of the whole corporation.

To establish the impact of the organisation on the people with whom it is involved, interviews were also conducted with people involved in three different development activities in which the corporation is directly involved, each of which represents a specific type of development action in which the QDC is involved, namely business, industrial and manpower development. The reason for doing this, was to get ideas from the whole spectrum of activities of the corporation, both from employees and planned beneficiaries. The value of the information gained from the clients of the corporation is to be found in the contribution it can make to the identification of the way in which the culture, created in the organisation, is really manifested in practice, in order to establish how theory is implemented in practice, firstly, and secondly, if it really satisfies the needs of the situation for which it was created. Thirdly, the attitudes, expectations and evaluation of the QDC's activities are to be found in the responses from the people involved. Interviews were conducted with seven people involved in the the projects, representing owners, managers and people involved in a manpower development project. A decision was made to interview these people specifically because, in the case of the businesses, they are the people directly involved with the QDC, while the rest of the people working for them actually have no contact with the QDC or the execution of its policies. In the case of the manpower development programme the actual person in direct control of the project was interviewed, as well as three people taking part in the project as planned beneficiaries.

Discussions were also held with three people from the general public to ascertain some of the impressions that may exist in general in the area about the QDC, because its activities are aimed at the development of Qwaqwa in general, according to its mission statement (par. 6.6.1.1.1:249). The value of these discussions were to be found in the confirmation of information gathered from the people in the projects. All three these people had or still have direct contact with the QDC in different roles, such as involvement in a programme as contributor to

© Central University of Technology, Free State

Central University of Technology, Free State

that programme, consultation on specific aspects concerning QDC activities, and an entrepreneur renting one of the factory-buildings of the corporation, with constant contact with staff members of the QDC. Explicit reference to these interviews in the reports was therefore not made, because no new information came from it, but only confirmations of information already obtained from the people in the projects. For this reason it was considered unnecessary to conduct further interviews in this sector. Attention was given to documents of the corporation, specifically including annual reports, proposals for projects, mission and goal statements and the structure of the organisation.

Taking into consideration the risk of misinterpreting information gained from interviews, discussions were held with specific people [the work study officer (also a sociologist) and the manager of manpower development (an industrial psychologist), together with control questions in general that were included in the interviews] from the corporation to verify some of the conclusions. This is a method suggested by Schein (1986:113-119) which proved valuable, it allows a form of control (or verification) over the researcher's subjective interpretations at all times.

The model for the identification of organisational culture, as proposed in chapter 5 (5.2.3:203), was used as guideline for the themes addressed in the interviews, together with the information from the theoretical discussions (chapters 2 to 5) and, specifically, the proposed typology in paragraph 4.2.3.8.2 (p. 159). By addressing the specific aspects included, it is the researcher's opinion that sufficient information was collected about the relevant aspects to enable one to give a description of the culture of the QDC required for the identification of the type of culture, that can serve as part of the information needed to construct a model as planned.

A detailed description of the method being used in this study, was made in paragraph 1.2.4.1 (p. 16). In this paragraph it was stated that, due to the nature of the project, which is to a certain extent a first effort in the sense that social change and development are considered in relation to the nature of organisations as phenomena (to be able to

© Central University of Technology, Free State

Central University of Technology, Free State

arrive at an idea of the ideal-typical nature of development organisations in practice and in an effort to provide a model from this information) very specific demands exist for a suitable methodology. It was argued that, because of the fact that no previous information on this type of combination of various phenomena could be found with the same objectives and goals, it would be necessary to ensure that information should be found concerning these aspects through methods allowing the best opportunity to provide as much information as possible on it, in accordance with its nature. Instead of following conventional methods of research just because they have proven security and acceptance in general and, through this, possibly risking the value of the study.

Concerning the theoretical part of the study, the documentary study was accepted (par. 1.2.4.1:16). The study of the QDC in terms of its structure, functions, organisational culture and development approach, including three of its projects, however, posed a more demanding problem. It became clear that, because of the subjective nature of organisational culture and aspects such as the development approach, it would be very difficult to acquire the necessary information through questionnaires or set, structured schedules. Turner, Schwartz and Jacobs's viewpoints (par. 1.2.4.1:16) were considered as ample substance for approaching the study of the QDC with unstructured interviews and observation, with a view to a better chance of making the achievement of the goals of the study possible.

Interviews were conducted according to an unstructured schedule based on the theoretical discussions in Chapters 2 to 5, which indicates the aspects relevant for consideration in this study. This allowed some certainty that information gained in the study would not become totally irrelevant, but that the study would rather provide information relevant to the aspects of which the phenomena are comprised as discussed in the theoretical discussions. Additional information on aspects such as organisational structure and specific general functions of the

© Central University of Technology, Free State

Central University of Technology, Free State

corporation could be established from various documents and observation which served as a method of acquiring information but also of verifying certain information in the practical, day to day activities of the corporation.

Because of the methodology followed due to the nature of the aspects studied, together with the fact that individuals often had to respond on specific aspects as the only ones dealing with such aspects in the organisation, and the small number of respondents, made the use of statistical methods, as well as percentages and the utilisation of tables on responses difficult. The information gained is therefore presented to indicate tendencies in terms of the aspects that presented themselves as generally accepted. In other words, responses on specific aspects will be described, according to generally stated aspects that indicate certain tendencies on such matters. (Compare Bate, 1984:47.)

As will become clear in the rest of this chapter and Chapter 7, a wide spectrum of information was obtained through the methods used. It became evident in the research, that various aspects presented themselves in a way that would make it very difficult to study them through any other method. In other words, it is possible that more structured methods would not have been able to facilitate the same in depth discoveries of feelings, convictions, etc. which could have influenced the in depth quality of the information.

In general it seems as if the information gained is sufficient to draw a conclusion on the culture of the QDC, as well as on aspects such as its structure and functions and the development approach accepted in the corporation. It was also possible to come to possible conclusions on the goals set for this part of the study. It was further possible to establish the experience and expectations of the people involved in three QDC projects, which provided important information on the acceptability of the corporation's approach and activities.

A number of important aspects concerning the implementation of the research method should be stated at this stage:

© Central University of Technology, Free State

Central University of Technology, Free State

- The research schedule was worked through with all respondents in terms of the central issues considered, to ensure that responses were not influenced by considering only certain aspects in certain situations. It should, however, be mentioned that some of the questions in the schedule have as goal only the more detailed discussion of certain aspects to be used as test and control questions, where certain aspects should be vague in the interviews. Such questions were therefore not used in all interviews, but only where more information was seemingly needed.

- The snowball selection was executed by obtaining names of people who could possibly contribute to the research information, from people who were interviewed. This proved a valuable method, in the sense that the people selected through this method made substantial contributions to the information, both in the sense of confirming existing information and in providing additional information.

- The saturation point in terms of the value of interviews concerning new information was reached when it became clear that additional interviews did not really provide any new information, but only confirmed the information already gained from other interviewees.

6.2 THE HISTORY OF THE QWAQWA DEVELOPMENT CORPORATION

The history of the QDC must be understood against the background of development activities in South Africa in general and, specifically, in terms of certain developments in Qwaqwa itself.

Development activities in Qwaqwa were originally executed as part of the responsibilities of the "Bantoe Beleggingskorporasie". In the law on the Promotion of the Economic Development of the Bantu Homelands, Act 46 of 1968, provision was made for the activities of the corporation in the national states, which included Qwaqwa. Provision was also made for the creation of development corporations for specific national states, accommodating a specific national unit or group, in Article 5(1)(a) of the same law.

© Central University of Technology, Free State

Central University of Technology, Free State

During 1976 the QDC appointed its first board of directors after it had been established on 1 December 1975 in terms of Article 6(2), of Act 46 of 1968. The board consisted of ten directors of whom five were nominated by the Qwaqwa government (Annual Report, 1977).

After the establishment of the QDC, it was financed by the issuing of shares to either the Corporation for Economic Development (CED - the new name for the "Bantoe Beleggingskorporasie" since 1977) or the South African Bantu Trust (SABT).

Most of the functions previously exercised by the CED were transferred to the QDC. But because of a shortage of skilled members of staff and the cost of appointing such members of staff, specific functions, such as the establishment of industries and large-scale agricultural projects, were still being fulfilled by the CED.

The QDC was re-established under Qwaqwa government legislation by Act No. 11 of 1984 which was promulgated on the 26th of June 1985. This implied that the Qwaqwa government would become the corporation's only shareholder. Shares belonging to other institutions such as the CED had to be bought by the government to arrange such a situation.

During 1985 the Qwaqwa government also decided that the Qwaqwa Agricultural Company, which functioned as a full subsidiary of the QDC, should be separated to function on its own. At this stage the indication was also given that the corporation would focus more on the development of the people of Qwaqwa, in conjunction with its function of economic development (Yearly Report, 1985). During 1988 the housing function was also separated from the corporation, which left the corporation with specific functions pertaining to industrial development, business development and manpower development.

As from 1976 the first general manager of the corporation was appointed, who is still in this position to date. Because of this, the QDC is still a first generation organisation. The fact that it is still a first generation organisation is important in this context, because of the accepted influence that a founder has on an organisation in terms of

© Central University of Technology, Free State

Central University of Technology, Free State

aspects such as the type of organisation, the basic structure and the ideas from which organisational arrangements are derived. (Compare Schein, 1983:16-17.) From the interviews with, especially, the managers and some other people, it became clear that the general manager's influence on the general structure and functioning of the corporation is still a factor and it may therefore be concluded that the organisation is a first generation organisation. Against the background of this short historical overview of the development of the corporation, it is now possible to continue with a description of the environment in which the corporation functions, namely the Qwaqwa area.

6.3 A PROFILE OF QWAQWA

Qwaqwa is situated in a position where it borders South Africa on the northern, eastern and western sides, while Lesotho forms its southern border. It covers an area of 655 square kilometres.

Since 1 November 1974, Qwaqwa has been a self-governing territory. This implies that it has its own legislative power vested in the Legislative Assembly (consisting of 80 members - 46 designated and 34 elected members). It has a cabinet consisting of the chief minister and seven ministers. The executive function of the government is performed by nine departments and two public corporations.

The capital of Qwaqwa is Phutaditjhaba, which houses the Legislative Assembly and forms the centre for the majority of economical, legislative and other activities in the national state. The industrial development programme started in Phutaditjhaba and was expanded until the developments at Industriqwa began after a new piece of land had been incorporated into Qwaqwa in 1987. This new industrial area allowed development close to Harrismith, which provided the facilities of existing infrastructures such as connection with the railroad system of South Africa. Although Qwaqwa is well situated in terms of the flow of transport from Durban to the Pretoria, Witwatersrand, Vereeniging metropole, the opportunity for the area to develop even closer to the main route is to its advantage, because it allows easier communication

© Central University of Technology, Free State

Central University of Technology, Free State

with the larger centres in South Africa by using the existing infrastructure.

The Qwaqwa territory is traditionally the home of the Southern Sotho. The official languages of the area are therefore Southern Sotho, together with Afrikaans and English.

Determining the size of the population in an area which still has a dominantly rural population, is difficult. The most reliable figures available at this stage are those from the 1985 national census for the whole of South Africa. According to the Statistical Abstracts compiled by the Development Bank of Southern Africa (1987) from the census, the situation in terms of the following variables, namely population, age structure, level of education and urbanisation, is as indicated in Table 1.*

The figures in the table indicate the situation in 1980 and 1985. Important aspects emerging from the figures that are relevant to this study are:

Population:

- an annual increase of the de facto population of about 7,2 percent;
- a density of 345 persons per square kilometre.

Age structure:

- a relatively young population, if it is considered that 51,3 percent of the population is younger than 15 years of age and 64 percent is younger than 20 years of age;

---

* Other projections and statistics concerning individuals and institutions are available, but cannot be accepted as of nationally accepted stature, comparable to the census information.

© Central University of Technology, Free State

TABLE 1: QWAQWA : POPULATION : 1980, 1985

	1980						1985					
	Male	%	Female	%	Total	%	Male	%	Female	%	Total	%
De facto population												
Number	70 287	100,0	89 041	100,0	159 328	100,0	101 830	100,0	123 842	100,0	225 672	100,0
Age structure												
1 year	2 830	4,0	3 604	4,0	6 434	4,0	4 680	4,6	4 677	3,8	9 357	4,1
1 - 4 years	9 332	13,3	10 992	12,3	20 324	12,8	17 238	16,9	17 232	13,9	34 470	15,3
5 - 14 years	26 150	37,2	25 607	28,8	51 757	32,5	35 983	35,3	36 042	29,1	72 025	31,9
15 - 19 years	12 468	17,7	12 590	14,1	25 058	15,7	13 470	13,2	15 106	12,2	28 576	12,7
20 - 64 years	16 906	24,1	32 275	36,2	49 181	30,9	27 310	26,8	46 310	37,4	73 620	32,6
- 64 years	2 601	3,7	3 973	4,5	6 574	4,1	3 149	3,1	4 475	3,6	7 624	3,4
Level of education												
None (5 years and older)	14 715	20,9	21 654	24,3	36 369	22,8	8 603	8,4	13 758	11,1	22 359	9,9
Primary school	31 323	44,6	39 696	44,6	71 019	44,6	49 533	48,6	59 978	48,4	109 511	48,5
Secondary school	11 425	16,3	12 802	14,4	24 227	15,2	20 967	20,6	27 625	22,3	48 592	21,5
Post school with st.10	440	0,6	97	0,1	537	0,3	726	0,7	483	0,4	1 209	0,5
Unspecified	222	0,3	196	0,2	418	0,3	83	0,1	91	0,1	174	0,1
Urbanisation												
Urban population	6 586	9,4	7 819	8,8	14 405	9,0	11 906	11,7	14 723	11,9	26 629	11,8
Rural population	63 701	90,6	81 222	91,2	144 923	91,0	89 924	88,3	109 119	88,1	199 043	88,2
Percentage average annual increase of de facto population 1980-1985: 7,2												

Source: The institute for Development Research, Development Bank of Southern Africa. 1987. Statistical abstracts, p. 156

© Central University of Technology, Free State

Central University of Technology, Free State

- the percentages of the younger people in relation to the total population increased between 1980 and 1985, especially the ages between one and four years which increased by 2,5 percent;
- an increase of 1,7 percent in the percentage of people between 20 and 64, in relation to the total population between 1980 and 1985.

Level of education:

- a decrease of 12,9 percent in the percentage of people aged five years and older with no education, in relation to the total population between 1980 and 1985;
- an increase of 3,9 percent of people with primary school education;
- an increase of 6,3 percent of people with secondary school education, while people with post school qualifications increased by 0,2 percent between 1980 and 1985.

Urbanisation:

- the situation of the urban population compared to the rural population remained almost unchanged between 1980 and 1985, with 11,8 percent urbanised and 88,2 persent rural in 1985.

Against the background of the above information it is clear that Qwaqwa has a typical Third World population distribution with a high percentage of young people in the population. This can be considered as a result of the high birth rate and relatively low life expectancy, if it is considered that only 3,4 percent of the population was older than 64 years of age in 1985 and only 36 percent older than 20 years of age. The importance of this fact lies in the pressure that it will put on the government and its development agencies to accommodate a large number of young people in society with opportunities suitable for the promotion of development. The positive aspect - the increase in the percentage educated people at all levels - confirms the reality of growing needs when it is considered that, together with the improvement of education, higher aspirations from the educated will probably become a reality. In an interview with Dr T. K. Mopeli, chief minister of Qwaqwa, he stated that the aspirations of the people of the region are still simple in

© Central University of Technology, Free State

terms of basic job opportunities to enable them to provide for food and shelter. This can be expected to change, as was already clear from the ideas expressed by the pupils taking part in project 3, which will be discussed later (par. 7.2.3:299).

It is important to realise that the problem of making provision for more people is further exacerbated by the fact that there is, seemingly, a slow increase in the life expectancy of the population. An increase of 1,7 percent, in relation to the total population between 20 and 64 years of age, took place during the period 1980 to 1985.

Qwaqwa can be described as a territory with a predominantly rural population (Crouse et al., 1989:3), given the fact that 88,2 percent of the population were still living in the rural areas in 1985, against 11,8 percent in the urban areas (Table 1). It can therefore be accepted that the dominant culture in the territory will still be traditional with reference to aspects such as family systems (Crouse et al., 1989:3), production systems and power structures. This argument is supported by the fact that only 40 084 (17,76 percent) of the total population of 225 672 were economically active in 1985 (Table 2), which probably indicates a strong orientation towards a subsistence type of economy. This is confirmed by the chief minister's opinion mentioned above, relating to the expectations of the people of Qwaqwa. If it is further considered that 75,6 percent of the population perform manual types of labour (and other functions that could not be classified), it strengthens the argument of the existence of a traditional society. Even the economically active population is still characterised by a low level of skills, when compared to skills which are normally characteristic of a more modern type of society existing in typical First World industries.

© Central University of Technology, Free State

Central University of Technology, Free State

TABLE 2: QWAQWA : LABOUR AND EMPLOYMENT : 1980, 1985

Year		De facto population	Minus: Non-economically active population + Unemployed	Equals: Employment
1980				
Male:	Number	70 287	58 840 + 1 847	9 600
	%	100	83,7 + 2,6	13,7
Female:	Number	89 041	81 606 + 1 573	5 862
	%	100	91,6 + 1,8	6,6
Total:	Number	159 328	140 446 + 3 420	15 462
	%	100	88,1 + 2,1	9,7
1985				
Male:	Number	101 830	78 371 + 2 555	20 904
	%	100	77,0 + 2,5	20,5
Female:	Number	123 842	107 217 + 1 945	14 680
	%	100	86,6 + 1,6	11,9
Total:	Number	225 672	185 588 + 4 500	35 584
	%	100	82,2 + 2,0	15,8

Source: The Institute for Development Research, Development Bank of Southern Africa. 1987. Statistical abstracts, p. 158.

Although employment increased dramatically from 1980 to 1985 (from 15 462 people to 35 584) the majority of the people are still involved in manual labour (Table 3). If this is considered against the definition of development as mentioned in chapter 2 (2.4:66), it is clear that, in terms of skills to provide for their own development, there is much work still to be done, which should be considered as an important variable when development activities are planned. This aspect will be dealt with in chapter 8.

© Central University of Technology, Free State

Central University of Technology, Free State

The conclusion can therefore be drawn that the people living in the area are still, to a large extent, rurally bound, not highly educated and not highly skilled, probably with a traditional type of culture and predominantly an undifferentiated type of social structure. (Compare Louw, 1987:135-168 for a discussion of the nature of traditional societies in which these aspects are identified.)

The physical part of the territory includes land of a mountainous character with limited potential for extensive agricultural expansion. For this reason intensive types of agricultural activities seem to receive priority such as piggeries and asparagus farming which is, a complex activity. This is also an aspect which must be considered carefully as the education and aspirations of the people of Qwaqwa develop, because the possibility of accommodating such people in the rural areas will be almost non-existent. For this reason it must be accepted that a strong tendency towards urbanisation may develop, with the result of more pressure on the urban areas for job opportunities, housing and social facilities. This tendency may be supported by the planning of a move towards a more technically orientated type of system of education, by letting people qualify themselves for careers more suitable to larger centres with factories and larger businesses, because only a limited number of these people can be accommodated in the rural areas.

The above discussion was not meant to provide an comprehensive description of the environmental factors of the QDC, because this is not the primary aim of this study, but only to provide a description of the general situation in which the corporation must function, to enable the researcher to illustrate the type of environment of the corporation.

© Central University of Technology, Free State

TABLE 3: QWAQWA : ECONOMICALLY ACTIVE POPULATION ACCORDING TO OCCUPATIONAL GROUP : 1980, 1985

		1980						1985					
		Male	%	Female	%	Total	%	Male	%	Female	%	Total	%
Agriculture and forestry workers, fishermen and hunters	N	552	4,8	71	1,0	623	3,3	1 013	4,3	384	2,3	1 397	3,5
	%	88,6		11,4		100		72,5		27,5		100	
Professional, technical and related workers	N	1 505	13,1	1 117	15,0	2 622	13,9	1 842	7,9	2 365	14,2	4 207	10,5
	%	57,4		42,6		100		43,8		56,2		100	
Administrative and managerial workers	N	92	0,8	3	-	95	0,5	206	0,9	38	0,2	244	0,6
	%	96,8		3,2		100		84,4		15,6		100	
Clerical, sales and related workers	N	1 301	11,4	1 045	14,1	2 346	12,4	1 981	8,4	1 937	11,7	3 918	9,8
	%	55,5		44,5		100		50,6		49,4		100	
Service workers	N	860	7,5	1 540	20,7	2 400	12,7	4 314	18,4	3 851	23,2	8 165	20,3
	%	55,8		64,2		100		52,8		47,2		100	
Production and related workers	N	4 992	43,6	735	9,9	5 727	30,3	10 297	43,9	5 054	30,4	15 351	38,3
	%	35,8		64,2		100		67,1		32,9		100	
Not elsewhere classifiable	N	2 145	18,7	2 924	39,3	5 069	26,8	3 806	16,2	2 996	18,0	6 802	17,0
	%	42,3		57,7		100		56,0		44,0		100	
Total de facto economically active population	N	11 447	100,0	7 435	100,0	18 882	100,0	23 459	100,0	16 625	100,0	40 084	100,0
	%	60,6		39,4		100		58,5		41,5		100	

Source: The Institute for Development Research, Development Bank of Southern Africa. 1987. Statistical abstracts, p. 161.

© Central University of Technology, Free State

Central University of Technology, Free State

Against the background of the above information it is now possible to discuss aspects concerning the characteristics and functions of the corporation relevant to a description of its culture.

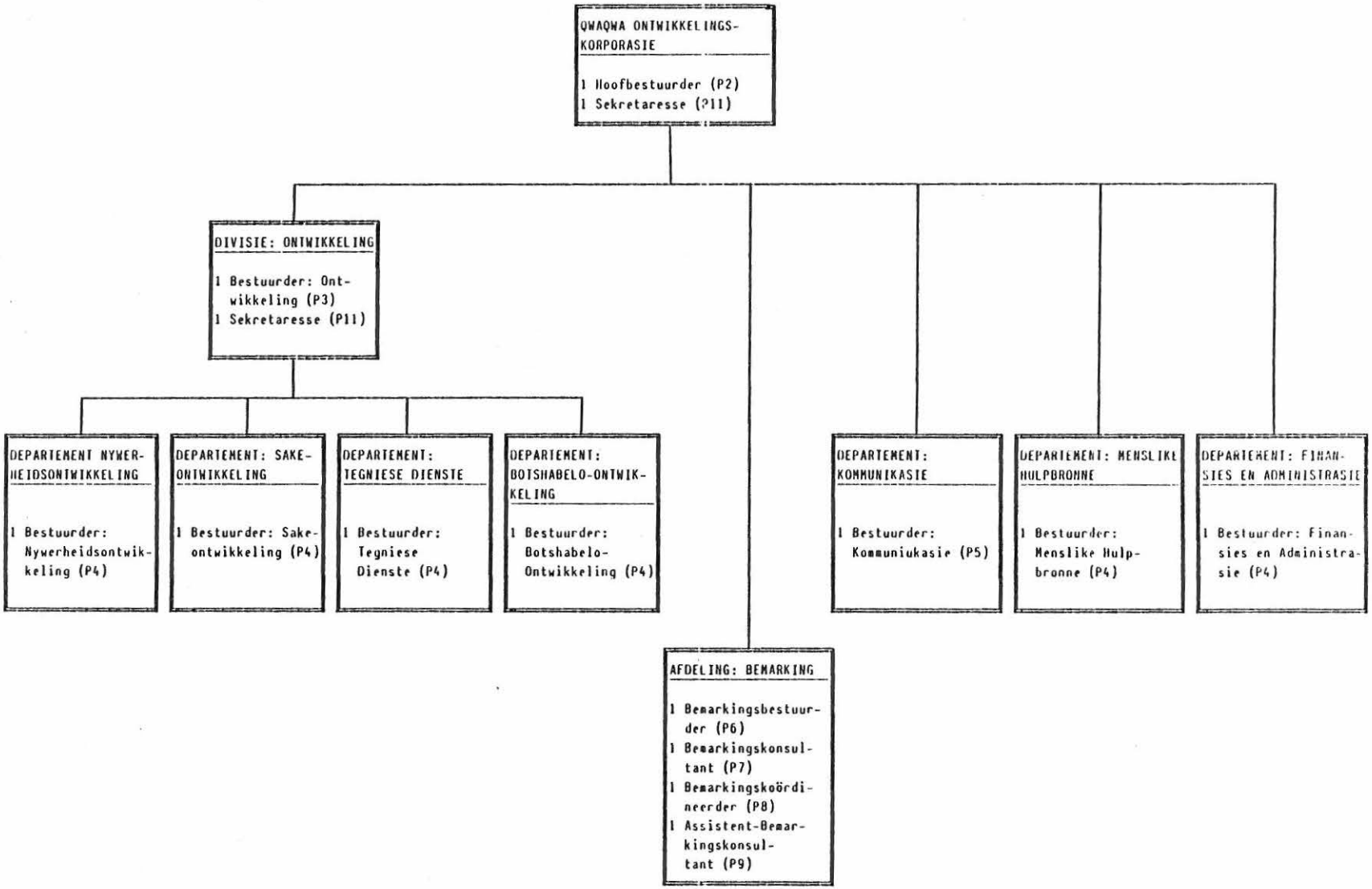
6.4 THE ORGANISATIONAL CHART OF THE QWAQWA DEVELOPMENT CORPORATION

The QDC developed from 1976 with a few staff members to 184 administrative and managerial posts in 1990 (Yearly Report, 1989). Because the corporation had to take over the total spectrum of responsibilities that had previously been attended to by the CED, its range of activities increased dramatically over the years since 1976. If this is taken into account, together with the fact that the corporation had assets of R164 million at the end of February 1990 (Yearly Report, 1989), it is clear that the QDC developed into a relatively large organisation. Placed in its specific environment, as discussed in the previous paragraph, the nature of the society, with its specific needs and characteristics, is evident. If it is further considered that the QDC is a development agent for the state, it follows that the corporation is faced with a specific and large responsibility towards the government, on the one side, but in the final analysis, towards the people of Qwaqwa in general on the other side.

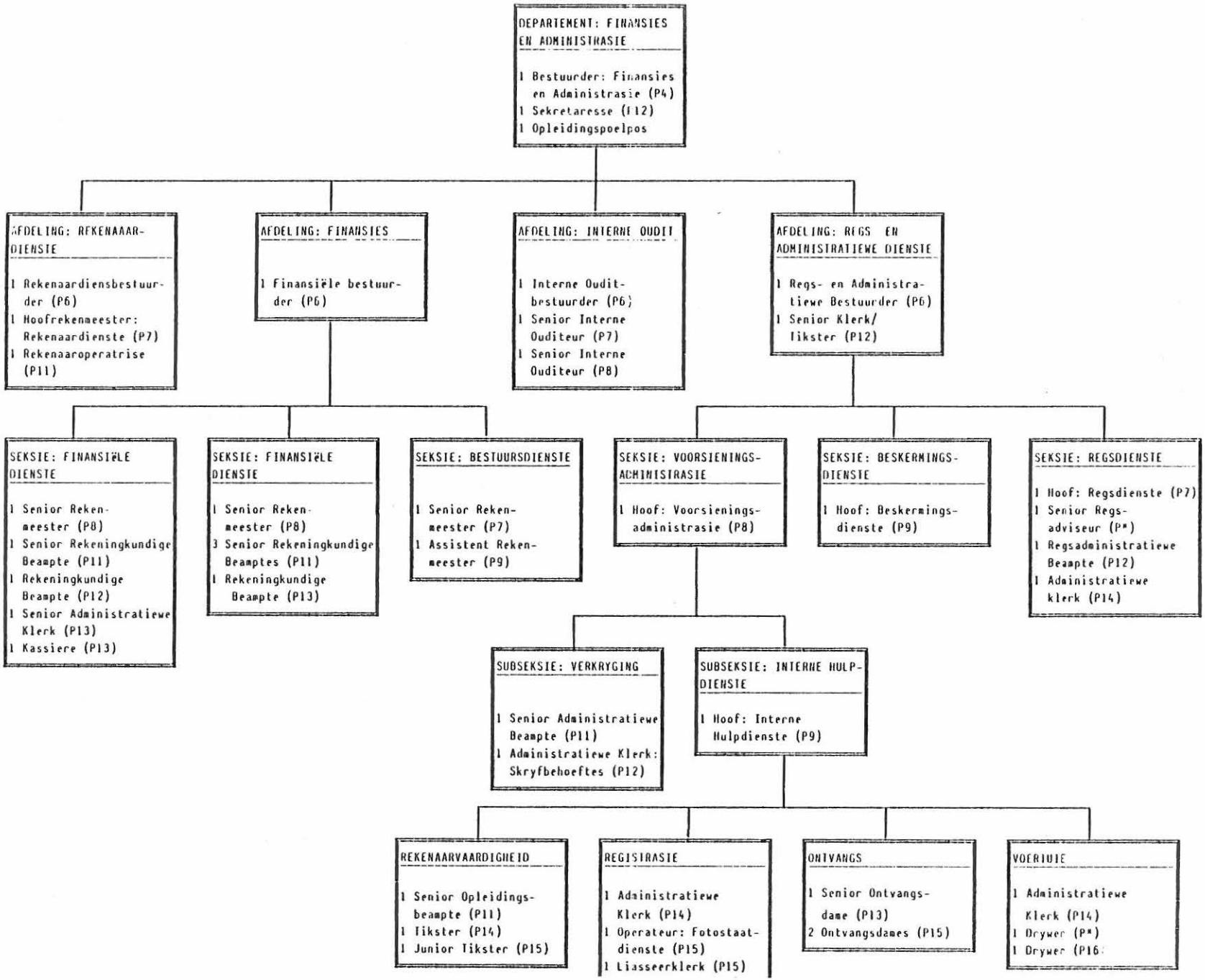
Seen against the background of the few remarks above, it is clear that the QDC is faced with specific expectations and needs, which demand certain well-planned and co-ordinated activities from it, in relation to its environment, if it wants to justify its existence through its contribution to the well-being of the people of Qwaqwa. In an effort to arrange the activities of the organisation in general, and the functions of its staff specifically, according to the basic functions of the corporation, the following structure of positions was developed in the corporation. (For a consideration of the aspects applicable to this study, see the discussion after the charts.)

© Central University of Technology, Free State

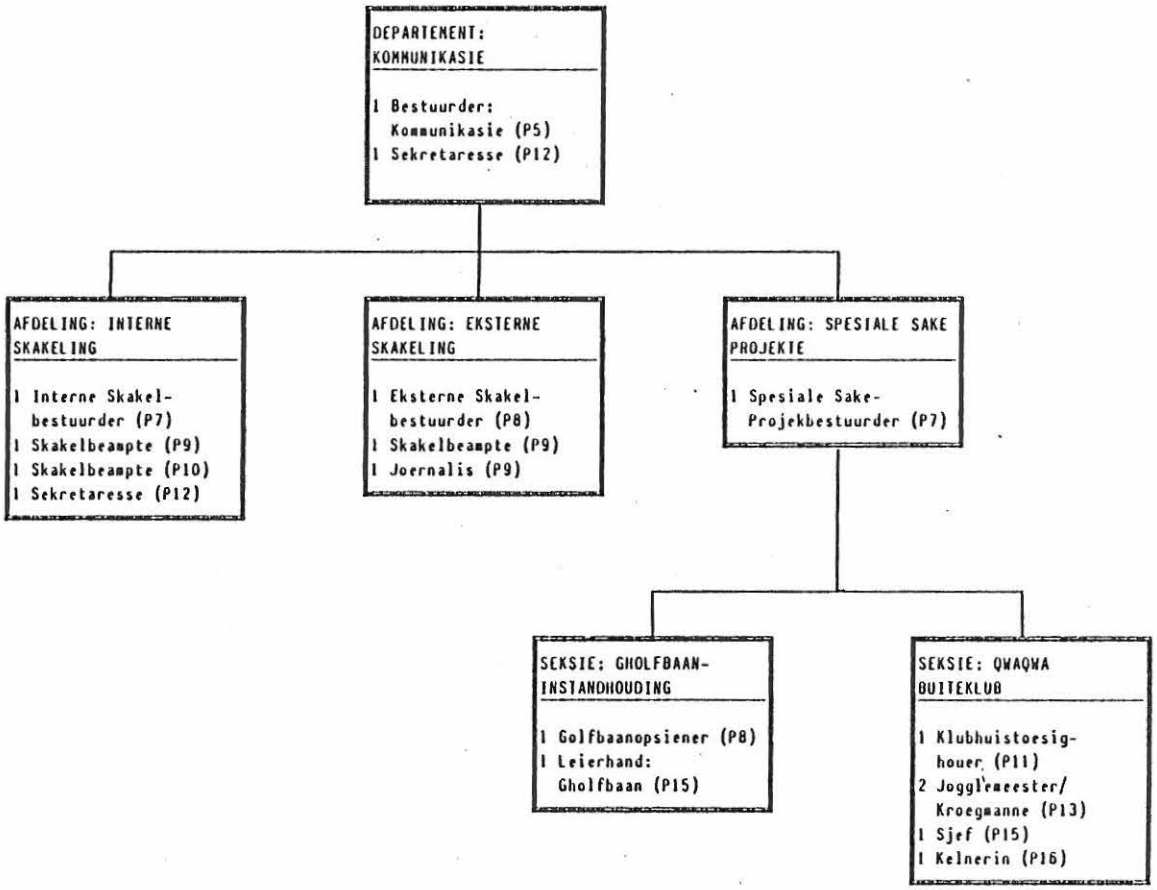
ORGANOGRAM OF THE QWAQWA DEVELOPMENT CORPORATION



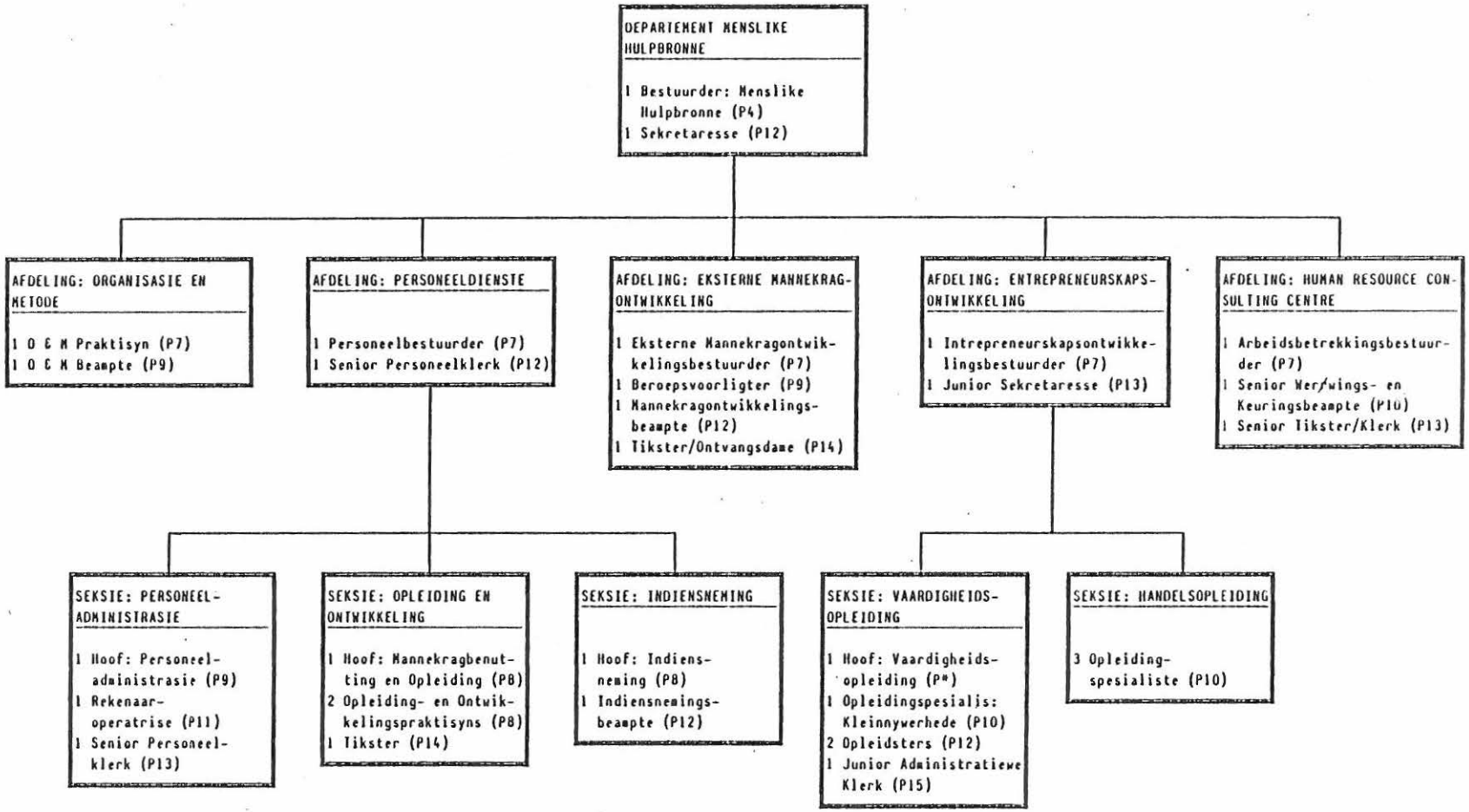
© Central University of Technology, Free State



© Central University of Technology, Free State

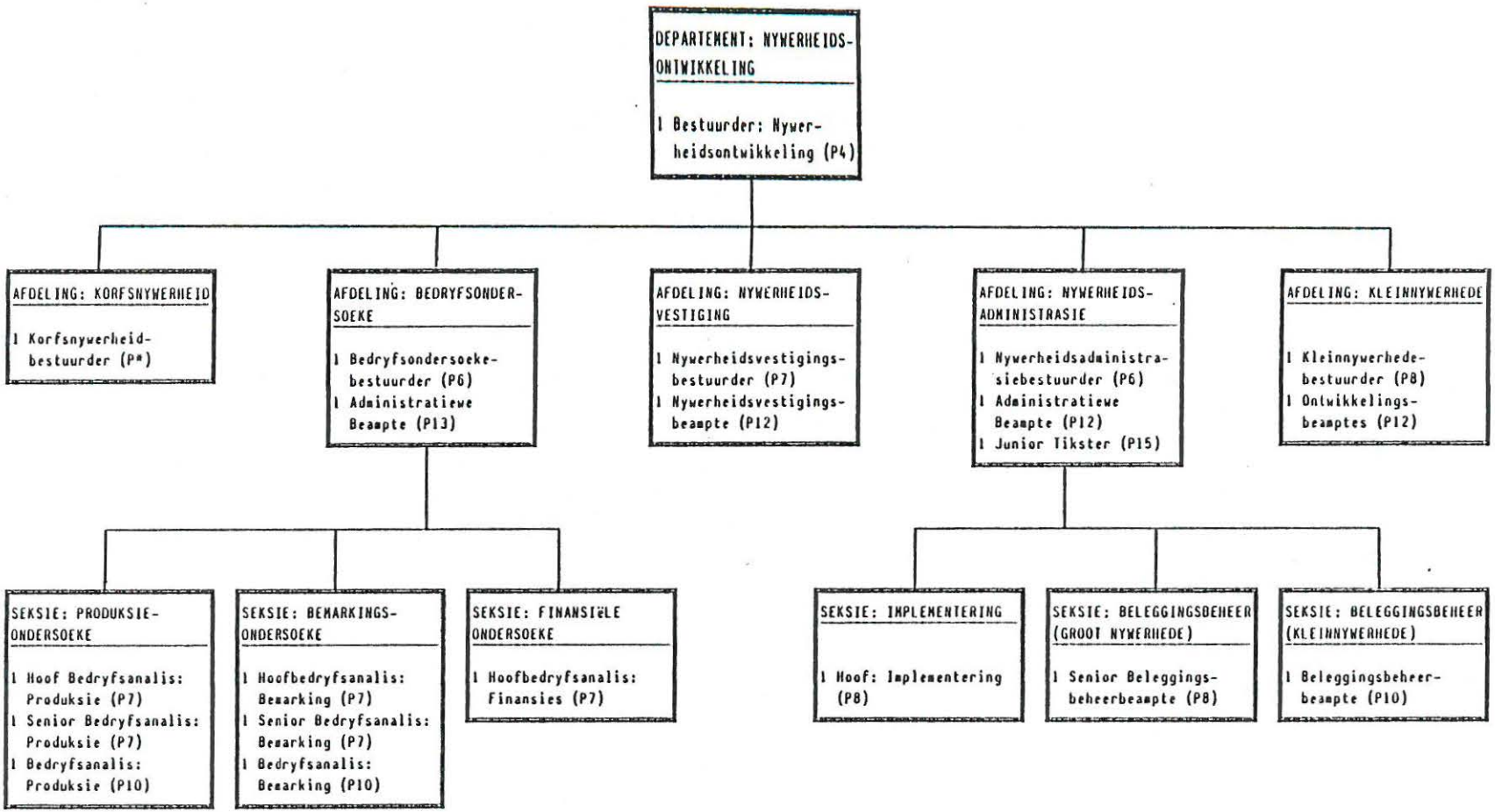


© Central University of Technology, Free State



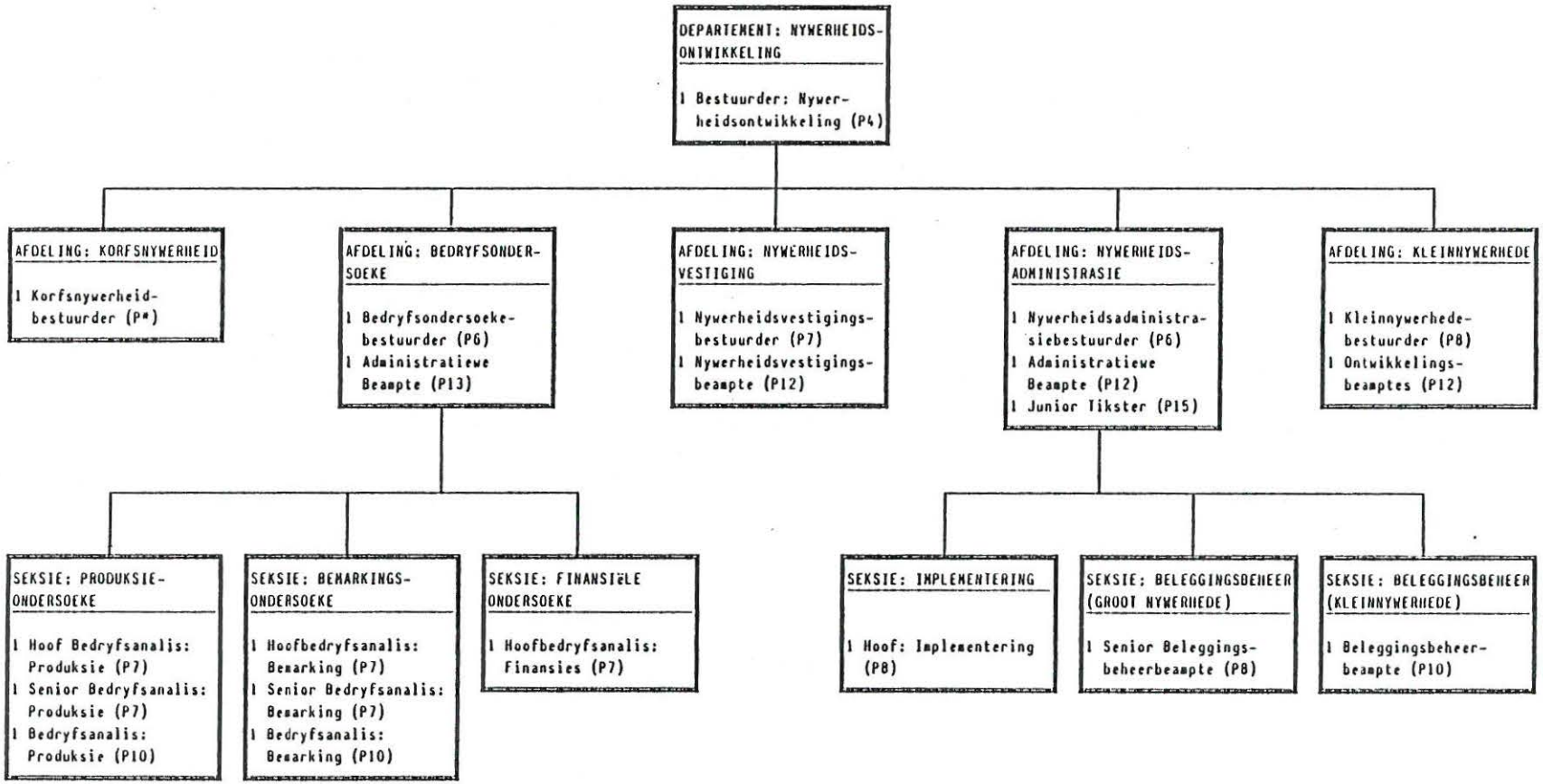
* Poste moet nog geëvalueer word.

© Central University of Technology, Free State



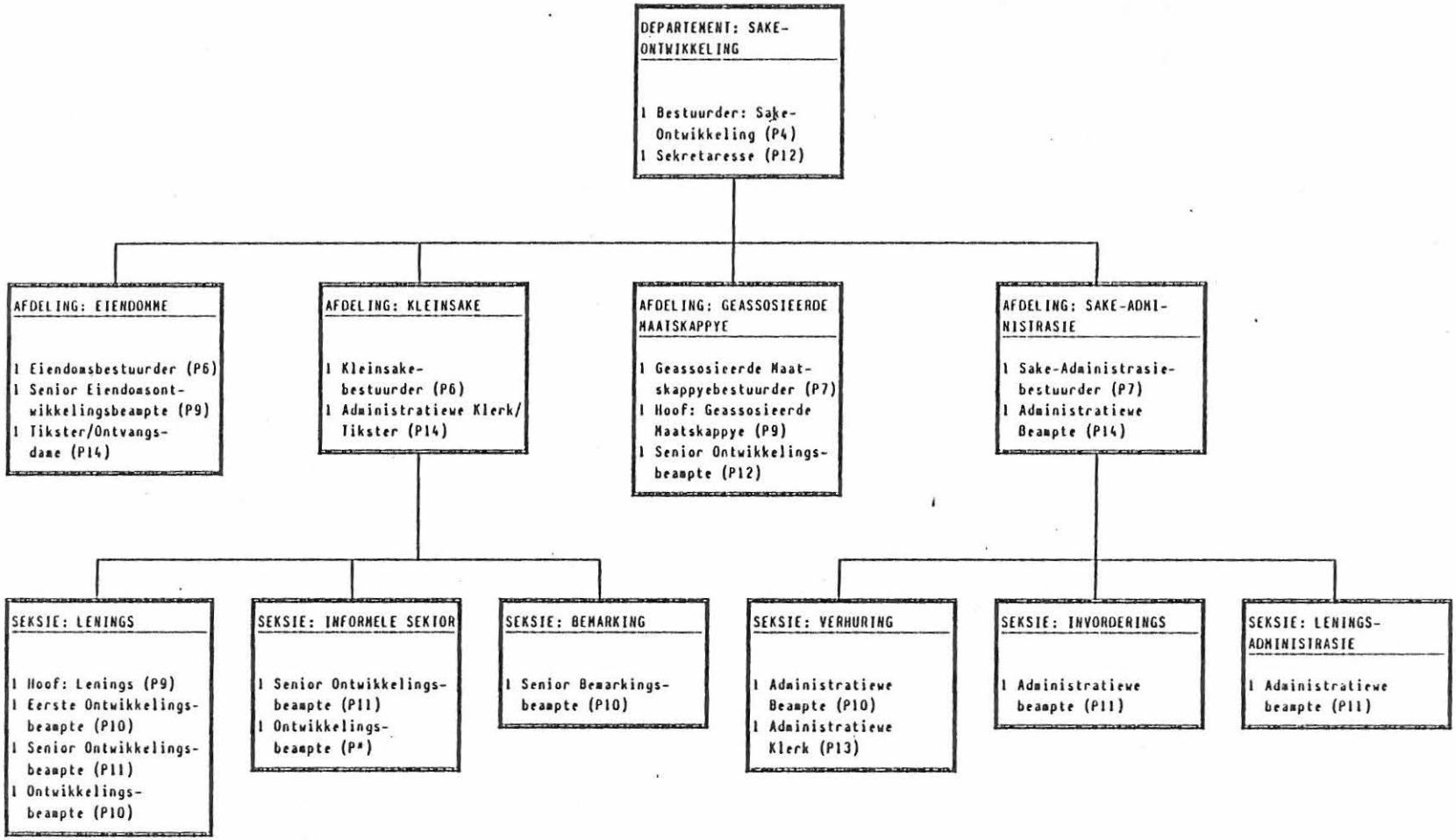
* Poste moet nog geëvalueer word.

© Central University of Technology, Free State



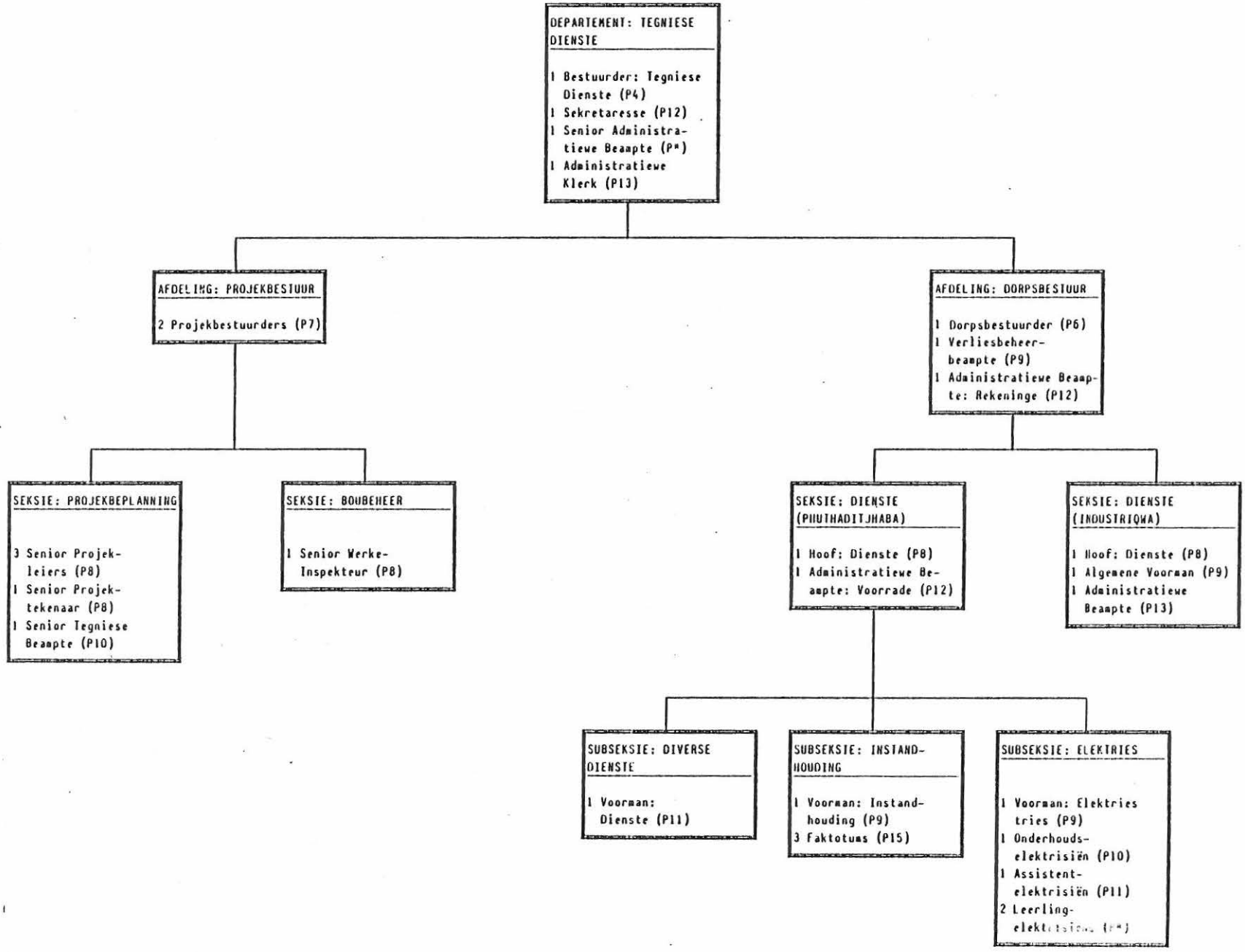
* Poste moet nog geëvalueer word.

© Central University of Technology, Free State



* Poste moet nog geëvalueer word.

© Central University of Technology, Free State



* Poste moet nog geëvalueer word.

© Central University of Technology, Free State

Central University of Technology, Free State

The organisational chart serves as a schematic illustration of the various positions, functions and levels of seniority into which positions are differentiated. At the top level of seniority is the general manager, from where the development division forms the next level of seniority. The next level represents the different departments, differentiated in terms of the functions they fulfil, except for the department responsible for the development of Botshabelo (a Southern Sotho settlement, but not legally part of the Qwaqwa territory) which refers to a territorial responsibility. Below the departmental level, every department is differentiated into divisions, sections and sub-sections in some cases, for example, in the case of the technical services and the departments of finance and administration.

The organisational chart also clearly indicates the lines of communication in the organisation. The job title which appears first in each block indicates the head of the department, division or sub-division with the people responsible to that position included underneath it in the same block. Responsibility in terms of communciation, can therefore be understood as flowing downwards through the departments from the top position and also from the lowest position through the blocks upwards to the general manager. In practice, therefore, where a department has been divided into divisions, the heads of divisions will report to the heads of the department. Where a division has been divided into sections, the head of the sections will report to the head of the division, and in the case of sub-sections, the heads of the sub-sections report to the head of the section, while those occupying positions in each block report to their immediate head in that block.

Decisions within the structure are taken by committees, generally according to a specific delegation arrangement which also allows certain individuals to make definite decisions which must in turn be condoned in a committee. The formal committees existing in the corporation are the board, the executive management committee, a committee for each department and, lastly, the tender and audit committees. Decisions are therefore taken in committees, according to the specific delegations which they have from the committees with higher delegations. All delegations

© Central University of Technology, Free State

Central University of Technology, Free State

are thus delegations from the general manager who trust some of his delegations to lower authorities but in the end, still has the final power of condonation.

The next important aspect to be noted from the organisation chart is the span of control (compare Gibson et al., 1988:425) in the organisation. It is clear from the chart that the span of control in the organisation is very narrow. In the majority of cases, managers and heads of divisions and sections have one to a maximum of four people under their control, with one exception; the case of financial services where seven people are placed under the control of the senior accountant. This is an important aspect to consider if it is related to the qualifications of the people involved in the organisation, as is indicated in Figure 11 (p. 94). It is accepted that specialised and highly qualified manpower normally needs less supervision (Gibson, et al., 1988:445).

The organisational chart can be seen as having a functional (manpower, finance and administration), territorial (Botshabelo) and product (technical services, industrial and business development) basis on which it differentiates its functions. It can therefore be described as a typical hybrid organisational design (Hicks and Gullett, 1988:80). This type of design is often a popular choice among large organisations, because it allows for the effectivity of different types of organisational design but, at the same time, eliminates the negative aspects going with it, because different forms of design provide for sollutions to some of the problems of other forms (Donaldson, 1988:161-162).

An important aspect to recognise in the structure of the QDC is the rigidly defined departments with clear indications of the vertical communication, but no clear provision for interaction on a horizontal level among various departments and among people in either line or staff positions. The only formal provision for such communication is at the level of top management, where the heads of department serve on the executive management committee. Taking the multi-disciplinary nature of development into consideration, one has to consider if it is possible for a development organisation to function in such highly specialised

© Central University of Technology, Free State

Central University of Technology, Free State

departments, without proper interdepartmental communication, without losing perspective on these different aspects. This problem will be addressed when the different dimensions of culture are discussed later in this chapter (6.6.1.2.5:262) and again when a model is attempted (chapter 8).

A problem which can also develop from such a rigid arrangement of departments, is that it leads to forces centralisation of decision-making. This is because every department focusses primarily on its own functions and, through this, lose sight of the central goals of the organisation, which leeds to centralised decision-making to enable one to co-ordinate the results of highly individualised actions. (Compare 6.6.1.2.5:262.) Because this is an aspect which must be considered in terms of its influence on innovative action, it should also be addressed during the discussion of organisational culture.

Another aspect to be mentioned, is the impression of a highly formalised and complex organisational structure which seems to be implicit in the organisational chart. When the large number of different blocks in the chart together with the narrow span of control and therefore large number of control points and prescriptions for communication are considered, it is inevitable that one should anticipate a complex system of interaction and quite formal role descriptions and activities. This will also become clear from the discussion of the culture of the organisation. The questions to be answered here are: firstly, what is the influence of complexity and formalisation on initiative?; secondly, what is the ability of the organisation to take notice of, respond to and adjust to the needs of the environment? These are important features of a development organisation according to the typology (par. 4.2.3.8.2: 159).

A last aspect to be mentioned here is the ordering of the various departments in the organisational chart. The most important aspect, for the aims of this study, is the position in which human resources are placed. It is significant that this department is not placed under the development division. It is understandable that the inclusion of aspects

© Central University of Technology, Free State

Central University of Technology, Free State

such as staff arrangements in this department, can cause confusion. But if it is taken into consideration that the training of external manpower and extra curricular programs for school children form part of the responsibilities of this department, it is difficult to understand why it is not placed under the development division. By doing this, it would allow for the human resources activities to be viewed as an integral part of the development philosophy and activities of the QDC.

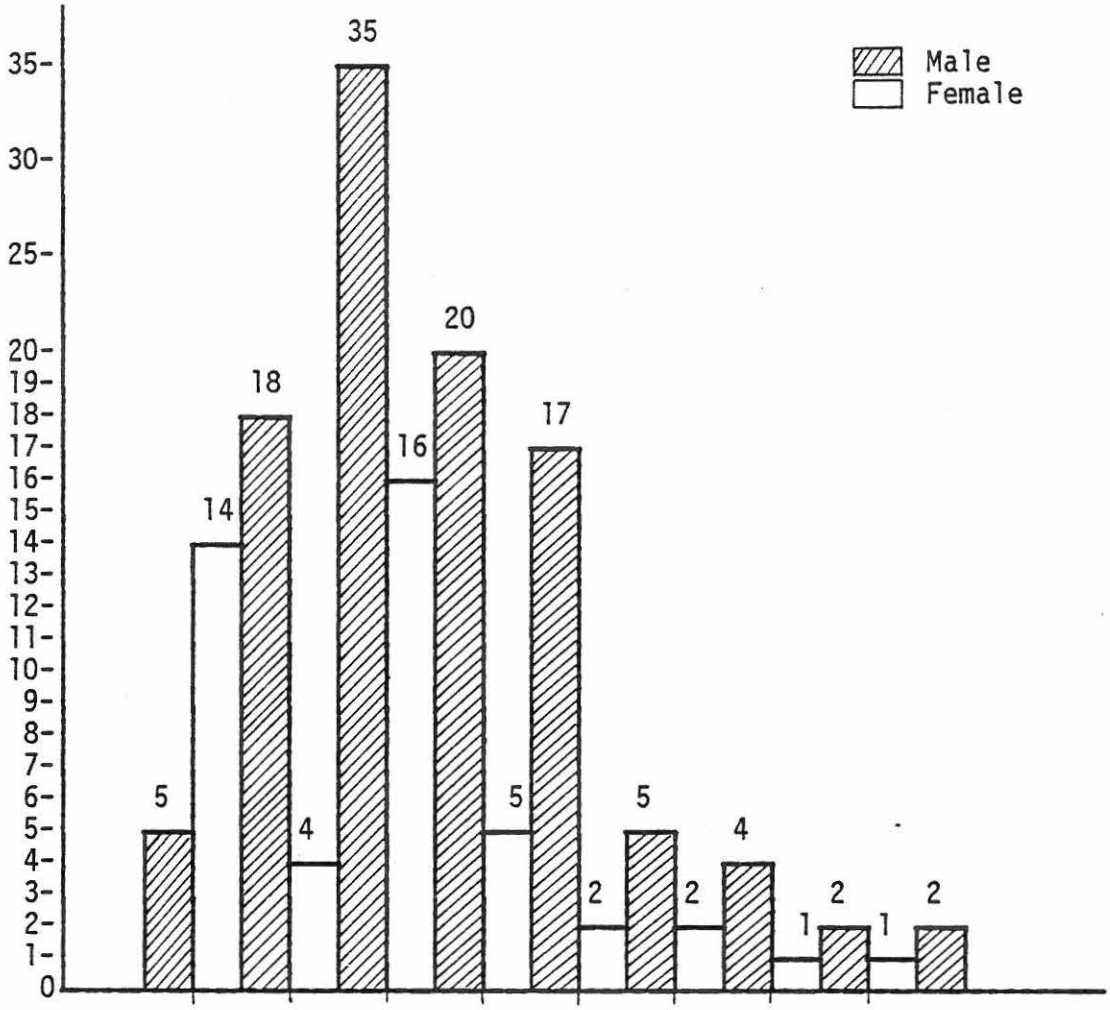
The implications of these organisational arrangements will be considered when the information gained from the interviews is discussed later in this chapter in relation to the various attributes of the organisation.

6.5 BIOGRAPHICAL INFORMATION OF THE EMPLOYEES OF THE QWAQWA DEVELOPMENT CORPORATION

Because of the wide spectrum of functions fulfilled within the corporation, it can be expected that a wide variety of people with various skills and qualifications are necessary to address these functions. Different variables can be postulated as relevant in describing the nature and composition of the staff of the QDC. The most important aspects for this study are: age, sex, qualifications, positions occupied and term of employment.

© Central University of Technology, Free State

FIGURE 9: HISTOGRAM : AGE DISTRIBUTION OF THE STAFF OF THE QDC

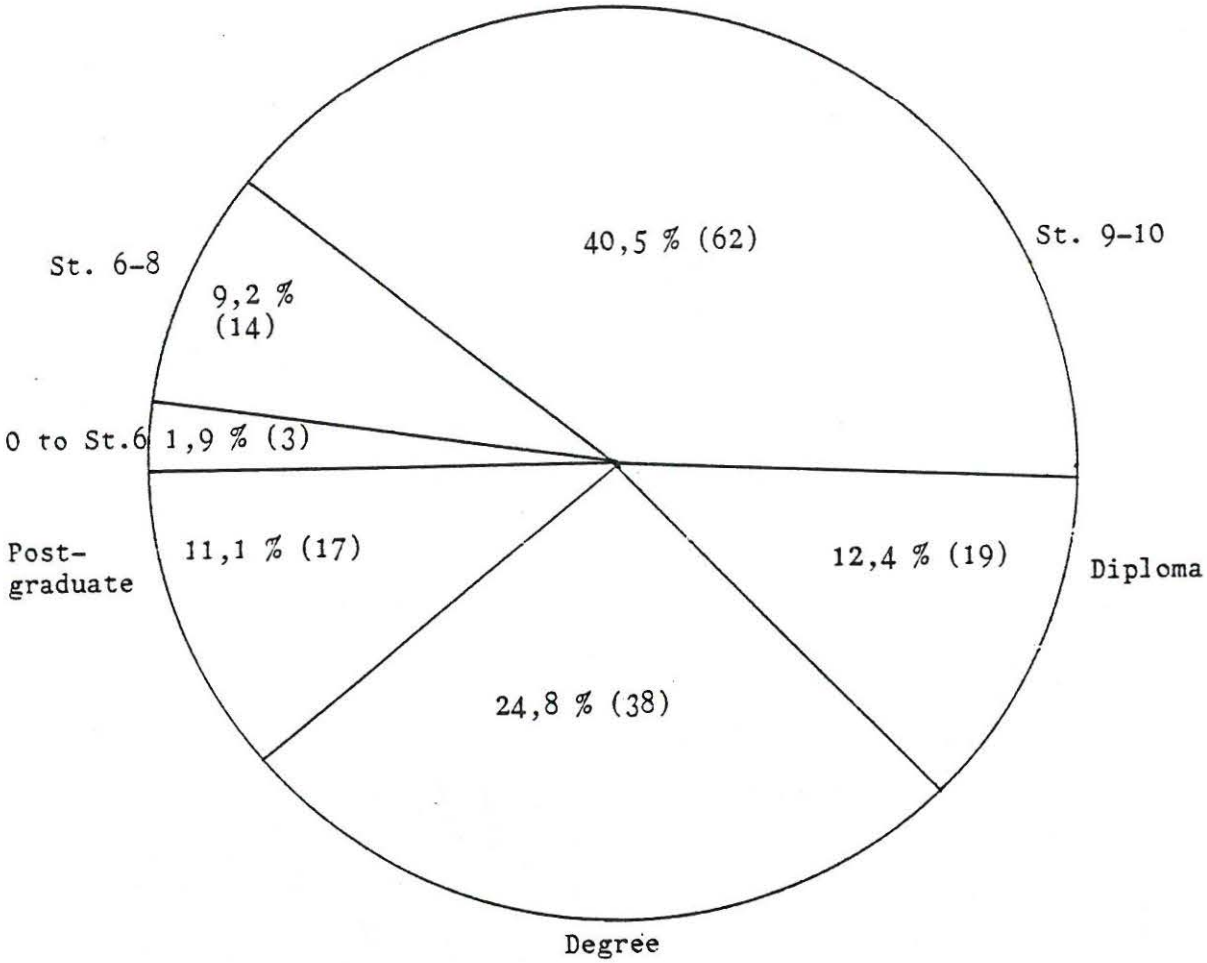


From the histogram it is clear that members of staff of the QDC are predominantly relatively young. This becomes evident if it is considerated that 117 (76,47 percent) from the total number of 153 members of staff, are younger than 40 years and 143 (93,46 percent) are younger than 50. This tendency is also evident in the management structure of the corporation, where the average age of heads of departments is 38,29.

The ratio of male towards female employees is 108 (70,59 percent) to 45 (29,41 percent) as indicated in figure 9.

© Central University of Technology, Free State

FIGURE 10: CIRCLE DIAGRAM : QUALIFICATIONS OF THE OF STAFF OF THE QDC

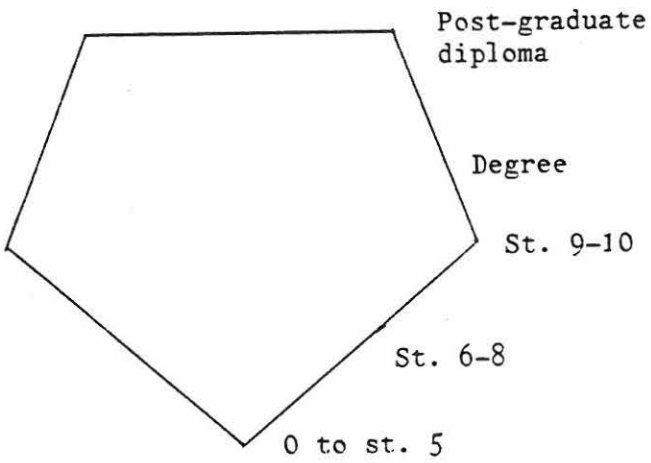


It is significant to note that 88,8 percent of the total of 153 members of staff, i.e management and administrative staff, have qualifications ranging from standard 10 to post-graduate qualifications. Also 48,3 percent of employees have post-matric qualifications, ranging from diplomas (12,4 percent) and degrees (24,8 percent), to post-graduate qualifications (11,1 percent). Thus the QDC is well-staffed with trained people.

© Central University of Technology, Free State

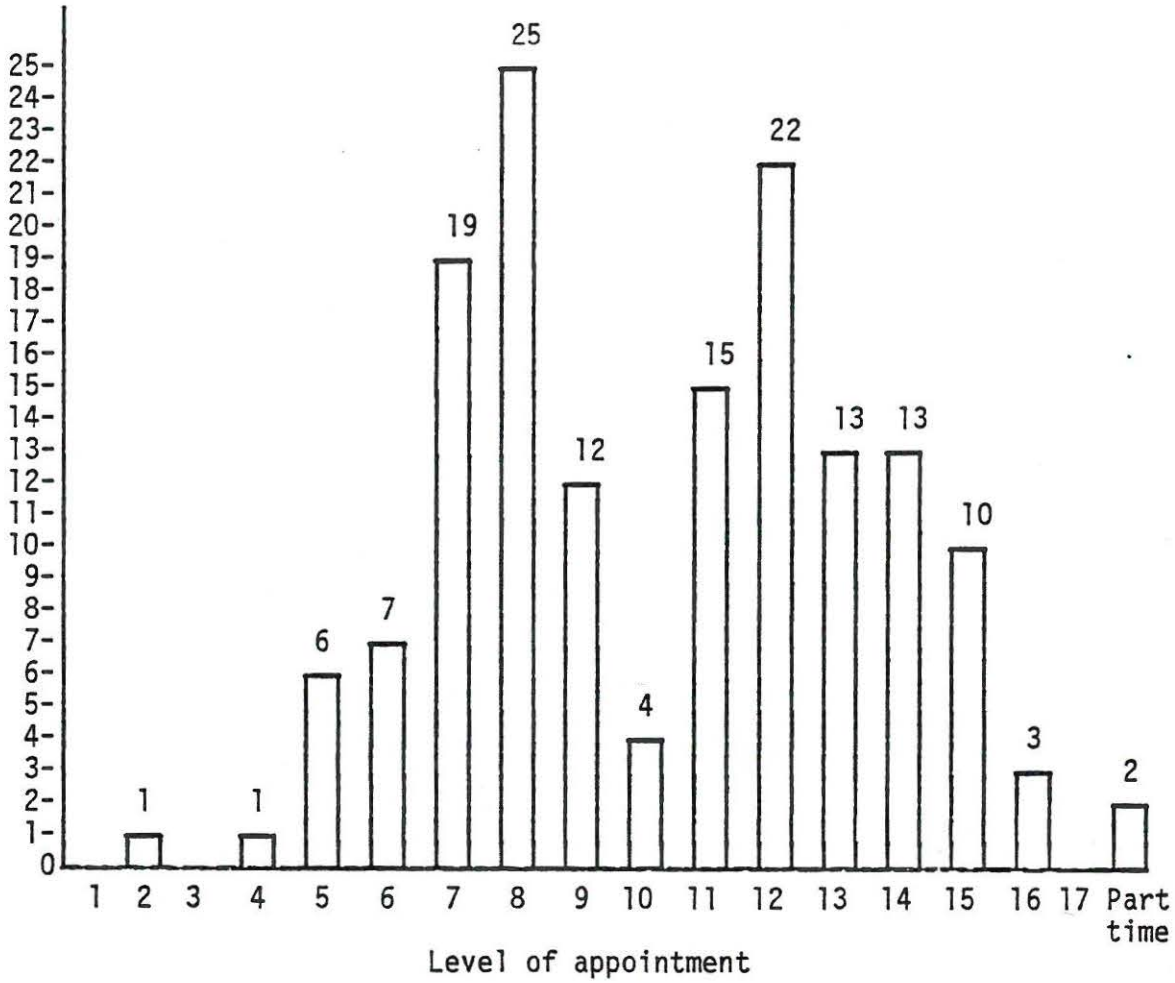
It is thus possible to view the composition of staff with regard to qualifications, in the form of a pentagon turned upside down. This means that we have a few people with relatively low qualifications, a large number with average qualifications and a smaller number with higher qualifications. The latter stil represent a substantially larger number of people than those whose qualifications are below standard ten-level. It is therefore possible to visualise the composition, based on qualifications, according to the following figure:

FIGURE 11: QUALIFICATION DISTRIBUTION OF THE STAFF OF THE QDC



© Central University of Technology, Free State

FIGURE 12: BAR DIAGRAM : DISTRIBUTION OF STAFF AMONG THE VARIOUS RANKS IN THE CORPORATION

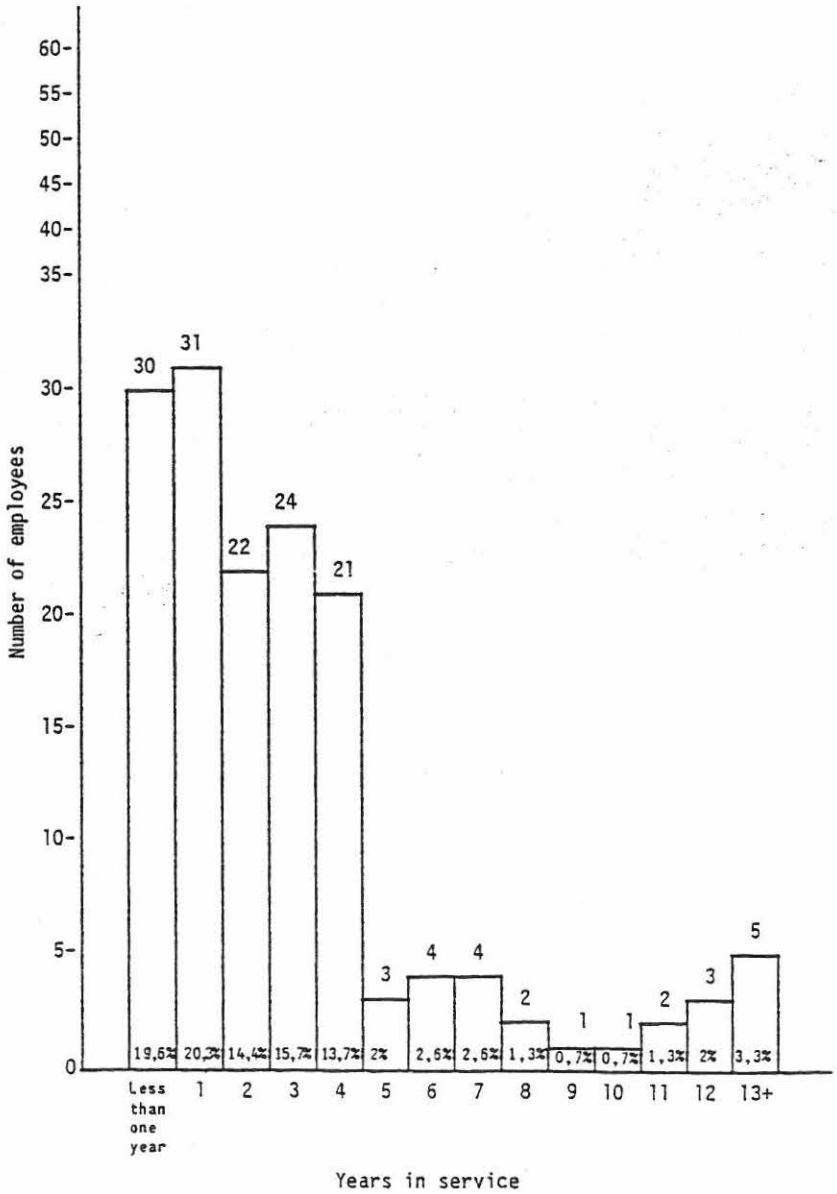


A high percentage of staff falls into the categories 7 to 9 (namely 36,6 percent) and 11 to 15 (47,7 percent). The important aspect is that, between these two categories, there is a strong downward trend with only four people (2,6 percent) on appointment level 10, as against 25 people (16,3 percent) on level 8 and 22 people (14,4 percent) on level 12, which represent the two peaks of distribution among the various positions. This is probably a significant distribution if it is considered that the distribution of qualifications represents a totally different image, with a large group in the middle.

© Central University of Technology, Free State

The only possible explanation for this distribution of people in positions is the narrow span of control that exists within the organisation. (See paragraph 6.4:229.) As indicated a large group of people serve in positions as heads of departments, divisions and sections with a few people under their control. This leads to a situation where there is no natural breakdown of the pyramid in each situation but rather a situation with a senior person in control of a few people, often on junior levels, who assist him in his role. This is an aspect which will be discussed further in the next part concerning the organisational culture.

FIGURE 13: HISTOGRAM : THE DISTRIBUTION OF EMPLOYEES ACCORDING TO THE PERIOD IN THE SERVICE OF THE QDC



© Central University of Technology, Free State

Central University of Technology, Free State

Notable in Figure 13 is the fact that 83,7 percent of staff members have less than five years of service with the corporation. If it is further considered that 39,9 percent has only one year or less service with the corporation, it leads to the question why people do not stay with the corporation for longer periods. This question will also be addressed in the discussion about the culture of the QDC.

6.6 ANALYSIS AND INTERPRETATION OF DATA ON THE ORGANISATIONAL CULTURE OF THE QWAQWA DEVELOPMENT CORPORATION

Being a case study, it is accepted that certain points of critique can be raised the study. Pugh and his team, in the well-known Ashton research programme, took as point of departure the idea that enough case studies have been done and that the time has arrived for a range of organisations to be incorporated into organisational studies, to be able to identify precisely and comparatively which factors affect differences between the nature and functioning of organisations (Pugh, 1988:125). By adopting this point of view, the generalisability of information from case studies is implicitly questioned. Dunkerly (1988:91), from his point of view, states that although there is much to support such an approach, a lot depends on the aims and function of the particular case study. He continues by stating that the case study can be valuable in falsifying or originating hypotheses, but it is at the level of straightforward discovery that the case study is really valuable.

The generaliseability of case study findings is therefore not an aspect which should be rejected completely. One should rather accept, along with Bryman (1988:18), that case studies are indeed capable of addressing generality if this is understood in theoretical rather than statistical terms.

It can thus be argued that, in the case of a study such as this one, where certain theoretical guidelines are available and it is aimed at drawing certain new conclusions on the basis of existing broad theoretical guidelines, the information from a case study can be valuable in reaching such conclusions. This is because new information gained from

© Central University of Technology, Free State

practice can be valuable in guiding the conclusions drawn from the theoretical work, specifically because general theoretical information on change and development is available, but information about development organisations is hard to find. In reality, therefore, new information must be gathered on development organisations to be able to also decide on this basis which information from the existing *corpus* of knowledge in sociology can be used to create a model for the guidance of development organisations.

Because the empirical study focusses on the culture of the QDC (compare especially par. 1.2.3:13 and 6.1:213), which is a difficult and often highly subjective phenomenon to identify and describe, it seems most appropriate to use a qualitative method (compare par. 1.2.4.1:16 and 6.1:213). This is in line with Turner's ideas (1988:108) which support the use of qualitative method for the study of organisations. Further support for using the qualitative method and therefore working in an inductive way, is found in Bate's methodology (1984:47), when he argues that the instruments traditionally used to measure culture in organisations are too general to be used in the organisational context. He therefore opts, in his research on organisational culture, to start as he calls it, "from the opposite end by firstly focussing on the minutiae of culture specifically within the organisational context, and secondly seeking to describe and understand organisational culture from the viewpoint of the parties to it." Bate opts to build a picture from the data of how individuals define aspects of their work situation, to ascertain from this that certain meanings or definitions are widely shared in the organisation. This leads to the point where information gained from individuals is studied to identify certain tendencies which can be used to identify organisational culture, which is also the method followed in this study. Individuals' impressions about activities and ideas in the corporation may seem to also reflect, apart from information about the ideally identified actions in the corporation, their real perceptions of how things are done and the acceptability of the actions according to their experience. Together with the possibility

© Central University of Technology, Free State

Central University of Technology, Free State

of identifying the culture from the information, it is therefore probably also possible to read the climate towards the existing culture from the information.

As was stated earlier in this paragraph, the discussion of the information concerning the organisational culture of the QDC will be done in accordance with the dimensions of culture as stated in figure 8 (par 5.2.3:203). After a dicussion of these dimensions, it will probably be possible to give a description of the assumptions existing in the organisation. With the information from the empirical study available, a conclusion on the type of culture will be possible, in terms of the guidelines in Chapter 5 on power, role, task and person cultures. (Compare par. 6.7.1:288.) After that it is possible to continue into a discussion of the practical manifestation of the initiatives of the QDC in three situations in Chapter 7, after which the general findings on the corporation in relation to the typology (Chapter 4) can be discussed. Once the type of culture is known together with the evaluation of the activities of the QDC, the construction of a model as planned in Chapter 1 (par. 1.2.3:13) can be attempted, by selecting relevant ideas from Chapters 1 to 7 to create a conceptual framework of the development situation. This will be based on relevant conclusions about practical and theoretical aspects drawn from this study.

6.6.1 The external environment

Attention will firstly be directed to the dimensions of culture relevant to the external environment (par. 4.2.1.1.2:132) of the QDC, in accordance with the model developed in Chapter 5 (par. 5.2.3:203). This includes aspects for which the goal, technical and managerial sub-systems take responsibility.

© Central University of Technology, Free State

Central University of Technology, Free State

6.6.1.1 Mission, goals and strategies

6.6.1.1.1 Mission

The mission statement of the QDC reads as follows: "To create opportunities, economic and social, for the people of Qwaqwa to improve their quality of living." (Compare Annexure 3, Official Document of the QDC, 1990).

From the interviews it was clear that the primary aspect of the mission is economic development. The majority of the aspects in which the corporation are involved can clearly be linked with this aspect. (Compare Annual reports from the QDC.) As will be indicated further on, even manpower development is, in most cases, linked directly to the facilitation of economic development (par. 6.6.1.1.3:252). The creation of social opportunities at this stage can be found mainly in two projects, namely the development of a golf-course and a curriculum extension programme for schoolchildren. The manifest functions, therefore, centre largely on the creation of job opportunities and the preparation of people to take part in the newly created opportunities. The latent aspects implicit in the mission statement was confirmed in the interview with the chief minister, as being to create a situation where people's basic needs will be satisfied by creating job opportunities. This, according to the chief minister, is a way of keeping people satisfied with their personal situation and therefore also with the existing governmental and other arrangements.

The data collected revealed that all people (48 interviews) were informed of the mission statement and that they understood it. Because of an organisational improvement (OI) programme, that is currently in progress (par. 6.6.1.1.3:252), the mission statement was reviewed recently and communicated to the employees of the QDC. This is important. Greenley (in Blunt, 1990:300) writes: "... the mission and goals of the organization must be clearly articulated so that the major strategies and functions necessary to achieve them can be identified at each level within the organization".

© Central University of Technology, Free State

Central University of Technology, Free State

One aspect of importance which should be mentioned is the foundation of the mission. It was clear from the interviews that all respondents, and specifically from the interview with the top management, that the mission statement did not reflect a proper definition of development as phenomenon, but rather consisted of certain ideas created by management in the corporation in terms of what they should be doing. The risk with the formulation of a mission without a clear point of departure, in a proper consideration of the phenomenon to be addressed, can be that it complicates the evaluation of process and product. This is important if one realises that the mission normally leads directly to the formulation of objectives, goals and strategies of the organisation which may therefore lead to the organisation being unable to address the phenomenon with which it is involved effectively (Blunt, 1990:301). Especially in the case of development as a multi-dimensional process (par. 2.4:66), it can happen that activities aimed at goals formulated against the background of a specific mission, can become a goal in themselves, without really addressing the real and broader issue because of a limited perspective on the real goals. This aspect will be referred to again under the section dealing with the findings of the study (par 7.3.1.6:321).

The general impression gained from the interviews was that, with one exception, the employees felt satisfied that the mission statement provided a proper reason and basis for the existence of the QDC because everyone was positive. The point of view of one respondent was that the mission in itself, although it describes the reason for the existence of the QDC, was not stimulating enough - the extent to which it made people enthusiastic about what the corporation stood for was questioned. Because the mission can be seen as an umbrella statement describing the reason for the existence of the QDC, the important factor to look at lies in the more definite content given to the mission statement in terms of goals, aims and strategies. It is important that these aspects must give definite content to the mission, because a mission can easily be used as an element to keep people satisfied to continue with certain tasks, without really understanding what their responsibility is.

© Central University of Technology, Free State

Central University of Technology, Free State

6.6.1.1.2 Goals and aims

The goals of the corporation are:

- optimal economic development of Qwaqwa;
- acceptance of the corporation by the government and the people of Qwaqwa (Annexure 4 and 5, Official document of the QDC, 1990).

The goals are translated into sub-goals or aims, including the following:

- to create optimal economic opportunities;
- to sustain economic opportunities in an optimal way;
- to create optimal opportunities for human development;
- to improve the ability of the QDC to finance development;
- to develop a style of strategic management;
- to promote the image of the QDC;
- to improve the quality of the working conditions or worklife of the employees of the QDC;
- to increase the productivity of the QDC;
- to improve the QDC's ability to provide marketable services.

The general response from the employees of the corporation was that they knew about the goals and aims of the QDC. Employees indicated in general that they were satisfied with the set goals and aims in the sense that they support the mission of the QDC.

Goals and aims for the various departments of the QDC are seen as part of the central goals of the corporation. Definite goals for every department are in the process of being developed as part of the organisational improvement programme.

In the case of individual employees, the functions attached to their positions are stated in formal job descriptions. (Compare par. 4.2.1.1:125.) What is expected from every member of staff is therefore measured against his or her specific job description. The general impression gained from the interviews, however, indicated a lack of a clear awareness of specific goals related to various functions, in

© Central University of Technology, Free State

Central University of Technology, Free State

relation to definite positions and more specifically how these relate to the broader goals of the corporation (par. 6.6.2.1:269). This could clearly be detected from attitudes which indicated that people were motivated only to get their job done, rather than having a vision of a larger goal that his or her functions could contribute to. The risk with such an orientation is evident when paragraph 4.2.1.1 (p. 125) is considered in which the fact is mentioned that it is necessary to minimize or to regulate the influence of individual variations on the organisation due to the risk of inhibiting the ability of the organisation to combine the skills and efforts of different individuals necessary to realise the collective goals for which it was created. It was clear from the different interviews that all respondents had very specific ideas about what they considered relevant for their situation, in terms of task fulfilment and evaluation of their activities. It is therefore possible to conclude that there is not consensus on how the functions of the corporation should be operationalised to achieve the set goals by means of a team effort.

6.6.1.1.3 Strategies

The strategy of the QDC can be described as one of primarily providing economic opportunities for the people of Qwaqwa through activities such as industrial development, business development and manpower development.

Industrial development is achieved by providing factory buildings to industrialists, who are recruited mainly from outside Qwaqwa. The aim is to provide job opportunities to as many people as possible, through the entrepreneurial activities of the industrialists.

Small business development is promoted primarily through assisting small businessmen in the formal and informal sector with facilities, finance and advice.

© Central University of Technology, Free State

A third aspect in the strategy of the QDC is manpower development. This includes various internal and external training programmes. Internal programmes are aimed at training members of staff by means of existing programmes. External training programmes include programmes such as need-related courses, addressing aspects such as the principles of management, staff, customer relations and basic budgeting. Other programmes include continued education for businessmen, the promotion of courses to develop practical skills such as sewing, knitting and business principles, provision of bursaries, a curriculum extention project aimed at 200 selected top academic students, a career information service and assistance with labour relations problems. The corporation's manpower department also strives to promote the acceptability of technical education, which is in line with the chief minister's idea that attention must be directed towards a more technically orientated education programme, due to the fact that the future of Qwaqwa is to be sought in industrialisation and the consequent need for technically skilled people. (Also compare 6.3:221.)

Members of staff from the various departments generally know about the existence of other departments. It is worth noting that it became clear from the interviews that a great lack of knowledge about what was really happening in other departments and what they were really doing is typical right through the corporation. This was stated by various people (40 interviewees who represent the people outside top management who do not have the opportunity to consider other departments' affairs as the executive management committee members do) who explicitly stated that they could not comment on aspects outside their immediate departmental environment, because they did not know enough about the situation in other departments, which definitely inhibited their ability to consider the activities of other departments and the implications thereof for their own planning in relation to the goals of the corporation as a whole. (Compare par. 6.6.1.1.2:251 for the individual orientations to task fulfilment and par. 4.2.1.1:125 for the implications of such fragmentation, namely the risk of missing the goals of the corporation, because of a lack of combination and synchronisation of individual input.)

© Central University of Technology, Free State

Because the arrangement of the organisation in its departments with their respective sub-parts is explicitly defined and confirmed in its task fulfilment, the various departments are well-informed and orientated towards their specific strategies.

Individual employers' strategies are, for their part, again written into the job descriptions of the various positions.

The mission, goals, aims and strategies of the organisation, as referred to above, have been reviewed and are in the process of revision, because of the organisational improvement (OI) programme in planning for the corporation. The decision to start with this programme was taken because of the fact that the management of the QDC realised that the corporation had entered into a phase where it needed to re-evaluate its orientation and activities. Decisions about goals and strategies in the past were taken on the basis of "let us do what our hands may find to do". (Compare par. 3.3.:87 referring to the need for proper planning in change directed activities.) According to the top management there had been so much to do in Qwaqwa since they began with their activities that they only started doing what came up as possible improvements of the situation. The OI programme is therefore aimed at preparing the organisation for a new stage in its development, where it will have to act in a more goal directed way with clear priorities.

Final decisions about the mission, goals and strategies of the organisation are made by the executive management committee of the corporation (EMC), with the approval of the board of the QDC.

Definite priorities, according to specific goals, clearly lie in the field of the achievement of purely economic goals. People responded in a way which clearly indicated their conviction that economic or financial success represented the priority when certain decisions about projects were made. (This attitude was evident in almost all interviews - 42.) A departure from this approach was noticed in the case of a few respondents, especially in the manpower department where projects could not be evaluated in purely financial terms. In this case decisions were made about projects, primarily on the basis of certain needs of businessmen,

© Central University of Technology, Free State

Central University of Technology, Free State

as is clear from the strategy of the manpower department. Priorities to decide on projects such as the curriculum extention project (QCCE) are the result of external initiatives from people outside Qwaqwa. (Compare official QDC documentation on the QCCE.) It can be concluded that there is no consensus on an organisational method which is applied, in general, to decide on specific priorities (par. 4.2.1.1:125). The fact that definite attention was given to areas that needed specific attention in the corporation in the OI programme, suggests a growing awareness of the need for the identification of priorities with regard to critical areas to be attended to.

Should an idea for a specific project develop, the planning of action is normally done in the corporation. (Compare par. 3.3:87 and 3.3.1.2:90 as well as par 1.1.1:4 for a confirmation of the necessity for a changed approach in this connection, but also critique against this one-sided type of operation.) Planning is done in different ways in the different departments. In the case of industrial development a specific programme for the development of factories is implemented in such a way as to provide sufficient factory space for prospective clients, such as in Industriqwa. In the case of smaller industries, planning is done by the staff of the corporation on the basis of the needs as identified in a survey and report on the specific situation. Business development also follows the line of the needs which may exist, according to the opinion and consideration of the staff of the QDC, when developments such as shopping centres are planned. In the case of individual businessmen, finance and advice are given according to request. Manpower development, after deciding on specific projects, normally has the opportunity to decide on the content of such projects and also on the way of implementing them.

Generally accepted criteria for the evaluation of activities and projects are, at this stage, not operational. (Compare par. 3.6.2:114 for the necessity of evaluation.) It became clear from the interviews that the general criteria that were applied by people implementing projects, at this stage, is based purely on the economic or quantitative level in terms of aspects such as cost-effectiveness, profitability, the number of factories erected and the number of people who attended a course.

© Central University of Technology, Free State

Central University of Technology, Free State

(Par. 3.6.2:114 refers to ways through which development acivities can be evaluated.) Together with the OI programme, criteria for the evaluation of the various activities of the corporation are in a process of being planned and, in some cases, awaiting implementation.

Evaluation of individual employees of the corporation is done on the basis of achievement evaluation according to the "KPA" evaluation system. This implies that each person is evaluated regularly in terms of his or her activities by higher superior in that department. Members of staff are aware of the results of such evaluations.

The last aspect to be mentioned in this respect is the impression gained from the people about the way in which the corporation reacts to the results of the implementation of certain planning. The general attitude was that successful implementation led to higher motivation but not necessarily to over-ambitious new programmes. In cases of failure, or resistance, in other words, in crisis situations, it was generally felt, that the corporation was willing to accept its responsibility and to assist in solving the problem. On the question if the corporation was critical enough of itself to admit its own short-comings and evaluate its own contributions, it was found that some felt that the corporation was ready for introspection. On the other hand, some people felt very strongly that the corporation did not really allow itself to be critical of its own activities, but rather continued following its own vision. Because of a lack of proper criteria for evaluation, it is clear that the corporation will find it hard to identify its own failures, except where financial losses and explicit opposition to its activities create very definite crisis situations. This problem for the corporation is confirmed by the attention being given to specific criteria for evaluation in the OI programme. It can be postulated that the willingness to start with an OI programme already indicates a willingness to look into its own situation. The question which should be addressed, however, is if this OI programme aims at a critical re-evaluation of the corporation in all its facets or whether it merely focusses on reformulating and substantiating its existing actions and ideas? Top management stated that the task of the OI programme was purely to redefine the activities and not to fundamentally change the nature of the corporation, while a

© Central University of Technology, Free State

Central University of Technology, Free State

large number of people below top management (30) referred to the programme quite negatively, especially because programmes in the past had not really succeeded and because they were not convinced of the real conviction of the top management to bring about fundamental changes. This question will also be addressed in the findings at the end of Chapter 7.

Being a first generation organisation (par. 6.2:219) it is clear that a large amount of the original initiative for the OI programme came from the general manager. This was also confirmed by the general manager's openness, comments and contributions.

6.6.1.2 Share-holders, clients, competitors and the community

6.6.1.2.1 Share-holders

The Qwaqwa government is the sole shareholder in the QDC. As part of the environment of the corporation (par. 4.2.1.1.2:132), the government is recognised as an important factor to consider in the planning and activities of the QDC. This is confirmed by the fact that the acceptability of the actions of the QDC to the government, is written into the goals of the corporation, as discussed in paragraph 6.6.1.1.2 (p.251).

The general response (46 interviewees) gained from the interviews was that employees agreed on the importance of considering the government in the planning and execution of its activities. It was, however, clearly stated that the actions of the corporation were not passive responses to the wishes of the government, but that it was rather a case of recognising the interest and wishes of the government as part of the factors that played a role in planning and action. A few responses (two people) differed in their views on these points, by expressing the idea that the QDC responded fully to the wishes of government. The risk in the existing relationship, with the government is that a too strong direct link between it and the QDC can cause the attachment of an ideological label to the corporation, which may be unacceptable to its clients. (Compare par. 7.2.3.2:305.)

© Central University of Technology, Free State

Central University of Technology, Free State

6.6.1.2.2 Clients

The departmental structure of the corporation has led to a system where the various departments consider one another as clients. This happens to such an extent that the various departments charge specific fees for services rendered to other departments. The people from the different departments are therefore sensitive to the reactions of people from other departments concerning their response to the services that they render. This aspect reflects on the external environment, in terms of the type of approach to it as coming from specialised departments and also on the internal integration of the corporation as will become clear from the rest of the discussion in this chapter.

A second category of clients as viewed by the corporation is the industrialists. Although people interviewed in general (46 interviewees) referred to the industrialists as clients the question was raised if they could be considered as clients given the fact that the majority of them were highly skilled entrepreneurs from outside Qwaqwa who came to the area because of the subsidy paid to them as decentralised industries. (Par. 4.2.3.8.1.2:157 refers to what the development situation is.) The opinion was held in the interviews, that these people had to be seen as clients, on the one side, but also as facilitators of actions in the development process. This means that their role in the activities of the co-operation, i.e. seeing them as just clients, must be reconsidered. This is also an aspect which will be discussed in the section dealing with the results. (Compare par. 7.3.1.1.1:312.)

Thirdly, the broader population of Qwaqwa, which includes the government, is seen as a client of the corporation. According to the view taken in the mission statement of the corporation, this category seems to be the primary clients of the corporation. (Compare par. 4.2.3.8.1.2:157 in which it is argued that the people in need of specific development actions should be the primary focus group in the population. Compare also par. 2.4:66.)

It is therefore evident that there are different views on who really comprises the primary clients of the corporation. It can be argued that

© Central University of Technology, Free State

Central University of Technology, Free State

these differences are also reflected in the departmental arrangement of the corporation.

In general people believed that client service was important. This is suggested in the attention that this aspect enjoyed in the OI programme, where it was identified as one of the critical areas to be addressed. The nature and content of what client service is comprised of, is yet another aspect which is viewed seemingly differently between the different departments. For example, in the case of industrial development the focus is on accommodating the wishes of the industrialists in terms of facilities and general arrangements. Manpower development tends to focus more on the fulfilment of certain of the people's individual needs such as, for instance, a shortage of skills. In general, however, it can be stated that client service is looked at from the point of view that the corporation should provide services in a way that can keep the customer satisfied. (Compare par. 7.3.1.1:311, par. 3.3:87 and par. 3.4:93 in order to establish the proposed relation between agent and planned beneficiary in the change process.) Differences about whom the customers are, seem therefore to be a critical point in terms of the impact that they may have on development activities and the impact that they may have on the people of Qwaqwa.

6.6.1.2.3 Competitors

"The term competition implies an element of rivalry ... society judges the enterprise not only by the finished product but also in terms of the desirability of applying resources to that purpose. Even the organisation that enjoys a product monopoly must complete for society's support" (Thompson and McEwen, 1986:159). With reference to this aspect, the QDC has to consider its rivals. In addition it must accept that its position is not one of automatic acceptance. It is therefore, firstly, necessary to consider its attitude towards competition from other institutions. The attitude toward society will be discussed in the next paragraph (6.6.1.2.4.260).

© Central University of Technology, Free State

Central University of Technology, Free State

The general attitude was that the corporation, at this stage, did not have competitors in the real sense of the word, because the corporation was in the advantageous position of having capital and resources that were much cheaper than those of other institutions, because of government involvement in the funding of the QDC's activities.

All respondents believed that competition could be good for the corporation because of the motivating influence it might have on the organisation to guard over its own effectiveness and efficiency. (Compare par. 4.2.1.1.2:132 for consideration of environmental factors).

The opinion was also expressed that competitors could fulfil a positive role in the development of Qwaqwa, because they could provide certain functions or services that the QDC could not at this stage, because of limitations such as funds. For example, if other building contractors could get into the market and could take over some building projects or if more financial institutions could become involved to provide capital needed to entrepreneurs.

In general, therefore, the impression was gained from the interviews that competition is a positive phenomenon and that competitors must not be discouraged.

6.6.1.2.4 The community and society

As stated earlier (par. 6.6.1.2.2:258) the people of Qwaqwa should be seen as the prime beneficiaries of the corporation's activities given the mission statement of the corporation.

It is possible to mention that, despite a difference in opinion about the primary clients of the corporation, a general awarness does exist that in the final analysis the community and the society in general must benefit from the activities of the QDC, in terms of the improvement of their well-being. (Compare par. 2.4:66 for the definition of development and par. 3.2:81 for a definition of planned social change which describes the position of the planned beneficiary in development activities.)

© Central University of Technology, Free State

Central University of Technology, Free State

The way in which activites, directed at the different communities and the society, have been decided upon up to now in the QDC, has normally been characterised by initiatives from the corporation as referred to in paragraph 6.6.1.1.3 (p. 252). This is confirmed in the responses of all respondents from the corporation in stating that the corporation has not yet succeeded in understanding and accommodating the culture, aspirations, potential and fears of the people of Qwaqwa. Apparently there is also no motivation to really develop such an understanding, considering the general manager's attitude that the Western way of doing things would in any case be accepted one time or another.

Communication with the people involved on these matters has up to now been very limited if at all present. Although there are employees from the Southern Sotho people in the corporation, it seems as if even they, because of their background and experience which brought a distance between them and the people at grass roots level, are often not able to address these aspects effectively. This view is supported by the people interviewed. Because of the fact that these people are normally university graduates from outside Qwaqwa their experience outside the territory seemingly causes a distance between themselves and the people on grass-roots level where they grew up, causing difficulty in communication and understanding between them.

The planning for development activities in the corporation for the community or society, therefore rests mainly on the interpretation of the needs of the people in the society, from the frame of reference of the employees of the QDC. The problems for the evaluation of the activities implemented is therefore clear, because it is done from the frame of reference of the corporation and not of the planned beneficiaries. (Compare par. 3.5.1:102.)

The difficulty with the situation in which the QDC is active shows clearly when it is considered that the dominant number of Southern Sotho's is still living in the rural areas as stated in paragraph 6.3 (p. 221). This causes a situation, as argued in paragraph 6.3 (p. 221), that a predominantly traditional culture is probably still characteristic of more than eighty percent of the population. [In contrast with

© Central University of Technology, Free State

Central University of Technology, Free State

this tendency with its clients, the QDC operates according to typical modern Western ideas (par. 6.6.3.1:278).] Moore (1974:98) argues that the first major transformation in the process of industrialisation implies an incorporation of the subsistence sector into the commercialised market system. If this is accepted as a necessary process, it supports the acceptability of the intent of the corporation. It, however, still leaves the question about the acceptability of the approach followed to reach this unanswered. Due to a lack of knowledge about the acceptability thereof to the people involved it is difficult to assess. (Compare 7.2.1:294 to 7.2.3:299 and 7.3.2.5:331.)

6.6.1.2.5 Means to achieve the set goals

The means being used in the achievement of the goals of an organisation become part of the culture of the organisation when the way in which they are used becomes standard practice (Van Niewenhuizen, 1989:4) as a result of a process of institutionalisation.

Although a number of aspects can be included in a discussion of the cultural aspects concerning the means to achieve the set goals of the corporation, the following aspects are of importance (compare par. 5.2.3:203):

- **The structure of the organisation**

The structure of the QDC was discussed in paragraph 6.4 (p. 229). (Compare par. 4.2.1.1.1.2:131 for the influence of means to achieve goals on structure.) As indicated in this paragraph the span of control in the existing structure is very narrow. This was confirmed in the interviews with some of the people, specifically the work study officer. The effect of such a small span of control is that it causes a situation of direct control, with quite specific types of functions, which may tend to promote formalisation, which is in fact an existing aspect inherent in the structure identified in the interviews in general, but specifically among people from lower ranks. This aspect is evident in the delegation system in the corporation which functions on a very formal basis

© Central University of Technology, Free State

Central University of Technology, Free State

according to its design. Seers et al. (in Champion, 1975:91) have already argued in 1950 that organisations characterised by many levels of supervision and elaborate systems of control create a situation where the individual not only has little opportunity to develop the capacities of self-reliance and initiative, but where the system frequently weeds out those who do develop these abilities. The attitude was taken that the structure of the corporation, with its large number of different units, led to a high level of complexity which made communication difficult. Employees stated that, because of the long line of communication through various committees and positions they felt unmotivated to initiate new ideas, in the first instance because of the duration of the process, but also because decisions were finally made in committees in which they often did not have any influence. Some respondents felt that some of their initiatives and ideas were deliberately discredited in such committees by certain members of other departments.

In the interviews reference was often made to the poor relationships between the various departments. The impression was created that every department focussed solely on its own tasks and goals, which cause a typical multi-disciplinary type of approach, in contrast to an inter-disciplinary approach which was accepted as a necessary aspect in development actions (Chapter 2, par 2.4:66). It was confirmed in the interviews that this was the case, to the extent that the focus rested so strong on the goals of individual departments that a vision of the goal of the organisation often seemed disappeared. (Compare par 6.4:229.) In other words differentiation took place without ensuring proper integration in Talcott Parsons's terminology. This led to a situation of fragmented goals and functions which was contra-productive for a group attitude, which underlies the reason for the formation of organisations, as discussed in chapter four. It seems as if the only level where communication between the various departments was formalised, was on the level of the executive management committee. The impression was gained from the people not part of the committee, that they experienced tension even between the heads of departments who served at this level. Such tension was acknowledged, but according to top management, it seemed as if the situation had improved over the last months, partly due to a system of rotating chairmanship of the executive

© Central University of Technology, Free State

committee. Despite this improvement, subordinates in the corporation were still convinced that their ideas were deliberately rejected in the executive committee and that tension still existed among the heads of departments who primarily tried to protect their own interests.

A general feeling of dissatisfaction with the type of decision-making in the structure was detected. People felt that they could handle more authority to make decisions and that the existing delegation system did not allow for enough freedom. (Compare par. 5.2.3:203 on the fact that individual needs and goals should be incorporated with those of the organisation.) The problem, in their opinion, was the time that passed before decisions could be made. Although the delegation system allowed certain decisions on certain levels, it still inhibited their activities because the decision of another committee, often had to be awaited. This led to a situation where clients often had to wait for decisions which harmed the image of the corporation as a dynamic organisation.

It can therefore be concluced that a majority of the people interviewed experienced the committee system as a mechanism which centralised decision-making and directed decisions progressively to the level of top management (par. 6.4:229). Decision-making was therefore often experienced as prescriptive, because subordinates received instructions flowing from decisions which they did not understand the reason for.

Financial resources

All respondents believed that the corporation was in the fortunate position of getting sufficient financial resources to carry out its planning. Resources were located in government contributions, loans from various institutions such as the Development Bank of Southern Africa and profits generated by the corporation itself.

Allocation of resources is done on the basis of goals and decisions as was discussed in paragraph 6.6.1.1.2 (p. 251) and 6.6.1.1.3 (p. 252).

© Central University of Technology, Free State

Central University of Technology, Free State

Technological means

The opinion among staff in general (all interviewees) was that the corporation had sufficient technical means (computers and equipment) to do its job. Some of the people (two respondents) were even of the opinion that the existing technical facilities were not even used to their full potential because of a lack of skills in the corporation to make better use of it.

Human resources

The general feeling among all respondents was that there were enough sufficiently skilled people in the corporation to fulfil the tasks set by the corporation at this stage. Opinions also indicated that the existing members of staff were not utilised to their full potential because of the inhibiting effect of the organisational structure. People need to be better motivated to take initiative and specifically get more recognition for things well done. It was experienced on various occasions that people believed that they were negatively sanctioned for a single mistake, while many good things went by seemingly unnoticed. Employees can therefore, according to respondents, be used more effectively to achieve the goals of the corporation.

Because of the geographical situation of the corporation and the distances that people must travel to work, people felt (especially lower ranks - 25) that the corporation do not get the best manpower. Employees also indicated that it seemed as if the corporation was seen by some of the competent staff as just an interim phase in their careers, while they acquired experience before they move on to other jobs. This stated the impression that people did not see the QDC as a suitable place to develop a career. This aspect is confirmed by the figures on the periods of service of all the members of staff in paragraph 6.5 (p. 240) (figure 13). It was indicated that the people in the corporation experience this continuous departure of people, often in managerial positions, as very negative. Two basic factors contribute to the negative impact these departures have. Firstly, some of the interviewees indicated that,

© Central University of Technology, Free State

Central University of Technology, Free State

because of the fragmentation of the corporation into almost watertight departments, a pool of capable and skilled people did not develop in the corporation but rather a highly individually orientated approach. This caused the departure of one person have a drastic impact on the situation because there is not a pool of knowledge to cover that open area until it could be filled again. A second aspect, which goes hand in hand with the previous one, was a tendency among managers not to accept managerial responsibilities, and to allow subordinates to also get a chance of gaining experience in the various functions, but rather to keep doing the jobs themselves. This made it very difficult for a person in a subordinate position to take over the functions of his superior, should he leave. This problem is probably also exacerbated by the narrow span of control due to the organisational structure, which does not really allow people to be managers but rather keeps them in the position of a subordinate in control of other subordinates. In other words, the manager does not have the opportunity to really move out from the working ranks, because of the very small group of people responsible for a specific task (par. 6.4:229).

The recruiting of people is according to staff needs that develop, while appointments are made on the basis of the results of psycho-metric tests and interviews. Indications were given that people were also evaluated in the interview to see if they would fit into the existing culture of the organisation but no standardised way of doing this exists. [Compare Ernest (1985:59) who states that often seemingly well-qualified people do not fit in because they cannot adapt to the culture.] The impression is that this approach was not always effective and that it rested completely on the impression the interviewer got from the candidate on the occasion of his or her interview. This was confirmed by the respondents.

Provision is made for a settling in programme to allow people to get an idea of what the corporation is all about. Training programmes for staff are offered to people, according to choice which they exercise among the existing courses available. On the question whether these courses were primarily aimed at developing individual potential or to adjust the person to the corporation's needs, opinions differed. Although a

© Central University of Technology, Free State

majority of respondents (45) believed that the courses allowed people to develop their own potential there were also some (three interviewees) who thought that the courses were generally speaking suitable for "polishing" people to fit into the corporation and its specific culture. The two types of responses probably do not necessarily indicate a negative position, because they possibly prove that both aspects, which are probably equally important, have been addressed. It just seems as if the impression left with the people who attended of the courses did not reflect a focus on both aspects. The value of addressing both the aspects in the courses was identified as a goal in the interview with the person in control of staff training programmes.

An aspect which was criticised about throughout the interviews (45 interviewees) was the lack of proper communication in the corporation. People felt that they did not have enough information to understand the reasons for decisions and were therefore only expected to react on decisions that were made. People generally felt that they needed more information to do their jobs properly. The situation about information within departments is better than the situation concerning information about the corporation in general and information between departments. This again suggested the highly fragmented nature of the corporation and can possibly be seen as a contributing factor to the lack of vision for corporation goals which was detected by the respondents.

Policy

It was evident that people and departments tended to function in a highly individualised way. This implies that the effect of the OI programme can specifically contribute to the mobilisation of the people in the corporation, in accordance with an accepted policy.

Infrastructure

There is no doubt that the corporation does have sufficient provision, in terms of infrastructure, to facilitate its functions. The general

© Central University of Technology, Free State

consensus was that the facilities were utilised properly and that it facilitated their tasks.

In terms of buildings and services connected with it, the corporation is well equipped, especially with the extension of the existing office blocks which are nearing completion. The planning of the buildings is done in a very conventional way in terms of layout, in the sense that people are placed in separate offices which group people from specific divisions together in a common area. The buildings and equipment in general leave a quite formal and rather impressive image. The staff (all respondents) were satisfied with the buildings and considered it necessary to have such buildings in the interest of the image of the corporation.

Aspects such as administrative and other supportive functions are well provided for, although some respondents (35) expressed frustration with the effectiveness of some of the administrative functions and also with the strong bureaucratic character which they felt included processes that inhibit their functions.

The central focus on the provision and utilisation of means for the activities of the QDC can, in conclusion, be stated as resting on the promotion of economic growth via various activities. The degree of difference in opinions on how the means available should be utilised clearly indicates a lack of general consensus about how to make best use of it. These differences can largely be related to the various departments but also to individuals in the departments. The climate towards the existing arrangements is, therefore, not very positive given people's perceptions of existing arrangements which are not generally accepted. (Compare par. 5.2.1.11:192 for an explanation of climate.)

The differentiation of the corporation into units may demand different cultures. The point of departure in this study, however, is that the primary focus should be on the organisation in general, as a total entity which should address development as a multi-faceted phenomenon through its various departments. (Compare par. 5.2.1.4:189.) This possibly demands a single culture which can only be effective

© Central University of Technology, Free State

Central University of Technology, Free State

and efficient in making goal-attainment possible, if sub-cultures are supportive of the main culture. The focus should therefore be on the organisational culture and the orientations of the various departments.

The above discussion was aimed at providing a description of the cultural dimensions as explained by the interviewed employees in the corporation.

We now turn to a discussion of the cultural dimensions relevant to the internal integration of the organisation.

6.6.2 The internal system

In the discussion on the external environment, attention was given to the functioning and values of the corporation addressing its external factors or target groups (for example par. 6.6.1.1:249, 6.6.1.2.1:257; 6.6.1.2.2:258 and 4.2.1.1.2:132). Various aspects such as communication and structure have specific relevance for the external environment, but must also be looked at for their relevance to internal integration (par 5.2.1:183 and 5.2.3:203). For this reason some of the aspects discussed above will again be addressed in this section, but with the focus now on the internal rather than external value they have for the corporation.

The aspects important for this discussion will be considered according to the cultural content, in terms of employees, interpersonal relations and managerial processes and orientations.

6.6.2.1 Employees

It seems as if people are accepted as part of the QDC once they have joined the corporation. This implies that there is no specific consideration of alternative qualifications or efforts that people have to acquire or make before they are accepted as members of the corporation.

© Central University of Technology, Free State

Central University of Technology, Free State

The motivation of all respondents towards reaching the goals of the corporation was throughout the interviews described as poor. On the question whether the employees of the QDC were motivated towards achieving the goals of the corporation, respondents indicated that they had the impression that most of the members of the organisation were just interested in getting their job done to earn a salary. In other words people considered their functions as just another job with very little vision and motivation for reaching the goals and satisfying the needs of the corporation.

It was indicated by a number of the respondents (especially in the ranks below top management - 38 in all) that they believed that the individual worker was not valued as person. This was also indicated by top management who stated that this aspect was not satisfactory in the corporation. (Compare par. 5.2.1.11:184 and 5.2.3:203.) The impression existed that people were sometimes used as machines. Top management, for example, stated that, according to him, there was not a strong enough sentiment present in the corporation for the appreciation of individual employees. This was also reflected in the OI programme where the quality of life at work and equity were identified as areas of critical importance. Further proof for this aspect was found in the fact that there clearly did not exist a set of principles or values (religious or others) to explain to and assist people in dealing with their questions on aspects which were experienced as difficult, for example, personal trauma or experiences which were difficult to understand. (All interviewees confirmed this aspect.)

In general, interviewees responded very negatively towards the system of evaluation of employees and the opportunities for promotion. All interviewees (48) responded negatively about the existing system of evaluation. This negativity was confirmed by the personnel-officer who indicated that possible alternatives were considered, due to the problems with the existing "KPA" system. As was referred to in the discussion on the environmental aspects (par. 6.6.1.1.3:252 and 6.6.1.2.5:262) people were convinced that the system of evaluating their activities was highly subjective and ineffective. On the question of how this related to their promotion, the response was often "What promotion?". Respondents

© Central University of Technology, Free State

Central University of Technology, Free State

(especially low ranks and middle management - 43) felt strongly that the promotion opportunities were too few, some of them believed that this was one reason why people tended not to stay with the corporation. This can be explained by the fact that the top of the pyramid in the corporation is so narrow that the possibility for a person to get into top management is very limited.

Opportunities for staff to develop themselves are readily available in the corporation - through bursary programmes for study at academic institutions and also courses that are offered internally. (Compare par. 5.2.1.10:192.) Despite these opportunities, the response was that courses offered focussed more on a general level (specifically on lower ranks as confirmed by two people), while respondents felt that there was not enough attention given to the training of people in and for their specific jobs.

An aspect that respondents throughout the interviews regarded as very poor, was communication (45 interviewees). Besides communication problems in terms of more information for greater job fulfilment as discussed above (par. 6.6.1.2.5:262), communication to all employees about planning and activities in the corporation is poor. This was evident from the information gained from interviews with people on different levels of seniority. It was often found that frustrations existing with people in lower ranks, were already being attended to on a higher level in the corporation, but that this had seemingly not been communicated. The idea was created that the problem also existed with the top management from the side of the executive committee because they did not always communicate sufficiently about the situation on lower levels in the corporation. This was confirmed by top management.

6.6.2.2 Interpersonal relationships

A large majority of interviewees (41) felt that interpersonal relationships on the informal level were open and satisfactory, although a certain tendency to form cliques was evident (par. 4.2:121). The formation of cliques seemed to often take place on the basis of the various cultural groups in the corporation. Communication among the members of

© Central University of Technology, Free State

Central University of Technology, Free State

the corporation is promoted by specific team building efforts which take place on a departmental basis. It therefore seems as if the departmental structure for communication is also confirmed and strengthened by these activities.

Power relations in the corporation are inevitably linked to people's position in the corporation - although some people expressed the opinion that the social skills and acceptance of people also played a significant role in the amount of power that a person have in the corporation. It was felt that skills and an ability to do one's job were not always the primary factors determining one's position of power. It is clear that this opinion may lead to distrust in the system of staff evaluation and also be disrespect for people in specific positions. The social distances between positions were already described as quite large by the interviewees. In other words, people experienced their supervisors as being significantly superior to themselves, even to the extent that definite gaps or estrangement in their relationships existed.

Formal relationships were described as highly competitive to the extent that people expressed a feeling of distrust towards one another. In the case of one department, respondents indicated that they were always looking over their shoulder because they were afraid that someone might try to take their position. This inevitably led to a situation where the exchange of information was inhibited because people tried to promote their own position keeping information to themselves. A clear indication was given that this competitive relationship between individuals also existed among the various departments. There was a clear tendency of specific departments to view themselves as better than other departments. This perception was, according to respondents largely the result of the fact that the departments were viewed as clients of one another (par. 6.6.1.2.2:258), which allowed departments to evaluate other groups in isolation from themselves and the rest of the corporation which gave them the right to certain demands from each other instead of cooperation.

Mechanisms for handling conflict through formal grievance procedures exist in the corporation. The General Manager's viewpoint was that

© Central University of Technology, Free State

Central University of Technology, Free State

conflict must be handled and resolved instead of trying to manage it. In general the respondents (all interviewees) were satisfied that conflict was dealt with and that sufficient arrangements existed to deal with conflict. In other words, conflict is not used as a mechanism to make decisions and find solutions to problems, but rather is solved to promote consensus.

Communication on official matters is generally quite formalised in the sense of written memoranda and confirmation of discussions such as minutes of meetings and written confirmation of oral agreements (par. 4.2.2:135).

If the narrow span of control in the corporation is considered (par. 6.4:229) it is evident that there is normally quite direct communication among, for example, the heads of sub-sections, and sections and their subordinates. It can therefore be accepted that the possibility for the development of proper manager-subordinate relations does exist in the corporation. The relations, according to the interviewees, differed to a large extent from department to department. It seemed as if the personal style of every manager determined the relationships in that situation to a large extent. In short, there was not a generally accepted approach in the corporation. Relationships between superiors and subordinates were clearly significantly influenced by the strong awareness of the status differences of people in different ranks. Despite the claim for an open communication system, it was constantly suggested that there existed quite some distance between the various ranks in the corporation. This probably contributed to the fact that subordinates often described superiors as being only interested in their own positions and progress. The relationships, although positive in certain cases, especially where the superior and the subordinate did not differ too much in seniority, were often not that positive in cases where junior staff were involved.

6.6.2.3 Management processes and orientation

The management processes in the corporation will be discussed with regard to the four basic managerial processes, namely communication, decisionmaking, control and goal formulation. Because the various

© Central University of Technology, Free State

Central University of Technology, Free State

aspects have to some extent already been discussed at least implicitly, this discussion will only focus on the basic content of every aspect.

Communciation, which forms a part of the managerial processes in the corporation, has already been referred to in the previous paragraphs (e.g. par. 6.6.1.2.5:262 and 6.6.2.1:269). It was stated above that employees felt that they did not have enough information to understand decisions. More information is also needed about the general activities going on in the corporation in terms of matters under consideration and specific activities in which the corporation was involved (par. 6.6.1.2.5:262 and 6.6.2.1:269). In other words, decisions taken in separation from the subordinates and without their proper knowledge and were not properly communicated to them.

People in lower ranks (40) felt that they had the opportunity to communicate with management at all levels if it was really necessary. It seemed, however, as if this was not used to its full potential, except by certain people who were in advanced positions in the corporation. Communication from junior level to management did not take place on a frequent basis. The communication that did take place was normally formal and in writing.

The flow of communication in the corporation is according to the structure as discussed, together with the organisational chart (par 6.4:229). This represents a complex process of interaction, as discussed in par. 6.4, which demands a constant flow of information through a large variety of positions to ensure the availability of information at all levels of the corporation.

Decisions in the corporation

Decisions in the corporation are made in committees on the basis of a formal system of delegation. Specific delegations are also made to people in specific positions, which allow a certain right for decision-making by individuals under the authority of the committee to which they are ultimately responsible. Because the delegation system channels decisions into various committees and positions that are

© Central University of Technology, Free State

Central University of Technology, Free State

progressively of a higher status according to the importance and seriousness of the decisions, employees tend to feel that decisions are taken on a centralised basis. (Compare par. 4.2.1.1:125.) This is, according to interviewees (38), because this method creates the effect that all decisions must in any case in the end be condoned at top level, due to the fact that every delegation is part of the delegation of the executive committee. For its part, it allows some committees and individuals to make some lowerlevel decisions, while in the end each decision reflects, in responsibility, on this committee which promotes a feeling of centralised control. The fact that delegations are limited and still have the large and important decisions to be made at the centre, together with the idea of a system that progressively centralises all decisions, therefore probably harm the effort to try and create a form of decentralised decision-making.

The advantages of the committee system that were mentioned in the interviews were that decisions could be taken despite the absence of specific people which allowed for a mechanism that could ensure regular periodical opportunities for decisions to be made about important matters. Although the delegated power is situated in the head of a department or other manager under whose immediate jurisdiction a committee is formed employees at least get the opportunity to influence decisions up to the level of the committee in which they take part.

The delegations existing in the corporation are well documented. But as stated above employees below top management (38 people) felt that they could handle more authority than the existing delegations allowed at this stage. The interviewees considered the delegations as limiting their effectiveness and underestimating their abilities. From the interview with top management, it became clear that he viewed the delegation system as an arrangement that had to develop on an evolutionary basis, according to the extent that people proved themselves capable and ready to take on greater responsibility. His opinion was that the stage was reached in the corporation, to reconsider the existing delegations, which probably explained the reason for, and also his admittance that dissatisfaction is experienced with the existing system. By admitting the necessity of reconsidering the delegation system, the general

© Central University of Technology, Free State

Central University of Technology, Free State

manager expressed understanding for the frustration of the employees of the QDC with the existing amount of authority they had. The employees' complaints can therefore be accepted as real, because they are already considered by management for possible changes to allow more authority.

Because of the committee system, it generally happens that decisions must be put on schedule for the next meeting. Employees felt that this process caused decisions to be made too slowly, especially if decision-making was compared with that of potential competitors.

Control in the corporation

It is clear from the organisation chart (compare par. 4.2.2:135) and the narrow span of control that control takes place in a very direct manner (par. 6.4:229). Interviewees' responses indicated that despite a relatively formalised system, they did not feel overly controlled. In other words, they did not have an impression that superiors in general concentrated on small detail. This is suggested by the indications that there are quite formal structures (par. 4.2.1.1:125) for doing things and dealing with matters. The general attitude, for example, was that the administrative system was complex, to the extent that people responded negatively to the "red tape" involved in the system. The impression was created that people knew what was expected of them and as long as they did it according to the job description, their superiors were satisfied.

The safety of a job description seemingly also provided people with the opportunity to keep to those expectations only and not to do anything extra. Motivation to take initiative had been promoted by special programmes through which people could get financial compensation for specific innovative actions (for example, initiative to save on costs in the corporation). The impression was gained that, despite these motivating actions, people were still slow in responding. This was an aspect identified by all. except one person interviewed. By pronouncing the dissatisfaction with the lack of recognition that they received for positive and successful actions, while failures or errors were strongly

© Central University of Technology, Free State

Central University of Technology, Free State

negatively sanctioned (which Blunt (1990:305) describes as a general problem in organisations) it seems as if the people identified the problem from management's side, namely a lack of personal interest in, and motivation of, workers in general. It is also evident that there is no consensus on the criteria for the recognition of success and punishment for failure. The problem of motivation of subordinates by management was highlighted by the interviewees when it was stated that despite the need for innovation and the fact that room for it existed, staff did not respond. The response especially from subordinates, was that innovation was not stimulated in the corporation at all.

The areas of performance relevant for evaluation of actions in the corporation were also part of the OI programme. This might provide a few more explicit guidelines for people to evaluate their input. The existing system for the evaluation of employees met with very negative responses. As was stated, mechanisms for evaluation are in the process of being created.

The formulation of goals

The formulation of goals (compare par. 4.2.2:135) within the corporation had in the past been done on the basis of what seemed to be the right thing to do at a specific moment. This led to a situation where the specific formulation of general long-term goals for the corporation was not done for quite some time. With the introduction of the OI programme, definite goals were formulated. The planning was that from departmental level, goals would be formulated to link with the overall goals of the corporation. This gave departments the opportunity to take part in their own goal formulation. But because of the fact that only heads of divisions and sub-divisions were part of the committees responsible for goal formulation, the result is still decision-making by managers about specific goals for subordinates, as had also been done in the past.

The earlier description of the dimensions of culture referred to the general patterns of action and the values existing in the corporation. The last aspect to be attended to, in order to enable the researcher to decide about the typical nature of the culture of the QDC, is the

© Central University of Technology, Free State

Central University of Technology, Free State

underlying assumptions that form part of the culture (par. 5.2.1:183). The next part will focus on a description of the assumptions that underly the values and patterns of action as discussed in relation to the various dimensions of culture.

6.6.3 The assumptions which form part of the culture of the Qwaqwa Developoment Corporation

The discussion of the underlying assumptions in the QDC will be dealt with in accordance with the discussion of aspects in paragraph 5.2.1.2 (p. 185). The goal is to give a description of the essential aspects comprising the assumptions, to complete the picture of variables considered as part of the essence of organisational culture. It will be evident that the highly subjective nature of these assumptions meant that it was necessary to conduct the interviews on these matters very carefully as well as to utilise observation to collect information on these aspects.

6.6.3.1 Humanity's relationship to nature

The conclusion was reached (par. 6.3:221) that the people of Qwaqwa, i.e. the clients of the QDC, are to a large extent rural (88,11 percent in 1985) with, probably, a predominantly traditional culture. According to Dooyeweerd's (Griffioen, 1986:90) and Leisstner's (1989:21-31) ideas, the traditional culture is based on the idea of the power of nature. This implies a passive attitude towards nature that dominates the human being and places him in a position of passive acceptance of or not questioning nature. This perception is strengthened, according to Dooyeweerd, by the primary position tradition takes and the closed character of religion in this type of culture, which allows only certain people to explain aspects of reality, and normally supports tradition.

The position of the QDC, in terms of its role towards nature in Qwaqwa, can therefore be stated very clearly. From the interviews and also from the typical strategies and actions of the QDC, it is clear that they

© Central University of Technology, Free State

depart from a typically Western cultural approach which views nature as something which can be controlled and manipulated by man. The General Manager confirmed this in no uncertain terms when he stated that he accepted the idea that the Western type of culture would in the end be generally accepted and that they therefore considered it as their basic point of departure in their planning and actions.

Implicit in this attitude is the idea that, firstly, the corporation accepts its position as one which allows it to take control of its physical environment and secondly, to influence its social and cultural environment. The attitude was found, that the approach of the corporation was accepted as the only way and that the environment would have to meet these standards.

The acceptability or not of this approach can be decided upon against the background of the planned social change approach as set out in chapter 3 and the typology formulated in chapter 4 (par 4.2.3.8.2:159). To make sure that the conclusion is valid, it will be postponed until the response from the people involved in the projects has been discussed in chapter 7. The conclusion on this aspect will be an important indication of the healthiness of the organisation, because the ability of an organisation to assess accurately whether its initial assumptions about its relationship to the environment are correct, can determine its health in terms of successfully adapting to its environmental realities (Schein, 1986:88). Schein suggests that an organisation must have the ability to:

- obtain valid information and channel it to the right places in the organisation;
- make the necessary transformations in strategy, goals, and means;
- measure the outcome; and
- determine which aspects in the environment are most relevant to focus upon, i.e. technological, political, economic, or socio-cultural aspects. This decision will to a large extent determine the nature of the organisation. (Compare par. 7.2.3.2:305 and 7.3.2.5:331 for possible conclusions.)

© Central University of Technology, Free State

Central University of Technology, Free State

The assumption, in the QDC, about man's relation to nature can therefore be seen as comprising of the idea that nature is controllable, manipulable and fit for questioning by man. This is confirmed in the attitude that development is possible and that active involvement can contribute to it, in contrast to a fatalistic approach.

6.6.3.2 The nature of reality and truth

The basis on which people in an organisation decide about the nature of reality and truth can be seen as related to their view on humanity's relationship to nature (Schein, 1986:88). The basis on which decisions were taken in the corporation, was indicated largely as being clear-cut economic realities and facts. This indicates a tendency to accept the empirically determinable facts as relevant for decision-making. An example is that decision-making about projects is to a large extent determined by the economic viability of the projects; even in the case of manpower development, a set percentage of the budget is earmarked for these activities. (Compare par. 6.6.1.1.3:252.)

Factors that are not testable and that can be seen as purely matters about which decisions must be made on a basis of consensus occur in isolated cases. An example is the development of the golf-course which was meant to create a high-profile facility to accommodate some of the social needs of, at this stage, largely the upper strata.

Decisions based on purely individual reality, in the sense of taking into consideration solely individual experience to make decisions, also sometimes occur in isolated cases. This seem to occur more on the senior level of the hierarchy of the corporation, where exceptions in certain cases are sometimes made, for example, the general manager may decide to grant permission for a loan because he is convinced that the case has merit, although this may be in contrast to the available facts. Even in these cases, it seems as if people feel threatened by this type of decision until possible success is reached, as was confirmed by the General Manager.

© Central University of Technology, Free State

Central University of Technology, Free State

The data collected suggests that a high premium was placed on objectively determined facts in the case of decision-making on a specific matter. It can therefore be concluded that the assumption exist that objectively identified information is the most trustworthy basis on which truth can be established.

6.6.3.2.1 Assumptions about time

Time is generally assumed to be monochronic in nature in the QDC, in the sense that proper programmes exist for certain things to be done at certain stages and on certain dates. Planning is therefore done according to the action that can fit into a specific span of time. This is in contrast to a loose arrangement about how much can possibly be done in a specific period of time.

The general attitude in the corporation is that close attention must be paid to the setting and meeting of schedules, because these have an important influence on the image of the corporation among the industrialists and other people involved with it. Planning according to units of time differs in the corporation according to the different functions of the corporation, for example, physical developments may be planned in terms of months or even years, while manpower development may be planned in terms of days or even hours. There is, therefore, no specific set units of time on which planning is based.

The orientation of the members of the corporation is generally towards the future. Although past and present experience is considered, the corporation focusses on future actions.

6.6.3.2.2 Assumptions about space

In the QDC the physical arrangement of offices is formal, and in more or less all cases, every individual has his or her own office. This relates to, firstly, the monochronic time orientation of the corporation which demands this type of arrangement to facilitate areas with desks and privacy in which appointments can be conducted (Shein, 1986:94).

© Central University of Technology, Free State

Central University of Technology, Free State

Especially in the case of the QDC where staff frequently have to interview clients on matters that may concern private issues such as loans, this layout seems preferable. People in general seemed satisfied with such an arrangement. This preference for privacy in the corporation may influence communication to the extent that only certain formal communication channels are developed and that open communication on official aspects is limited to such formal communication channel. As was mentioned in the discussion of communication under paragraphs 6.6.2.2 (p. 271) and 6.6.2.3 (p. 273), communication is experienced very negatively at this stage because of distrust and a lack of general communication, especially on official matters.

The use of space for the confirmation or expression of status is not an aspect which figures prominently in the QDC. Except for some of the top executives, there is very little difference between the furniture and size of offices. In certain cases people complained about this saysing that their offices ought to reflect their position because clients in the specific environment valued such tokens of seniority. It seemed, however, as if the level of a person's position was seen as sufficient to confirm his status in the corporation. The general conviction among the interviewees was that the esthetic features of the buildings of the QDC are important, because it projects an image of progress and success to their environment.

In summary the orientation towards space in the QDC projects the image of a formal arrangement with a quite strong focus on privacy. The conclusion can therefore be made that this image is based on the assumption that the corporation views itself as a formal organisation which must project a highly professional image.

6.6.3.3 The nature of human nature

To describe the assumption concerning the nature of human nature in the QDC, it is necessary to consider the control situation in the corporation. As was discussed in paragraph 6.6.2.3, (p. 273) the system of control in the corporation is very direct and focussed, given of the nature of the structure and the span of control. The management system,

© Central University of Technology, Free State

Central University of Technology, Free State

functioning with committees and a delegation system, completes the picture of a strictly regulated system which leeds to decisions being centralised in committees and delegations that are formally described and controlled. Both the committees and the delegation system have an implicit message, namely that responsibility must be shared in the case of decisions and, in a case where an individual should take a decision, it must be strictly controlled with formal prescriptions and direct responsibility to a committee.

Thus the underlying assumption concerning human nature, is that human beings must be controlled.

It was clear that, for management, there was a strong conviction that the integrity of the corporation had to be protected at all costs. This is so, firstly, especially seeing that the QDC works, to a large extent, with public funds. Secondly, this aspect is focussed on, because some indications about employees being dishonest were evident in the history of the organisation.

It can be accepted that individuals are not seen as basically evil or good, but rather that individuals need proper control to ensure that they act in accordance with the expectations of the corporation in general and, in doing so protect the image of the corporation.

Another issue in the nature of the human being is whether or not man is perfectable. It is clear from the data that the human being is seen as someone with the intellectual and moral potential, that can be capitalised on. This is indicated by the focus on the training of employees. On the other hand, clear notice is taken of the limits of a human being's perfectability, if the control mechanisms of the corporation are considered.

The corporation's view on the individualised position of employees seems to differ from the situation in practice. On the one hand, it is clear that through mechanisms such as the committee system and team building efforts, management tries to promote a group approach. The reality, on the other hand, seems to show a highly individualised situation in

© Central University of Technology, Free State

Central University of Technology, Free State

practice concerning individual employees in the first instance, but also on departmental level. It seems as if the existing structure will inevitably lead to this type of situation, especially in combination with aspects such as distrust and a lack of motivation, as discussed above.

Assumptions about how individuals can be motivated centre, to a large extent on the idea that individuals will respond to financial benefits and improvements in status. The type of motivating factors, for example, financial compensations (as discussed above) for initiatives taken, prove this type of approach.

In conclusion it can be stated that it seems as if the basic assumptions about the nature of human beings are basically comprised of the acceptance that employees will do their jobs for the corporation if they are controlled properly and remunerated for jobs done. In essence, therefore, individuals are viewed as in service of the organisation. This is in itself of primary importance.

6.6.3.4 The nature of human activity

The approach that was found in the interviews in general (40), was that the expectation existing in the corporation is that people had to be pro-active and not reactive. According to Kluckhohn and Strodtbeck (in Schein, 1986:101), the "doing orientation" correlates closely with the assumption that nature can be controlled and manipulated, a pragmatic orientation towards the nature of reality and a belief in human perfectibility. In the case of the QDC it seems as if this assumtpion is also present. This is suggested by the attitude that a large need exists in the Qwaqwa area, and the approach of becoming actively involved in improving the situation. In paragraph 6.6.1.1.3 (p. 252) it was mentioned that the organisation functioned for quite some time on the pragmatic assumption of "let's do what comes first" (par. 6.6.1.1.3: 252). This tendency can be considered as an indication of a pro-active approach, because the attitude here seems to be in favour of a definite intervention in society.

© Central University of Technology, Free State

Central University of Technology, Free State

The effectivity of human activity in the corporation has been measured up to this stage by the corporation, largely on a quantitative basis. The importance of the measurement, however, is found in the fact that the focus is on efficiency. This further indicates an orientation towards pro-activity (Schein, 1986:102).

Pro-active activity, in the case of the QDC is therefore in contrast with a passive fatalistic approach. The orientation is that employees are expected to go out and do things. The assumption is that human beings have the potential to deal with their needs and environment and that they must go out and do it. The question to be answered at this stage is, what is the effect of the lack of innovative action on this assumption?, or why isn't this assumption realised in terms of motivation for innovation? This problem will be addressed when the findings from the empirical information is discussed in chapter 7. (Compare par. 7.3.1.5:319.)

6.6.3.5 The nature of human relationships

An important aspect of the underlying assumptions with regard to the nature of human relations is that they are related to the assumptions existing in the other four aspects as discussed above. In other words, assumptions about reality, truth, human nature and human activity will also be reflected in the assumptions about the nature of human relationships.

To describe the assumptions about human relations in the QDC the pattern-variables of Talcott Parsons will be used as a guideline or frame of reference.

- **Emotional or emotionally neutral**

Relationships concerning job related aspects are dominantly emotionally neutral. This is clear from the type of structure, the formality of communication and the managerial processes in the corporation, as have been discussed above (par. 6.6.2.3:273 and 6.4:229). The competitive

© Central University of Technology, Free State

nature of relationships and the individualised nature of task-fulfilment probably also suggest and promote this emotional neutrality (par. 6.6.2.2:271).

Diffuse or specific

Relationships in job related activity are quite specific. This is evident from the patterns of interaction in the corporation. Relations on activities apart from job-related matters, exist but it seems as if this is, to a large extent, limited to various groups or cliques (par. 6.6.2.2:271). In general relationships can be described as specific.

Universalistic or particularistic

Certain particularistic arrangements, with regard to, for example, differences in hours of office attendance, did exist in the corporation determined by the type of work. However, these arrangements are being phased out, which contributed to a universalistic type of orientation. This is further promoted by the method of staff evaluation that is used. In the latter instance all people irrespective of function, are evaluated according to a single method of evaluation (par. 6.6.2.1:269.).

Ascription or achievement orientated

Rewards in the corporation are achievement orientated. This is evident from the fact that promotion and the upgrading of the employees' position are decided on on the basis of the results of their evaluation (par. 6.6.2.1:269) on an achievement orientated basis.

Self or collectively orientated

A discrepancy seems to exist between what is set as ideal by management and the situation in practice. The impression was gained that the interest of the corporation has high priority, especially with the General Manager, while in the interviews a different attitude was detected. It seems as if the majority of individual employees are highly

© Central University of Technology, Free State

Central University of Technology, Free State

self-orientated. In other words, individuals see their responsibility as being to their individual positions, which does not necessarily have to reflect group sentiments or interests (par. 6.6.2.3:273).

In conclusion, it can be stated that the basic assumptions concerning the nature of human relations seem to rest on quite formal relationships controlled fairly strictly by, for example, job descriptions. Individuality is a prominent aspect probably stimulated by the high degree of formalisation.

The important decision to be made on the basis of these assumptions is if they really allow the construction of a paradigm, in the sense that they allow a logical combination of aspects that can be considered as a representation of the set of assumptions on the QDC. Only a logically constructed paradigm, as a result of the given information on the assumptions, can allow a legitimate claim for an existing culture in the corporation (Schein, 1986:109-111).

Another aspect of importance which must be mentioned at this stage, is the fact that impressions and viewpoints are based on the responses of the majority of respondents, in other words, on tendencies that evolved from the interviews. This does not mean that all the interviewees were completely in agreement about all aspects. Difference in response showed most clearly in the case of people from different departments. As mentioned earlier, notice must be taken of the influence of various managers. However, given the trends detected, it is possible to view the assumptions (par. 5.2.1.2:185) as forming a paradigm.

The paradigm consist of the following assumptions:

- The environment is controllable and manipulable.
- Truth is regarded as objectively measureable information.
- Time is perceived and utilised as if it is monochronic in character.
- Space is formally divided and used in a way that promotes privacy.
- Human beings can be trained and developed but must be controlled.
- Human activity must be pro-active.
- Human relations are formal and must be well-controlled. This is done through a strong awareness of differences in status.

© Central University of Technology, Free State

Central University of Technology, Free State

- The corporation and its survival are of primary importance. Its survival will also allow the accommodation protection of its employees.

The assumptions leads to an image of culture that implies a formal system which functions within a strictly formal type of structure according to well defined control systems. Solutions to problems are found through conventional objective methods. Decisions are taken predominantly on a centralised basis according to dominantly quantitative information. Success is in general measured against objective criteria, for example, amount of profit.

6.7 SUMMARY

Against the background of the information discussed above it is now possible to identify the type of culture existing in the QDC. After this has been done the responses of people from three projects in which the QDC is involved, will be discussed (Chapter 7). Against the background of the existing culture the responses from the people involved in the projects will probably be more easily understood. After the discussion of the cultural aspects and the projects it will be possible to reach some conclusions (par. 7.3:310).

6.7.1 Type of culture

The various types of organisational culture discussed in paragraph 5.2.2 (par. 195) will be applied in this section with regard to the information discussed in this chapter, in an effort to classify the culture of the QDC in terms of its dominant characteristics.

It is necessary to stress that the four types of culture (power, role, task and person cultures) are usually all present in an organisation. Although elements of all four types of culture are necessary for the survival of an organisation it can be accepted that the dominance of a specific type of culture will depend on the nature of the organisation, and the types of functions that it must fulfil to be able to reach its

© Central University of Technology, Free State

goals (Fischer, 1989:16). It can therefore be argued that the type of culture an organisation develops will, to a large extent, influence its ability to be effective in terms of reaching its goals. For this reason development organisations (par 5.3:207) need to develop cultures that can facilitate development by addressing the development needs in the societies of planned beneficiaries effectively and efficiently. (Compare par. 7.3.2.9:335.)

Given the data presented above, the culture of the QDC can be described as predominantly a role culture. This is so because the culture is, in the first instance, characterised by a strict hierarchical structure which is evident from its organisational chart, but also from the interviews which confirmed the awareness of status differentiation. Secondly, the organisation is characterised by specialisation. Its organisational chart reflects a perfect image of the Greek temple as described by Handy (1986:190) and discussed in paragraph 5.2.2 (p. 195). The specialised departments in the QDC developed to such an extent that they caused a fundamental fragmentation of the corporation below top management. Thirdly, the organisation is co-ordinated totally by the executive management committee through the system of committees and delegations. It is clear that this is considered to be a sufficient arrangement because the extent of individuality of the departments implies that the top management is satisfied that if every department does its part, the goals of the corporation will be met. Fourthly, individuals do function in accordance with formal job descriptions, which is formulated according to, mainly, functional needs. The fact that people keep to their job descriptions and do not take initiative to do something extra (par 6.6.2.3:273) is a typical characteristic of the role of culture (Handy, 1986:190). Fifthly, position power is in the corporation (par. 6.6.2.2:271).

The main reasons why the power culture does not figure prominently in the organisational culture of the QDC is firstly, the committee system, and secondly, the size and number of activities of the corporation. Although the General Manager can represent a power centre, decisions are to a large extent made by the management committee. This leads to a situation where the power is to a certain extent not vested in an

© Central University of Technology, Free State

Central University of Technology, Free State

individual, but centralised, in a committee. Trust and empathy in the corporation are also not very strong. Decision-making is according to the information (par. 6.6.1.2.5:262), not very dynamic due to long lines of communication through committees. People in the corporation tend to be security orientated. This was evident in the widespread feeling (35 people) that people are worried about the implications of the recent political changes in South Africa for the future of the corporation even to the extent that some people are looking for other jobs. This is in contrast to the nature of the power culture in which people normally are not security oriented given the risk taking and politically minded orientation.

The principle of getting the job done does exist in the corporation but the arrangement is not on the basis of a "matrix type of structure" (Gibson et al., 1988:519) as is normally present in the task type of culture. Because the organisational culture is focussed on position and structure it hinders the type of activity that can allow the people with the best expertise to get involved with projects in all cases. It rather generates a situation where a person, because he is in a specific position, takes part in activities on a generally accepted or prescribed basis. From the interviews it was clear that the corporation lacks adaptability to its environment (par. 6.6.1.2.4:260 and 6.6.3.1:278) due to a lack of understanding of the real culture, aspirations, fear and potential of the population. This also indicates a lack of task cultural aspects. This is probably because the corporation set its focus on a typical Western modern approach concerning the relation of the people to nature as active manipulators, while the approach among the people in the environment is still traditional or passive towards nature as an entity that dominates their lives. These argument is supported by the attitude in the corporation that the Western orientation should be accepted by the QDC because the population will inevitably adapt to it in the end. This may be the reason for the lack of understanding of the social factors in the environment because the QDC feels it is not necessary, while it is precisely this lack of knowledge which inhibits its adaptive abilities. Influence is also limited mainly to specific positions in the corporation this was clear from the interviews where people indicated that they feel they do not really have influence. This

© Central University of Technology, Free State

Central University of Technology, Free State

is also in contrast to a task type of culture. Because the task culture is very suitable in highly competitive environments a possible explanation for the lack of this type of culture is the fact that the corporation does not really have competition from other institutions (par. 6.6.1.2.3:259).

The person culture seems almost absent in the corporation. This is clear from the feeling by individuals that they are not valued and also the lack of motivation for innovative activities existing in the corporation (par. 6.6.2.1:269, 6.6.1.2.5:262 and 6.6.2.3:273). Although the corporation is not aimed at gains for the members of the organisation the question that must be answered is how elements of this culture can contribute to the dynamics of the organisation to promote its goal achievement. This will be addressed in the next chapter (par. 7.3.2.9:335).

In conclusion, the QDC has a dominantly role culture which can also be described as dominantly bureaucratic in nature (par 5.2.2.2:197). This information can now serve as a basis for reflection against which, together with the information on the projects that will be discussed in the next chapter, conclusions about the suitability of the nature of the corporation for development activities (as discussed in Chapter 2, 3 and 4 and specifically paragraph 4.2.3.8.2:159) can be made. With these conclusions available an attempt to create a model for the guidance of development organisations can be made.

---o0o---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 7

SOME REFLECTIONS ON THE ACTIVITIES OF THE QWAQWA DEVELOPMENT CORPORATION

7.1 INTRODUCTION

In Chapter 6 the organisational culture of the QDC was discussed. This provided a description of the way in which the corporation approaches its environmental situation and arranges its internal structure and functions in order to reach its goals. In a discussion that aims at constructing a model about the development activities more information is needed about development situation than just the development organisation's orientation towards goal achievement. In Chapter 2 (par. 2.4:66) it was argued that because human being forms an integral part of society he must be considered in development activities by recognising the culture, aspirations, potential and fears of the people in whose interest development actions are planned and executed. For this reason it is imperative to complete the range of information needed to develop such a model by including the theoretical discussions on change and organisations as well as the information about the development organisation, including the way in which the people in whose interest development actions are undertaken experience the involvement of the development organisation in the improvement of their well-being.

The aim of the study (par. 1.2.3:13), is to create a model suitable to guide development organisations in the planning, execution and evaluation of its activities. This chapter will focus on the experience of the people involved in some of its projects as well as the expectations they have of the QDC. A comparison of the culture of the QDC and the expectations of the people that are involved in some of its projects can serve the purpose of identifying the critical areas for consideration in development activities. This may also assist in the selection and

© Central University of Technology, Free State

evaluation of relevant ideas from the theoretical discussions. The combination of theoretical ideas (Chapters 2 to 5) and information about the practical situation (Chapters 6 and 7) may then serve the purpose of providing a foundation for a model as planned in Chapter 1.

This chapter, because it completes the discussion of information on the QDC and its activities will end with a general conclusion concerns the findings of the study on the QDC and three of its projects. The three projects were selected as representative of the three types of development activities - industrial, business and manpower development. Because: the same people from the same departments are involved in the projects in each type of development activity; and, it was clear from the interviews that the same philosophy is applied throughout departments, the three projects can be considered as representative of all projects. The aim is to reach a conclusion about the nature of its activities in terms of certain relevant aspects, as suggested by the theoretical discussions and especially the typology of development organisations (par. 4.2.3.8.2:159).

An unstructured schedule was used in all interviews with members involved in the projects (Annexure 2). The interviews were combined with observation, in order to get information about the nature of the activities of the planned beneficiaries.

The aim of this chapter is to describe the experience and expectations of the people involved and therefore not an evaluation of the project as such, except, of course, from the viewpoint of the clients as reflected in their responses.

The projects to be discussed include areas of involvement from the three departments, business development, industrial development and human resources. This way of work probably allows the best opportunity to get the impressions of the people covering the largest part of the spectrum of external activities of the QDC.

© Central University of Technology, Free State

Central University of Technology, Free State

7.2 EVALUATION AND EXPECTATIONS OF THE QWAQWA DEVELOPMENT CORPORATION

The three projects in which the QDC is involved and which are to be discussed are, in the first place, a tertiary economic activity in the form of a retail business with one owner, secondly, a secondary economic activity in the form of a factory type of enterprise, and thirdly, a manpower development project.

7.2.1 Project 1

The owner of this business was an experienced businessman when he first made contact with the QDC in 1986. He gained his experience when he started a hawker type business with a capital amount of one rand in 1970 in Germiston. Through his efforts he expanded his activities until he rented a building from which he could conduct business on a more formal and regular basis. During the period from when he started business until he rented a building, he changed from selling beer to clothes and later vegetables. He was so successful that it was an easy move from a hawker type business to a permanent business. He started his permanent business by working longer hours than other businesses and keeping prices low to attract customers. He was successful with this business to the extent that he had one of the more successful businesses in the area. After problems with arrangements about the lease of the building he decided to move to Qwaqwa with the idea of continuing business in Phuthaditjhaba. At this stage he had already developed into an experienced and successful businessman which is probably partly the result of his philosophy of hard work, low profit margins and good customer service.

Against the background of the problems he encountered with the rental of business premises, the interviewee decided he wanted to make proper arrangements to prevent a situation where he could lose his business yet again after developing it into a successful enterprise. This influenced him to make contact with the QDC.

© Central University of Technology, Free State

The approach of the people from QDC was that they are willing to help him if business premises should become available. When a shop that was formerly selling sports equipment became vacant, the owner applied to start a supermarket. The response from QDC was initially negative despite the fact that the other supermarket in the area was operating on a basis which, according to the interviewee, was not effective enough to provide for the needs of the people. The reason the corporation gave for their negative response was that they thought that people would not buy from a new supermarket because they would rather go to the large new shopping centre that was erected by the QDC some distance from there. The approach of the QDC was to take decisions on the basis of the planning and needs that they established internally (see par. 6.6.1.1.3: 252).

Despite the initial negative responseof the QDC the interviewee repeated his request and in the end managed to convince the QDC to allow him to continue with his plan of starting a supermarket. It proved such a tremendous success that during the first day of business he sold his entire stock. From this stage onwards this business expanded to the extent that he could take over the existing loan of a butchery in Makwane village in 1986. During 1987 he bought the building in which he is operating with a loan from the QDC. This was followed by another loan in 1988 to buy another shopping centre and at present he is awaiting the decision on an application for a loan of R1,7 million to develop yet another mini-shopping centre at Phuthaditjhaba. At this stage he already has well over one hundred people in his employment with a supermarket, restaurant, bakery, and two butcheries operating for his account.

The involvement of the QDC in the business activities of the interviewee was merely to assist him with finance. He confirmed that their involvement did not include any other forms of support either through providing advice or training. Despite this situation he indicated that he is satisfied with the commitment of the QDC in the sense that they keep themselves informed about the way in which the business is managed. He also indicated that he experienced a feeling of distrust from the QDC. Examples that he regarded as indicative of the distrust are that with

© Central University of Technology, Free State

his application for finance to extend the business he was confronted with questions about whether he was convinced that he wanted to expand and how could he prove the profitability of his plans, etc. As an experienced businessman he feels that he is in control of his situation and he should be trusted especially considering his successful record. In fact he was treated according to general rules, which go hand in hand with the role culture of the QDC (see par. 6.7:288), without proper consideration of his position and proven ability - this way of treatment did upset him.

Concerning the question of how the QDC should go about assisting people to start a business, it was clear that he felt that the QDC should not plan for its clients but rather plan with them. He believed that the QDC should start with the potential businessman by establishing his motives, intuitions, experience and potential and from there continue with the process of assisting the person, even after the business has been started. Despite the assistance of the QDC, the interviewee feels strongly that the businessman has to make a success of his business through his own responsible efforts.

Despite the negative aspects mentioned above, the owner of this business concluded that he is impressed with the changes that have already taken place in Qwaqwa. He referred specifically to activities in the informal sector.

In paragraph 6.6.1.2.4 (p. 260) it was stated that the QDC has not really succeeded in understanding and addressing the culture, fears, potential and aspirations of the people of Qwaqwa. This tendency seems to be confirmed in the interview with the owner of this business. The impression that the QDC is still adamant about implementing its planning and ideas and the clients are expected to adhere to these expectations, seems justified. The interviewee responded in no uncertain terms that he values the contribution that the QDC can make but that a client orientated approach is expected.

© Central University of Technology, Free State

Central University of Technology, Free State

7.2.2 Project 2

Project 2 is a factory concentrating on the production of track-suits. It is the business of a private entrepreneur who bought it during 1986, after which he changed the name to the existing one and also based the business almost from a complete new footing. Since then he has developed into a respected member of the business community as is clear from the fact that since 1987 he has served as chairman of the committee for small industrialists.

The interesting aspect about the interview with this entrepreneur was that the impression gained from him about the activities of the QDC differed quite dramatically from the ideas gained from the employees of the QDC about their ideas concerning their involvement in his business. This will become clear in the following discussion.

The owner started this business with money that he borrowed from a bank. He did apply for financial assistance from the QDC but found that they were reluctant to provide him with a loan. He regards this as a lack of support from the QDC's employee who assisted him. He then borrowed an amount of sixty thousand rand from a bank. This loan he repaid within three years simultaneously with machines and vehicles that he bought during this period.

Concerning assistance given in the management of his business the owner responded very favourably towards the training courses that people from the Small Business Development Corporation (SBDC) presented when he started this business. These courses were offered through the initiative and on behalf of the QDC. The QDC later decided to offer these courses themselves. According to the interviewee he only attended this course twice and not again because he feels that he does not really learn anything from these courses, because they are not on the same level as the courses of the SBDC.

The interviewee referred to the involvement of the employees of the QDC in his activities in a very negative way. His impression is that the

© Central University of Technology, Free State

Central University of Technology, Free State

people are prescriptive and have an attitude that they will, as he put it, make him rich through their plans and strategies.

Since this business started, the owner left the premises belonging to the QDC from which he operated, and developed his own buildings. On the question why he considered this necessary he said that he is of the opinion that the management from QDC's side is poor. He referred specifically to the support mechanisms of the QDC, such as security services which caused him to lose about thirty thousand rand in one year. He feels that the poor service they receive from QDC really cause the link between QDC and its industrialist clients to weaken.

Concerning the question of his expectations with regard to the contributions that QDC should make to industrialists in their business the interviewee responded that the corporation is not doing enough to assist people. He made specific reference to the rules and regulations in terms of financial security, which may prevent comptetent people from being able to start a business. He felt that the corporation does not take into consideration the needs and aspirations of the people but rather focusses on their own interests. His reason for this is that the QDC for example takes up the available land which actually puts them in competition with the businessmen, instead of supporting them. It was clear that the fact that the corporation makes a profit is unacceptable to him and he would rather like to see the corporation in a purely supportive role providing people with financial assistance.

The interviewee as chairman of the small industrialists, also stated that the feeling that the QDC is not really helping people is growing among small industrialists. According to him the problem may be relieved by teaching people how to go about using the services of the corporation, but he stated as a prerequisite that the QDC will have to be more open. He expressed it quite clearly that the corporation will have to reveal and not hide all information to them. The impression was created that a strong feeling of distrust towards the corporation exists. On the other hand the fact that information is withheld from clients of the QDC probably shows distrust towards them (par. 7.2.1:294).

© Central University of Technology, Free State

Central University of Technology, Free State

The negative attitude towards the QDC was confirmed when the interviewee stated that according to him the QDC has not really succeeded in accommodating the culture and aspirations of the people of Qwaqwa. (Compare par. 6.6.1.2.4:260.) He stated that the people in general are negative towards the corporation. According to him the corporation is accommodating only about thirty percent of the people of Qwaqwa. Despite this negative aspects he felt that the QDC was making a contribution to the development in Qwaqwa, but only referred to buildings and facilities as contributions being made. When asked if he thought the QDC could allow the businessmen to continue independently, he responded that he did not think that all the people will be able to support themselves financially as he had done, and therefore the corporation should provide financial assistance to worthy applicants.

The impression gained from interviews with members of the QDC about their involvement in the situation differed from the interviewees ideas in the sense that they seemed satisfied with their guidance, aftercare and general assistance to him in his specific situation. From the viewpoint of the person who dealt with the interviewee the QDC really contributed positively to the situation of the business by upgrading his knowledge and managerial system, providing aftercare on a weekly basis, and giving advice. Although it was indicated that the function of the QDC was not to provide blueprints it is interesting to take note of the ideas expressed by the QDC, such as that the owner of this business was shown the way and he listened. "Also", the corporation assists people all the way because they do not understand the principles of how a business should be run. These remarks clearly indicate a prescriptive approach and probably confirm the interviewees frustration with the directive attitude of the staff of QDC. There is clearly a difference in opinion about QDC involvement from their own point of view and that of the client. This may be an indication of a poor communication between the QDC and its clients which generates a situation in which the corporation really does not know what is happening on the client's level while it continues to implement its ideas and planning (par. 6.6.1.2.4: 260 and 7.3.1.4:318).

© Central University of Technology, Free State

Central University of Technology, Free State

In conclusion, the owner of this business does not have a very positive image about the QDC's activities mainly for the following reasons:

- It does not accommodate the culture and aspirations of the people.
- Its involvement tends to be prescriptive.
- It is in competitition with the people of Qwaqwa.
- It is self-centred.
- Its support services are not satisfactory because of poor management.
- It is keeping back information from its clients.

7.2.3 Project 3

The project developed from a previous programme for gifted children which included only 20 pupils from the schools in Qwaqwa. In January 1989 this project was started by the QDC in association with the Qwaqwa Department of Education. Students from all secondary schools in Qwaqwa and from all standards presented in the schools could qualify to take part in the project. Students qualifying for project are the top academic performers in their respective standards. Students are also chosen for their personality traits such as leadership, motivation, learning ability and creativity.

The selection of children is done by the staff of the QDC who choose participants to the third project by selecting the best performer out of small groups of three students per class per school, who are nominated by their teachers on the basis of their academic results. Final selection is done on the basis of the school results and a personality questionnaire, completed by the children's teachers.

The project's aim is to offer children courses that are not offered at school to broaden their horizons. Examples of courses offered are dancing, ecology, photography, printing, reportage, computer studies, South Sotho literature, environmental studies, nourishment, the art of reasoning, how to plan your future and how to start your own business.

© Central University of Technology, Free State

People from various institutions are used to present the lectures while students are also taken on trips to introduce them to activities outside Qwaqwa.

The QDC claims that the project is community centred, because it motivates parents to select a Parents' Committee that can be consulted about the further development of the project. Students are also expected to discuss their participation in the third project with other students at their schools.

Arrangements exist to allow the children taking part in the project to be accommodated in school by appointing teachers from the different schools to monitor their progress and establish a relationship with these children. These teachers or mentors are also offered the opportunity to take part in the project by joining the yearly study tour for students and are given the opportunity to make proposals for the improvement of the programme.

The whole project functions under the management of a board of control that falls under the authority of the board of the QDC. The chairman of the control board is a member of the QDC and the rest of the members are:

- one member from the Department of Education and Training;
- one member of QDC - the convenor;
- one specialist in the field of gifted education;
- one mentor;
- one member of the teaching staff;
- one parent; and
- a nominee from Boitjhorisong Inservice Teacher Training Centre (QCCE, 1988:16).

© Central University of Technology, Free State

Central University of Technology, Free State

Students, and the course in general are evaluated on a continuous basis. The students evaluate themselves by means of a questionnaire, applied to the group as well as their mentors. The project as a whole is evaluated by the students, presenters of courses that give feedback about their impressions on the project, evaluation by the control board once a term and through a twice yearly report to the QDC and the department of education on the activities of the project.

Against the background of the brief description of what the third project is all about, it is now possible to consider the viewpoints of some of the people involved in the projects.

7.2.3.1 The chairman

The chairman is serving on the control board of the project and is cice rector of the Teacher's Training Centre in Phuthaditjhaba and is a prominent participant in the project. After his rejection of the initial project which included 20 gifted children he joined the activities of the project because, according to him, it does not focus strongly only on the idea of gifted children any more but rather provides an opportunity for participation for a larger group of children. His motivation for opposing the idea of only involving gifted children is that it creates the idea of an elitist group of children who will not be accepted by their peer groups. His focus is strongly on community acceptance of the projects on as wide a basis as possible.

He evaluates the teachers' involvement in the nomination of students and the fact that a process of selection takes place every year as positive because this allows teacher involvement in the first instance and secondly allows the opportunity for each child to qualify every year.

The general impression gained from the interviewee is that the project was generally well accepted, especially by the school principles, but it was not favourably accepted by the teachers involved because it labels

© Central University of Technology, Free State

children and put pressure on them, for example, teachers expect them to solve problems in class which they themselves find difficult.

The initiating and planning of the project was originally executed by employees of the QDC. The chairman indicated that he was consulted by staff from the QDC and referred positively to the way in which people were considered as far as discussions about the project were concerned. In the planning stage, the students, who would form part of the project were not consulted.

On the question of whether the programme really provides students with skills that can also contribute to promoting their school careers, the response was that it contributes by helping students to develop problem-solving abilities.

In evaluating the QDC's involvement in the project in general the response was that the organisation responded to criticism and that he felt that his viewpoints were valued.

An interesting remark from the interviewee is the idea that efforts are made to take the QDC out of the central focus of the project. In other words the idea must not be created that the project is run by the QDC because it does not have a good image with people who see it as an exploitative institution which does not contribute positively to the people's situation. (This is in line with the idea of the interviewee in project 2 in paragraph 7.2.2:297.) The interviewee responded favourably to the willingness of the QDC to move into a position where they would sacrifice some of their prominence, in the interest of the success of the project, which could be harmed if they figured prominently, because of the negative attitudes existing towards the QDC. By adapting a lower profile he felt that the fact that people such as himself are seemingly in control of the project which may contribute to more positive acceptance of the project by the people of Qwaqwa.

As stated above, various people were approached with the idea of the project. On the question of whether the respondent would have done

© Central University of Technology, Free State

anything in the programme differently if he had had the opportunity to do the planning for the project himself, he responded strongly in a positive way. He felt that the involvement of the people should be handled differently. He stated that he would have preferred the involvement of a committee of people taking part in the whole process of creating the project right from the beginning, instead of being approached by someone with an already formulated program. By doing this it would have been possible to really base this idea on the aspirations and feelings of the people from the community, instead of confronting them with a program and asking for approval (par. 3.3.1.3:91). The concept of participatory action research (compare Himmelstrand, 1982:43-50) was suggested at this stage in relation to the remarks as stated above and it seemed as if the method implied in it really corresponded with the ideas of the interviewee about how he thinks about the development of a project like this (i.e. contributions to the initiation, planning and implementation by the planned beneficiaries themselves).

An important aspect of this project is clearly the lack of provision made for dealing with the aspirations of students originating from experiences such as visiting factories and enterprises which represent new experiences to the students. (Compare Western, s.a.:56.) It is clear that the course falls short in providing people with skills to fulfill their aspirations. This represents a critical factor in the approach of the QDC as a development agent that has the responsibility of stimulating initiative in a way that people may consider their own situation more realistically (par. 3.4:93). When activities are planned cognisance should be taken of the realities of the everyday life of the people involved and also of the people with whom they are involved. If this is not done the risk that people coming back into their community with all these new ideas will disturb the communities because their new expectations may represent something totally new and better while it is not practically possible at that stage.

The value of the contribution of the QDC was evaluated positively in the interview although it was to a large extent expressed in terms of its

© Central University of Technology, Free State

financial contributions. The same idea was also found by the students that were interviewed. The idea with the interviewee is that the assistance of the QDC will be needed for more or less another year. This implies a positive approach in the sense that the interviewees considers themselves fit to take responsibility for their own needs, in other words become their own change agent (par 3.4:93).

7.2.3.2 Response from students involved in the Qwaqwa Centre for Curriculum Extension

The interviews with three of the children in the programme provided important information on their experience and expectations of the project. Only three children were interviewed seeing that the chairman and not the children, is really the person in direct contact with the QDC. The reason for interviews with the children was to get responses from people who take part in a project, planned by the QDC as actual receivers of the products of such an initiative, also serve as a method of control for the information provided by the interviewee.

It was clear that the children reacted positively to information which they had received in the programme, in the sense that they learned new things outside of the school programmes. On the other hand the students could not answer the question what they think is the real value of the course.

The students felt that the contributions of the QDC are necessary but referred primarily to the importance of the financial contributions it makes to the project.

The general response of the interviewers was that they are satisfied with the selection process, although some of the children who are not part of the project are seemingly, according to the respondents, not all that impressed.

© Central University of Technology, Free State

Central University of Technology, Free State

The general impression was gained that the students feel they want more information about what is really taking place in the project. They indicated that better communication about the project is necessary. The students mentioned that they had made some suggestions about changes to the course but that these were not implemented.

One specific aspect that the students mentioned is the necessity of adding more school related subjects to the course. This aspect was also suggested in the research on a youth programme for Qwaqwa by Crause et al. (1989:31). In a discussion with the researcher in the above-mentioned project it was clear that she is of the opinion that the course stimulates the aspirations of children quite dramatically but that they lack the skills to realise their aspirations. More focus should therefore be on the development of skills such as the language ability of students. This was one disturbing aspect which emerged from the interviews, namely that the students really have difficulty in communicating about the project.

In conclusion a few remarks to summarise the situation in terms of the involvement of the QDC in this project. The following aspects seem critical:

- With this project the QDC clearly started a totally new venture. It is evident from the documents available that a lot of preparatory work was done for the project.

- It seems, however, as if the clients and people who took part in the project were confronted with a more or less ready made project. From the officials' and students' viewpoint, it seems as if they would have valued the opportunity to make a contribution throughout the development of the programme. This would probably have led to some differences in the approach and content of the project.

- It seems as if some critical aspects in the project such as the handling of aspirations stimulated by the project and the ability of some of the students have not been properly considered. Concerning

© Central University of Technology, Free State

the ability of the students it was clearly indicated by one of the lecturers that she had tochange her course completely to a basic study of the meaning of concepts because the students were not able to handle the information that was planned for the course.

- A disturbing factor is the image of the QDC, which is represented as primarily a financial supporter while the contributions of experts from the QDC are not valued. The distrust towards the QDC expressed in the interviews reflects very negatively on its role as a development agent, especially if it is considered that trust between agent and client is a factor of primary importance (par. 3.4:93).

- The same situation as experienced with project 2 was also experienced in the case of project 3, namely that the employees of the QDC are quite satisfied with the programme and the progress thereof while there are matters that need attention in the projects according to the planned beneficiaries.

7.2.4 Summary of the evaluation of the Qwaqwa Development Corporation's activities

If the main ideas gained from the interviews about the three projects are considered, a few aspects that indicate the nature of the involvement of the QDC in development activities, according to its clients, become clear. In summary it can be described as follows:

- A clear indication that the clients of the corporation do not trust the QDC because it is viewed as an exploitative institution (par. 7.2.2:297 and 7.2.3:299). In other words, it is considered to have an ideological commitment. (Compare par. 6.6.1.2.1:257.)

- Clients seem to experience distrust towards them from the corporation (par. 7.2.1:294 and 7.2.2:297).

© Central University of Technology, Free State

Central University of Technology, Free State

- The QDC's role culture (par. 5.2.2.2:197) causes it to act according to formalised rules which inhibits it in its ability to address the needs of different people, in accordance with the merits of the situation (par. 7.2.1:294 and 7.2.4:307).

- The QDC's involvement in projects is guided by its own conclusions and planning in terms of its evaluation of needs that may exist in various situations (par. 7.2.1:294). (Also compare par. 3.3:87 and 3.4:93.)

- Even in situations where the corporation tends to follow a community orientated approach, planning is not done in co-operation with clients (par. 7.2.3:299 and Chapter 3, par. 3.3:87).

- The contribution of QDC to the situation of its clients is largely viewed in financial and material terms. The general impression about the contribution to the improvement of skills to surve on their own was not favourable (par. 7.3.2:327; 7.2.3:299 and 2.4:66).

- It seems as if the vision for development, as defined in Chapter 2 (par. 2.4:66) is not part of the planning for development activities in the case of the QDC if the shortcomings in the third project in terms of the development of skills and the handling of aspirations is considered together with the experience in project 2 (par. 7.2.2:297 and 7.2.3:299). This can be related to the fact that the corporation's mission and therefore also the goals and strategies are not founded on a definition and consideration of development as phenomenon (par. 6.6.1.1.1:249).

- The experiences of the corporation's staff by its clients are not always positive. This may be an indication of staff members that only consider their own ideas in their activities, without considering the broader expectations of the corporation. (Compare par. 4.2.1.1:125.) This may be the result of the type of culture of the QDC as discussed in Chapter 6, which allows people to act according to what they prefer, irrespective of the corporation's culture. (Compare par. 6.6.2.1:257.)

© Central University of Technology, Free State

Central University of Technology, Free State

- It seems as if the ideas that the corporation have about the acceptability of their activities and the ideas of their clients concerning it, often differ significantly (par. 7.2.2:297 and 7.2.3:299). This may be the result of poor communication or it may be due to the fact that the QDC staff become so satisfied with their own initiatives that they are not able to consider their clients' positions properly.

- The corporation's support functions are not always experienced in a positive way (par. 7.2.2:297).

- The central idea coming from the interviews indicated that there was a need to be considered (or consulted and involved) and trusted in the whole process of initiating planning and implementation of projects (par. 3.2:81; 3.3:87; 7.2.1:294 and 7.2.3:299).

- Appreciation for the growth of the informal sector and the provision of facilities to people who cannot afford to provide for themselves were mentioned as positive contributions of the QDC (par. 7.2.1:294; 7.2.2:297 and 7.2.3:299).

- Another positive aspect is fact that the corporation did not push itself to the forefront but rather allowed the clients to implement the planning for project 3 themselves (par. 3.3:87 and 7.2.3:299.).

In general it can be argued that, although the majority of the remarks create a negative impression, it must be accepted that in all the projects the QDC's presence and contributions probably made it possible for the projects to begin and to continue. Even in the case of project 2 it started originally on the premises of the QDC until it could provide its own buildings. The question arises if the projects could be initiated and implemented despite the negative aspects, what the effect of a changed approach towards the handling of the projects could be in terms of the results obtained through the projects. This possibility can only be decided when firstly the information about the QDC itself and its culture is examined, and considered in the light of the evaluation of its activities by its clients, and also in the light of the consideration thereof against the typology for development corporations in

© Central University of Technology, Free State

Central University of Technology, Free State

Chapter 4. (par. 4.2.3.8.2:159). Secondly, if the result of this consideration is compared with the theoretical discussions in Chapters 2, 3 and 4, a more reliable conclusion can be made about the possible value of a changed approach.

7.3 SUMMARY

As was stated in paragraph 7.2.4 (p. 307) above it is necessary and possible at this stage to work towards a general conclusion about the activities of the QDC, with special reference to its impact on the development of Qwaqwa and its people.

Due to the fact that the discussion of the information gained from the QDC was concluded in a decision about the culture of the QDC (par. 6.7:288) together with the fact that the discussion on the projects in paragraph 7.2.1 (p. 294) to 7.2.3 (p. 299) was concluded on in paragraph 7.2.4 (p. 307), it is not necessary to deal with the specific conclusions again. It seems more valuable in the interest of the goals of the study (compare par. 1.2.3:13) to use the conclusions to evaluate the corporation and its activities. The identification of certain aspects important to development that become evident from the previous discussions may be relevant to the creation of a model on development organisation's involvement in societal change. This may serve as a part of the logical building up of information from a practical situation that can be utilised in support of the theoretical ideas to construct the model (par. 1.2.3:13). The most effective way to approach such an evaluation of the suitability of the nature and functions of the QDC to further development in Qwaqwa seems to be to use the typology as stated in paragraph 4.2.3.8.2 (p. 159). The reason for using the typology is because it is based on in the theoretical discussions in Chapters 2, 3 and 4, and that it therefore can be considered as a basis for evaluation concerning QDC culture, characteristics and features (par. 4.2.2:135). This is because it can be accepted as reflecting the central ideas that should be incorporated in a development organisation's structure and functioning as was stated in the chapters mentioned.

© Central University of Technology, Free State

Central University of Technology, Free State

The use of the typology (par. 4.2.3.8.2:159) in this study to evaluate the QDC, also allows the opportunity to prove the practical relevance of it through the application thereof to information of a practical nature.

The method to be followed will be to discuss each aspect of the typology separately against a background of the information gained from the empirical research in the corporation and its projects. This will be done in a conclusive manner to be able to decide about the role the QDC plays at this stage and also to make possible suggestions about the role of development organisations in general. The aspects of the typology reflect against various aspects in the theoretical discussion on organisations and social change. Therefore this process can probably already be considered as an important contribution to development thinking in general but can also be considered as a contributory factor to the information generating process towards the planned model (par. 1.2.3:13). This is because it can be viewed as information explanatory to the nature of development organisations and planned social change derived from existing sociological theory and information from a practical development situation combined in conclusions about a development situation.

7.3.1 An evaluation of activities of the Qwaqwa Development Corporation

The various aspects included in the typology can now be discussed and applied to the QDC and its activities.

7.3.1.1 A client orientation which demands adaptability to its environment on the basis of continuing evaluation of its role, and the ability to allow people to continue on their own when they have acquired the necessary means (material and non-material) (Compare Chapter 3.)

This aspect of the typology can be discussed and applied in terms of the following three central components:

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.1.1.1 Client orientation

In paragraph 6.6.1.2.2 (p. 258) it was indicated that client service is one of the aspects highlighted as a critical area to be attended to in the OI programme being developed by the QDC. The impression gained from the interviews as mentioned in paragraph 6.6.1.2.2 (p. 258) is that client service aims to keep the customer happy.

If the theoretical discussion about the nature of planned social change (Chapter 3) is considered, it seems as if a client orientation implies more than just an effort to keep customers happy. The idea that developed from the discussion was that a client orientation demands the consideration of the client to the extent where he becomes a partner in the process of initiating, planning and implementation of change. This acceptance of the client as a partner in change implies that notice must be taken of his aspirations, fears, potential and culture in the whole process. (See specifically par. 3.3:87, 3.3.1:89 and 3.7:116.) It seems therefore that the definition of the situation of what a client orientation implies in the QDC differs quite substantially from what is really implied by the concept in the case of planned change for the improvement of human well-being.

The orientation of the QDC concerning client service and the extent to which it differs from the typological meaning of client orientation is clearly evident from the discussions above. Firstly its orientation can be detected from the experience of the corporation's clients involved in the three projects discussed in paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299. In the three cases reference was made to aspects such as distrust, lack of consideration for the people involved, consultation being made only after planning for a project was done and a prescriptive type of attitude. Secondly, it was explicitly stated by clients (par. 7.2.2:297) and the employees of the corporation (par. 6.6.1.2.4:260) that the corporation has not yet succeeded in accommodating the aspirations, culture, fears and potential of the people (par. 6.6.1.2.4:260). This is also supported by the idea, stated in the same paragraph, that the corporation is still dealing with the community according to its interpretation of needs that may still exist. (Compare also par. 6.6.1.1.3:252.)

© Central University of Technology, Free State

Central University of Technology, Free State

The wish and need to be incorporated in the process of initiating, planning and implementation of projects were clearly indicated in the case of the projects, firstly, where clients indicated they wanted to be considered in the planning of their activities (par. 7.2.1:294); secondly, that they would have preferred to be incorporated in the whole process of introducing project 3 (7.2.3:299) and thirdly, that they expect the QDC to reveal more information to them (par. 7.2.2:297).

Against the background of the previous paragraphs it can therefore be stated that client orientation in the sense of identifying and addressing the needs that inhibit human well-being through proper consideration of the client's aspirations, culture, fears and potential is at this stage not really a part of the strategy of the QDC (par. 6.6.1.2.4:260; 6.6.3.1:278 and 6.7.1.:288).

7.3.1.1.2 The adaptability of the corporation to its environment

From paragraph 7.3.1.1 (p. 311) it is evident that the sensitivity of the corporation towards its clients represents a departure from the ideal situation expected in a process of change aiming at development (par. 3.3:87; 3.4.:93 and also par. 6.6.1.2.4:260). This may be regarded as an important indicator of its ability to be able to adapt effectively to the social realities of its environment (par. 4.2.1.1.2: 132).

In paragraph 4.2.1.2 (p. 132) it was stated that the organisation stands in a reciprocal relationship with its environment. This implies the necessity of accepting the reality of influences by the organisation on its environment, but also influences on the organisation from its environment. The critical question to be asked at this stage is, if a development corporation, that is not really sensitive to the total range

© Central University of Technology, Free State

Central University of Technology, Free State

of fundamental characteristics of its environment, does not run the risk of creating structures and functions that are not really relevant and therefore effective for the environment in which it functions? In consideration of the discussion in paragraph 4.2.1.1.2 (p. 132) it can possibly be concluded that such a risk is a reality. This is primarily the case because organisations normally develop because of specific needs that they want to address. Proper arrangements to address such needs depend on proper knowledge and understanding of the existing needs. By not considering all aspects relevant to the situation, ineffective strategies may result. Except for the indications about a lack of sensitivity to the social factors involved in development activities as viewed by the corporation's clients it is also clear from the interviews with the employees of the corporation. (Compare par. 6.6.1.1.3:252.)

A disturbing aspect in terms of the adaptibility of the QDC to its environment lies in the extent to which it is unable to include the social realities in its strategies (par. 6.6.1.2.4:260. The negative responses from the clients involved in the projects (par. 7.2.4:307) is probably sufficient proof of the inability of the QDC to adapt to its environment, specifically to the social realities, in a way that satisfies the planned beneficiaries and to motivate them to adopt a positive attitude towards the corporation.

Another aspect concerning the adaptability of the corporation is the rigidity of its methods (compare par. 6.7:288) and the vested interests of the corporation stemming from the fact that it has a strong profit orientation. (Compare par. 6.6.1.1.3:252 and the yearly reports of the QDC.) The impression was gained that the corporation, because of its primarily economic orientation, has strong convictions about how it should approach the environment which, in turn, may cause an unwillingness to depart from the well-known ways and the consequent security it provides.

© Central University of Technology, Free State

Central University of Technology, Free State

The attitude of the corporation towards the environment is probably best illustrated in the way in which the QDC approaches the OI programme as is clear in documentation to the board and also *The Humanitaba* (vol. 4, no. 1, a staff magazine of the corporation). The suggestion from this document is clearly that solutions and alternatives are only looked for inside the corporation. No document was found that referred to the expectations of the clients as established by proper research. This confirms the corporation's rigid approach, because it pretends to have ready-made solutions to their situation's needs. The corporation's role culture (par. 6.7:288) has, as one of its characteristics, the basic potential to be best suited for stable environments seeing that it cannot readily adapt to changes and variation due to its strict prescriptive nature and rigid structure (par. 5.2.2.2:197). The fact that the QDC adopted this type of culture inevitably places it in the position where its culture causes a type of adaptive ability which may cause problems in a development situation - which is inevitably a dynamic situation once activities towards development are begun (par. 2.3.2.2.2:58).

Development organisations should therefore be flexible in the sense that they can adapt to changing environments (par. 4.2.2:135) at all times as suggested by the theoretical and practical information in this paragraph.

7.3.1.1.3 Ability to let go

The general impression gained was that the corporation is willing to break the ties with a project if the opportunity is there (par. 3.3:87). This was indicated in the interviews where employees stated clearly that the corporation would prefer to sell some of its interests and even wanted to find clients that would implement plans for developments that have been developed on the basis of needs that the QDC is convinced may exist. Its involvement with the third project is also an example of its willingness to take itself out of the centre of focus (par. 7.2.3:299).

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.1.2 An ability to deal with total situations, not only individuals and isolated endeavours, in its effort to improve the well-being of societies

In paragraph 6.6.1.1.1 (p. 249) reference was made to the fact that the corporation's mission does not reflect an acceptable definition of development. The corporation puts itself in the role of development agent responsible for economic development given its mission and goals. (Also compare par. 7.3.1.6:321.) It was clear from the interviews with individuals that the employees' vision of the corporation is, to a large extent (exceptions being for example the third project), limited to economic development without really asking the question about how this aspect should link with other activities outside the QDC to be able to allow for a cumulative effect of the progress in various sectors that should culminate in development of the total region. Because development is a multi-faceted phenomenon (compare par. 2.4:66), it seems as if an awareness of the complex interdependence between the various aspects comprising development, is inevitable.

Initiating and implementing various actions in isolation from each other (compare par. 4.2.3.8.2:159), i.e. activities executed without proper care for the processes going on in other spheres of development activity, a situation may develop where a total imbalance may exist. Examples may be, a shortage of trained manpower for economic activities, or on the other hand an over stimulation of aspirations through economic activities that cannot be accommodated by the existing facilities in the territory, or else, totally irrelevant and unsuitable initiatives because they do not related logically with other activities.

Another important aspect concerning the proper foundation of development activities in the broader development context is the possible winning of credibility in the total society, once it becomes clear that the corporation forms part of a general process of upliftment and is not functioning for its own account or possibly the government's account (par. 3.4:93). The reason why this aspect is mentioned is to identify it as a possible explanation for the negative attitude towards the QDC apparent in its environment (par. 7.2.2:297 to 7.2.3:299).

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.1.3 Organisational structures should be able to coordinate different disciplines and projects in order to reach its goal, i.e. societal development

The discussion in paragraph 7.3.2 (p. 327) focussed on the positioning of the corporation as an entity in the general development arena. In this part the focus is on the arrangements inside the organisation to enable it to fulfil its role in the general development of activities for a society or territory.

In Chapter 3 (par. 3.4:93), reference was made to the fact that a development organisation must take the responsibility of providing a proper culture and therefore a structure that can serve as a frame of reference for agents representing the organisation to position themselves against (par. 3.7:116).

The organisational chart of the QDC illustrates a complex structure with well-defined departments. (Compare par. 6.4:229.) Concerning the arrangement of activities in the corporation it was indicated that the corporation has a typical role culture (par. 6.7:288), which includes a high level of complexity and formalisation, linked with relative centralised decision-making. (Compare par. 6.6.1.2.5:262 and 6.6.2.3:273.) As was stated in paragraph 6.7 (p. 288) the QDC has a typically role culture arrangement based on, among other aspects (as discussed in paragraph 6.7:288), on the acceptance that if various departments fulfil its defined functions, the corporation's goals will be achieved. This implies that the activities of the various change agents or employees of the corporation in various departments are arranged according to a well-defined specialised basis. Specialisation is based on the separation of various types of activities into almost watertight departments.

It was indicated in the discussion of the organisational culture of the QDC (compare par. 6.6.1.1.3:252 and 6.6.1.2.5:262) that the strictly formal division of the corporation causes poor interdepartmental

© Central University of Technology, Free State

Central University of Technology, Free State

communication and definitely very little if any real interdisciplinary co-operation. The same principle that was applied to the role of the QDC in general development must also be applied here, namely recognition of the inter-disciplinary and multi-faceted nature of development (par. 2.4:66). If the individualised and competitive nature of relationships in the QDC is considered (par. 6.6.2.2:271) it necessitates the question of whether the division of people and functions into such competitive units takes cognisance of this interdependent nature of the various aspects forming part of multi-faceted nature of development.

In summary it can be said that the QDC has a structure that has the potential to accommodate the functions of a variety of agents and activities. The problem is that the type of arrangement of functions in the structure of the QDC does not complement the nature of development in the sense that the various functions do not have a proper link with each other at all levels (namely initiation, planning, implementation and evaluation) of the development process. The risk with this functioning is that the bureaucratic nature of the role culture (par. 6.7:288) may lead to the development of a large variety of loose standing functions, as in a typical government institution, but that the cumulative effect does not materialise to allow a synergistic impact on the improvement of human well-being.

Organisations involved in development should therefore be considered as having necessarily a perspective and orientation that can include all the various aspects in society and be able to co-ordinate various projects, in relation to the realities of the total society which are complimentary to each other.

7.3.1.4 Create structures that allow dialogue with its clients

The conclusion in paragraph 3.7 (p. 116) stressed the necessity of dialogue in the process of planned changes aimed at the improvement of human well-being.

© Central University of Technology, Free State

Central University of Technology, Free State

In paragraph 7.3.1 (p. 311) it was argued that the client orientation of the QDC is, to a large extent, limited to client service which implies efforts on the part of the QDC to keep clients happy without proper consideration of their wishes, culture, potential and fears that could be established through dialogue.

The role culture results in a structure which causes functions to be fulfilled on a rational and logical basis with its strength located in its specialities or various functions (par. 5.2.2.2:197). Actions and co-ordination thereof are properly controlled by procedures for roles, for communication and the settlement of disputes (par. 5.2.2.2:197). The role culture is more suitable for stable situations where flexibility is not a priority and specialisation is more important than innovation. (Compare par. 5.2.2.2:197, where it was stated that the role culture is suitable for stable environments because its typical strict prescriptive arrangements and rigid structure do not allow deviation from existing arrangements to make room for innovation. The focus will therefore be rather on specialisation than innovation).

When the client orientation of the QDC is considered in relation to the typical cultural traits of the role culture of the corporation, it is possible to show that the type of structure of the QDC possibly contributed to the type of client orientation existing within the QDC. A combination of the role culture and the type of client orientation as discussed above can serve as inhibiting factors with regard to expected dialogue in the development situation. In conclusion it can be stated that the reason why the QDC has not yet succeeded in accommodating the culture, fears and aspirations of the people of Qwaqwa is because of its inability to develop a proper dialogue with its planned beneficiaries. (Compare par. 6.6.1.2.4:260 and 7.2.2:297.)

Development organisations should have the ability and motivation to get involved in dialogue relationships with its planned beneficiary.

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.1.5 Organisational structure that allows innovative action with regard to the identifying of solutions on the basis of the needs of a specific situation

Although a development organisation will probably be complex because of a large number of interaction relationships, formalisation and centralisation it must provide for innovative action.

In paragraph 3.4 (p. 93) it was argued that external change depends to a large extent on the establishment of communication links through which an exchange of information can be facilitated. In other words innovation rests on proper communication to be able to establish the facts of a situation such as needs and potential, together with other factors, such as skills, in order to take place successfully. In paragraph 7.3.1.4 (p. 318) it was concluded that dialogue with its clients is not promoted by the type of structure that goes with the role culture of the QDC. This was suggested in paragraph 7.2.3 (p. 299) with the complaint from the owner of the business in project 2 that proper exchange of information is not promoted by the QDC as well as the QDC's impression about the quality of its services which differs markedly from the ideas of its clients (par. 7.2.2:297, 7.2.3:299 and 7.2.4:307).

In paragraph 4.2.1.1 (p. 125) it was stated that in the case of organisations that are formalised, centralised and complex, a tendency may exist to deal with organisational goals or matters in a strictly pre-planned and formal way. (Compare par. 7.2.1:294 and 7.2.2:297.) Organisations with a low level of formalisation, complexity and centralisation tend to allow more flexibility in the approach to their environment. (Compare Mintzberg, 1979:431 and par. 4.2.3.6:146.) It was argued in the conclusion of paragraph 6.7 (p. 288) (also par. 6.6.1.2.5:262) that the QDC does have centralisation, formalisation and complexity as part of the characteristics of its structure.

In paragraph 6.6.2.3 (p. 273) it was reported that employees of the QDC feel that the existing arrangements in the corporation does not stimulate innovative action. It was also specifically indicated that the complexity of the communication process in the complex structure of

© Central University of Technology, Free State

Central University of Technology, Free State

the corporation discourages people from taking initiative (par. 6.6.1.2.5:262). In other words people rather stick to existing methods and solutions to deal with problem solution in development activities. The lack of motivation in taking initiative in terms of new ideas and solutions to development actions, can largely be accepted as the result of the structure which on the one hand allows people to hide effectively behind well defined job descriptions (par. 6.6.2.3:273) which can keep their superiors satisfied by doing what is formally expected of them. On the other hand, the complex process to get new initiatives accepted (par. 6.6.1.2.5:262) and also the lack of control that employees have over the decisions on their initiatives because of the centralisation of decisions (par. 6.6.1.2.5:262) tends to inhibit initiatives of new ways of thinking about the solution of problems. (Compare par. 6.6.3.4:284.)

Due to the rigid and prescriptive orientation, synonymous with the role culture and the tendency to be stagnant and unchanging in its approaches (par. 5.2.2.2:197), that also is evident in the culture of the QDC (par. 6.7:288), and the lack of motivation of the emloyees of the QDC to take initiative (as was stated in the previous paragraphs) it can possibly be concluded that the existing structural arrangements of the QDC does not encourage a strong tendency for initiative. It can therefore be accepted that solutions of development problems in Qwaqwa will probably be sought in approved institutionalised approaches and methods. The difference in opinion between the QDC and its clients about the acceptability of its activities (par. 7.2.2:297; 7.3.2:327 and 7.2.3:299) can possibly be explained as a result of the satisfaction of the corporation with its present way of approaching development needs, together with its poor ability to establish dialogue relations with the planned beneficiaries.

7.3.1.6 An ability to find and manage resources in the interest of the well-being of the planned beneficiaries

In paragraph 6.6.1.2.5 (p.262) it was stated that the employees of the QDC are satisfied that they do get enough resources from various sources to enable them to continue with their activities. This fact is substantiated by the figures in paragraph 6.4 (p. 229) where it was mentioned

© Central University of Technology, Free State

Central University of Technology, Free State

that the QDC's assets grew, in the few years of its existence up to February 1990, from the amount of R164 million. In paragraph 5.2.3 (p. 203) it was argued that, according to the systems approach to organisations, all organisations should include a technical system, taking responsibility, among other things for the provision of resources.

The utilisation of resources in the QDC is on the basis of what may seem important at a specific stage from the viewpoint of the corporation (par. 6.6.1.1.3:252). This indicates a lack of a general strategic plan that guides the corporation's activities on the basis of properly identified priorities for development promotion, and tries to address seemingly important problems at a certain stage of development. If this factor is considered together with the fact that proper evaluation criteria for the evaluation of activities in terms of its development value are still not used (par. 6.6.1.1.3:252) and the lack of a proper definition of development against which development activities can be reflected (par. 6.6.1.1.1:249 and 7.2.2:297), a few questions arise about the ability of the QDC to utilise resources strategically in the interest of the improved well-being of the people of Qwaqwa. The evaluation of the QDC's ability to allocate resources in the interest of improved well-being must be done against the background of the definition of development as formulated in paragraph 2.4 (p. 66). This implies a conscious process of initiating development activities through dialogue with its clients with the aim of improving their ability to improve their own situation to suit their needs that inhibit their well-being in a way that is understandable and realistic in terms of their potential and culture (par. 7.3.2.5:331). If the information in paragraphs 7.3.1 (p. 311) and 7.3.2 (p. 327) is considered which indicated a lack of a client-orientation necessary for development activities and 7.3.1.1.1 (p. 312) which confirmed a lack of the consideration for the integration of various activities in development's interest, the lack of sensitivity for real client needs is confirmed.

Against the background of the previous paragraphs' information it can therefore be stated that, although the corporation is spending large amounts of money on probably worthy causes, it must be asked if these activities really contribute to human well-being. It rather seems as if

© Central University of Technology, Free State

Central University of Technology, Free State

the corporation is busy contributing to economic growth through most of its actions but it does not really contribute to the development of Qwaqwa's people. (The motivation for this statement will become clear in the next two paragraphs.) The reason for this statement is primarily to be found in the discrepancy evident between the activities of the QDC at this stage and the nature of development as was discussed in par. 2.4 (p. 66) which explicitly confirms the fact that it implies the realisation of the realistic aspirations of people in a situation on economic, political and social grounds, through the improvement of their own skills. The fact that the mission and therefore also the goals and objectives of the QDC does not reflect a proper definition or consideration of what development really is (par. 6.6.1.1.1:249) can be considered, together with the pragmatic approach of the corporation towards task fulfilment (par. 6.6.3.4:284), as primary reasons as to why the QDC focusses only on economic growth and seemingly does not in actual terms satisfy the demands for development to their full potential as stated in paragraph 2.4. (p. 66).

Growth as part of the development process can definitely not be seen as equal to development. Only when growth is managed and directed with the necessary sensitivity for development needs, can it be seen as part of the activities that may contribute to development (Louw, 1987:106-107). This means that growth must not be a goal in itself. Because the QDC does not base its activities in a proper framework of what development, as a phenomenon comprising of a variety of aspects (economical, political, social) include, it does not allow proper synthesis of its activities in relation to national activities and realities in general (par. 6.6.1.1.1:249). This, together with the lack of an ability to operate through dialogue (par. 7.3.1.4:318) and evaluate its activities (par. 6.6.1.1.3:252) against its development value, make it possible to argue that its activities at this stage are largely aimed at economic growth which is externally induced (more or less in agreement with the modernisation approach as was discussed in par. 1.1.1:4 which typically reflects these characteristics). This is done through the location of industrialists and the implementation of initiatives developed by the QDC. Evidence substantiating this conclusion is to be found in some of the interviews where it was stated that in the case of the industries,

© Central University of Technology, Free State

Central University of Technology, Free State

which represent the largest activity of the QDC people from Qwaqwa who join the industries as employees never really succeed in getting out of their roles mainly as workers. This was specifically stated by the head of the department of industrial development. Experience of higher level or advanced managerial and other activities is therefore generally not open to the workers. In cases where people from Qwaqwa get involved in enterprises there seem to be evidence of negative experiences by the people (par. 7.2:294 and 7.2.4:307). The fact that even trained people are not employed by the existing industries or businesses was identified by the chief minister as a source of concern because it causes these people to become apathetic toward the existing processes that should improve their well-being.

It can be argued on this stage that, although the corporation does initiate various activities it seems as if it does not really have the ability to identify existing development needs effectively and they do not spend money at this stage in a way that really suits the framework of requirements for the improvement of human well-being. This is so because the activities of the corporation are purely directed at improving the financial position of the national state, through various methods, while there is not a general combined effort to combine activities over the broad spectrum in an effort to develop the skills of people to solve their own problems. Paragraph 6.3 (p. 221) refers to the fact that people are still largely fulfilling manual labour and paragraph 6.6.1.1.3 (p. 252) to the nature of training. Aspects of the corporation's activities (like small business development and manpower development) are in a position where it can easily adapt to the needs for meaningful development if they succeed in creating effective dialogue relationships, proper priorities and evaluation mechanisms, together with meaningful trust relationships with its clients, based on the fears, culture, potential and aspirations of the people.

At this stage it is possible to refer back to the statement in paragraph 6.6.1.1.1 (p. 249) where it was argued that the lack of a clear definition of development as phenomenon may pose the risk of causing a development organisation to allow specific means to become goals in and by themselves. In the case of the QDC, given its basic functioning and

© Central University of Technology, Free State

Central University of Technology, Free State

to its mission, goals, strategies and aspects valued (compare par. 6.6.1:248), in its operation it becomes clear that economic development became a goal in itself for the corporation instead of just forming part of the larger process of development (par. 2.4:66).

This may be seen as the reason for simply starting with something as was stated by the top management of the QDC (par. 6.6.1.1.3:252). Considering the fact that various activities are already taking place, also by other organisations such as Agriqwa and the housing corporation, it seems as if the reason for the initial approach has disappeared. The QDC must re-evaluate its approach to improve its ability to really address development needs with the resources at its disposal with due regard for priorities identified through proper dialogue (par 7.3.2.5:331).

7.3.1.7 Proper mechanisms for the evaluation of its activities in terms of its contribution to the improvement of human well-being

According to the discussion in paragraph 7.3.1.7 (p. 325) the QDC does not have evaluation mechanisms to measure development impact. (Compare par. 3.6.2:114 for the need and value of evaluation, in which it was stated that development activities should at all times be evaluated to establish the success and also the relevancy of actions after certain changes.) The only figures available at this stage seem to be concerning the financial results of its activities, in the first instance, and secondly, the quantitative information about people that attended various training courses which reflect the growth orientation of the corporation. What seems to be necessary are evaluation criteria that can, except for goal evaluation, be used periodically to establish what took place in terms of cultural change, change of aspirations, change of potential, change of fears and motivation and the ability to deal with

© Central University of Technology, Free State

Central University of Technology, Free State

these changes in a way that considers the environment to the extent that the people involved can improve their well-being. (An example of such a type of mechanism is the work of Inkeles and Smith described in their book, *Becoming modern*.) In other words, the focus is on the improvement of the social arrangements (institutional and organisational, par. 2.4:66) to the extent that social functioning demanded for improved well-being is achieved.

Against the background of the previous discussion the fit between the typology and the QDC is rather bad.

The basic point of departure from the requirements of the typology were in the orientation and dealing of the QDC with its clients as planned beneficiaries. This departure is found primarily in the fact that the QDC, because of its typical role culture, approaches its task from a rather bureaucratic and authoritative basis. Considering the success of the corporation in terms of economic growth through the creation of industries and other activities, together with the provision of job opportunities, the question may be asked if the QDC can, by adjusting a few aspects in its approach and arrangements, succeed in making an important contribution to the quality and standard of living of the people of Qwaqwa. The QDC states that it exists because it must improve the quality of life of the people of Qwaqwa (Annexure 3). However, because of its focus on economic growth it seems as if the standard of living is addressed rather than quality of life. (Compare Keeton, 1986:140.) To really improve the quality of life of their clients the corporation will have to attend more consciously to the consideration of the non-economic aspects relevant to their clients, including specifically the social aspects.

In general it is possible to argue that the role culture of the QDC is evident in practice (par. 6.1:213). The responses of the people in paragraphs 7.2.1 (p. 297) to 7.2.3 (p. 299) should thus be seen as a

© Central University of Technology, Free State

response towards practices originating from the practical manifestations of this culture.

A conclusion about some relevant ideas concerning development activities will be discussed in the following paragraph in an effort to arrive at a point where a conclusion about the necessary relation between agent and client for development can be made. To arrive at this goal, the theoretical and empirical information is important as suggested.

7.3.2 A few relevant ideas for development activities

As a result of the theoretical discussions (Chapters 2, 3, 4 and 5) and the study of the QDC and some of its projects (Chapters 6 and 7) it became clear that certain aspects can be considered relevant for consideration in the approach to dealing with development activities. These aspects can serve at the same time as factors to which the QDC must give attention and also as a contribution to the ideas that may form part of the model that is planned (as discussed in Chapter 1).

The aspects will be discussed separately. Although it may seem as a few loose statements they must be considered as relevant aspects to be regared as some of the components related to development as phenomenon and which require consideration by development corporations.

7.3.2.1 Dynamics of development

It was stated in paragraph 2.4 (p. 66) that development is a kind of societal change. Considering the fact that development as change is a process (par. 2.3.2.2.10:65), it follows that various changes that take place over time, are implied. The impact of such changes, however, is that each alteration in society causes changes to other aspects in the society. For this reason development activities must be constantly considered in relation to the situation relevant on a specific stage. This leads to a situation where rigid agendas that became institutionalised in an organisation over time may tend to become totally irrelevant

© Central University of Technology, Free State

Central University of Technology, Free State

to the situation if they are not adjusted to accommodate typical alterations and the effect thereof in a specific situation. (Compare chapter 3.) Typical bureaucracies, or role type cultures, may therefore threaten to become too rigid and overly structured to be able to accommodate the dynamics of development. Attention must rather be given to a more flexible structure and strategies that are suitable to accommodate variation. The only way to prevent this type of situation seems to be to create an organisational culture with a definite sensitivity for environmental needs. In other words, instead of deciding only within the corporation about characteristics and properties (par. 4.2.2:135), the corporation should make decisions based on an open and environmentally sensitive approach.

7.3.2.2 Change includes total situations

In relation to the previous paragraph reference should be made to the fact that all aspects must be considered in the initiation, planning and execution of development activities. (Compare Hoogvelt, 1980:150 and par. 2.3.2.2.2:58 and 2.3.2.2.10:65.) A focus on only certain aspects of reality or a situation may in turn lead to imbalances in the process of change which may cause a negative influence or the inhibition of the effects of the factor which are focussed on, such as for example, there is a lack of managers while economic development is promoted. (Compare Dodds, 1988b:6.) Care must be taken that certain aspects in the process of change do not become goals in themselves but that all efforts towards development are combined in the long run to contribute to human well-being as the ultimate goal. For example, when economic growth is seen as a goal without bringing it in line with development needs and activities, in general, the question can rightfully be asked whether development is promoted at all. A typical example of such a distorted picture is the situation in First World countries where the advantage of better material situations are almost cancelled with such a large number of social and other problems that the question can rightfully be asked if they really are developed. It must rather be concluded that they made certain improvements to their situations but still face development problems concerning other aspects. (Compare Dodds, 1988a:26 and par. 2.4:66.)

© Central University of Technology, Free State

Central University of Technology, Free State

In paragraph 2.4 (p. 66) it was argued that because human beings form an integral part of reality they should therefore be considered in development actions as factors which can influence the results of development efforts. In a conclusion on social change (in Chapter 2), it was stated that social change represents a conscious process of decision-making which includes institutional and organisational factors. Given the subjective nature of human decision-making and also the impact that the existing cultural convictions and practices may have on decision-making, and therefore the results of projects (par. 3.3:87), the people as individuals in social relationships or in a social environment who must change their situation, must be considered as of primary importance in the development process. Accommodation is not relevant in the sense that the planned beneficiaries are viewed as the receivers of the actions' results. They must rather be considered as actors in the development process according to their basic individual and social characteristics, in a way that will in the end allow such people to be in a position to solve their own problems on all levels but specifically on the social level. This should be done through institutional and organisational changes that can serve as social arrangements suitable for development in a situation. The need to take part in development by fulfilling this role was clearly expressed in paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299) where the respondents expressed their desire to be trusted, considered and to influence their own situation.

7.3.2.3 Arrangements of the development corporation

To be able to accommodate development situations which included a variety of aspects to be considered, demands a type of arrangement and orientation of the corporation that allows flexibility in its dealing with environmental realities (par. 4.2.2:135). This should be done on the basis of the economic, political, social and physical realities of every situation in which it gets involved. This requires an organisational culture that allows innovative action and structural arrangements that facilitate the implementation of innovative ideas and planning.

© Central University of Technology, Free State

Central University of Technology, Free State

Because of the difference in nature of various development situations it seems as if each situation must be approached as an entity in its own right demanding solutions of its own. Employees must be in a position where they can, according to the needs of the situation: identify solutions and goals in terms of which the specific needs of a situation can be addressed; and determine what strategy should be followed to achieve them; and decide who should be included from the organisation in the specific actions, according to their skills. It seems as if the matrix type of organisational structure is most suitable to accommodate this way of working because it allows for the formation of project teams and the creation of pools of skills and knowledge, on an interdisciplinary basis, that can approach various situations as individual projects. It also allows for response to rapid change, dealing with uncertainties and dealing with financial and human resources (Gibson et al., 1988:519).

7.3.2.4 Method

Because of the variable nature of the development situation and the demand for popular participation, together with the need for continuous evaluation, it seems as if the participatory action research method as described by Himmelstrand (1982:43-50), provides a solution to the type of method that is necessary to accommodate all relevant aspects when development situations are considered. (Compare par. 8.3.1:389 where this aspect is also considered.) This is because it allows dialogue between change agent and clients right from the beginning of a project (as early as the initiation phase) when possible solutions are sought for existing needs, as well as for the opportunity of having continuous contact with clients to evaluate actions, progress and acceptance and if necessary, allows for adjustment of the programme. From our discussions with some of the planned beneficiaries it became clear that this type of method also satisfies their expectations for co-operation (for example par. 7.3.1:311 and 7.2.3.1:301). This method allows the opportunity to depart on a realistic basis from the situation existing in a society, to the improved well-being of a specific group, community or society as will be discussed in paragraph 7.3.2.5 (p. 331).

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.2.5 Development, a logical departure and continuation

Support for the consideration of development as a total process which gave substance to the argument of the need for acknowledging the people involved in development actions, as beneficiaries, has been presented earlier (par. 2.4:66 and 7.3.2.2:328 for example). These arguments were substantiated with reasons such as the necessity to understand the development situation in terms of its characteristics, to be able to plan realistically (Chapter 2) and determining the role that people can play in the success of a development project by accepting or rejecting it (par. 3.3.1.4:92). At this stage it seems necessary to consider the reason for dialogue in development situations again given that the motivation for recognising the beneficiaries in development actions can probably be explained against a background of the research experience and research information. Such an explanation is necessary to further substantiate the claim for a client orientation in development actions.

Through the information collected during the empirical study and the earlier theoretical discussions the question could be asked "what is really the underlying reason why the external introduction of change into a situation is insufficient?". In Chapter 2 (par. 2.3.2.1:53) the reason for the fixity that opposes change in society has been discussed. Various possible reasons for fixity may exist among which a conviction about the utility of certain methods and ideas and the security of functioning according to well-known solutions of problems can again be mentioned. (Compare Zaltmann, 1977:20.)

It can be accepted that the mobilisation of people towards change for development depends, to a large extent, on, firstly, the potential of suggested changes to be understood, and, secondly, accepted. Acceptance is only possible if the utility of the changes is clear (as according to the idea of Homans on exchange) and if it provides sufficient security for the people involved. This implies that they feel threatened by the changes to such an extent that they are not prepared to consider new ways of addressing their problems. (Compare Emmett, 1989:155; Hines, 1973:146-147; Sayles and Strauss, 1966:303 and Zaltman and Duncan, 1977:13.) It is only at this stage that social mobilisation as

© Central University of Technology, Free State

visualised by K. Deutsch, can become a reality. (Compare Eisenstadt, 1973:23.) In other words, people should free themselves from existing institutional and organisational arrangements (par. 2.3:42) to the extent that they become available or ready to adapt to or initiate new arrangements on these aspects in their situation that inhibit their well-being.

To ensure that new initiatives are understandable and acceptable to the people involved, it is necessary to link the proposed changes to their existing frame of reference. (Compare par. 2.3.2.1:53.) This implies proper knowledge and understanding of the social aspects of the situation. The linking of progress to existing institutionalised ways of problem solving allows the people to understand the implications of the changes and enables them to anticipate the implications of the proposed changes for their practical situation, to the extent that they can make their own decisions about changes and do not feel threatened by the changes which may lead to the refusal to accept such changes.

Where external initiatives for change are implemented without taking proper notice of the convictions, fears and methods of people in a situation, people apparently only accept changes when they are under pressure to do so. As soon as they are free to decide on their own behaviour again they tend to revert to their old ways (compare Bennis, Benne and Chin, 1985:330) because they are not convinced of, and satisfied with, the alternatives in terms of its utility and security provided. The idea that resocialisation does not take place, is implied and consequently institutionalisation of new solutions to problems will never become a reality. This creates a situation where people will not be in a position to develop skills that allow them to solve their own problems more effectively. In Chapter 3 (par. 3.4:93) it was argued that the goal of planned change is precisely to assist people to become their own change agents. The definition of development (par. 2.4:66), suggested this by stating that people in the developing situation must develop the skills to improve their own situation.

© Central University of Technology, Free State

Central University of Technology, Free State

Development can therefore only be attained by introducing changes in a situation that allow the people involved to relate the changes to their level of cognition and development in a way which makes the new situation understandable, acceptable and, therefore, accessible to them. (Compare Dodds, 1988b:8 and par. 7.2.3.2:305.) For this reason the push towards economic growth through all sorts of external initiatives without recognition of the existing arrangements in a society surely does not represent development in the sense of improving the quality of life of the people involved. At best it only improves their standard of living. (Compare Brohman, 1989:216-217; Burns, 1989:202-215 and Dauns and Matthews, 1989:166-201. Compare also Fischer, 1988:1-27; Hill, 1977:124; Van der Waal, 1988:1-26 and Wertheim, 1979:93-95 for the experience of agents and beneficiaries in situations from which the above ideas can also be deduced.)

This aspect of recognising the existing situation of existence in a society when approaching development is supported by Garcia (1985:115) when he refers to the viewpoint of Drucker which argued that development should not (necessarily) change a society but should rather be based on existing social and cultural institutions and on existing values.

7.3.2.6 Who are clients?

In order for development activities to include a consideration of the relevant aspects for the improvement of human well-being, it must be planned in a way that direct its focus at the correct target. This is so because the goals of organisations are established in specific contexts with specific characteristics (par. 3.5.1:102). Confusion over whose advantage must be sought may be an important reason why development activities are directed in a way unacceptable to the real beneficiaries. An example was discussed in paragraph 6.6.1.2.2 (p. 251) where differences in the opinions of employees who are actually the QDC's clients,

© Central University of Technology, Free State

Central University of Technology, Free State

were dicussed. The dilemma from a focus on the wrong target group is that it leads inevitably to a focus on a different set of needs and characteristics.

A clear distinction between facilitators of development and planned beneficiaries is absolutely imperative. In a case where facilitators are incorporated in a development programme, care should be taken that the satisfying of their needs should be in line with the needs of the people who will benefit from these activities. It is of little or no use if the needs of facilitators, who normally have well developed skills, are focussed only on benefits for their situation. In effect this position then causes an opportunity to facilitators to exploit the planned beneficiaries (par. 7.2.2:297 and 7.2.3:299).

7.3.2.7 Orientation of development agents

The risk for development organisations is that despite clear and well structured ideals the reality of the impact of their activities may reflect a completely different situation. This tendency is seemingly due to a lack of a shared philosophy and orientation due to a weak organisational culture. In the discussion of the culture of the QDC the general tendency of a variety of different viewpoints about task fulfilment was identified (par. 6.6.1.1.2:251 and 6.7.1:288). The conclusion can possibly be made that this is the main contributing factor for the differences of approach detected between the various departments of the QDC.

Development organisations should therefore focus on the proper socialisation of its employees according to the basic cultural traits characteristic of the organisation (par. 5.2.1.10:192) to ensure a properly founded and synchronised set of ideas and activities about how the corporation should go about fulfilling its tasks. This is imperative because change agents that represent development organisations need to know against which corpus of knowledge, borders of freedom and acceptable methods they should exercise their activities.

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.2.8 Organisational climate

Because organisational climate is a central aspect to consider when the activities of an organisation are planned (par. 5.2.1.11:192), it is yet another factor which necessitates proper socialisation (par. 5.2.1.10:192). Organisational climate can be seen as a critical factor in the motivation of employees to accept the culture and therefore development philosophy of development organisation. Development organisations should therefore also attend to the climate in the organisation on a continuous basis because negative attitudes among staff may cause a totally different product in practice than that which an organisation may have expected.

7.3.2.9 Balance of cultural traits

To be able to develop a culture suitable to allow an organisation to survive a mixture of cultural traits (par. 5.2.2:195) is probably necessary (par. 6.7.1:288). This is so because an organisation has to consider various aspects that should be attended to in the effective functioning of the organisation (par. 6.7:288), for example co-ordination, effectivity, the accommodation of personal aspirations, new challenges and relation to authority.

In the case of development organisations it seems as if a unique combination of cultural traits is necessary if one considers the typology developed above (par. 4.2.3.8.2:159 and 7.3.1:311). It seems as if a certain amount of central control is necessary to allow for order in the general activities of the corporation especially concerning the administrative arrangements (role culture). Because of the dynamic nature of development situations, the development organisation require the characteristics of the power culture to be able to respond fast and effectively to the changing needs of the society. On the other hand, elements of the task culture are important because specific development projects must be started and completed as effectively and speedily as possible. This is because development situations are characterised by certain unique needs that demand solutions, if human well-being is to be

© Central University of Technology, Free State

promoted. (Compare Handy, 19 :201). To be able to accommodate the employees of the corporation as individuals and make them feel valued in that they feel they can achieve personal goals, elements of the personal culture should also be part of the culture of the development organisation.

Because of the typical characteristics of the development situation, which specifically demand recognition for the uniqueness of every situation (par. 3.3:87 and 3.4:93), it is probably imperative that the ability to deal with situations swiftly and on an individualised basis will include elements of the task and power cultures. The control and personal aspects should be seen as elements necessary to support the dynamic and complex nature of the various development tasks of the organisation and not as dominant towards power and task cultural elements. The task culture linked with elements of the power culture seem to fit perfectly into the idea of selecting the matrix type of structure for development organisations. This is because project teams allow dynamic and goal directed activities which can function effectively in co-operation with a project leader at the centre of the project team representing the decision-making power on the basis of a relationship of trust with experts in the group. In other words a task culture which makes use of the power culture's elements in project teams to get tasks done. The role culture is necessary in this case for logistical support while the personal cultural elements allow people to feel that they are valued as individuals according to input and also provide the need for self-fulfilment. However, these cultural aspects are not dominant in relation to, firstly, the task culture and, secondly, elements of the power culture.

The precise combination of these cultural aspects will be determined from situation to situation by factors such as environmental needs (par. 4.2.1.1.2:132) in which they function, as well as the size of the corporation. (Compare French and Bell, 1978:220.) The important aspect, however, is that the corporation should at all times be in a position to respond to its environment and not only the environment to it (French and Bell, 1978:222-224).

© Central University of Technology, Free State

Central University of Technology, Free State

The main ideas included in the nine aspects discussed above referred to two basic factors in the development process, namely the client in the development process on the one hand and the change agent on the other.

The key ideas that were suggested were, firstly, that although the planned beneficiaries in a development situation are in need of solutions to improve their well-being they must not be seen in the role of passive receivers of help. The position of the beneficiaries must rather be that of people in need of new solutions to their problems, because the existing ones are no longer sufficient. (Compare the ideas of P. Marris. In his book *Loss and change*, he deals extensively with the necessity for new solutions to problems when existing ones become ineffective. He argues that ineffectiveness is the reason why people start to replace existing solutions with new ones), but without the necessary means to provide such solutions (material and non-material means). What the nature of the problems are and how to solve them is to a large extent identifiable only by way of doing it with the contribution of the beneficiaries. (Compare Weber's Verstehen approach as dealt with by Lamont, 1985:252.) This is because they can identify their aspirations, fears, potential, and culture by providing information about their own situation. [The viewpoint of Katz (in Rogers, 1973:73), supports this view when he argue in no uncertain terms that to study diffusion (the flow of ideas or solutions to problems) without some knowledge of the social structures in which potential adaptors are located, is unthinkable (compare par. 3.2:81).] In other words, they can provide the basis from which should be departed towards solving their problems as well as the parameters that should be considered in the search for solutions. Ignorance concerning these aspects leads to the risk of the rejection of new initiatives (compare Chapter 2 and Wertheim, 1979:93-95), or maybe participation without the acceptance and internationalisation of new solutions (par. 7.3.2.5:331), which will lead to half-hearted participation and a negative impact on the achievement of real positive results and therefore a lack of development, because people do not develop skills to improve their situation (par. 2.4:66). This aspect is proposed in various approaches such as the neo-evolutionary (modernisation) and neo-Marxist approach (Lamont, 1985:252). (Compare also Hale, 1975:90-91 for research results.)

© Central University of Technology, Free State

Central University of Technology, Free State

The second important aspect is that the role of the development organisation or change agent is primarily to serve as a catalyst and supporter to enable planned beneficiaries to develop skills that can enable them to solve their own problems (par. 3.2:81 and 3.4:93). Change agents are therefore facilitators and partners in the change process rather than autocratic decision-makers.

This chapter may be concluded by stating that synergism is the principle on which development needs must be approached as Coetzee (1989:163) suggests, in the terms of Kruijer, that through joining forces people have always been able to attain specific objectives more easily. When proper recognition of the potential of the change agent is realised in the development situation and is linked to the potential, aspirations, culture and fears of people in need of development, the best possible climate is created to find and address people's needs. (Compare Kottak, 1985:325 and Kruijer in Coetzee, 1988:25.)

The critical question is to ensure that the partnership between agent and planned beneficiary is developed into an productive relationship to promote change. In Chapter 8 an effort will be made to use the information from the discussions in Chapters 1 to 7 to create a model that can serve as a conceptual framework for the development situation. The aim is for the model to serve as a guideline so that development actions can be perceived and approached as a partnership between agent and beneficiary, with the aim to create as much synergistic value as possible, to the advantage of the developing people.

To conclude the study on the QDC and its projects a few aspects warrants mentioning in summary of the contribution of this part in relation to the goals of the study. The objective set for this part was to conduct a case study of the QDC and its involvement in three projects, in order to identify its organisational culture relevant for involvement in change activities. Also, the way in which its involvement in change activities is experienced by the planned beneficiaries in order to describe the development approach and organisational culture of the QDC and the effects, and acceptance thereof, together with the expectations of its planned beneficiaries was considered (par. 1.2.3:13).

© Central University of Technology, Free State

Central University of Technology, Free State

The results of the study of the QDC and its projects can be summarised as follows:

- The corporation is active in an environment with a dominantly rural population (par. 6.3:221) with 88,2 % of the population living in the rural areas with a probably dominant traditional culture (par. 6.3:221). A large percentage (75,6 %) of the population are manual and unclassifiable workers (par. 6.3:221), while the population growth between 1980 to 1985 was 7,2 %.

- It is evident, concerning the profile of Qwaqwa (Chapter 6, par. 6.3:221), that the QDC has a formidable task. This is so because the realities of the environment concerning its nature in terms of social, physical, economic and also political aspects demand contributions that will be able to address the realities of the situation in terms of its specific demands.

- The QDC started as a result of a history dating back to development involvement by the South African government (par. 6.2:219) through the "Bantoe-Beleggingskorporasie" and Corporation for for Economic development.

- It is evident that when the QDC started operating the development situation was still largely open and not well attended to, which led the corporation to get involved in the development of the area in a pragmatic way with a philosophy of "let's consider what comes up as important", instead of developing proper strategic planning and identifying priorities for the future (par. 6.6.1.1.3:252).

- This approach led to a situation where the QDC accepted a predominantly economically based orientation towards the development needs in Qwaqwa (par. 6.6.1.1.3:252) which seemingly posed itself as addressing the most immediate needs of the society.

- The original position of the QDC as the government's sole development agent, allowed the corporation to continue with its activities without any risk of competition (par. 6.6.1.2.3:252) which may be

© Central University of Technology, Free State

the reason why the corporation could develop into the final decision-maker on development activities in Qwaqwa. The result of this situation is spelled out in Chapters 6 and 7 where the following aspects were mentioned as possible aspects of importance about the QDC:

- The QDC has a typical role culture (par. 6.7:288) which causes it to:

  * have a centralised structure with decisions being made in the corporation about corporation activities internally as well as activities in the environment concerning specific development projects and the nature thereof (par. 6.6.1.1.2:251). The planned beneficiaries of the corporation are therefore not considered in the initiation, planning and implementation of projects on a continuing basis through a process of dialogue. Because this need is not realised, but also because the corporation has not really developed the ability to understand the culture, aspirations, potential and fears of the people of Qwaqwa (par. 6.6.1.2.4:260), the need for dialogue is not realised. In a case where the accommodation of co-workers in a project was attempted, namely project 3 (par. 7.2.3:297), it became clear that even in this case only the co-workers were consulted in the implementation of the project and not the people who are really the planned beneficiaries, namely the children;

  * have a high level of formalisation in the structure that controls the corporation's activities in terms of job descriptions (par. 6.6.1.2.5:262) and a formal committee system with a formalised delegation system (par. 6.6.2.3:273). This formalised way of functioning contributes to the fact that the development functions of the corporation, especially in terms of business and industrial development take place on a seemingly routine and pre-structured basis which allow little opportunity for variation in projects on the basis of the demands of a specific situation with unique characteristics;

© Central University of Technology, Free State

Central University of Technology, Free State

* have an organisational structure which presents itself as quite complex in terms of strictly defined departments, specialisation in specific departments and positions, as well as a narrow span of control which mean a large number of functioning units in the corporation and therefore entails a long and difficult communication process which is formal and finds expression in writing and committee meetings (par. 6.4:229; 6.4.1.2.5:262).

The fact that a definite division between different ranks was identified contributed to the complex structure of the QDC probably because of the status distance it created between people and the consequent influence on communication which is poor because of its complex nature taking place through different positions and committees (par. 6.6.2.2:271). It may be stated as a possible reason for the seemingly programmed way in which tasks are approached as well as the lack of ability to really accommodate the opinions and other contributions of the planned beneficiaries into the initiating, planning, implementation and evaluation of activities. This is because the organisation functions as a unit with specific well-defined processes which take place in a specific way and therefore cause a lack of ability to make quick decisions and respond to changes in its environment. The corporation's complexity caused a very strict division between various departments which caused a fragmented type of effect in terms of communication and task fulfilment (par. 6.6.1.2.5:262).

The role culture (par. 5.2.2.2:195) manifests itself in the QDC as a formal, complex and centralised structure which causes its functions to be regulated and executed according to well-planned, economic principles. The result of this characteristic in the QDC is a seemingly one-directional influence from the QDC on its planned beneficiaries comparable to the modernisation approach (par. 1.1.1:4). This can be accepted especially when the attitude of the top management is considered in the sense that he stated that the Western type of culture and operation will in the end have to be accepted by the people and therefore they already function in accordance with such principles, irrespective of the existing situation in the environment. (Compare par. 6.6.3.1:278.)

© Central University of Technology, Free State

Central University of Technology, Free State

Considered against the background of the theoretical discussion in Chapters 2 and 3, this approach to influence a development situation from the outside only, should be questioned. The study of the projects confirmed this questioning of the existing practice in the QDC and into the development situation when it was established in paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299) that the opinion in general is that participation and co-operation should be part of the development process. In the case of project 3 (par. 7.2.3:299) it was specifically stated that through partication in the whole process of introducing the project programme he would have suggested differences in the nature of the programme. The interviewees in projects 1 and 2 (par. 7.2.1:294 and 7.2.2:297) also expressed a wish for participation and voiced their concern about a possible situation of distrust which is the result of the present way of approaching development activities by the QDC.

Against the background of the findings in Chapters 6 and 7 it was therefore concluded that the existing culture and, therefore, development approach of the QDC should be reconsidered. A few aspects important in development thinking can be mentioned concerning the initiation, planning and implementation of such development:

- Development is a dynamic situation to which the organisations must be able to adapt (par. 7.3.2.1:327).

- Change includes total situations and a fragmented approach to development, considering, for example, only the economic aspects involved in a situation poses a risk for effective development (par. 7.3.2.2:328).

- Development corporations should allow for a certain amount of flexibility in their design and function (par. 7.3.2.3:329).

- The participatory action research method is suggested as an acceptable way to allow all actors to participate in a development situation with the least risk of domination and manipulation by one group (par. 7.3.2.4:330) of the other.

© Central University of Technology, Free State

- Development activities should at all times take as their point of departure the existing situation in order to accommodate people in the sense of facilitating acceptable change (par. 7.3.2.5:331).

- Development activities should at all times have a clear picture of their planned beneficiaries and who they are (par. 7.3.2.6:333).

- Development organisations have to ensure that their employees are properly socialised according to the organisation's cultural traits to prevent an individualised tendency to develop in the execution of activities (par. 7.3.2.7:334).

- Organisational climate is an important consideration for development organisations due to its possible effect on the motivation of employees (par. 7.3.2.8:335).

- Development organisations should consider including elements of different types of organisational culture into their culture. (Compare par. 5.2.2:195.) This is because the necessity for dealing with a variety of different aspects in the functioning of such an organisation may demand various cultural traits that may not all be part of a specific cultural type. For this reason it was concluded that a development organisation should probably have a dominantly task culture, but also elements of the power culture (in project teams) for swift action, role culture for logistical support services and personal culture for the accommodation of individual aspirations and ideas as part of its culture. (Compare par. 5.2.2.1:195 to 5.2.2.4:201.)

---oOo---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 8

A MODEL FOR DEVELOPMENT ACTIVITIES BY DEVELOPMENT ORGANISATIONS

8.1 INTRODUCTION

One of the goals set for this study (par. 1.2.3:13) was to reach the stage where a model could be formulated to serve as guideline to development organisations that are involved in development projects. It can be stated that achieving the other goals set out in this study has contributed to the development of the model. Considering the theoretical discussions in Chapters 2 to 5 and the study of the QDC and some of its projects in Chapters 6 and 7, it can be stated that an adequate basis has been provided to allow the creation of the model. In Chapter 8 the focus will therefore be on the creation of a model for development organisations as planned (par. 1.2.3:13) based on the information about social change, development, organisations and the QDC as discussed (Chapters 2 to 7). The goal is to consider development in terms of the actors involved and by doing this to identify the categories and features of the actors and their situation to be considered in order to provide a clear view of the nature of the relations that should exist between the parties involved. In the process of constructing the model the theoretical information (Chapters 2 to 5) will be utilised to identify the various categories and features of development organisations, planned beneficiaries, as well as the relationships between them. The information from the study of the QDC and some of its projects will be used for providing new insights concerning the relations between actors, their expectations of each other and their evaluation of the development situation among other aspects, with special reference to the value it has for substantiating the ideas in the theoretical discussions used in the formulation of the model. In other words, the information from the QDC and its projects will be utilised mainly as a test for

© Central University of Technology, Free State

Central University of Technology, Free State

the acceptability of the use of specific theoretical concepts in the model, and for the contribution it can make in terms of introducing certain ideas not considered earlier.

In the case of the definition of a typology it was argued that its value lies in the classification and categorisation of phenomena (par. 4.3:166) or in the words of Mouton and Marais (1985:138), "it is a conceptual framework that classify phenomena in terms of certain typical features which it has in common with other entities". While typologies serve normally to classify in terms of the identification and description of specific aspects of phenomena, models also have, except for this feature, the ability to identify certain relationships which exist between specific concepts. This implies a characteristics of models that distinguishes it from typologies and allows for the possibility of assigning to it a heuristic function because of the contribution it can make to the identification of relationships between concepts or aspects under discussion that comprise phenomena.

To be able to provide development organisations with guidelines about what aspects should be considered and in which way they should be dealt with when development activities are approached, it is not sufficient to develop only a typology about the nature of the development corporation as was done in paragraph 4.2.3.8.2 (p. 159) because this only identifies the aspects relevant for development organisations as part of its characteristics and properties. What is needed is to approach the provision of such guidelines in terms of a model which can serve as a framework against which development organisations can compare its own decisions and planning because it provides an indication of the relationships between the different aspects involved which is imperative to understand if specific situations are to be addressed with the aim of developing them. This is true for only by activating stimuli in a way that can influence the necessary aspects relevant for development in an acceptable way is it possible to plan for a specific type of change which can promote development. A model in this context can thus be defined as a conceptual framework describing a situation or a phenomenon in the practical situation, in a way descriptive of the situation, but

© Central University of Technology, Free State

Central University of Technology, Free State

also providing an indication of the relationships between the concepts or variables. In other words, a model also aims to provide an image of a phenomenon's dynamics by indicating the relationships between the primary dimensions in a simplified way (Mouton and Marais, 1985:141). For Mouton and Marais a model is only congruent with the phenomenon under study in general terms because some of the irrelevant features of it are ignored, while the focus is on the most obvious or outstanding or essential aspects. The value of this approach is to focus the attention of the researcher on specific aspects for further research, but also, according to the author, in the fact that it allows the user of such a model the opportunity to establish easily and effectively the central and important aspects relevant in a situation and to provide him with a clear indication how to deal with a development situation through knowledge of how the various aspects involved relate to one another. This value of models is supported by the four aspects which Gorrell (in Mouton en Marais, 1985:142) identify as characteristics of models, namely:

- Models identify central problems of questions about the entity that is considered.
- Models limit, isolate, simplify and systematise the domain to be studied.
- Models provide a new universe of discourse in which a phenomenon can be discussed.
- Models provide explanatory sketches and the means by which explanations can be made.

The difference between models and theory is therefore that theory tries to answer the question why, by explanation. This implies a deeper and more explicit process of explanation than is implicitly present in a model which aims at the identification of relationships, which may be considered as only a form of explanation. (Compare Mouton and Marais, 1985:143.)

A pre-requisite for constructing a model is a properly defined logical method for identifying the aspects involved in a specific phenomenon and a way of identifying and substantiating, to a certain extent, the

© Central University of Technology, Free State

existing relationships between the various aspects or components of the model.

8.1.1 A method for the development of a model

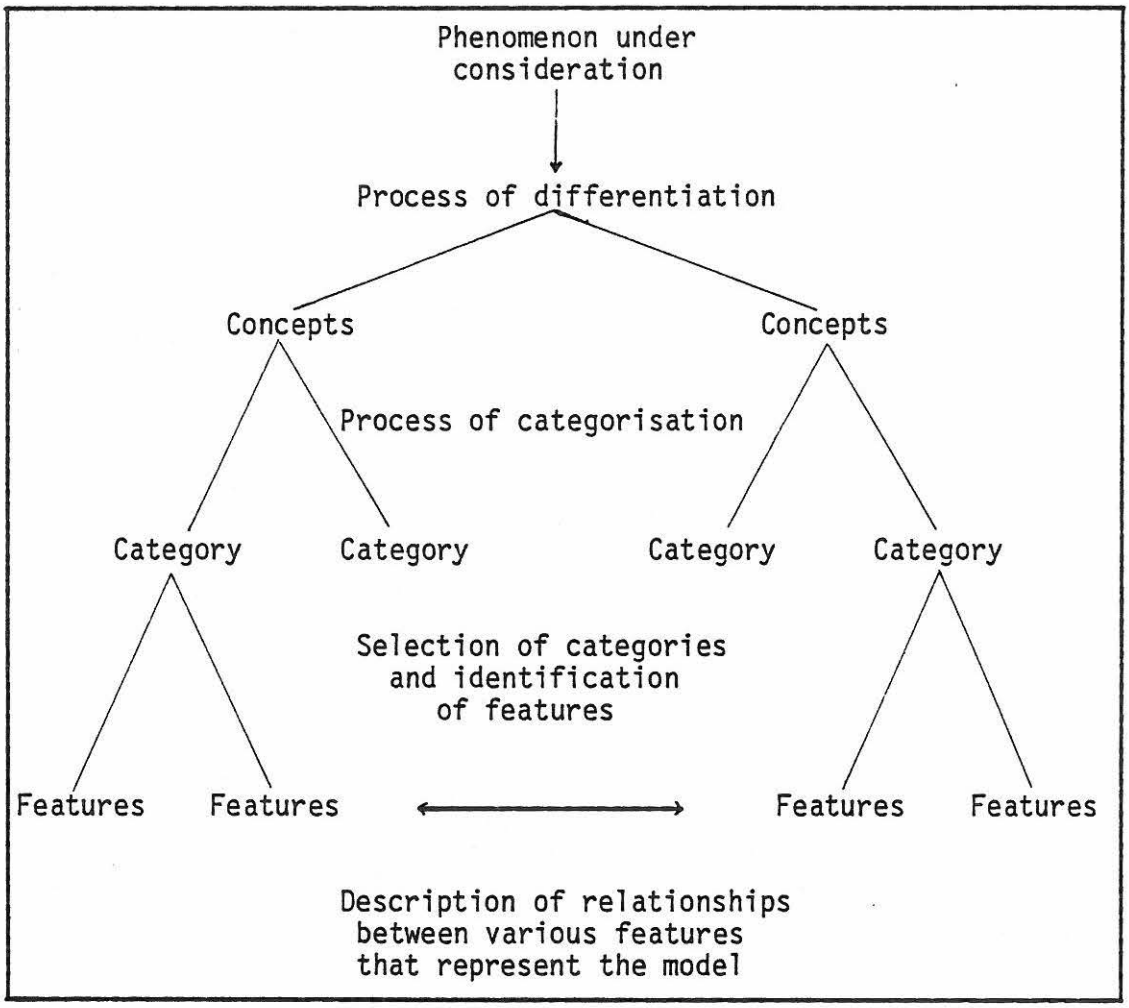
The method that will be followed in the construction of the model in this study is, firstly, to identify and distinguish between or differentiate the specific aspects involved in the process of societal change aimed at development. Because the concepts identified, through differentiation, are normally variables an effort will be made, secondly, to identify the dimensions or categories of the aspects differentiated. Thirdly, a selection will be made from the existing categories to decide on specific categories acceptable for the development situation against the background of the information in Chapters 1 to 7. Fourthly, the features or characteristics of the selected categories will be identified. In the fifth instance an attempt will be made to establish the relationships between the concepts and selected categories and its characteristics in an effort to illustrate the dynamics of the process of improving human well-being which may provide clear guidelines which development organisations can follow. (Compare Philliber, Schwab and Sloss, 1980:1-4.) It will be attempted to substantiate the suggested relationships with the information gained from the study of the QDC as well as from the theoretical discussion presented at the outset of the study.

The method described above is illustrated in Figure 6.

The development of the model enables us to evaluate the validity of our hypothesis (par. 1.2.2:12).

© Central University of Technology, Free State

FIGURE 14: METHOD FOR THE DEVELOPMENT OF AN IDEAL TYPICAL MODEL FOR DEVELOPMENT ORGANISATIONS



The different aspects will be dealt with according to their division in the theoretical chapters (2 to 5) and also according to the information gained from Chapters 6 and 7 on the QDC and the conclusions about it (par. 6.7:288; 7.2.4:307 and 7.3:310). This will be done to allow a clear indication of the way in which the model is based, firstly, on the basis of the provided theoretical discussions and, secondly, also against the information from the practical situation as stated in Chapters 6 and 7. By approaching the creation of the model in this way it is aimed to provide a properly substantiated model for the guidance of development organisations in their activities.

© Central University of Technology, Free State

Central University of Technology, Free State

8.2 ASPECTS TO BE CONSIDERED IN THE IMPROVEMENT OF HUMAN WELL-BEING

Development can be seen as a possible result of a process of directed societal change (par. 2.4:66). This implies a situation where a specific group of people experiencing a situation of relative or absolute deprivation consciously addressing the reasons for their deprivation in an effective way to improve their motivation, political, economic, technological and social abilities in an effort to improve their well-being. For this reason the consideration of development should be done on the basis of the nature of change in order to promote change in a specific way that will allow for the attainment of specific goals. (Compare par. 2.1:38 and 3.2:81.)

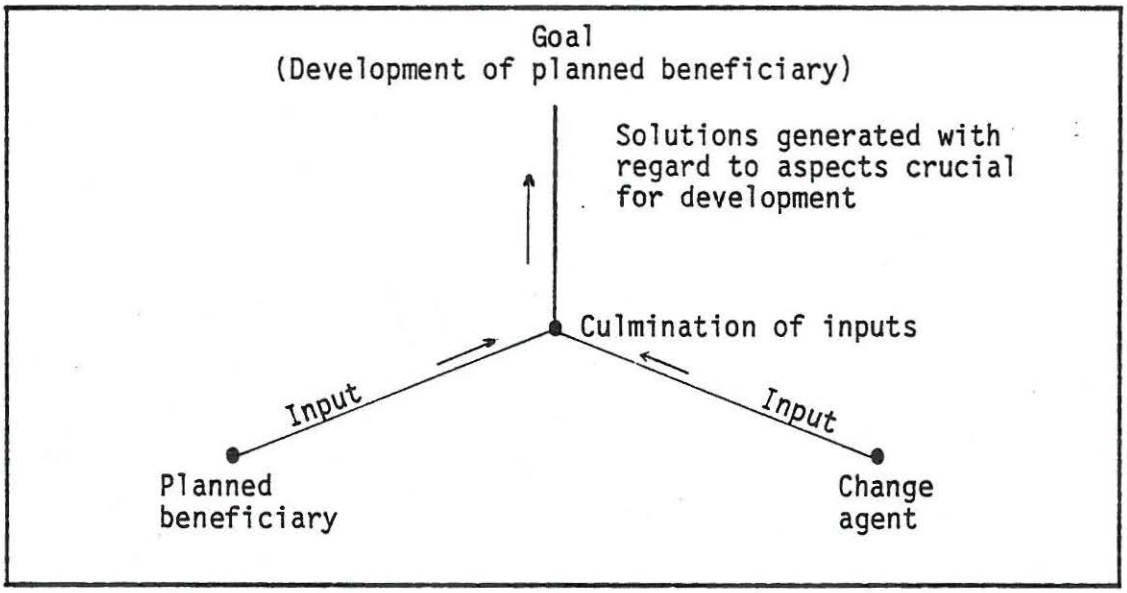
Because people in a position of deprivation are normally in such a position because they are not motivated or have the means (material and non-material) to improve their situation (compare par. 4.2.3.8.1.2:159). A situation normally exists where such situations lack the internal energy or ability to address the improvement of their well-being on their own in a spontaneous evolutionary way. For this reason development situations often comprise, not only the people in need of development, but also outsiders, normally in the role of development organisations acting as change agents to assist the people in need of development, to improve their well-being. (Compare Chapters 7 and 7.) Societal change takes place in this case, not as a result of an evolutionary processes only, but must rather be a result of a planned effort to address certain material and non-material needs necessary for the improvement of a group or society's well-being. (Compare par. 3.2:81.)

Against the background of the discussion in the two paragraphs above, and in accordance with the methodological model developed in paragraph 8.1.1 (p. 347) it is therefore possible to differentiate between the two basic aspects or entities normally involved in development activities, namely, change agents and planned beneficiaries (or people in need of development). (Compare par. 3.2:81 and 7.3.2.9:335.) As was stated in Chapter 3, and confirmed in the study of the QDC, the relationship between agent and planned beneficiary should be one of assistance which implies a joint of effort to reach a common goal rather than a

© Central University of Technology, Free State

deterministic alteration of a situation by external influences (Chapter 2; par. 7.2.1:294 to 7.2.3:299 and 7.2.4:307). The relationship between the two parties involved in development suggests the necessity for a partnership orientation to allow the utilisation of the potential of both partners in an effort to generate as much synnergistic energy as possible to the advantage of the developing people, as was concluded in paragraph 7.3.2 (p. 327). Schematically this relationship can be illustrated as follows:

FIGURE 15: THE RELATIONSHIP BETWEEN PLANNED BENEFICIARY AND CHANGE AGENT



The relationship between the planned beneficiary and the change agent (as actors in the development situation) is a co-operative relationship to which both actors contribute in an effort to generate solutions, energy and effects that could serve as possible alternatives to existing arrangements in society in order to improve the well-being of the planned beneficiary, according to specific goals. (Compare Chapters 2 and 3.)

© Central University of Technology, Free State

Central University of Technology, Free State

To enable us to describe the relationship between the parties involved in development activities further it is necessary to continue with the categorisation of the two aspects that were differentiated as part of such activities (par. 8.1.1:347). Only through identifying the various sub-parts or dimensions of the differentiated aspects will it be possible to identify the features thereof and the relationships between these parts and, therefore, the two different concepts identified (change agents and planned beneficiary). This is also necessary to conclude on the reason for a partnership type of relation between agent and beneficiary in development activities as was argued in Chapter 3 and paragraph 7.3.2 (p. 327). It is further necessary because the conclusion on the reasons for a partnership can serve probably as a basis to substantiate an argument on a suitable type of culture for a development organisation to facilitate a successful relation in terms of development activities.

Attention will firstly be given to the situation of the planned beneficiary and after that to the development organisation or change agent.

8.2.1 The planned beneficiary

A consideration of the position of the planned beneficiary in development activities will focus inevitably on the nature of societal change, and in the case of this study on social change, because development is a result of societal change. (Compare par. 2.2:39 and 2.4:66.) Thus, social change will be categorised according to its various typical characteristics that are relevant for this study as types of change that put the beneficiary in a specific position in the changing society according to his role in it. This approach is adopted because the planned model aims at providing guidelines to development organisations in the development situation specifically with reference to the way in which social aspects should be considered to allow the best possible opportunity for effective development actions (par. 1.2.3:13). From a sociological point of view the planned beneficiary can be viewed as people interacting in a specific environment. The nature of the change of social relations or interaction forms part of societal change aimed

© Central University of Technology, Free State

Central University of Technology, Free State

at development (par. 2.2:39 and 2.4:66) and must therefore be considered in terms of its categories or sub-parts to establish its relationships with the characteristics and properties of development organisations because a specific type of change will create specific circumstances that demand from the development organisation a set of characteristics and properties that will allow the effective addressing of development needs (par. 4.2.3.8.2:159; 6.7:288 and 7.3:310). A discussion of the planned beneficiary in a development situation from a sociological point of view, therefore, refers to the process of social change, its categories and what the position of the planned beneficiary is in this type of social change. The aim in addressing the categorisation in this way is, firstly, to be able to decide on a specific category suitable for development activities based on a participatory approach to development (par. 3.2:81), and, secondly, to identify the central features of importance that it includes. This will be done in an effort to illustrate the relationships thereof, with the characteristics and properties of development organisations in the formation of an ideal-typical model of the development situation, including a change agent and planned beneficiaries.

Social change will be categorised in the following paragraphs in terms of relevant categories for the consideration of development initiatives as was discussed in Chapters 2 and 3 and the information gained from the QDC as discussed in Chapters 6 and 7.

The different categories of social change to be considered will be discussed against the background of a few aspects of the nature of social change to allow a better understanding of the different categories (par. 2.3.2.2:57).

Part of a broader change

In paragraph 2.2 (p. 39) it was argued that social change forms part of the larger process of societal change. This implies that social change, as part of societal change, can be understood as both a dependent and independent variable in the process of societal change, which makes it impossible to ignore it in the process of development. The first

© Central University of Technology, Free State

important aspect concerning social change can therefore be seen as its potential to stimulate change in other sectors of society or sub-systems, but also that it must be understood as a result of specific, possible stimuli from other aspects in society.

Types of stimuli

Social change can be the result of stimuli from inside the social system or from external sources and in some cases from both internal and exdternal sources (par. 2.3.2.2.5:60). Change can therefore be understood as the result of processes inherent in the social system or influences from institutions such as development organisations that exist as entities external to the social situation in which change occurs or as results of both types of stimuli (par. 2.3.2.2.5:60 and 3.2:81).

Departure from existing arrangements

Mere decisions for options among various existing structures and arrangements in society do not represent social change. It must be understood as a definite departure from existing arrangements or solutions to problems, together with the acceptance of new arrangements or solutions to existing ways of addressing survival problems (par. 2.3.2.2.1:58 and 7.3.2.5:331).

Spatial and temporal dimensions of change

Change always takes place in a specific situation over a specific period of time. This implies that change can take place on micro or macro level while it can be revolutionary over the short term or evolutionary over a longer period of time. (Compare par. 2.3.2.2.4:59 and 2.3.2.2.10:65.)

Centres around people in their interaction relationships

Social change at all times refers to the relations of interaction between people in a situation. This refers to change in the way in which people interact in the process of their day-to-day activities. When

© Central University of Technology, Free State

Central University of Technology, Free State

social change is considered in terms of its relevance for development activities the focus, therefore, should be on the impact that it has on the social arrangements of the people involved in a situation as people must, firstly, live in a social environment, and secondly, they must live as people who are responsible for the creation and survival of a social system. More specifically it can be argued that the focus in social change should rest on the alterations to the existing institutions and organisations in society which inevitably influence how people function, because changes to these aspects implies changes to the people's roles which form the link between it (par. 2.3.2.2.9:63).

These aspects can serve as a short summary to provide the background against which various categories of social change can be understood. Having considered a method to construct a model as planned (par. 1.2.3:13) the first step of the process was completed by differentiating development into two concepts, according to the actors normally taking part in the process, namely agents and planned beneficiaries. The next step was to decide on possible categories of these concepts. A motivation for the categorisation of the change agent, according to its position in the change process, was given, after which it was possible to continue with a discussion on categories describing various approaches to change. The aim is to decide on a category suitable for development as was discussed in Chapters 2 and 3, and also according to information on a practical development situation, in Chapters 6 and 7.

8.2.1.1 Categories of change

To identify the various categories of social change it must be remembered that in terms of this study's goal, which is among other, to create a model for development organisations, it is imperative that the categories of social change to be used must be relevant to serve the purpose of this study. For this reason only three categories will be identified, because they reflect logically against the types of change represented by the development approaches as were discussed in Chapter 1 (par. 1.1:1) and Chapter 3. The basic ideas of Bennis, Benne and Chin (1985:13) will be used. (Also compare par. 3.4:93; 3.5.2.:105 and

© Central University of Technology, Free State

Central University of Technology, Free State

1.1.1:4 to 1.1.3:8 for existing theories in the sociology of developing societies.)

8.2.1.1.1 Power-coercive approach to change

It is clear from the discussion of the modernisation approach (par. 1.1.1:4) that reference can be made to a power-coercive approach in the application of its ideas. (Also compare par. 3.1:80.) This idea is suggested in the ideas of the imperialism and dependency approaches which ascribe the lack of development in developing countries to the dominant and exploitative role that the capitalist countries have played in this countries (par. 1.1.2:6 and 1.1.3:8). The basic point of departure of the modernisation approach is the superior position of the developed countries which are considered as a blue-print or role-model for less developed countries. Change in this approach, therefore, includes input from the developed countries and responses in terms of adaptation to the types of systems and arrangements that exist in these countries by the less developed countries (par. 1.1.1:4).

It is probably possible to argue that the position of the developed countries is vested in the power that they have because of the level of development they have reached providing them with well developed industries, a strong financial base, political systems which are democratically based and education facilities that allow the training of people to deal with the needs of the society, as well as a host of other advantages. The characteristics of developed countries may serve as an indication of the needs of the developing countries. The most simple solution seems to transfer these advantages in the same form as they exist in the developed countries. This leads to a situation where the planned beneficiaries are placed in the position of passive receivers of, and adaptors to, initiatives from developed countries. In this situation change agents or development organisations are in the position of being able to introduce ready-made solutions to the developing countries' problems. The acceptance was made that all individuals are homogenous (Keeton, 1986:141).

© Central University of Technology, Free State

Central University of Technology, Free State

The basis of the power-coercive approach to change is to be found in the acceptance of the change agent's power. Power attained due to the superiority it has because of the level of development it has acquired. This position is then accepted as providing the right to them to introduce change in developing countries that will satisfy all their development needs. This means a paternalistic type of determinism in the change process, with the planned beneficiary in a receiving position. Social arrangements are created that serve as ready made structures into which the planned beneficiaries must be resocialised in order to survive. Social change can thus be described as a more or less autocratic change of the institutional and organisational aspects of a society (compare par. 2.3.2:52 for the nature of these two aspects) through external intervention in peoples' social arrangements. When the activities of the QDC are considered, according to the information in Chapters 6 and 7, it is possible to detect a certain similarity between its activities and this type of approach because the QDC also finds itself in the role of the decision-maker about what is good and what is necessary for the development of Qwaqwa (par. 6.6.1.1.3:252; 7.2.1:294; 7.2.2:297 and 7.2.3:299)

8.2.1.1.2 The rational-empirical strategy

In paragraph 3.2 (p. 81) it was argued that the rational, empirical strategy rests on accepting that human beings are rational beings who are driven by their own interest which will influence them to change their behaviour. This implies that all that is necessary to develop, is to remove the obstacles in society. Although this approach resembles the power-coercive approach in the sense that problems must be solved for beneficiaries, the element of the involvement of the rational being represents a departure from the power-coercive approach.

The basic needs strategy (par. 1.1:1) can to a certain extent, be seen as representing the rational-empirical strategy. The reason is, that in the basic needs strategy, the focus is on the solving of the basic problems in society, such as poverty and famine, through a distribution of wealth and resources and changes in the demand and production structures over a prolonged period of time, according to the conservative

© Central University of Technology, Free State

Central University of Technology, Free State

approach and a short term redistribution of wealth, as visualised by the radical basic needs theorists (Keeton, 1986:145). By satisfying basic needs the opportunity will develop to improve the levels of consumption up to socially acceptable levels.

The crux of the argument is that through solving basic needs an irreversible process of improvement will be started. This poses the question what are basic needs and do basic needs present themselves in the same manner in all societies or all situations. In the basic needs approach recognition is given to the fact that basic needs are socially determined and must be solved according to the situation's potential. It is also accepted that the attitudes of policy makers and target groups are to be considered. Implicitly accepted in this orientation is the acceptance that once the less developed society is freed from its perceived drawbacks it will prosper to a situation of well-being through a more productive utilisation of resources: human and non-human. In other words, individuals will be able to respond to economic stimuli only after a certain threshold of development has been reached. The basic needs approach can therefore be considered, to a large extent, as only a first step towards economic development (Keeton, 1986:151).

The individual's position in this situation is seen as one of a person with the potential to develop but who is in a position where this potential is inhibited by ineffective arrangements in terms of the utilisation of resources which cause a situation where the basic needs of a society's population cannot be met. People can take the responsibility for their own development once the aspects inhibiting them are removed.

In this category the social reality is therefore considered, together with the role of the planned beneficiary, to contribute to his own well-being. Social structures can therefore be influenced by the people themselves if they only have the opportunity to be freed from negative, inhibiting factors. Social change is viewed as the process of rational options by individuals freed from the factors influencing their well-being negatively.

© Central University of Technology, Free State

Central University of Technology, Free State

The dilemma here is the lack of a more complete programme of development which cannot only solve problems of basic needs but also guide and assist planned beneficiaries to solve their own development needs.

8.2.1.1.3 The normative re-educative approach to change

As discussed in paragraph 3.2 (p. 81) the normative re-educative approach accepts the reality of socio-cultural norms and the influence thereof on the people in specific situations. The focus is on the client system and its involvement in the improvement of its own situation. It is also accepted that change problems or development needs cannot be solved by way of a one sided deterministic influence of the changing situation by an external source as was explained in paragraph 8.2.1.1.1 (p. 355). Co-operation between agent and beneficiary is considered as imperative while situations that must be changed, as well as the proposed alternatives must be shared with everyone involved. (Compare par. 3.2:81.)

The important aspects relevant in this category of change, which represent a departure from the previous two categories, namely the power-coercive and rational-empirical approach, are that people who must operate in the changing and changed situation, are actors in the planning of solutions and solving of their own problems in partnership with a development agent. (Compare par. 3.2:81 and 3.3:87.) Through doing this, recognition is given to the situation in which change is to take place, also in terms of its social characteristics. This is so because through recognising people in situations as partners in the change process, the opportunity is created for proper dialogue to identify relevant information and knowledge about the needs, fears, aspirations and culture of the people in the situation (par. 3.3:87). Another aspect which represents a departure, specifically, from the rational empirical strategy, is the fact that the normative re-educative approach includes a method for the satisfying of development needs up to the stage where people are able to solve their own problems, and not just involvement in terms of the removal of inhibiting factors. (Compare par. 3.4:93.) It is accepted that the people in a situation have the

© Central University of Technology, Free State

Central University of Technology, Free State

potential to improve their own situation, but it is also admitted that because of the lack of means (material and non-material) (par. 4.2.3.8.1.2:157) assistance is necessary in the process of the improvement of human well-being. (Compare 7.2.2:297.) The recognition of the shortcomings of people also lead to an acceptance of the fact that people in different situations may have a variety of features in their situations such as different cultures, aspirations, fears and potential (par. 3.2:81). This reality demands a highly specific orientation in terms of given societies. A consequence of such an orientation is, given the unique characteristics of every development situation, that specific solutions must be developed for each situation. The success of implementation of such solutions depends, to a large extent, on the influence of the existing social and cultural aspects in the specific society. This makes constant attention in terms of planning, innovation, evaluation and re-planning in the process of development, inevitable (Chapter 3).

Social change, seen as planned social change, can therefore be considered as consistent with a normative re-educative approach to change. This implies change to institutional and organisational aspects of society (par. 2.3.2:52), through the involvement of the people in the situation as well as development organisation or agent. Change is considered as a democratic process where all people involved must be able to contribute, evaluate and decide on alterations to existing institutions and organisation.

In paragraph 3.2 (p. 81) an argument was already proposed for the acceptance of planned social change as the method which provides a suitable option to approach development activities. Respondents provided justification given their preference to be a part of the process aimed at the improvement of their well-being through being considered in the whole process of the initiation, planning, implementation and evaluation of change. It can further be argued that, given the description of the nature of development (par. 2.4:66) development should include the

© Central University of Technology, Free State

Central University of Technology, Free State

improvement of the people's skills in a situation where they can develop themselves. By allowing people to take part in a process of improving their own well-being it is possible to assume that opportunities should be provided to allow them to improve their own skills. The basic reason for the acceptance of this method is that it allows an opportunity to give recognition to the characteristics of a development situation in a way that includes the planned beneficiaries and their own definition of the situation in the process of initiating, planning and implementation of change in co-operation with the change agent. This implies an acceptance of a method that allow development to take place on the basis of an improvement in the existing situation which makes change understandable and controllable by the people who should benefit from it and, at the same time reduces the possibility of change being rejected. (Compare par. 7.3.2.5:331.)

Because the model to be created aims at providing a guideline for development organisations, it is important to go one step further than selecting a specific category of methods to approach change suitable for development activities. To be able to indicate the relationship between this category of social change and a development organisation, it is necessary to identify the specific features relevant for development activities. This will be done in order to indicate a type of relationship with a development organisation which can effectively address these characteristics, in order to promote change that can serve to improve human well-being.

The features to be mentioned concerning planned, social change have been discussed in Chapters 2 and 3 and considered in Chapters 6 and 7 in the study of the QDC. The following characteristics are considered which seem to be relevant for effective social change in order to promote development:

© Central University of Technology, Free State

Defined situation

Change activities always take place in a specific situation. This implies a specific group of people in an identifiable environment. This implies the consideration of various aspects that can be described as central to the planning and implementation of planned social change, namely:

- **Who are the people involved in the change process?** Paragraphs 3.3 (p.87) and 7.3.2.6 (p. 333) referred to the necessity for participation and the recognition of the planned beneficiary in terms of its own characteristics and needs, its rights to decide on its own future and the value of its contributions to their development. Against the background of the information on the necessity of participation and the problem that the consideration of the wrong target group, may pose in terms of planning according to realities concerning a different group as well as the seeming confusion in the QDC about who their real beneficiaries are (par. 6.6.1.2.2:258) it was stated in paragraph 7.3.2.6 (p. 333) that the identification of the real people to be involved in development actions is important. It is important that any process of planned change should be preceded by a clear identification of the people who represent the planned beneficiaries, because it is an aspect determining what should be planned, as will become clear under the discussion of the following aspects.

- **Who should participate in the change process, the parties and the people?** In paragraphs 3.3.1.1 (p. 89), 4.2.3.8.2 (p. 159) and 7.2.1 (p. 294) to 7.2.3 (p. 299) attention focussed on specific people who should be considered in the process of development. Planned social change, as was defined in paragraph 3.2 (p. 81) includes a change agent and a client system as participants in the change process. It is, therefore, necessary in an empirical situation that the people involved, represent both parties, in order to allow the establishment of personal communication relationships between the people involved.

© Central University of Technology, Free State

Central University of Technology, Free State

- **What are the cultural convictions, fears, aspirations and potential of the planned beneficiaries?** Paragraph 3.3.1.2 (p. 90) referred to the motivation for participation in development, primarily as the potential it provides for the synchronisation of the ideals and expectations of planners, agents and clients. The desirability of such synchronisation was clearly stated in paragraphs 7.2.1 (p. 294) and 7.2.3 (p. 299) by the interviewees when they expressed the idea that the wishes of the beneficiary should be considered and, also, that the nature of existing activities could have differed if participation had been allowed throughout their projects. Knowledge of the development situation should include material and non-material aspects. For this reason it is part of the process of planned social change to have relevant information about the social variables to be considered in a specific situation. (Compare par. 4.2:121.) The variables include:

  - **Cultural convictions:** The non-material aspects or products created by man as mechanisms for survival in his specific environment include, for example, values, norms, family arrangements, work ethics and power relations. These are important aspects to be considered in planned social change because they represent the meaning structure against which the decisions for change reflect in the life of the individual and the group. Ignorance of the cultural convicting may cause rejection of change initiatives (par. 2.3.2.1:53 and 7.3.2.5:331).

  - **Fears and aspirations:** The people's expectations involved in a change situation should be considered when alterations to the system are considered. (Compare par. 7.2.1:294, 7.2.2:297 and 7.2.3:299.) This is important because people's aspirations form an important part in motivating the people to depart from the familiar solutions to problems of survival, and also provide an idea of what would be acceptable as alternatives. The fears people may have of change go hand-in-hand with the aspirations people have because it can play an inhibiting role in the formation of new aspirations. On the other hand fear may also serve as a stimulation for higher aspirations when fears about the value of existing arrangements and the utility and security thereof and the

© Central University of Technology, Free State

utility and security thereof exist. (Compare the work of Peter Marris, *Loss and change*, in which this idea forms the central theme.)

- **Potential:** In paragraph 7.3.2.5 (p. 331) it was argued that development must be a logical departure from the existing situation in a society or group, in the sense that alternatives to be introduced in such a situation must consider the fact that existing arrangements in a society, community or group also represent the frame of reference and abilities of the people involved. It is imperative to establish the potential of people in terms of their ability to handle alternative solutions to their survival problems. Consideration should also be given to the relationship between existing aspirations and fears compared with the potential of the people involved, to ensure that aspirations do not stimulate unrealistic expectations while unrealistic fears on the other hand may inhibit people's potential to improve their situation by introducing alternative solutions to their problems.

- **What are the needs of the situation (material and non-material)?** Planned social change aims at the solution of problems or improving the well-being of a specific group of people (par. 3.2:81 and 3.3.1.2:90). Planned social change should therefore consider the development situation in terms of its own realities and **needs.** This implies that the situation or the people in it should be put in a position where they can identify their needs according to their definition of the situation. Needs should be established with regard to the material and non-material aspects of society. The satisfaction of only material needs may tend to promote only economic growth and not development. (Compare par. 7.3.1:311 and 7.3.2.5:331.)

- **What types of change will suit the specific situation?** Paragraph 3.5.1 (p. 102) referred to the fact that goals should be planned for specific societies which suit the individual societies according to their needs, instead of goals which are imposed upon the society from external sources. (Compare par. 1.1.1:4 and 8.2.1.1.1:355.) The attitude of the planned beneficiaries of the QDC (Chapter 7)

© Central University of Technology, Free State

seemingly supported this point of view in their mentioning of their wish to have their own situation considered before ideas are accepted for their situation. The identification of the society's needs by the society, also necessitates a specific orientation when alternatives are considered to the existing problem areas in society. Against a background of the existing culture, fears, aspirations and potential of a society, a community or group development agent and planned beneficiary should look for alternatives that will represent changes acceptable to the planned beneficiaries and suitable to improve the existing situation.

- **What methods or strategies will be accepted by the people to change the situation?** Paragraphs 3.3.1.3 (p. 91), 3.5 (102) and 3.5.2 (p. 105) refer to participation as pre-requisite for change in a development situation, strategy formulation and types of strategies to be considered. It is important to realise that people in a specific environment have experience of their situation in terms of the typical characteristics of material and non-material aspects. For this reason it can be accepted that the people in the situation will also have knowledge about specific stimulating and also inhibiting factors in the situation. Methods and strategies to alter a specific situation will also be evaluated with reference to the practical experience of the planned beneficiaries. The willingness to co-operate in the change process may depend, to a certain extent, precisely on this aspect because people convinced about what can work in their situation will not readily accept methods that do not suit their specific situation. Methods and strategies to change specific situations must therefore be developed for a development situation according to the characteristics (material and non-material such as the potential of the people, existing skills, culture, etc.) of the specific situation. A clear example of the need for this consideration comes from the respondent in project 1 (par. 7.2.1:294) who stated his opinion concerning his idea about how he wants to start his business and how the QDC originally differed from him.

© Central University of Technology, Free State

- **What are the goals that can be achieved through change?** In paragraphs 2.3.2.2.3 (p. 59), 2.3.2.2.4 (p. 59), 3.5.1 (p. 102) and 3.2 (p. 81) reference was made to the nature of planned social change and how goal definition should be approached to make it acceptable and suitable in a specific society. Attention was also given to the fact that change must at all times be considered against the background of what is really involved in the change, as well as to the spatial and temporal dimensions of such change. The general acceptance of the power-coercive approach to change is that the goals for all development situations are clear, namely a duplication of the example that was set in the so-called developed countries (par. 1.1.1:4). The fact that the results of these efforts in the less advanced countries proved that it was not always successful (par. 1.1.1:4) allows the point of departure that development and the contents thereof is a situation that is defined, from situation to situation, according to the needs and convictions of the people involved in that situation. Development goals must therefore at all times, be identified and evaluated in the situation where they are needed, on the basis of the needs (material and non-material), culture, aspirations, fears and potential of the people involved (par. 3.5:102; 7.3.1:294, 7.3.2:297 and 7.3.3:299). Important to note is that, although a situation's development needs are established in the system, it is not to be considered as a closed system but as an open system which allows itself to be influenced by the environment, although the environment should not be seen as the source of need identification (compare par. 2.3.2.2.5:60), as will also be substantiated in the next paragraph.

Internal and external factors of change

It is necessary to realise that a development situation is an open system. This implies, not only, the possibility of a flow of influences, products and information within the system, but also across the boundaries of the system (par. 2.3.2.2.5:60). It is this characteristic of the development situation that allows the contribution of the external change agent. The other aspect suggested by this characteristic is the unique nature of a specific situation which allowed the identification

© Central University of Technology, Free State

Central University of Technology, Free State

and proclamation of a system with specific boundaries, in the first instance. Any external influence on a development situation must therefore take cognisance of the realities of such a situation to be able to make a contribution to the situation. (Compare par. 2.3.2.2.5: 60; 7.2.1:294 and 7.2.3:299).

Dialogue

It seems as if the only way to establish effectively the characteristics of a given situation and the convictions of its people is through dialogue. This method, probably, provides the most effective way by which the development agent can establish the reality of its target society in quantitative as well as qualitative terms. Planned change, considering the development situation according to its nature (par. 2.4:66) could therefore be seen as having dialogue as an integral part of its process. (Compare par. 3.4:93 and 4.2.3.8.2:159.) This implies a process of exchange of ideas, interpretation of each other's feelings and meanings about a situation and the evaluation of the conclusion on the interpretation of other people's ideas and feelings, through a process of communication based on proper trust and respect for each other (for example through a method participatory action research). Dialogue during the identification of needs, definition of solutions and implementation of change may also lead to the developing of a partnership relationship in the process of societal change. The need for such dialogue was expressed by the people in the projects of the QDC which referred to the lack of such communication as indications of distrust. (Compare par. 7.2.3:299.) A partnership should be based on the concept of synnergism through the combination of the knowledge, skills and aspirations of the planned beneficiaries and the change agent to provide realistic solutions to the needs of a specific society, group or community. (Compare par. 7.3.2.9:335.) Such a partnership must be understood as a voluntary relationship that can be terminated at any stage, as agreed upon. It also implies a division of power in which the planned beneficiary and the change-agent have an equal opportunity to influence the change process.

© Central University of Technology, Free State

Fixity and persistence

Paragraph 2.3.2.1 (p. 53) refers to fixity and persistence that should be considered as realities in any effort to change a specific situation due to a number of factors, for example, a conviction about the utility of existing methods. It is always important to consider that change represents a departure from the ways of living (institutions and organisation) that people became used to and that have been internalised through socialisation, often over long periods of time. In other words people normally feel secure with existing arrangements of problem solving and are convinced of the utility thereof. For this reason it is necessary to make sure at all times that the planned changes do address real needs in a society is defined by the people in the situation as acceptable that it is supported by understandable and acceptable strategies congruent with the potential of the people, to implement types of change that can convince the planned beneficiaries as to the utility and advantage of the alterations. (Compare par. 2.3.2.1:53, 3.3:87 to 3.6:109 and 7.3.2.5:331.) The effective implementation of planned change must therefore be seen as depending on the extent to which the new solutions to problems and development needs present itself as preferable to the old. Resistance is therefore a real and continuously possible factor in the introduction of the change process because the people involved in the change situation have the ability to exercise choices.

The characteristics of social change discussed above, represent the critical factors to be considered when planned social change is used to further development.

© Central University of Technology, Free State

Central University of Technology, Free State

Up to this stage the two concepts, change agents and planned beneficiaries, are aspects that can be seen as forming part of development as phenomenon. According to the method (par. 8.1.1:347) for the construction of a model, planned-beneficiaries was first considered in terms of categories from theoretical and practical information. Some features of the normative re-educative approach for development were also identified and discussed. The next step is, therefore, to categorise the change agent concept and identify its features before it is possible to get to model construction through the discussion of possible relations between the features of the two concepts.

8.2.2 The development organisation

In Chapter 4 (par. 4.2.2:135) it was argued that formal organisations are groupings of people, deliberately formed to make possible the achievement of certain goals, which are difficult or impossible for individuals to reach on their own. It was also argued that this point of departure accepts the reality of both the naturalistic and organismic features in organisations. This is accepted specifically because development organisations cannot only be seen as a bureaucratic type of institution but must also be able to include spontaneous and dynamic features to accommodate planned beneficiaries on an individual basis. For this reason the systems approach was accepted for the study of organisations in this thesis.

In paragraph 4.2.3.8 (p. 153), 4.4 (p. 177) and 5.3 (p. 207) it was concluded that formal organisations do have the potential to serve as development agents if they can arrange their activities in a way suitable to consider the needs and characteristics of the development situation. The relevant aspects which a development organisation must consider in its development, are the fulfilment of a development function in terms of the typology, which was discussed in paragraph 4.2.3.8.2 (p. 159).

© Central University of Technology, Free State

Central University of Technology, Free State

The aspects discussed in the theoretical chapters as referred to in the previous paragraph were also considered in the study on the QDC and its activities. In the empirical part of the study information was gathered concerning the nature of the QDC as a typical development corporation and the impact of its activities and approach on its planned beneficiaries (Chapter 6 and 7). In Chapter 6 (par. 6.7.:288) the organisational culture was identified and discussed. In Chapter 7 (par. 7.3:310) the experience of the planned beneficiaries was considered. The empirical data therefore identifies the preference of the people involved in the development situation and also serves as a basis for a reassessment of the theoretical concepts employed. Without this empirical investigation the development of a theoretical model would have resembled an eclectic selection of aspects in sociological theory.

In Chapter 5 the discussion focussed on organisational culture. The basic idea of organisational culture is that it provides the facilitating aspects according to which an organisation can arrange its structure and functions, internally and externally, to obtain specific goals. This implies that organisational culture includes the guidelines according to which organisations are structured and according to which they function through basic assumptions and values which result in specific types of patterns of behaviour. Organisational culture will therefore be used as the feature of organisations suitable to categorise the different organisational arrangements. From this categorisation a choice can be made about the type of culture most suitable to the development situation, through considering the features of the change situation. (Chapter 2 and 3, paragraph 8.2.2:368).

© Central University of Technology, Free State

The different categories of organisations according to the cultural type as were discussed in Chapter 5 are:

8.2.2.1 **The power culture** (par. 5.2.2.1:195)

The power culture is, in the first instance, suitable primarily for organisations of limited size. This is so because this culture depends on a central power source for control from which specific lines of power and influence spread which result in specific areas of activity around the centre (par. 5.2.2.1:195).

Decisions in the power culture are taken as the result of a balance of influence and not on procedural or logical grounds.

Two specific aspects can be considered as negative for this type of culture to be acceptable as dominant for development organisations. The first is the fact that it cannot be used for larger organisations. Because development organisations normally tend to be large due to the variety of tasks that they should fulfil, it is therefore not suitable for such organisation as dominant cultural trait. Secondly, the fact that decisions can be influenced by the power relations in the organisation instead of logical conclusions based on the facts of the situation.

The advantages of this type of culture are that they allow quick action because of easy communication. It can be utilised as part of a larger arrangement, for example, in sections or committees of an organisation to serve a specific purpose but not as a dominant culture of a large organisation. Due to the fact that this type of culture is suitable to facilitate a matrix type of structure it is possible to suggest that it should be considered relevant for the project teams in development corporations (par. 5.2.2.1:195).

© Central University of Technology, Free State

Central University of Technology, Free State

8.2.2.2 The role culture (par. 5.2.2.2:197)

The role culture functions on a rational and logical basis comparable to a bureaucracy type of organisation. (Compare par. 4.2.3.6:146.) Its strength lies in its potential for proper organisation based on specific specialities or functions that are arranged into various departments which operate according to specific prescribed methods, rules and procedures. This includes prescribed roles, procedures for communication and rules for the settlement of disputes.

Because of its well organised structure and function this type of culture is suitable, primarily, for stable environments in which specific similar actions are perpetuated over a period of time. The very formal structure and functions of the organisation with a role culture cannot easily adapt to changes and variation because of its prescriptive arrangements (par. 5.2.2.2:195).

Role cultures can also be considered unacceptable as the dominant culture for development organisations, but must rather be seen as a necessary component of the larger culture of an organisation taking responsibility for certain logistical aspects such as administrative arrangements. The features of the role culture as described above can probably be accepted as descriptive of the QDC's type of culture. (Compare Chapter 7 in general and specifically par. 6.7:288.) The nature of the organisation, in terms of its structure and functions, was criticised by a large number of its employees, but probably the most prominent critique of it came from the people involved in some of its projects who expressed a need for more recognition, trust and participation in development activities which is seemingly not part of the approach originating from the role culture in the QDC. The reasons for it not being acceptable are, firstly, its prescriptive nature only allows for an orientation towards development, based on solutions worked out by the organisation itself instead of innovative situation based solutions (par. 8.2.1.1.3:358). This implies a typical power-coercive type of

© Central University of Technology, Free State

Central University of Technology, Free State

approach (par. 8.2.1.1.1:355). Secondly, the inability of the role culture to adapt to changing environments. Development situations are changing situations with changing needs (par. 7.3.2.1:327) which demand an adaptive capacity from the development organisation to be able to address a society's specific needs, group or community at a specific stage. Thirdly, the division of the bureaucracy into specific specialities and functions poses the problem that it may focus on specialisation to such an extent that it does not allow for inter-disciplinary co-operation to suit the multi-dimensional nature of development (par. 2.4:66). This problem became clear in Chapter 7 when the rigid departmental structure of the QDC was discussed (par. 6.4:229 and 6.6.1.2.5: 262). It is possible to conclude against the background of the information above, that the QDC's type of role culture (compare Chapter 6 and 7) clearly does not allow enough freedom for the development agent to be able to take initiative according to the varying demands of the development situation.

8.2.2.3 **The person culture** (par. 5.2.2.4:201)

The person culture centres around the individual and his personal interest and not on the promotion of the organisation's specific goals as primary focus. This implies that organisations with person cultures are established mainly to achieve goals that can benefit the individual members. Because a development organisation exists, in the first instance, to promote the well-being of its planned beneficiaries (compare Chapter 2 and par 4.2.3.8:153), it is not realistic to accept this type of culture as a dominant one for development organisations. It was indicated by the respondent in project 2 (par. 7.2.2:297) that the attitudes and treatment that he received from individual members of the QDC antagonised him. He also said, however, that he is convinced it was only individual people who adopted an unacceptable attitude and that the corporation should not necessarily be blamed. This probably indicates the risk of a typical person culture when it is dominant - where every individual works according to his or her own interest without considering specific organisational goals. Again, it can be stated that an element of this type of culture should be present in all organisations, to the extent that people in the organisation may feel valued and are

© Central University of Technology, Free State

Central University of Technology, Free State

motivated by the opportunities to improve themselves (par. 7.3.2.9:335). The absence of this type of culture may easily lead to a lack of motivation and to people functioning more or less mechanically in terms of job descriptions, with a lack of motivation for innovative action (par. 6.6.1.2.5:262 and 6.7:288).

8.2.2.4 The task culture (par. 5.2.2.3:199)

Organisations with a task culture are job or project orientated. Projects are approached by forming a group of people suitable for a specific project and making the necessary additional resources available after which they are allowed to continue with their specific task.

The important aspects of the task culture which should be considered as features important for its functioning in development organisations are the following:

- A project orientation which allows a focus on specific projects. A wish that this orientation should exist can probably be detected from the response of the respondent in project 1 who stated that the people involved in a project should be consulted and that planning and other activities should thereafter be conducted, together with him, according to the specific needs of his situation.

- The possibility of joining people in a project team with the necessary skills for a specific task which make it possible to accommodate the multi-dimensional nature of development (par. 2.4:66) through appointing various specialists on specific aspects of development in a team that should serve as change agents. It was stated in paragraph 7.3.1.3 (p. 317) that because of the highly fragmented nature of the QDC a situation develops where proper communication is inhibited and inter-disciplinary co-ordination is almost absent. This possibly confirms the need for an alternative cultural orientation suitable to facilitate inter-disciplinary working due to the expressed need for the considering of the social aspects in projects and the multi-dimensional nature of development (par. 2.4:66; 3.3:87 and .3.2:327).

© Central University of Technology, Free State

- Because the task culture is a team culture it depends on the unifying power or synergistic power of the group and the resultant products to achieve its goals. These features should allow the potential to accommodate the planned beneficiary as a role player in the process of development in all its phases, namely initiation, planning, implementation and evaluation. This aspect was confirmed in paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299) where the interviewees expressed their wish to form part of their development and also criticise the QDC for not accommodating them at all stages of development (par. 6.6.1.1.3:252).

- The influence, and therefore the decision-making in this organisational culture type, takes place more on the basis of expert power (that is trained specialists as well as beneficiaries with expertise about the conditions in which development activites are to take place) than on position or personal power as is the case in a role culture, although, it must be stressed, project teams normally have project leaders. This allows the people involved to have control over their own work. The interviewees in the QDC probably also expressed a need for this type of orientation in the corporation when they referred to the lack of a pool of knowledge in the corporation (par. 6.6.1.2.5:262 under human resources) and also their negative response to the fact that not skills and competence, but rather, social qualities and position play a role in the power of people in the corporation (par. 6.6.2.2:271).

- Individual role players in the organisation are therefore utilised as members of a team and therefore are part of the broader organisation which brings everyone into the framework set by the mission and the organisation's goals. In the QDC development activities are divided into departments, with fragmentation on this basis, which is not accepted in the corporation and which probably causes a lack of orientation towards the central goals of the QDC but rather individual goals on a departmental basis (par. 6.6.1.2.5:262 under the structure of the organisation). A need for a change in this situation can probably be detected from the respondents who prefer a team orientated approach. (Compare for example par. 6.6.1.1.3:252 where people

© Central University of Technology, Free State

Central University of Technology, Free State

expressed an inability to consider other department's activities in their action because of a lack of knowlegde.)

- The task culture makes possible the adaptability of the organisation to changing demands and changing situations, because it approaches specific projects through project teams which allow consideration of the realities of a specific situation. These project teams can even be formed, reformed, abandoned or continued which allows flexibility (par. 4.2.2:135) during a project, when, for example, additional skills are needed. This way of approaching projects enables the organisation to develop a sensitivity towards its environment (par. 4.2.1.1.2:132) or planned beneficiary (par. 3.2:81; 3.3:87 and 3.4:93), which should prevent any form of deterministic paternalism but should rather stimulate an awareness of the necessity for the consideration of the real facts (material and non-material) and needs of a specific situation and base the decisions for development activities on it. The need for the organisation to adapt to its environment and changing demands probably became clear from paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299), where interviewees expressed their wish to be recognised (par. 6.6.1.1.3:252 and 6.6.1.2.4:260).

- Through the organisation's ability to adapt and the resultant variety of activities that will probably follow from the different projects of various project teams, a problem of control in terms of the organisation as a whole may develop in an organisation with a dominantly task culture. (Compare par. 4.2.3.8.2:159.) One solution is to introduce a certain number of the principles of role culture (par. 5.2.2.2:197) into the situation by providing an administrative structure and professional services that can co-ordinate the various activities in terms of such aspects as finance, personnel, services and training, public relations work, internal training, basic information distribution, general schedules for organisational activities, transport services, infra-structural services such, as computers and work space, and a variety of managerial functions such as decision-making about general organisational affairs. The important aspect here is probably that the task culture must be predominant in

© Central University of Technology, Free State

Central University of Technology, Free State

addition to elements of the power culture, such as its potential to change quickly and adaptability, will serve project teams. Role cultural components will serve to facilitate activities based on the principles of the task culture (par. 7.3.2.9:335). In other words, weaknesses found within a task culture is compensated for by adding elements from the other cultures.

- Because people in the organisation may often serve simultaneously on various project teams, a problem may develop in organisations with a predominantly task culture with employees, who feel that they do not have the opportunity to specialise and therefore become frustrated (par. 5.2.2.3:199). To accommodate this aspect elements of the person culture may be introduced as part of the overall culture of the organisation. This can be done in various ways, for example, by giving proper recognition to individual input in project teams and introducing certain incentives for outstanding initiatives by individual members. (Compare par. 6.6.2.1:269 on employees and 6.6.2.3:273 on control in the corporation.) Important in this case, however, is that the mission and goals of the organisation in general, and for a specific project, must at all times be served even if these elements of the person culture is to be introduced into the general culture of the organisation.

In conclusion, it seems as if the task culture, as dominant culture, with its specific features should be accepted as the category to be preferred for development organisations. Aspects of the other categories or cultures will probably, inevitably, be incorporated to support the weak areas of this culture (par. 7.3.2.9:335).

Against the background of the basic characteristics of the task culture it is now possible to give an indication of the ideal typical nature of the various sub-systems of development organisations, as a type of formal organisation. This will be done in terms of the model for the study of organisational culture as was indicated in paragraph 5.2.3 (p. 203) and also used in the study of the QDC as discussed in Chapters 6 and 7. In this description the task culture will be applied to develop-

© Central University of Technology, Free State

Central University of Technology, Free State

ment organisations with consideration of the typology for development organisations (par. 4.2.3.8.2:159).

Attention will be given to the various sub-systems of the organisation, in terms of, firstly, its functions towards its environment (goal sub-system and technical sub-system) and, secondly, its functions of internal integration (structural and psycho-social sub-systems) while the management sub-systems' functions will be attended to as the discussions on the other four sub-systems progress. Because the basic ideas to be discussed here were already considered in the previous chapters (specifically Chapters 4, 6 and 7, and again referred to in the first paragraphs of Chapter 8) the various aspects will only be discussed briefly, with reference to the specific paragraphs where the relevant arguments were originally presented.

8.2.2.4.1 Environmental functions

In paragraph 4.2.3 (p. 141), 4.3.4 (p. 174) and 5.2 (p. 181) it was argued that development organisations exist in environments which include other organisations (formal and informal) towards which they stand in a reciprocal relationship. Organisational culture has, specificially, as part of its function, the task of facilitating the organisation's adaptation to its environment, in order to make survival possible (par. 5.2.1:183). Various cultures may have different ways of approaching its environment, but the development situation seems to demand a specific approach as was indicated in paragraph 4.2.3.8 (p. 153). Because the task culture seems to suit this approach it can be applied here as discussed above (par. 8.2.2.4:373).

8.2.2.4.1.1 Goal sub-system

The goal sub-system has the function of identifying the organisation's mission and its related goals. Although a development organisation

© Central University of Technology, Free State

Central University of Technology, Free State

should have goals for the organisation as a whole (also in the task culture) it must be recognised that it should not entail blueprints for all situations but rather should have general goals that will allow enough freedom for project teams to identify specific goals for specific situations, according to its needs. In other words a task culture should allow the flexibility to project teams to treat every development situation according to a specific situation's needs. (Compare 3.5:102 and 7.2.1:294 to 7.2.3:299.)

The different strategies of an organisation to accomplish its goals are normally, primarily, the responsibility of the managerial sub-system. It seems as if the task culture demands a departure from this approach, because of the fact that various projects, in different situations except for different goals, also demand different strategies. Project teams will therefore need the opportunity to identify strategies suitable for the specific situation in which the project takes place. (Compare par. 3.5:102 and 7.2.1:294.) The management's role should therefore be to contribute to general goals for the organisation.

Goals and strategies in development organisations should be formulated in a way that make it possible for project teams to implement initiatives through strategies that will best suit the people's development needs in specific situations.

The people involved, as the planned beneficiaries in a development situation with their development needs should at all times be considered as first priority in all development projects. This does not imply that people must be kept happy but rather that solutions to the needs of the planned beneficiaries in terms of their development should at all times be the primary goal of a development organisation. Development organisations thus exist because of people's development needs; the identification and satisfying of these needs should be the driving force for its survival (Chapter 2, par. 4.2.3.8:153, 7.2.2:297, 7.2.3:299 and par. 8.2.2.3:372.)

© Central University of Technology, Free State

Central University of Technology, Free State

8.2.2.4.1.2 Technical sub-system

Development organisations should be centres of knowledge with the ability to provide the necessary resources and the necessary infra-structure to contribute to the solutions of the development needs of societies, communities or groups. (Compare par. 3.2:81 and 3.4:93.)

The task culture allows the use of available knowledge, resources and infra-structure, not only in a global sense, but also in recognition of the needs of specific situations through specific projects (par. 8.2.2.4:372 and 5.2.2.3:199). Development organisations should, therefore, arrange their planning and functions so that they can facilitate the functioning of different project teams with its specific needs as determined by the circumstances in various projects. Because resources - financial, personnel and other - are normally limited, development organisations will inevitably have to work according to a priority list where the final decision normally lies with the management sub-system. Such a list of priorities does not indicate a decision on what should be allowed for a project, but rather a basis upon which decisions can be made between various projects which may seem necessary at specific stages.

The technical sub-system of a development corporation, therefore, has the function of ensuring that the necessary skills, knowledge, resources and facilities are available to enable project teams to make contributions to people's development in specific situations. It must be considered that the distribution of these resources cannot be arranged on a pre-planned basis but should be done according to the needs identified in specific projects as it becomes known when projects are identified and planned (par. 3.5:102; 7.2.1:294; 7.2.2:297 and 7.2.3:299).

The central idea, in the case of the functions of the goal and the technical sub-systems of development organisations with task cultures, can be seen as the organisation's adaptation to its environment, as a basic aspect for survival. The functioning of these aspects depend on the recognition of the factual situation in the case of every project in which the organisation may become involved (par. 3.4: 93; 5.2.3:203 and

© Central University of Technology, Free State

Central University of Technology, Free State

7.2.3:299). This is only possible when the organisation provides a basic framework in terms of mission, goals and strategies in which project teams have the opportunity to contribute innovatively to the solving of development problems in a way that allow the most effective problem-solving to improve human well-being in specific situations. Development organisations must accept the responsibility of serving as pools of skills and knowledge as well as providing other resources, such as infra-structure and finance, necessary to contribute to development.

It is now possible to take a look at the sub-systems responsible for the solving of the integrating problem in the organisation, after having considered the aspects of organisational culture responsible for the organisation's adaptation to its external environment. The discussion of the internal system is a logical continuation of the process of model construction (par. 1.2.3:13) if the idea in the chapter considering the QDC's culture is considered (par. 5.2.3:203). The same model is also used in this chapter as a framework according to which a possible culture for development organisations, following a participatory approach to development, is considered. It is therefore the result of a logical build-up, in terms of the method followed, to attend to internal integration aspects of organisational culture as an integral part of it. This is necessary to complete the scheme to be able to consider the relations between organisational culture and planned beneficiary features, to get to a decision on a possible model for development organisations.

8.2.2.4.2 The internal system

The internal system is made up of two sub-systems. They will now receive attention.

8.2.2.4.2.1 Structural sub-system

The structural sub-system of the organisation refers to the way in which the organisation's tasks, the structures of authority and power as well as communication and work flow in the organisation are divided and co-ordinated (par. 4.2.1.1:125 and 5.2.3:203).

© Central University of Technology, Free State

Organisations with a task culture have structural arrangements which have specific features. Important structural aspects in this type of culture for development organisation are:

- The structure must seek to bring together the right people at the right level in the organisation and enable them to continue with the specific task for which they were brought together (par. 4.2.1.1:125). The practical implication of this feature of the task culture is that organisations should not have specific departments that are specialised to fulfill specific functions continuously as the bureaucracy type of organisation. (Compare par. 4.2.3.6:146 and 5.2.2.2:197.) It should rather allow for the selection of people from various departments or sections in the organisation, with suitable knowledge and skills to take part in specific activities (par. 5.2.2.3:199 and 8.2.2.4:372). This process of the appointment of people for specific tasks does not only include the appointment of junior workers to do a job, according to specific prescriptions from more senior people, but also demands people from more senior positions in the organisation to be part of such a group. This is so because, firstly, such a group also needs leaders in their day-to-day activities, secondly, the various tasks in the development situation imply innovative activities which may necessitate people with influence having to convince management that necessary resources must be allocated to perform specific tasks.

- The structure must allow decision-making on the basis of expert power instead of centralised decision-making or decision-making purely according to the level of seniority (par. 5.2.2.3:199 and 8.2.2.4: 372). This is necessary if the dynamic and innovative functioning of the specific task groups or project teams is to be possible. Decision-making about specific activities made from outside the project team for its functioning in the project may inhibit the members' ability to take initiative. It should be accepted that a certain amount of position and personal power will inevitably play a role, however, as far as possible this should be limited. This aspect also confirms the necessity of limiting the complexity and strict formalisation of roles and functions because both these aspects may

© Central University of Technology, Free State

Central University of Technology, Free State

inhibit effective project-directed decision-making through very complex decision-making processes and pre-determined functioning in decision-making (compare par. 6.6.1.2.5:262 and 6.6.2.3:273) and other factors. This might lead to outsiders, without the necessary experience of specific projects, to make blue-print decisions for specific activities.

- The task culture must therefore be seen as a team culture (par. 5.2.2.3:199). In other words, except for the larger organisation, as a team, it will have various project teams at a specific stage which are responsible for specific projects. These teams may change from time to time not only in terms of its membership but also in terms of its existence as existing projects are completed and new ones started. Development organisations should therefore have structures that are constantly able to address development needs which may exist at specific stages of the development of a society, community or group's development by the appointment of a project team at a specific stage to address the existing need until it has been solved or addressed satisfactorily (par. 3.4:93 and 3.6:109). Project teams can therefore not be planned in advance but should be formed for each situation to ensure that suitable people and resources are available for the project according to its specific needs. Development organisations, therefore, must have flexible structures.

- The unifying power of the group should be promoted by the task culture (par. 5.2.3:203). For this reason the structural arrangements of development organisations should, at all times, promote the integration of the organisation's various members into unities and not fragment the various individuals and departments into watertight entities, that control specific functions in isolation (par. 6.6.1.2.5:262). This implies well developed communication channels, in the first instance, and secondly, implies proper relations of trust between departments and individuals. This type of communication is possible in the task culture because the majority of the activities in this culture can be arranged to take place in project teams where short and direct lines of communication between members can be developed (par. 5.2.3:203). Communication between project teams and

© Central University of Technology, Free State

Central University of Technology, Free State

the organisation in general can also be effective because project teams normally have well defined needs and programmes, for specific projects, which may contribute to effective communication.

- Decision-making in the task culture should be allowed to take place, as much as possible, within the project teams. This is the only way in which speedy decision-making can be obtained. The role of organisational management in terms of decision-making should, as far as possible, be limited to general functional aspects of the organisation which are necessary to allow the project teams to get on with their respective tasks. In other words, management's decision-making role is largely limited to a facilitating role.

- Power and authority in the development organisation should be gained on the basis of personal competence in terms of job fulfilment. In other words, power or authority through personal qualities other than competence in the job situation should, as far as possible, be limited. This is necessary because development situations normally demand innovative action by skilled people. If people are not motivated to take initiative through the recognition they can get from it, demotivation or distrust of superiors and teammates may be the result (par. 6.6.2.2:271).

- Structural arrangements in the task culture should at all times consider the climate (par. 5.2.1.11:192) of the organisation. The amount of autonomy and innovative action required in the task culture demands people who are motivated to take part in the arrangements and activities of the organisation. Only when a positive climate (par. 5.2.1.11:192) is present in an organisation can people be motivated to capitalise on the freedom to take initiative they have in the development situation, to the advantage of the goals of a project. Only when this type of motivation has been obtained, can management really feel free to allow autonomy to the extent demanded by the task culture in the sense of the right to decision-making by project teams on the actions to be taken in their specific projects. In other words, in the task culture control by management can be scaled down when a positive climate exists. Although control in this type of

© Central University of Technology, Free State

culture is difficult, the need for strict control is minimised in a situation where people with the necessary skills and knowledge are positively motivated to achieve the goals of specific projects and, therefore, also of the organisation in general.

- The structure of the task culture should allow the individual sufficient control over his activities to make him feel valued and respected.

The central idea derived from the characteristics of the task culture (par. 5.2.2.3:199) is that the structure should be as open as possible, with as little central control as possible, to allow for greater innovation, in the case of specific projects. Control should rather be done by the project teams and the individuals themselves. The matrix type of organisation can be seen as a possible structural form of the task type of organisational culture.

Finally we turn to a discussion of the psycho-social sub-system.

8.2.2.4.2.2 The psycho-social sub-system

The psycho-social sub-system (par. 5.2.3:203) is made up of individuals and groups who interact, and are concerned with the relationships between individuals and groups in the organisation, as well as motivation so that common goals can be achieved in the organisation, based on the integration of individual needs and goals within the organisation.

Some specific features of the psycho-social sub-system in the context of the task culture are the following:

- The task culture should allow open and easy working relationships within the group because mutual respect is based primarily on ability rather than age, status or other forms of influence which people may acquire. Relationships are therefore based on acquired status and not on ascribed status. This contribute to trust and proper communication

© Central University of Technology, Free State

because people may be more willing to accept the status of other people in different positions (par. 6.6.2.2:271). Influence in the psycho-social sub-system of the task culture therefore depends on the person's expertise.

- Influence of the task culture is normally more widely distributed than in other cultures. This is probably because, firstly, people are allowed to take greater control of their own activities, and secondly, because people involved in development projects are selected for project teams, because of their competence, and respected for their abilities.

- People in development organisations with a task culture should probably form strongly unified groups. This is necessary, firstly, because development projects are approached by project teams which should utilise the synnergistic energy for effective problem-solving in the case of the various projects. Secondly, unification must serve the purpose of identifying the individual within the objectives of the organisation. In other words, individual goals must be synchronised with organisational goals and specific project goals.

- The evaluation of people for placement in specific positions or for other reasons such as, for salary purposes should, preferably at all times be done on the basis of the results that were achieved through their activities. Evaluation on any other basis may be contra-productive to the task orientation of this culture, because of possible demotivation.

- An organisational climate is based on the corporation's psycho-social aspects as well as on attitudes towards organisational arrangements, such as structural aspects (par. 5.2.1.11:192). It is therefore necessary that consideration in a task culture should be given to the people's attitudes towards organisational arrangements to ensure their co-operation with other members in order to make goal achievement possible.

© Central University of Technology, Free State

Central University of Technology, Free State

Central to the ideas on the psycho-social system in the task culture is the fact that individuals and groups must have the opportunity to make contributions according to their abilities in a situation where they feel valued and therefore form part of a team to reach organisational and project goals. Task cultures are thus suitable for the stimulation of the individuals and groups in an organisation so that innovative action in specific projects can be taken in order to try to solve the needs existing in these situations.

It is now possible to continue with the consideration of relations between the characteristics or features of, firstly, the normative re-educative approach or planned social change and the task culture as categories of the planned beneficiary and therefore social change (compare par. 8.2.1:251), and, secondly, development organisations or development agents. This is because these two aspects were differentiated as basic variable concepts of the phenomenon development or societal change, from a sociological perspective (compare par. 8.2:349). Once the relationship between the various features has been considered a clear indication of a possible model, as proposed for development organisations to apply, in development situations, should exist. (Compare par 8.1.1:347.)

At this stage of the discussion of the material planned to contribute to the model's construction as planned in paragraph 1.2.3 (p. 8), it is necessary to consider in a short summary what has been achieved up to now. In paragraphs 8.2.1 (p. 251) and 8.2.2 (p. 368) an attempt was made to utilise ideas that were discussed in the theoretical chapters (Chapters 2 to 5) together with information gained from the study on the QDC, firstly, to identify the basic concepts forming part of development as phenomenon, as well as its respective categories and features (compare par. 8.1.1:347), together with a description of the various aspects.

Development organisations and planned beneficiaries were identified as the two basic aspects to form part of development suitable to allow the consideration of the role of such organisations in the improvement of human well-being. The categories of the planned beneficiaries were

© Central University of Technology, Free State

identified, according to the position that a planned beneficiary can take in a development situation. This position determine the nature of the change process as power-coercive, rational empirical or normative re-educative (compare par 8.2.1.1:354). The normative re-educative approach was selected. The reason for the decision was taken from the discussion in Chapters 2 and 3 which discussed social change and also planned social change as a way to approach social change. The decision was substantiated by the information in paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299) where the people involved in the projects of the QDC confirmed the necessity of considering the reality of their situations and also to take part in their own development. This decision made it possible to identify the features of the normative re-educative approach, to be considered in the establishment of the relations with the development organisation.

In the case of the development organisation the categories were established on the basis of the various cultural types existing in organisations, namely power, role, task and personal cultures (par. 5.2.2:195). The decision to use culture as a distinguishing factor was made on the basis of the fact that organisational culture can be considered as the frame of reference or the basis from which organisations function and structure themselves.

The decision in favour of the task culture as a possible category acceptable as a dominant culture in the development organisations planning, so that planned social change can be used in development activities, was based on two aspects, namely:

- The typology of development organisations formulated in paragraph 4.2.3.8.2 (p. 159), on the basis of the nature of planned social change and organisations, was used to evaluate the activities of the QDC. According to the results of the evaluation (par. 7.3:310) it seemed that the characteristics and features of the task culture may suit the nature of a development organisation, as was discussed in theory, and also as became clear from the practical application thereof.

© Central University of Technology, Free State

Central University of Technology, Free State

- Secondly, the responses of the people involved in the QDC projects (described in paragraphs 7.2.1:294 to 7.2.3:299) that substantiated the need for a type of culture which will provide the potential to attend to specific projects as entities demanding individual consideration. The task culture, because it is perfectly suited for the facilitating of a matrix type structure which can allow a development organisation to consider specific projects through using project teams for specific projects, allowing individual attention and consideration. (Compare par. 5.2.2.3:199.)

The goal of creating a model was further approached by providing a thorough description of the nature of the various aspects that form part of the dimensions of organisational culture, as was used in the study of the QDC (par. 5.2.3:203). This was done on the basis of the theoretical discussions, as well as the information from Chapters 6 and 7 and the QDC.

With descriptions of the concepts, categories and features available, the next step of model-building, namely, the discussion of certain relations between the concepts and the features of the categories is to be attempted (par. 8.1.1:347). Because the identification of this relations is the distinguishing aspect between a typology and a model (par. 8.1:345), it is this phase which should, except for the extensive motivation and discussion of concepts, categories and features, be considered as a further development on the typology which identified the nature of development organisations, and to a large extent, facilitated the discussion up to this stage. This is so because it provided an ideal, typical framework of how a development organisation could be viewed, which underlay the further considerations of development organisations, as one of the two concepts to be considered in the model.

8.3 THE RELATIONSHIPS BETWEEN CHANGE AGENT AND PLANNED BENEFICIARIES

In paragraph 8.1 (p. 345) it was argued that the advantage of a model compared to a typology of a phenomenon lies in the fact that it also

© Central University of Technology, Free State

Central University of Technology, Free State

that it also presents an indication of the relationships between the various concepts involved.

So far in this chapter, differentiation of the concepts constituting the phenomenon, categorisation thereof as well as identification of its features have been done. The relationships between the different concepts will now be described. This will be done through the identification of possible relations between some of the features of planned social change (par. 8.2.1.1.3:358). This include features considered relevant for development activities, on the one hand, and the features of the four subsystems of development organisations, as were discussed in paragraph 8.2.2.4.1 (p. 377) and 8.2.2.4.2 (p. 380), on the other.

8.3.1 The goal sub-system and social change

The discussion of the goal sub-system in paragraph 8.2.2.4.1.1 (p. 377) indicated that the goals of organisations in general should only serve as broad frameworks within which goals for specific projects can be identified, together with suitable strategies for it. Because the mission, goals and strategies of a development organisation should always reflect a well-defined definition or consideration of what is the nature of development (par. 6.6.1.1.1:249), it can be accepted that the framework provided by the general mission, goals and strategies should serve as a guiding principle for all project goals and strategies. In other words project goals and strategies should be related to organisational mission, goals and strategies at all times to ensure that the results of projects really contribute to the reason for existence of development organisations, namely, improved human well-being. If this is not done, the risk present itself that various project teams of development organisations may fragment the organisation's activities in various directions which may not serve the purpose of development any more. (Compare par. 7.3.1.3:317.) By having such a general framework in an organisation, implicit control is built into the functioning of the organisation and its project teams. This allows management to transfer decision-making power to project teams and to move into

© Central University of Technology, Free State

Central University of Technology, Free State

monitoring and supportive roles in terms of projects, of the development organisation.

Once the organisational approach in terms of its own goals, missions and strategies is clear, the relationship with the planned beneficiary in terms of these aspects can be identified.

The normative re-educative approach to change in this study referes to planned social change (chapter 2 and par. 8.2.1.1.3:358), provide clear indications about the aspects that should be considered when the relationship between organisation and planned beneficiary is considered. The need to consider these aspects was suggested in the study of the QDC (Chapters 6 and 7).

The basic essence of planned social change is that the two parties involved in the change process, the change agent and the planned beneficiary, are partners (par. 3.2:81). The foundation of this relationship rests on the fact that the planned beneficiary is in a position where he has a certain societal arrangement or cultural situation which no longer serves its purpose in terms of facilitating the well-being of the people because aspects such as poverty and the lack of necessary services such as education and health services, etc. inhibit the growth of a proper living standard for people in a specific society, community or group (par. 8.1:345). The reality is that the existing arrangements are often the only knowledge that such people have about possible mechanisms to survive in their environment and therefore are motivated only towards these arrangements. It is here where the development organisation or agent finds its position in the partnership, namely normally as an external party which has a certain number of skills and amount of knowledge about alternative ways of adapting to environments, as well as other resources such as material and financial means (Chapter 3, par. 3.2:81), to join hands with a planned beneficiary to try and find alternative solutions to their needs which may contribute to improve their well-being more effectively.

© Central University of Technology, Free State

Central University of Technology, Free State

Based on the previous paragraph it is now possible to argue that the dynamics of goal and strategy formulation in a development situation should take the form of a democratic decision about which goals should be viable and which strategies should be suitable in a given situation. (Compare par. 3.5:102, 7.2.2:297, 7.2.3:299 and 8.2.1.1.3:358.) Decision-making on goals and strategies must therefore be the result of a process of dialogue as was discussed in paragraphs 3.5 (p. 102) and 8.2.1.1.3 (p. 358) and confirmed in paragraphs 7.2.1 (p. 294) to 7.2.3 (p. 299).

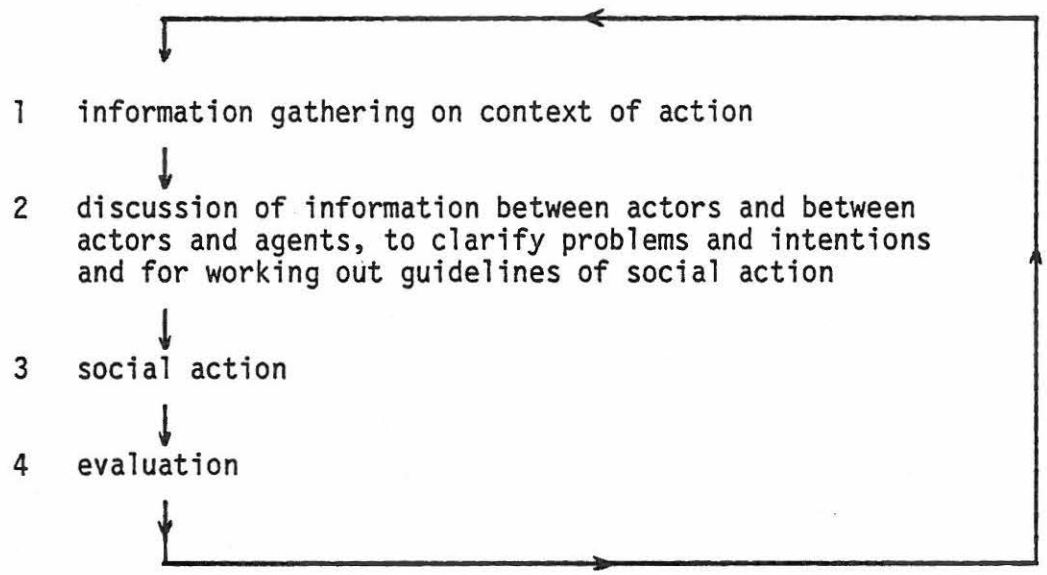
Goal and strategy formulation can only be done on the basis of the existing needs in a society. Because they should represent alternatives to existing goals and strategies, the whole process of deciding about these aspects should be seen as the result of such dialogue - from the identification of needs or problems in a society, through the process of searching for alternatives, the identification of possible solutions, the decision on new goals and strategies, as well as the implementation of these strategies, together with the evaluation of the effectiveness of such implementation to solve these problems. (Compare Chapter 3 in general and specifically paragraph 3.4:93 which refers to the different steps in the process of planned change.)

The identification of existing problems or needs in a society depends on the position in the development situation (par. 3.5.1:102), which are best known by the people involved in the situation. Because alternatives to existing structures should form a logical link with existing cultural, aspirational, potential and fear dimensions (par. 7.3.2.5:333) to make departures from them acceptable and manageable to the people involved, development organisations should create a mechanism to allow dialogue to facilitate the generation of necessary information for decision-making on goals and strategies. It seems as if the participatory action research method proposed by Himmelstrand (1982:43-50), represents a method through which such dialogue can be obtained by allowing the planned beneficiary his own opinion. Suggestions are therefore not made by the agents at the beginning of their involvement and then "sold" to the planned beneficiaries [such as in the case of project 3 (par. 7.2.3:299)], but they are allowed to identify their

© Central University of Technology, Free State

intentions and aspirations. (Compare par. 3.4:93.) After this is known, consideration can be given to culture and potential in the situation in relation to the people's aspirations which could then be combined with the change agent's contributions to develop an acceptable alternative to the existing situation. The different steps in this process can be illustrated as follows, as based on the ideas of Himmelstrand, with some adjustment and additions:

FIGURE 16: ILLUSTRATION OF PROCESS OF PARTICIPATORY ACTION RESEARCH



Source: Himmelstrand (1982:43-50).

The participatory action research method includes the planned beneficiary and the change agent in the process of development. The change agent's contributions in this context are valued to the extent that from the beginning the involvement of the change agent is not imposed on the development situation. The process starts with the change agent beginning to gather information about the context in which the change is planned. In the process of his involvement, new ideas, on existing problems, may develop or even if existing problems become evident to the population, the change agent does not immediately contribute with solutions, but initially presents the problem to the people in the situation to discuss possible solutions after which they

© Central University of Technology, Free State

Central University of Technology, Free State

can get together for a discussion. Only at this stage will the change agent begin to contribute to the situation, against the background of the experience that he has brought into the situation as well as the knowledge that he has gained from consideration of the context in which the change was planned. The objective of these discussions is that the actors in the situation will make suggestions about solutions as they envisage them while the change agent will contribute by referring to possible problems, on how to improve the suggestions or will suggest suitable changes when the suggestions made prove problematic. From these discussions possible social action can then be planned to implement the solutions as suggested and agreed upon. Social action to solve development problems should be implemented by the change agent together with the other in the situation. The progress of implementation should be continuously evaluated as the situation changes and the results of the evaluation be continuously applied to the development situation in order to consider it a changed situation, according to its new realities, to decide if existing social action is still suitable to solve the development needs at that stage, in order to develop, if necessary, new solutions and actions. (Compare par. 3.5:102 and 3.6:109.) The process will therefore complete a full-circle, from information back to this stage constantly and will be repeated practically unending (par. 3.2:81). The only exception may be the change agent who may leave the situation at a specific stage to allow the actors in the situation to continue on their own when they have developed the necessary skills to act as their own change agents (par. 3.4:93).

The logic behind this method is to be found in the fact that people must contribute to their own development and they should only be assisted in this while they are not able to develop on their own. The position of the change agent taking part in the situation should at no stage be dominant, the ideal is a partnership relation to ensure as much synergistic energy as possible.

The dynamics between the goal sub-system of a development corporation and the planned beneficiary in a development situation must therefore be seen as a co-operative process to find solutions for the development needs of the situation through combining existing knowledge on

© Central University of Technology, Free State

Central University of Technology, Free State

situational realities (culture, fears, potential and aspirations) with contributions and initiatives from the development agent, through a process of dialogue in the identification of goals and strategies for development activities. (Compare par. 8.2.1.1.3:358 for the specific people and aspects to be considered in social change.)

Having considered the relationship between the organisation and the environment in the definition of goals, the other sub-system responsible for environmental adaptation, namely the technical sub-system, should be related to the features of social change and therefore to the planned beneficiary, in this process.

8.3.2 The technical subsystem and social change

Paragraph 8.2.2.4.1.2 (p. 378) mentioned that the development organisation should function as a pool of knowledge, skills and other resources such as finance and technology. The task of the technical sub-system can therefore be seen as the provision of suitably qualified people to take part in development activities as well as the provision of resources and support mechanisms necessary for development actions.

Against the background of the previous paragraph (par. 8.3.1:389) as well as paragraph 3.3.1 (p. 89) and 8.2.1.1.3 (p. 358) it is clear that the task of the technical subsystem does not represent an undirectional process but demands a two-way dialogue situation. This is so because development activities include a partnership relationship (par. 3.2:81, 7.2.1:294, 7.2.2:297, 7.2.3:299 and 7.3.2.9:335) which should be based on the needs of the planned beneficiary (par 4.2.3.2:143, 7.2.1:294 and 8.2.2.3:372).

The technical sub-system, and, therefore, the people fulfilling this function, should be able to consider the needs of the planned beneficiaries when provision is made for staff. Care should, firstly, be taken to see that the staff who are appointed, have the necessary skills and knowledge to function in development projects with specific needs. There would be little value in appointing highly qualified electro-technical

© Central University of Technology, Free State

Central University of Technology, Free State

engineers where basic low level rural development projects are carried out. Secondly, attention should be given to the needs and realities of the development situation in terms of financial needs, in other words, are the projects to be undertaken capital intensive or labour intensive? Thirdly, it should be considered what infra-structure and supportive means are necessary to provide solutions to the needs of the planned beneficiary. Are large, centralised offices necessary because much of the work will be done in offices or is it necessary to have smaller facilities in various localities where projects are to take place? What do the different project teams need in terms of computer and other highly technical means of support, so that they can fulfil their particular tasks efficiently and effectively?

The adaptation of the development organisation to its environment or the effective provision of the means to facilitate the activities of the project teams, therefore, depends on effective dialogue with the planned beneficiaries. This is so because, as in the case of the formulation of development goals and strategies (par 8.3.1:389) technical provision depends on the realities of the situation. This implies proper consideration of the goals to be achieved and the means that will suit the strategies to achieve these goals.

Adaptation of the development organisation to its environment, therefore, implies (8.3.1:389 and 8.3.2:394), a two way process. This necessitates proper consideration of the real needs of the planned beneficiaries, in co-operation with them and the development of solutions for the development needs of the planned beneficiaries on a partnership and democratic basis. A democratically based partnership is only possible when the different parties share the same goals and for this reason, both parties (agent and planned beneficiary) must be participants. This is the only way in which the development organisation can conduct its activities in a way that make the considering of the needs, aspirations, fears and potential of the planned beneficiaries possible, while they have the opportunity to contribute through their own efforts to their own well-being and by doing this, develop the necessary skills to improve their position (par. 2.4:66).

© Central University of Technology, Free State

Central University of Technology, Free State

Having discussed the organisation's position in relation to the external environment and the type of relationship between the development agent and planned beneficiary, in relation to these aspects, it is now necessary to examine the internal integrative functions of the organisation to establish the necessary relationships, in this case, for an optimal opportunity for effective development actions.

8.3.3 The structural sub-system and social change

It is clear that in the case of the internal arrangements of the development organisation, decisions will mainly be made by members of the organisation. The agent-beneficiary relationships in case of the internal decisions will, therefore, not be as direct as in the case of goal, strategy and technical provision decisions. The relationship between agent and beneficiary in this case will to a large extent consider the realities of the planned beneficiaries' position in decision-making of the organisational arrangements that will be utilised to improve their well-being.

Where the development of a structure for a development organisation is concerned it can be accepted that the structure must suit the organisation's functions, while the functions should always relate to the organisation's goals, based on the planned strategies of the organisation.

The task culture was selected as the preferable type of culture for development organisations (par. 8.2.2.4:372). This type of culture is based on a task or a job orientation which logically includes a client orientation. Because of its task orientation and the general tendency that development organisations are normally involved in more than one project at a time, development organisations with a task culture should have the ability to differentiate their activities, in terms of the various development functions that they should fulfil simultaneously. It is on the ability of development organisations to differentiate its functions as well as on how it is to be done that the relationship

© Central University of Technology, Free State

between agent and beneficiary should be established. The goals and strategies of the organisation, as identified in co-operation with the planned beneficiaries, should serve as motivation for differentiation as well as the basis on which differentiation should be done. This implies that the goals of development organisations should serve as the basis from which decisions for development projects can be made because they reflect the planned beneficiaries' needs. Development projects, therefore, need to be planned according to these needs and the goals identified, to solve them. Project teams should be formed that will suit the strategies planned for such projects and therefore should be open to representatives of the planned beneficiary (par. 8.2.2.4.2.1:378). The unifying character of the task culture should, in the case of project teams, allow the synnergistic energy to develop not only from the inputs of various organisational members, but also from the culmination of inputs of both agents and clients.

It can be argued that in the case of the structural system there are two types of relationships between agent and planned beneficiaries, which represent different dimensions of relationships. In the first instance, structural development decisions should be made by the organisation by its members on the basis that the goals and strategies of the organisation in general represent the ideas and aspirations from both the development agent and the planned beneficiaries. The second dimension of the relationship is to be found in the role that planned beneficiaries may play in project teams to contribute to the addressing of their development needs.

The next sub-system of the development organisation to be discussed is the psycho-social sub-system.

8.3.4 The psycho-social sub-system and social change

The relationship between the psycho-social sub-system of the development organisation and the planned beneficiary in social change follows logically from the relationships of the other sub-systems with the planned beneficiary.

© Central University of Technology, Free State

Central University of Technology, Free State

In the case of the psycho-social sub-system the relationship between agent and planned beneficiary should be considered, firstly, on the basis of an indirect relationship considering the basis of the demands that the structure, goals, and strategies make on the relations between people and the motivation of people to contribute to the fulfilment of these goals, through the integration of their own needs and aspirations with those of the organisation. The development organisation, with a task culture, should work towards a situation where its members are firstly motivated to contribute to the development needs of the planned beneficiaries. This demands a positive evaluation of organisational arrangements by the members so that they will be willing to combine their own goals and aspirations with those of the organisation. Such motivation forms the basis for a readiness to take innovative action in the interest of the goals identified in development projects. It is therefore of primary importance that the members of an organisation have a positive evaluation of their position in the organisation as well as of the position of the planned beneficiaries, their needs and the goals and strategies identified to solve these needs.

The second dimension of the psycho-social sub-system of development organisations should be seen as an awareness of the value of the planned beneficiary's contributions through practical involvement in the projects. Members of the organisation, although they have a large amount of control over their activities in the task culture (par. 8.2.2.4.2.2:384), should at all times still consider themselves as part of a project team with a common goal, namely the improvement of the well-being of the planned-beneficiary, who is at all times still the final decision-maker on the acceptability of any changes.

The relationship between the psycho-social system and the planned beneficiary can thefore be described as one of arranging individual orientations and social relationships in the organisation to stimulate innovative problem solving in the interest of the planned beneficiary and in co-operation with them.

The last sub-system be referred to is the managerial sub-system.

© Central University of Technology, Free State

Central University of Technology, Free State

8.3.5 The managerial sub-system and social change

The relationship of the managerial sub-system to planned beneficiaries in the development organisation is indicated implicitly in the relationship between the four sub-systems as discussed above, because it crosses the borders of all four sub-systems in the development organisation. (Compare 5.2.3:203.) In other words, the managerial sub-system plays a role in determining organisational structure, the provision of skills and other resources, the identification of goals for the corporation and, also, for the accommodation of individuals and groups in the corporation to allow them to function together by combining their own ideas and aspirations as well as those of the corporation.

Only one further comment must be made about the relationship of this sub-system to its planned beneficiary, namely that management is not in a position to decide on what is acceptable or not on an autonomous basis, but becomes a member of the partnership relation in the development situation through its relationship with its environment in general, and specifically, through the relationship of project teams with planned beneficiaries. This implies that management also takes part in the search for solutions to problems, it is not the sole creator of solutions to be implemented by subordinates. Planned beneficiaries, therefore, now have the opportunity to spell out their wishes and aspiration to management.

In general terms the relationship between development organisation and planned beneficiaries is based on the need for improvement in the well-being of the planned beneficiary. From a sociological point of view the focus is on the social aspects of the change situation, namely the institutional and organisational aspects of society (par. 2.3.2:52 for the definition of social change). In other words, when the focus is placed on the planned beneficiary in development the focus rests on the institutional and organisational aspects of his existence (par. 2.3.2.2:63). In the case of a sociological perspective on planned social change, further development of the relationship between the development organisation and the planned beneficiary rests on the relationship

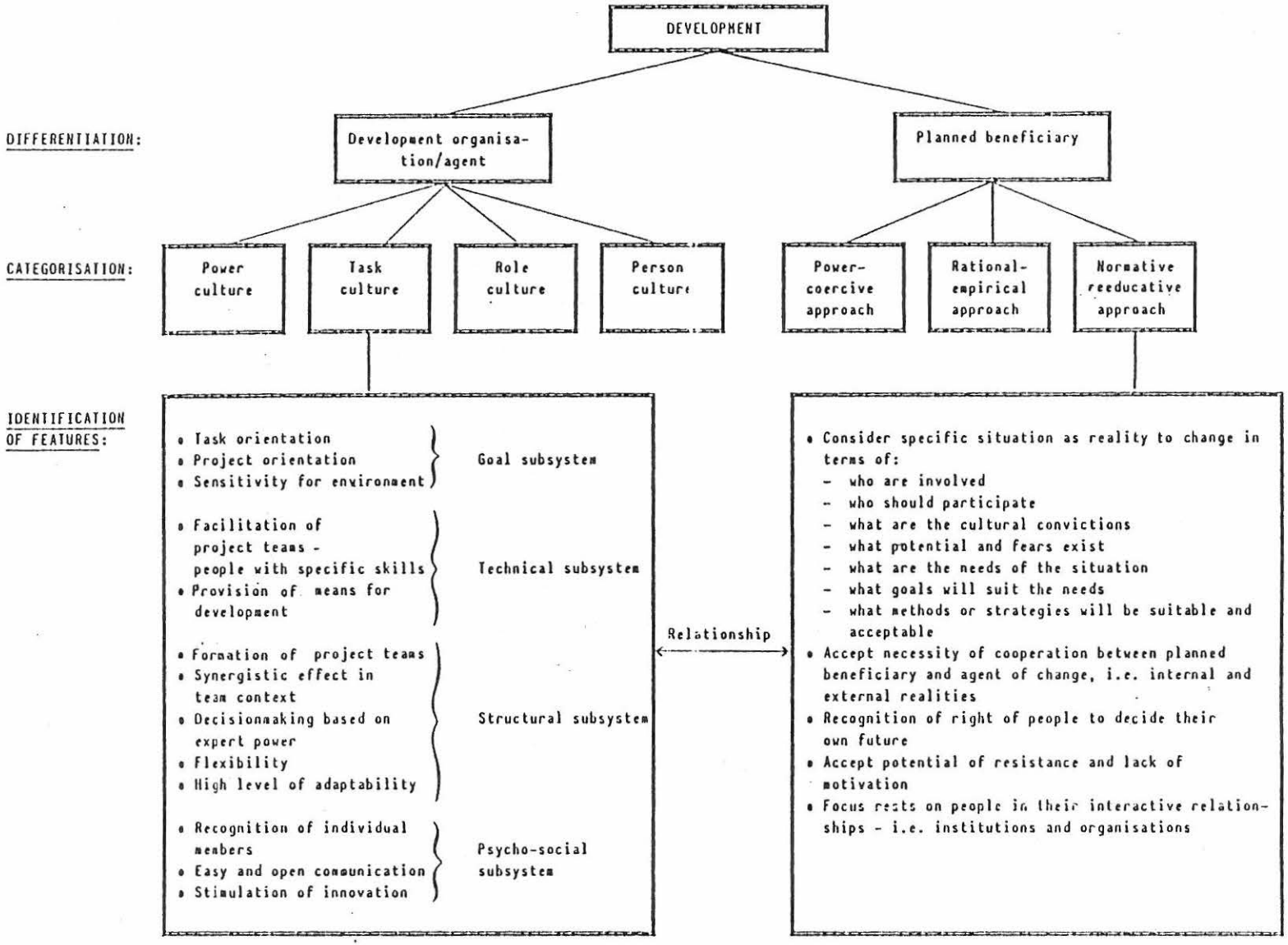
© Central University of Technology, Free State

between organisational arrangements and the institutional and organisational aspects of the development situation. It is the existence of these realities in the development situation and the role that they can play in the initiating, planning, implementation and evaluation of development initiatives which development organisations should consider as important contributing factors in the change process. For this reason, to be able to consider all relevant aspects in the change process and, specifically, to respect the right and ability of people to influence their own well-being, the relationship between change agent and planned beneficiary should be one of co-operation and partnership. This implies a reciprocal exchange of information and activities in which both parties contribute to arrive at a situation where the synergistic effect of their various contributions may result in solutions that may contribute to the improvement of their well-being. The relationship is illustrated in figure 17. The figure reflects the method used to describe the model (par. 8.11:347) in an effort to illustrate clearly the total spectrum of options considered, the selections made and the flow of information and results that may lead to development.

The relationship of interaction between the development organisation and the planned beneficiary is therefore probably clear from the relation between the features as indicated in the illustration. In other words the development organisation needs specific organisational arrangements to suit the features or realities of the change situation as accepted by the normative re-educative of, or planned approach to change. Through the interaction between the organisational features and the features of the social change situation, the change agent and the planned beneficiary is linked in a way that may result in development (as was indicated in paragraph 2.4:66).

© Central University of Technology, Free State

FIGURE 17: A MODEL FOR THE ROLE OF DEVELOPMENT ORGANISATIONS IN DEVELOPMENT ACTIVITIES



© Central University of Technology, Free State

Central University of Technology, Free State

8.4 SUMMARY

One of the goals of this study (par. 1.2.3:13) was to create a model that could be used by development organisations to guide them in development situations.

The model as created, including the relationships between the concepts, is the result of the interplay between our theoretical discussion and the data collected on the QDC.

The basic ideas that culminated in the model are to be found throughout the thesis in the sense that each chapter, objective and goal contributed to the model. The basic aspects included in the model can be identified in a few short paragraphs, namely:

- Development is a multi-faceted process which normally includes two parties: a change agent and a planned beneficiary (par. 2.4:66 and 3.2:81).

- Because development can be seen as a form of directed change aimed at the improvement of the planned beneficiary's well-being the essence of social change should be considered in dealing with development. This should facilitate an approach suitable for stimulating social change which can contribute to development. For this reason it was decided that planned social change (Chapter 2) is a suitable approach towards development because it allows for the recognition of the planned beneficiary to be considered as an active partner in the development process. The role of passive receiver, according to the power-coercive approach, was seen as unacceptable because of the results gained in the past from this type of action (par. 1.1:1) and also the criticism of this approach as was adopted by the QDC (par. 7.2.1:294 to 7.2.3:299). The necessity of the planned beneficiary to adopt a role of participant was argued in Chapter 3 (par. 3.3:87) and Chapter 7 (par. 7.2.1:294 to 7.2.3:299).

© Central University of Technology, Free State

- Because of the suggested role of the planned beneficiary, as stated in the previous paragraph it should be accepted that because a development organisation only has a reason to exist when it is serving a purpose it has the responsibility to accommodate the actor in this specific role if it is considered a critical factor which can determine the effective fulfilment of the purpose of the organisation. In the development situation this responsibility entails the improvement of the well-being of the planned beneficiary through a process of co-operation between change agent and planned beneficiary. This improvement implies, from a sociological perspective, the alteration of the institutional and organisational aspects in the social milieu to ensure the necessary social functioning important to achieve development. This also necessitates a specific orientation and organisational arrangements from the development organisation. Against the background of the various types of organisational culture discussed (par. 5.2.2:195 and 8.2.2:368) and the information in Chapters 6 and 7 on the QDC, it was decided that an organisation arranged according to a dominant task culture with, elements of other cultures also present, is most suitable for the development situation, based on client participation. This is so especially against the background of the typology of development organisations that was formulated in paragraph 4.2.3.8.2 (p.159).

- When the features of the organisation as a system, including its subsystems, was compared with the characteristics of planned change, it was concluded that the basic relationship on which the model should be based, is one of a partnership with active partners functioning and contributing to solutions for development problems on the basis of the situation's needs, as identified through dialogue between the parties involved. The co-operation should facilitate the creation of synergistic energy and therefore may obtain results that would have been impossible through the contribution of only one party to the solutions.

© Central University of Technology, Free State

Central University of Technology, Free State

Although this model can be seen as providing a general framework for development, i.e. including all aspects, for purposes of this study our focus is on the social (par. 2.4:66 and 7.2.1:294 to 7.2.3:299).

The model developed, represents a conceptual framework so that development organisations can plan and develop their functioning to incorporate planned beneficiaries in the improvement of their well-being.

Having developed the model we are now in a position to consider the hypothesis.

If the criteria for a model (par. 8.1:344) are considered it can be said that the model satisfies the criteria, in the sense that it provides a description of the phenomena as well as indicates possible relationships between the categories selected as suitable for development situations based on a client-orientation. This is evident from the discussion on the five sub-systems of the development organisation and the relationship it should have towards the planned beneficiary in terms of the features of planned social change. The model also succeeds in providing various possibilities for research that can be done to explain development and its internal relationships, specifically in the field of more definite relationships in the development situation, between, for example, the organisational structure and the cultural convictions of planned beneficiaries.

Because organisations were viewed from a systems perspective it is clear that the organisational arrangements necessary for development situations reflect the basic systemic ideas which may reflect the idea of a specific type of structure and arrangements suitable to address social change according to the features characteristic to it. This indicates the consideration of both the static and dynamic aspects of the development organisation in the development situation in the model. Effectiveness of the development organisation therefore depends on its ability to comply with the organisational needs as indicated in the

© Central University of Technology, Free State

model on the basis that it will be able to accommodate the institutional and organisational realities of a society, group or community, according to the features of planned social change (as were also indicated in the model).

A few statements deducted from the model can serve as a summary:

- Development is a multi-faceted process including all aspects in society.

- Two dominant parties are part of a development process, a change agent and planned beneficiaries.

- Participation by all involved should always be the aim of the actors in the development process.

- A task culture as dominant cultural trait should be considered as the ideal type of culture for a development organisation, accepting a participatory development orientation.

- A normative re-educative approach should be adopted as suitable when approaching development situations so that the realities of a specific situation can influence that situation's development.

- Organisations involved in development activities should:

  - have a task orientation
  - have a project orientation
  - have a sensitivity towards the environment in which it is active
  - develop a matrix type of structure to activate project teams for specific projects

© Central University of Technology, Free State

- strive to provide means for development
- promote a synergistic effect in team activities
- promote the acceptance of expert power
- adopt a flexible approach to be able to adapt to changing situations
- recognise individual members according to their aspirations and ideas in relation to the organisation
- work for easy and open communciation both within and outside the corporation
- motivate people to work innovatively.

- Its orientation towards the planned beneficiary should include:
  - Who is the planned beneficiary?
  - Who should form part of the development activities?
  - What is the characteristic of existing culture in the development situation?
    * What potential and fears exist amongst the people involved?
    * What are the needs of the situation?
    * What goals will suit the existing needs?
    * What methods and strategies will be suitable in the situation according to the existing culture, potential, fears and aspirations in the situation.
  - The necessity to co-operate with the people so that they can contribute to their own development.
  - Recognise the right of people to decide their own future.
  - Consider resistance to initiatives as a fact.

© Central University of Technology, Free State

- Social change should always focus on the existing institutions and organisation together with the roles linking the two as primary aspects in the social reality to be considered for alteration in a way that can facilitate change in the whole society. The basis on which this should be approached by development organisations is to be found in organisational characteristics and features which allow co-operation with the planned beneficiaries through dialogue and joint co-operation.

---o0o---

© Central University of Technology, Free State

Central University of Technology, Free State

CHAPTER 9

CONCLUSION

The research problem for this study originated from the fact that there seemed to be a lack of knowledge, awareness and consideration of the social factors involved in societal change and development. It was formulated as: *The existing shortcoming in development thinking and scenarios for development in terms of well-defined social factors that must be considered, as well as the way in which it must be approached in societal change in order to improve human well-being* (par. 1.2.2:12).

It was argued in Chapter 1 (par. 1.1.1:4; 1.1.2:6 and 1.1.3:8) that the dominant theories in the sociology of developing societies should be questioned in terms of their real value in development activities because of a poor success record in contributing to the improvement of human well-being. Because of the need for a more effective approach to development it was further argued that to be able to reconsider the position of and the contribution of sociology to development thinking it seemed necessary to reconsider to the body of knowledge existing in sociology. Because social change is an important reason for the development of sociology as a discipline (par. 1.1:1) and the growth of it, it has always included social change as part of its focus, it was accepted that sociology would be able to address development, as a form of change. For this reason it is strange that the sociology of developing societies depended to such a large extent on other disciplines when it originated and as it developed.

To approach the solving of the research problem it was therefore decided not to focus on the creation of a new theory of development. The focus of the study was rather directed to the use of existing (contained with a body of sociological knowledge) information, as well as possible empirical information and to work towards a model that could serve as a conceptual representation of the development situation, involving the

© Central University of Technology, Free State

Central University of Technology, Free State

people in a development situation as well as people wanting to contribute to development. By creating such a model it was meant to provide a possible basis from which development organisations could approach development activities on the basis of also considering the social realities of the development situation.

The most effective way of reaching a conclusion on the research problem, was to consider the contributions made by addressing the various goals. With this knowledge it was possible to decide on the hypothesis as formulated in paragraph 1.2.2 (p. 12) which addresses the problem of the necessity to consider the unique aspects in a development situation, together with features that can be considered as present in all societies.

The most important aspects included in addressing the various goals of the study will therefore be discussed below.

9.1 SOME FINDINGS CONCERNING THE FIRST GOAL

The first goal focussed on the expansion, explanation and systematisation of the existing information relevant to the study on societal and specifically social change. This was done in a manner that could contribute to development thinking through providing a description of social change and its relation to development and a method suitable to promote social change in a way that could possibly make development activities more successful than past efforts.

When society is considered as a whole with various economic, political, religious, cultural and social institutions forming part of it, it is possible to consider the relation of the social reality in relation to other institutions, as an integral part of society (par. 2.2:39). When societal change is considered as a process of changing the society as a whole, social change presents itself as a part of this process as a phenomenon to be studied in terms of its contribution to societal change. If the social reality is therefore presented as an entity that

© Central University of Technology, Free State

forms part of the total reality which deserves study, the necessity to include it when societal change is considered, is confirmed. This has the additional advantage that the role of the sociologist is identified.

The concept **social change** went through a long process of development. For this reason, social change can be definied in many ways. By considering a number of definitions several points emerged as being of general concern to theorists, and were discussed as being important to an understanding of social change as phenomenon. Important for this study is that:

- Social change should not be considered as something that occurs at all times in all circumstances. It should rather be viewed as the opposite of fixity and persistence. To the same extent that it is possible to explain change and the reality thereof, fixity and persistence should therefore also be explained. A number of possible reasons can be identified as to why societies resist or reject change, a few of them, however, seem especially important, namely (par. 2.3.2.1:53):

  - a conviction concerning the utility of a specific cultural trait or aspect relating to the value thereof for adaptation to the environment, which provides security to the society's members and results in them being unwilling to change, probably because it is easier to retain the existing arrangements whith no risk nor effort, is involved and therefore efforts to change society will be opposed because of a lack of motivation;

  - the fact that society might develop certain attitudes opposed to any change and these may result in a lack of motivation to consider change;

© Central University of Technology, Free State

- the acceptance of the idea that to retain a specific culture or arrangements in society is normal;
- geographical isolation which reduces external stimuli which might have led to change;
- vested interests could be threatened by change and this might contribute to rejection of change;
- traditional hostility among people; and
- the impact of existing structures.

Change should therefore not be considered as an inevitable process but should be seen as taking place as a result of conscious decision-making about the acceptability of change (par. 2.3.2.2.7:61). The reality of change can therefore be considered as including consciously created products.

Several important aspects concerning change were presented to formulate a definition of change and to identify the basic aspects involved in change which are evident from the available information (par. 2.3.2.2:53), namely:

- Change represents the alteration of one type of social reality into another and does not merely refer to differences in a situation.

- Certain aspects in society and, therefore, in social reality cannot occur in isolation but should be considered as influencing the rest of the situation.

- The nature of a process of change may differ according to the entity that changed in society, for example, it may be the political system, the economic philosophy or the legal system.

- Change normally takes place in a specific setting over a specific period of time, after which another change process might occur.

- Both external and internal stimuli can lead to change in a society.

© Central University of Technology, Free State

- Change should be considered as malleable because people can decide about it and it does not always accept a specific direction. It should rather be considered as a specific occurrence which should be understood according to the nature of the specific process.

- Change should not be considered as always revolutionary or always evolutionary.

In order to identify the position of social change in society it was necessary to decide on what really changes in the process of social change. The basic aspects that can probably be considered as being involved in social change were described as, social institutions and organisations, together with the roles that normally serve as a link between these two factors.

Social change was, against this background, identified as a process that involves alterations or differences over a period of time of specific institutions and organisations in a specific entity or society, in a way that change the nature of the identity of the society in terms of the conscious decisions of the people involved (par. 2.3.2.2.10:65).

In this definition the nature of social change as the result of a conscious decision-making process is included, which assumes that change implies different processes and not one unending process. Included in the institutional aspect of change are the underlying values and norms which indicate the non-material cultural aspects of as well as the social aspects involved in the institutionalisation of such phenomena. The roles and the organisational aspect further refer to the social aspects which probably explains why social change is important in the process of societal change, namely that when the basic frame of reference of people changes in terms of what is acceptable and how things should be done, people will start to alter their way of behaviour and actions which inevitably, will exert an influence on other aspects in society, such as economic activities or political behaviour.

© Central University of Technology, Free State

From this point of departure the possible relation between, and importance of, social change in development was described.

Development was identified as the attainment of the realistic aspirations of a group, community or society in their own lives or well-being in terms of their basic physical needs as well as ideals (spiritual or psychological needs). It may imply economic growth, political autonomy and social reconstruction over a broad base as well as cultural change, through the members' growing competence to manipulate their situation or environment effectively (par. 2.4:66).

It was argued that society should be re-considered and viewed as a system. This implies, according to the general systems approach, that all aspects of society should be understood in and by itself but also as part of a larger whole. It should therefore also be considered in relation to other aspects, concerning the impact they might have on the understanding of the entities separately but also the understanding of the whole. According to this argument the social aspects should be considered as an integral part of the whole of society. To consider a change in society without considering social reality as being part of it, represents an incomplete view and inaccurate approach to society.

When it was considered that development was the realisation of people's aspirations according to their abilities it was argued that it represents a process of directed change. Considering its multi-dimensional nature it was accepted that social change should be considered as part of it and specifically, should be considered as the sociologist's responsibility. The sociologist should therefore accept the task of explaining society's institutional and organisational aspects and their impact in the process of development. This should be done together with contributions from other disciplines, to facilitate an understanding of society necessary to attempt development activities.

© Central University of Technology, Free State

The final aspect to be discussed concerning this specific goal was a consideration of how social change could be promoted, given the nature of social change and development of which it is a part.

Chapter 3 focussed on answering this question. Due to the fact that development is a multi-faceted reality which necessitates recognition of all aspects involved in society a method, that will enable the people involved in the development process to consider all these aspects, had to be found. It also became clear that the authoritarian approach, representative of the modernisation approach (par. 1.1.1:4), did not consider it necessary to consider these realities in a specific society, firstly, but also focussed in practice more on economic aspects only and normally accepted a deterministic, paternalistic type of approach.

A method of planned social change was proposed because it allows the involvement as participant of the planned beneficiary in the development process as participant. The value of this cooperation, it was argued, is to be found in the opportunity that it allows to:

- involve the people in a situation to improve their own well-being which may enable them to become their own development agents - this should be seen as the goal of any development activity (par. 3.4:93);

- the opportunity to initiate, plan, implement and evaluate change against a background of first-hand knowledge of the situation in which it was planned, and to take note of its unique characteristics, specifically social information, concerning the institutional and organisational aspects of society (par. 2.3.2.2.9:63) which may be ignored easily in a development situation (par. 3.2:81);

- the development of a partnership between change agent and planned beneficiary which may contribute to synergism in the sense that both parties can contribute their skills, knowledge and experience, through continues dialogue, to make changes to institutional and organisational aspects in society where necessary to accommodate and facilitate change in the rest of society.

© Central University of Technology, Free State

Central University of Technology, Free State

Planned social change represents a process in which change agents and planned beneficiaries get involved in a situation where certain factors exist that may inhibit the well-being of the people, with the explicit aim of finding alternatives for the inhibiting factors, in an effort to introduce more effective ways through which the planned beneficiaries can adapt to their environment (par. 3.2:81).

Although the relationship between change agent and planned beneficiary is described above as a seemingly perfect solution to accommodate the nature of development as phenomenon it should, however, be understood that the realities of social change (as were discussed in Chapter 2) still exist in this process. For this reason the change agent should not accept that a willingness and motivation to change will naturally exist in society but rather that fixity and persistence is possible in every change situation. The role of the two parties should not always be seen as inevitably complementary; the ideas of the change agent and the planned beneficiary could be totally different concerning the development situation and their expectations for it - they may even be hostile towards each other.

The change agent who becomes involved in the development situation should therefore consider his role as having specific demands that may be seen as primarily concerned with the following aspects:

- to develop a need for change in the development situation;
- to establish a change relationship with the planned beneficiary;
- to diagnose the problem according to the realities of the situation;
- to create an intent to change with the planned beneficiary, if it does not exist;
- to translate intent into action to ensure that motivation and planning become reality;
- to stabilise change and prevent disruptions, to prevent blockades and other disturbances from delaying development activities before optimal advantage has been gained from the initiatives;

© Central University of Technology, Free State

Central University of Technology, Free State

- to achieve a terminal relationship (par. 3.4:93) when ability of planned beneficiaries improved to the extent that they can take responsibility for the improvement of their own well-being.

To summarise information concerning this goal, which aims to describe social change, development and a method to approach it, the following could be mentioned:

- the identification of social change as an area of interest to the sociologist in societal change;
- the nature of social change, including aspects of importance in it;
- a possible definition of social change;
- the relation of social change to development;
- the discussion of development as a multi-faceted process which includes social factors as an integral part which should be considered in development actions;
- the role of the sociologist in development;
- a description of planned social change as a possible method to approach social change for development;
- an identification of the specific approach demanded from the change agent, as well as the position of the planned beneficiary, in planned social change, aiming at the whole process of development, to serve as a basis from which the development organisation's role can be described in terms of its structure and functions to suit the characteristics of this type of change.

Having discussed the nature of the phenomenon to be addressed as well as how it should be done, it was necessary to address the nature of the change agent which forms part of the process of planned social change.

9.2 SOME FINDINGS CONCERNING THE SECOND GOAL

The second goal set for this study was to describe the nature of organisations and the type of organisation and organisational culture suitable for development organisations.

© Central University of Technology, Free State

Central University of Technology, Free State

As the nature of development organisations was not well-documented, it was necessary to begin by examining the nature of organisations as phenomena so that the researcher could arrive at a situation where development organisations could be described as one type of organisation.

The definition of formal organisations formulated for this study is: *A formal organisation is a relatively permanent group of people working towards the attainment of defined goals, according to specific agreed upon roles of conduct in a specific environment and context* (par. 4.2.2:135). The important aspects included in this definition indicate some aspects of primary importance for the consideration of organisations as phenomena, namely:

- formal organisations imply a process of social interaction among a group of people that normally exist over some period of time (par. 4.2.1.2:134);
- formal organisations normally operate in terms of specific goals which form the focus of activities (par. 4.2.2:135);
- in each formal organisation specific arrangements exist which regulate relations among people, decide on people's responsibilities and how they should be executed, due to different reasons such as centralisation, formalisation and complexity (par. 4.2.1.1:125);
- all organisations operate in a specific environment which may differ in size and nature (par. 4.2.1.1.2:131);
- all organisations operate in a different context which may differ according to size and technology being used (par. 4.2.1.1.1:129).

Considering the nature of organisations as phenomena it can be argued that different organisations may differ in a variety of ways, for example, in terms of centralisation, formalisation, complexity, goals, structure and also environmental factors which may influence them.

These differences provide the opportunity to distinguish between different types of organisations on the basis of a number of criteria. In the sub-discipline of sociology concerning organisations a variety of

© Central University of Technology, Free State

examples exist of theorists developing typologies using different characteristics and features which they consider as important criteria. Examples are: Westrum and Samaha who divide organisations in types that differ in terms of structure, behaviour and dynamics (par. 4.2.3.1:142); Parsons differentiates between organisations on the basis of their function in society (par. 4.2.3.2:143); Etzioni focusses his typology on power and compliance as distinguishing features (par. 4.2.3.3:145); and Goffman concentrates on the effect of the organisation on the individual (par. 4.2.3.4:145).

It was concluded that development organisations could probably be considered as a type of formal organisation and that it should also be possible to describe them according to their typological features (par. 4.2.3:141). The basis on which this typology was attempted was to consider organisational characteristics and the nature of the phenomenon that should comprise its target area or aspects around which its reason for existence should be determined. The basis of distinction concerning the nature of organisations which was accepted to distinguish development organisations as a type of organisation was in agreement with the approach of Mintzberg (par. 4.2.3.6:146) who describes different organisations on the basis of differences in terms of organisational characteristics and also in agreement with the idea of Blau and Scott (par. 4.2.3.7:151) who distinguish between types of organisations on the basis of who benefits from the organisation. The logic of a typology concerning development organisations, is therefore to be found in the different characteristics suitable to consider development and what is needed as part of organisations to be able to address planned beneficiaries in the development process. The nature of development is considered to be, a process whereby the realistic aspirations of people can be realised in a society, concerning all economic, political and social aspects of society, through a growing competence or improved skills. The nature of the process proposed for change in societies according to which development organisations should direct their activities is planned social change.

© Central University of Technology, Free State

A typology was constructed to typify organisations as entities with the characteristics necessary to accommodate the planned beneficiary in a partnership relationship in order to allow co-operation among them, through dialogue, to improve the well-being of the people involved.

To be able to create a more concise framework which could serve as a basic indication of the type of situation to be confronted by the development organisation a few aspects about what the development situation probably is not, was identified (par. 4.2.3.8.1.1:155). We noted:

- It is not a situation that can be manipulated at will (par. 2.3.2.2.7:61 and 3.2:81).

- It is not a routine process in the sense that changes can be accepted as logical linear outcomes through time (par. 2.3.2.2.8:62).

- Change situations are not totally voluntary, because decisions are made in a specific environment (par. 2.3.2.1:53).

- Functions of different organisations do have manifest as well as latent functions which contribute to the relative unpredictability of change situations due to unplanned effects.

- People in development situations normally have no suitable solutions to their problems, have no proper understanding of their problems, and often have no motivation to change as well as not sufficient resources (material and non-material) at their disposal to improve their well-being.

A few aspects indicating what the development situation is, were also mentioned (par. 4.2.3.8.1.2:157), viz.:

- The people in the development situation have specific needs that leads to a situation where the people involved, live a life deprived of certain necessities, material and non-material, which are normally

© Central University of Technology, Free State

Central University of Technology, Free State

considered indispensable for a proper standard - and quality of living (par. 2.4:66).

- Development probably represents a process of directed change rather than an inevitable process.

- Each development situation is unique because of its own circumstances, such as cultural, social and physical environmental differences (par. 3.3:87).

- Development situations are complex systems which probably cannot be understood by only considering isolated aspects.

- Development situations will probably always present circumstances which demand specific suitable solutions in a specific situation.

- Development situations are probably always in a position of dynamic interdependence within their environment.

- Development situations normally include different actors or groups which are usually change agents and planned beneficiaries.

Considering the nature of planned social change (Chapter 3), which is based on co-operation in development activities, it can be argued that the development organisation should only perform the role of catalyst in the development situation (par. 3.4:93). A typological description of development organisations was therefore developed to describe the role of the change agent as compared to the motivation for its existence, namely to contribute to the improvement of human well-being in societies, communities or groups. The basic ideas incorporated into the typology (par. 4.2.3.8.2:159) were:

- a client orientation;
- an ability to deal with total situations, not only individuals and isolated endeavours separated the rest of society;

© Central University of Technology, Free State

Central University of Technology, Free State

- organisational structures that can coordinate activities aimed simultaneously at the specific goals of different development agents, including different disciplines involved in a variety of projects;
- structures which allow dialogue with the organisation's planned beneficiaries;
- organisational structures which allow innovative action in terms of finding solutions based on a specific situation's needs;
- the ability to find and manage resources in the interest of the people;
- proper mechanisms for the evaluation of activities in terms of their contribution to human well-being.

With the typology in mind it was possible to conclude that organisations had the potential to serve as development organisations if they were able to develop the necessary characteristics and features which must include an orientation sufficient to consider the planned beneficiary and the improvement of its well-being as the primary focus of interest (par. 4.4:177).

The next question to be addressed was how a development organisation should develop these characteristics. It was argued that by developing a suitable culture, organisations can acquire the necessary characteristics to accomplish development goals (5.2.1:183). A possible definition of organisational culture was: *Specific patterns of behaviour, values, meaning systems and assumptions, that develop over time and become institutionalised in an organisation to enable it to cope with its problems of external adaptation and internal integration and are transmitted to all members and newcomers, to ensure the survival of the organisation.* Organisational culture therefore served as the basic frame of reference against which development organisations decide on, plan and conduct its activities. In other words, it can possibly be argued that organisational culture and organisations link on the level where such culture serves as the facilitating factor for the definition of goals and strategies as well as other organisational arrangements to enable it to fulfil its purpose (par. 5.3:207). For this reason it was argued that organisations which have a suitable culture may be able to develop the

© Central University of Technology, Free State

Central University of Technology, Free State

necessary characteristics and ability to function as development organisations.

Different types of organisational culture were discussed - power, role, task and person cultures (par. 5.2.2.1:195 and 5.2.2.4:201). It was, however, argued that a conclusion on the basis of a theoretical discussion alone may pose the risk of being considered overly eclectic and that it would be necessary to substantiate such a decision with information from a practical situation.

To be able to approach a development organisation in practice it was decided to consider it from a systems perspective (par. 4.3.3:172). This was done because it allows development organisations to be considered as part of the larger societal system in which they must function (par. 5.2:181) as an integral part and contribute to the rest of society's development. They should, however, also be considered as being influenced by society in its fulfilling this function (par. 4.2.1.1.2:132). This aspects represents a departure from the classical and human relations approaches. By accepting the open nature of the system, according to the systems approach (par. 4.3.3:172), it was possible to consider organisational culture in terms of its role in the internal systemic situation as well as the external environment. This allowed the a consideration of aspects relevant to development organisations internally (structure, etc.) as well as externally in terms of how the planned beneficiary is to be considered in such an organisation's culture. The systems approach also made it possible to approach development organisations in terms of their own systemic nature, making it possible to attempt the identification of the various functions in the development organisation, as well as the way it should approach the planned beneficiary, suitable to the nature of planned social change. The systems approach also allowed the possibility for the people to be considered in the organisation in terms of their individual and social qualities which is not possible in approaches such as the classical approach (par. 4.3.1:168).

© Central University of Technology, Free State

Central University of Technology, Free State

In conclusion it can be stated that the second goal (par. 1.2.3:13), to discuss the nature of development organisations and possible cultures for them, was attempted by:

- a description of organisations in general;
- a decision of the potential of organisations as social arrangements, to function as development organisations;
- an indication of the realities that development organisations should consider;
- the formulation of a typology of development organisations based on the typical characteristics of organisations and the realities of development as phenomenon and planned social change as a method to approach it;
- a discussion of organisational culture as the entity with the potential to facilitate the type of characteristics and orientation towards its planned beneficiary which may suit the typological requirements of development organisations;
- a motivation and decision to consider the systems approach as an acceptable theoretical approach to study development organisations together with the proposal of a model to identify and describe organisational culture;
- a motivation for the need to support theoretical information on organisations and its culture with empirical information.

9.3 SOME FINDINGS CONCERNING THE THIRD GOAL

The third goal of this study is the identification of the development approach and organisational culture of the QDC and the impact and acceptance thereof, together with the expectations of its planned beneficiaries.

Due to the extensive nature of the discussion on the information from the QDC and of its projects this part will rather focus on a broad indication of the findings of the study as was indicated in paragraph 6.7 (p. 288) and 7.3 (p. 310) than to describe the project in further detail.

© Central University of Technology, Free State

Central University of Technology, Free State

The distinctions between various cultural types for organisations as discussed in paragraph 5.2.2 (p. 195) (power, role, task and person cultures) were applied to the empirical information about the QDC, in an effort to come to a conclusion on the type of organisational culture existing in the corporation. The information was presented according to the model of organisational culture that was discussed in paragraph 5.2.3 (p. 203) and included categories referring to the functions being fulfilled by various sub-systems in the organisation, as well as the way in which they approach aspects external to the system.

Through determining the nature of the internally directed and externally directed functions, together with the basic assumptions (par. 6.6.3:278) underlying these aspects, it was possible to classify the organisational culture of the QDC as a predominantly role culture (par. 5.2.2.2:197 and 6.7.1:288) because of a few possible motivations, namely:

- the strict hierarchical structure of the corporation;
- the extent of specialisation in the corporation;
- the fact that the organisation is managed largely by the executive management committee through the various committees and the delegation system;
- the extent of formalisation in the corporation which includes formal job descriptions and procedures; and
- position power seemed to be accepted as the basis for acquiring influence in the corporation.

Given the type of culture, it probably explains the reason for the QDC's specific development approach, namely, planning in the corporation for its environment, according to a basic philosophy of economic growth (par. 6.6.1.1:249). This conclusion is possible because the existing arrangements in the corporation are, to a large extent, centralised, formalised and quite complex (par. 6.6.1.2.5:262 and 6.6.2.3:273). This situation normally leads to a typical bureaucratic type of organisation where organisational activities are planned and executed in accordance with an existing plan (par. 5.2.2.2:197 and 6.7.1:288). The importance of these conclusions can be reconsidered in relation to the typological features of development organisations as was discussed in paragraph

© Central University of Technology, Free State

Central University of Technology, Free State

7.3.1 (p. 311). This evaluation included information from people from the QDC's environment, including, primarily some of its planned beneficiaries, who had experienced the result of the QDC's developmental approach. In general the people responded in a rather negative way to the existing way of approaching the development situation, although certain positive aspects were also mentioned. Some aspects that can be mentioned concerning the responses from these people are (par. 7.2.4:307):

- an element of distrust towards the QDC because it is regarded as exploitative;
- the people also experience distrust from the QDC because they are not considered and involved in their own development, according to them;
- the people stated that the way in which the QDC approaches them does not really allow the QDC to address the people's needs;
- the QDC's involvement in projects is guided by its own conclusions and planning, even in cases where a so-called community approach is followed, it is not done in co-operation with the planned beneficiary;
- the QDC's contribution to its client's well-being is largely viewed in terms of financial and material terms;
- against the background of the previous point it seems as if the vision of the QDC, for development as was discussed in paragraph 2.4 (p. 66), does not exist if the lack of consideration for skills and aspirations is considered as well as the primary focus on economic aspects;
- the negative attitudes towards the corporation's staff who have, it is claimed, prescriptive attitudes;
- a difference in the perceptions of the QDC planned beneficiaries concerning their activities which may indicate its inability to communicate with its environment due to its formal structure and self-orientated functioning;
- the support functions of the QDC are questioned;
- a wish to be considered and trusted in the whole process of the development of their own situation;
- appreciation of the growth of the informal sector;

© Central University of Technology, Free State

Central University of Technology, Free State

- positive evaluation of the fact that the QDC is willing to keep a low profile in project 3.

Considering some ideas from the remarks of the planned beneficiaries in the paragraph above and the evaluation of the QDC activities, it was concluded, firstly, that the role culture and the products thereof do not seem to be accepted by the people experiencing them as planned beneficiaries because they seemingly experience a situation of distrust towards them and, secondly, they wish to contribute to their own development. The QDC's involvement is therefore not positively experienced because it is considered as a one-directional process based on QDC solutions for the situation.

Considering the results of the application of the typological aspects on the information concerning the QDC and its activities, as referred to above, the conclusions were, in summary (par. 7.3.1:311):

- a distorted image of what client orientation in development situations should be like exists because the focus is on keeping clients happy through service from the corporation's side, instead of involving planned beneficiaries in that own development;
- the QDC's inability to adapt to its environment;
- it does have an ability to terminate its involvement;
- a focus, primarily on economic activities, which may be a possible result of the corporation's mission which is not based on a definition of development, which may influence its potential to acquire a wider orientation;
- formal structural arrangements but fragmented functioning through departments;
- limited ability to establish dialogue;
- lack of innovative action and stimulation of it;
- a shortcoming in terms of development orientated activities resulting in an economic growth orientation;
- mechanisms for the evaluation of its activities are not existing except for financial figures and other quantitative information.

© Central University of Technology, Free State

Central University of Technology, Free State

Against the background of the negative attitudes towards the existing arrangements in and by the corporation as well as the indication that a stronger trust relationship and consideration as well as involvement in their own development is preferred, a decision on a possible culture for development activities could be made.

Concerning the aspects that should be considered as possibly important in development situations (par. 7.3.2:327) it was argued that a development organisation should have elements of a variety of cultural as integral parts in its organisational culture (par. 7.3.2.9:335). According to the discussions on the nature of planned social change and development in relation to the results of the study of the QDC and its projects it seemed that a task culture as predominant cultural aspect of a development situation will probably be best suited for a development organisation. The qualities of the task culture which include the possibility to adapt swiftly to changes in the environment, and a project-orientated approach through a matrix-type of structure with project teams and status based on expert knowledge (par. 5.2.2.3:199) seems to allow such a possible conclusion. This is possible, specifically, when aspects such as client orientation, the ability to address a variety of projects simultaneously, innovation, dialogue and the evaluation of specific projects as was discussed in the typology, are considered (par. 4.2.3.8.2:159).

It is admitted that the task culture also has limitations such as administrative and logistical arrangements which may necessitate the introduction of elements of the role culture (par. 5.2.2.2:197), arrangements within project teams which may demand aspects of the power culture (par. 5.2.2.1:195) to allow decision-making and swift adaptation, and also the motivation and accommodation of individuals who may be frustrated because of various projects in which they are involved without the opportunity to specialise, which may demand elements of the person culture (par. 5.2.2.4:201).

It is not accepted that either a task-, or a role-, etc. culture is sufficient in and by itself. It is, however, proposed that the task culture should dominate and that its shortcomings may be resolved by

© Central University of Technology, Free State

Central University of Technology, Free State

introducing elements from other cultures to support it when required by a specific situation.

In summary, the outcome of the study of the QDC and its beneficiaries supported the selective of planned social change as a method to approach societal change for development.

The third goal was therefore approached by:

- the study of the QDC and its characteristics in terms of its functions;
- a conclusion on the type of culture in the QDC;
- a study of three projects of the QDC;
- the identification of important aspects concerning QDC activities with regard to three projects;
- an evaluation of the QDC's activities in accordance with the typology of development organisations, which allowed the application of the typology and confirmed its value;
- the identification of a few important aspects to consider in development activities which may contribute to the model;
- the identification of a appropriate culture for development organisations.

It seems as if the QDC reached a stage where it would have to consider fundamentally its orientation and approach to development if it wants to achieve better results from its activities in terms of development. Considering the success which they had achieved in promoting economic growth in Qwaqwa it is the submission of the author that given the success of the results that were achieved through a modernisation approach (par. 1.1.1:4) they might succeed in attaining even better results if economic growth will not be set as a goal but rather development through economic growth.

To be able to do this the QDC will probably have to start by considering the foundation of their mission statement (par. 6.6.1.1.1:249). After this it will probably be able to place itself within the broader context of development and from there it will need to reconsider its organisa-

© Central University of Technology, Free State

Central University of Technology, Free State

tional culture as well as the characteristics and features of the corporation in general.

The need for such a reconsideration can be substantiated further by referring to the QDC's approach to act absolutely pragmatically, without proper priorities, according to current needs (par. 6.6.1.1.3:252). It can possibly be stated that the people's responses to the projects in Chapter 7, indicate that the time has come for the QDC to reconsider its authoritarian position and to start sharing power with its planned beneficiaries.

9.4 SOME FINDINGS CONCERNING THE FOURTH GOAL OF THIS STUDY

The fourth goal of this study was to construct a model which would indicate the role of a development organisation in development activities. The model was planned to identify the specific social aspects, to be considered in societal change and how the development organisation should structure itself and function to be able to consider it (par. 1.2.3:13).

Against the background of ideas that were developed right from the beginning of the study in Chapter 1, through the theoretical chapters up to Chapter 5 and from the study of the QDC in Chapters 6 and 7, an attempt was made in Chapter 8 to construct the model as planned in paragraph 1.2.3 (p. 13).

The basic point of departure taken in paragraph 8.1 (p. 345) was that a model should represent more than just a description of the phenomenon but should also attempt to describe some possible relations between entities comprising the phenomenon's various aspects. The model as developed represents an important theoretical advance over the typology (par. 4.2.3.8.2:159). For this reason the contribution of the typology should be considered as of primary importance for the model's development because it could serve as a basic framework from which an understanding of development organisations could be attained. On this basis the further discussion of development organisations and

© Central University of Technology, Free State

Central University of Technology, Free State

also the study of the QDC could be done. The typology can, therefore, rightfully be seen as the basis from which further information considering development organisations could be generated and be utilised as a basis from which contributions to the model planned could be made.

Concerning the nature of the model to be constructed and the goal thereof to serve as an indication of the role of development organisations in the improvement of human well-being, development as phenomenon was differentiated into two concepts. Development organisations and planned beneficiaries were considered to be the two parties involved in development activities (par. 8.2:349).

Considering the fact that the idea of planned social change as an acceptable method to approach development activities was supported by the information from the QDC after it was motivated in the theoretical chapters, it was proposed that in the case of the position of the planned beneficiary in the process of development the normative re-educative approach should be preferred for change (par. 8.2.1:351). The reason for this is because it places the planned beneficiary in the role of participant in his own development and therefore also ensures consideration for the situation in which it lives.

On the basis of: the discussion of organisational culture (Chapter 5), the information from the theoretical discussion in Chapter 4 on organisations; and also the proposal in paragraph 7.3 (p. 310) that the task culture should be considered as preferable for development organisations; it was decided to accept the task culture as a cultural category acceptable to explain the position of the change agent in relation to the planned beneficiary in the development situation (par. 8.2.2:368).

The normative re-educative approach, on the one hand, and the task culture on the other, allowed a consideration of the relation between the two categories (par. 8.3:388). The normative re-educative approach, on the one hand was considered as including planned social change as a way of approaching change by considering the realities of specific situations and involving the planned beneficiaries and their characteristics and features into the development process (par. 3.2:81 and

© Central University of Technology, Free State

Central University of Technology, Free State

8.2.1.1.3:358). By accepting this approach, development organisations place themselves in the position where each activity or project of the corporation demands individual attention. The task culture has the potential to allow organisations to develop structures and functions suitable to accommodate this demand by allowing people to form project teams on the basis of their skills and qualifications which equip them to contribute to the needs of a specific group, community or society.

The specific nature of the arrangements in organisations involved in development will then be developed in order to accommodate the realities of the planned beneficiary through arranging its basic functions internally to allow the formation of project teams, according to the needs of the planned beneficiary. This implies that the organisation's features will be arranged to accommodate the planned beneficiary. The basic features can be summarised according to the model's schematic illustration in paragraph 8.3.5 (p. 399) and 8.4 (p. 402).

Through the establishment of an awareness and a willingness in a development organisation to allow a task culture to develop together with an awareness in the organisation that planned social change should be promoted on the basis of such culture, it becomes possible to establish a relationship between the two parties involved. This is possible when the organisation uses the potential existing within a task culture to develop a structure and functions with the potential of accommodating the planned beneficiary into the process of initiating, planning, implementation and evaluation of development (par. 3.2:81 to 3.6:109 and 4.2.3.8.2:159). The relationship between the two parties and its features should then be one of interdependence, based on consideration and support through continuous dialogue, to be able to incorporate the skills, knowledge and experience of the change agent as well as the realities of the development situation in terms of potential, fears, aspirations and culture into the development situation (Chapter 3). Through this relationship between the features, the possibility of synergism may become a reality (par. 7.3.2.9:335).

© Central University of Technology, Free State

Central University of Technology, Free State

Through this relationship between the features, the possibility of synergism may become a reality (par. 7.3.2.9:335).

The fourth goal of this study, namely to construct a model that could serve as a guide to development organisations in development situations was attempted by utilised the information from previous chapters, which included a combination of theoretical, methodological and practical research as integral parts to facilitate such a model by:

- identifying change agents and planned beneficiaries as two concepts describing the actors in the situation;
- selecting the normative re-educative approach as a category of the approaches to change possibly suitable to deal with development actions;
- selecting the task culture as dominant culture suitable to facilitate characteristics and features or organisational structure and functions which would allow a process of planned change to be followed in development;
- identifying the features and nature for both the development organisation with a task culture and the planned beneficiary in the role of participant in the development process; and
- describing the relationship between the features of planned change and the task culture.

It is possible to conclude that this studies goals were achieved and for this reason its main contributions can be listed together with a statement on the hypothesis as the final goal of the study. The contributions can be listed as follows:

- argument for looking at the contributions of sociology to development and the value of starting with to the basic knowledge of social change to establish the place of sociology in development thinking and development activities;
- a description and systematisation of social change leading to the formulation of a definition which clearly identified the basic aspects to be considered when addressing it in the interest of development;

© Central University of Technology, Free State

- an explanation of development that suggests the necessity for a new approach to society which identified the necessity to consider people's social reality in development thinking and actions;
- an explanation of the sociologist's role in the process of societal change by identifying his responsibility within it;
- a description of planned social change as a method to utilise in the promotion of change so that development can take place with specific reference to the role of the planned beneficiary, and the change agent as well as the nature of participation;
- a discussion of formal organisations in a manner that identified the nature of it in a way to the extent that they could be related to the realities of planned change to formulate a typology descriptive of formal organisations, suitable to serve as development organisations;
- a case study of the QDC and an evaluation of its activities against the typology developed; simultaneously the typology's applicability was illustrated;
- a definition of some important aspects to be considered in the development situation based on the theoretical discussions and the case study of the QDC;
- a report of people's experiences in a situation where a development organisation is involved, so that people can express their own opinions and state their own expectations from existing development activities and what they expect to gain from them;
- identification of the task culture as a dominant cultural type that should be present in development organisations as well as an explanation for the decision based on theoretical discussions and information gained from the QDC; and
- the creation of a model to guide development organisations concerning the nature of development situations referring to their own position and role in it, in relation to the planned beneficiary, as the two partners that comprise the actors in the development situation. This model probably confirms the necessity to consider social variables in development situations and also indicates how institutional and organisation change in societies should be approached if it is to be altered to promote development.

© Central University of Technology, Free State

Central University of Technology, Free State

9.5 A CONCLUSION ON THE FIFTH GOAL

The fifth goal concerns the hypothesis (par. 1.2.2:12) which reads as follows: *Societal change can only take place successfully, in the sense that it contributes to the well-being of the members of a society, if the organisations and their agents involved in it, direct their activities not only in relation to aspects common to all societies but also in accordance with the unique properties, including social factors, of the specific society in which they function.*

Against the background of the abovementioned contributions and the information presented to obtain it, it is possible to state that throughout the study in the theoretical, as well as the case study, the hypothesis was supported and it can therefore be accepted. This implies that development organisations should, in development situations, consider aspects which are universally present in societies, but they must also incorporate unique features of the specific situation in their attempt to improve its well-being. It is therefore at this stage possible to conclude that existing theory and methodology in sociology offer the possibility to explain and contribute to development thinking and development practice. The existing information on social change and organisations provide valuable information to address development as phenomenon and also information about how to approach it in practice. Through utilising the existing theoretical information and method in sociology, it is possible that sociology can take up its position in relation to other disciplines to address development as a multi-faceted process of change.

9.6 FURTHER RESEARCH

At the end of this study it is, however, possible to state that with this model, it is not assumed that all the questions about how to approach development and the aspects considered in the theoretical discussions have been answered. It is suggested that this model be considered as a possible conceptual framework concerning the involvement of change agents in development activities which need further attention

© Central University of Technology, Free State

Central University of Technology, Free State

and possible refinement. The wide scope of information covered in this study necessary to create a model, however, suggests a need for specifically directed research aimed at specific aspects. Specific suggestions on aspects that deserve further research are:

- a comparative study of different development organisations to compare the impact of its cultures on different environments, which was not possible in this study;

- a study of projects or organisations where participative methods may have already been implemented;

- studies on the relationships between specific features of development organisations and planned beneficiaries;

- a comparative study of different methods to promote change in similar circumstances to establish the possible difference in results.

---o0o---

© Central University of Technology, Free State

Central University of Technology, Free State

ANNEXURE 1

SCHEDULE FOR INTERVIEWS WITH STAFF-MEMBERS OF THE QWAQWA DEVELOPMENT CORPORATION

1. Have you been informed about the study?

2. What are your responsibilities in the corporation?

3. Do you know what the mission of the QCC is?
   - 3.1 What is your opinion of the mission?
   - 3.2 Are you satisfied that the mission is possible to achieve?
   - 3.3 Do you think that the QDC has already succeeded in confirming its right to exist in accordance with the mission?

4. Do you know what the goals of the QDC are?
   - 4.1 What do you understand under the term economic development?
   - 4.2 What is, according to your opinion, the value of a sound relationship with the government?

5. Are you acquainted with the aims or objectives of the QDC?
   - 5.1 Are you satisfied that the objectives are broad enough to facilitate the achievement of the corporation's goals?
   - 5.2 Are you willing to identify yourself with the objectives?
   - 5.3 Do you think that the objectives are already being realised or not?

6. How would you describe the basic philosophy by which development activities are approached?

7. How would you describe the environment of the QDC?
   - 7.1 Who are the clients of the QDC?
   - 7.2 Who are your main competitors, if any?

© Central University of Technology, Free State

7.3 Who would you describe as your primary community or target-group?

8. How would you describe the basic strategy of the QDC?
   8.1 How does it relate to the nature, potential, aspirations and fears of the people in your environment?

9. How are decisions made in the corporation, for example, on a specific project?
   9.1 Who takes part in decision-making?
   9.2 What aspects or factors are considered?
   9.3 What is the role of management in decision-making?
   9.4 What are the codes of conduct in decision-making (e.g. rules, according to set goals of innovative)?
   9.5 What is the role of the planned beneficiary when decisions are made on projects or specific goals?
   9.6 Are you satisfied with the way in which decisions are made?

10. How important do you consider the organisation's goals and objectives in the development projects in which you are involved?
   10.1 How important are contributions from the planned beneficiary and how do you accommodate them?

   11.1 If you have planned a project in total and it seems as if there is resistance from the client system, how do you handle the situation?
   11.2 How do you determine motivation and the willingness of people to take part in planned projects?
   11.3 How do you evaluate success?
   11.4 Which mechanisms or approaches do you use to adjust or correct activities?
   11.5 How do you handle success in projects and in the corporation in general?

12. How do you consider share-holders, goals, activities and strategies in your planning?

© Central University of Technology, Free State

13. How do you value competition to the corporation?

14. How do you consider the community in your planning, your proposed goals, activities and strategies?

15. Do you (the QDC) have the necessary technical means to reach your goals?

16. Do you (the QDC) have sufficient staff to reach general and specific goals set by yourself?
    16.1 Do you have enough employees with sufficient skills and knowledge to reach the organisation's goals?

17. Do you have sources sufficient to facilitate your activities?
    17.1 How do you acquire sources?
    17.2 How do you decide on the use of available sources?

18. Is there sufficient accommodation?
    18.1 Is your accommodation satisfactory to accommodate your type of work?
    18.2 What criteria do you use to come to a conclusion about this?
    18.3 How important to you is the aesthetical aspect of your buildings and facilities?

19. How important is the physical ordering and placement of staff to you?
    19.1 How do you feel about communication in the present arrangement?

20. How important is your office to you in terms of size, appearance, etc.?

21. How are differences in rank treated in your corporation?

22. What type of communication exists between different ranks?

23. How is, expected from a person in a specific position communicated to him?

© Central University of Technology, Free State

Central University of Technology, Free State

24. Do you differentiate between people with different qualifications?

25. Where is decision-making generally carried out in the corporation?
    25.1 Where is decision-making concerning specific projects and actions in the corporation, done?

26. In what manner are specific duties or instructions determined and communicated?

27. To what extent are responsibilities given to individuals?

28. Are your employees or colleagues motivated towards the corporation's goals?

29. How do you deal with differences within the corporation?
    29.1 How is conflict dealt with at a formal level?

30. How are the contributions of the corporation's employees evaluated?

31. How are individual problems of individuals handled, such as:
    31.1 Explainable problems? (for example, salary increases)
    31.2 Unexplainable problems? (for example, personal trauma)

32. What is the corporation's attitude towards relationships between people on a personal level in the non-formal sector of the organisation?

33. What societies exist in the QDC?

34. To what extent do people differ concerning aspects such as the goals and different actions of the QDC?

35. What is the nature of relations among staff?

36. How do you handle conflict?

37. What are your expectations from your employees?

© Central University of Technology, Free State

38. How do you select employees?
    38.1 When is a person considered to be an employee?
    38.2 Are employees evaluated during selection on the basis of culture on personal qualities?

39. What criteria are considered for the evaluation of employees?
    39.1 What criteria are considered for the promotion of employees?

40. What type of recognition is given by management to employees?
    40.1 How do you apply punishment?

41. How would you describe the span of control in the corporation?

42. To what extent does management control individuals?

43. Which basic management procedures are of importance to you?

44. What is management's attitude towards aspects such as:
    44.1 needs in the environment?
    44.2 the creation of structure?
    44.3 centralisation?
    44.4 formalisation?
    44.5 complexity?
    44.6 the handling of crisis?

45. How do you involve people to enable them to feel part of the organisation?

46. What opportunities exist for your employees concerning:
    46.1 promotion opportunities?
    46.2 training opportunities?
    46.3 their right to make contributions?
    46.4 the development of people in their own right?

47. How do you evaluate achievement?
    47.1 How is achievement evaluated in the corporation?

© Central University of Technology, Free State

Central University of Technology, Free State

48. How is time considered in the corporation?

49. How are individual staff members dealt with? (as people in their own right or as part of the organisation)?
    49.1 If a crisis should develop in the corporation, for example, if there was a lack of sufficient funds, how would the corporation decide on its staff? In other words, how important is the corporation's staff to it?

50. Does group formation occur in the QDC?

51. Do you consider management to be fair?

52. How do people acquire power and authority in the corporation?

PROBLEMATIC ISSUES TO BE HANDLED CAREFULLY:

53. What is the interviewees' and the organisation's view concerning reality in terms of its relation to it?

54. What is the nature of reality and truth?
    54.1 What is true?
    54.2 Nature of time and space?

55. What is the nature of human nature?

56. What is the nature of human activity?

57. What is the nature of human relationships?

58. Do you feel safe in the corporation?

59. Do you know precisely what is expected from you or do you decide on your own?

60. Are your contributions valued?

61. To what extent would you consider the existing corporation to be the product of the General Manager?

© Central University of Technology, Free State

Central University of Technology, Free State

ANNEXURE 2

SCHEDULE FOR PEOPLE INVOLVED IN PROJECTS OF THE QWAQWA DEVELOPMENT CORPORATION

1. How long have you been involved with the QDC?

2. What is the history of the project?

3. What is the history of the people themselves?

4. What did the QDC contribute to the existing situation?

5. Are you satisfied that they did enough?

6. Does the QDC still assist you?
   6.1 What is the nature of the assistance?
   6.2 Are you satisfied with the assistance?

7. What do you expect from the QDC?

8. What is your general opinion concerning the QDC's contribution to Qwaqwa?

© Central University of Technology, Free State

Central University of Technology, Free State

ANNEXURE 3

MISSION STATEMENT OF THE QWAQWA DEVELOPMENT CORPORATION

ONS MISSIE

**ONS MISSIE IS
OM IN DIE EKONOMIESE
EN SOSIALE VELDE
GELEENTHEDE TE SKEP
VIR DIE MENSE VAN QWAQWA
OM HULLE LEWENSKWALITEIT
TE VERBETER**

(Official document of the QDC, 1990)

© Central University of Technology, Free State

Central University of Technology, Free State

ANNEXURE 4

GOAL STATEMENT OF THE QWAQWA DEVELOPMENT CORPORATION

ONS DOELWITTE

- OM OPTIMALE EKONOMIESE ONTWIKKELING VAN QWAQWA TE BEWERKSTELLIG

- OM DIT SO TE DOEN DAT ONS TEN VOLLE AANVAARBAAR IS VIR DIE REGERING EN DIE MENSE VAN QWAQWA

(Official document of the QDC, 1990)

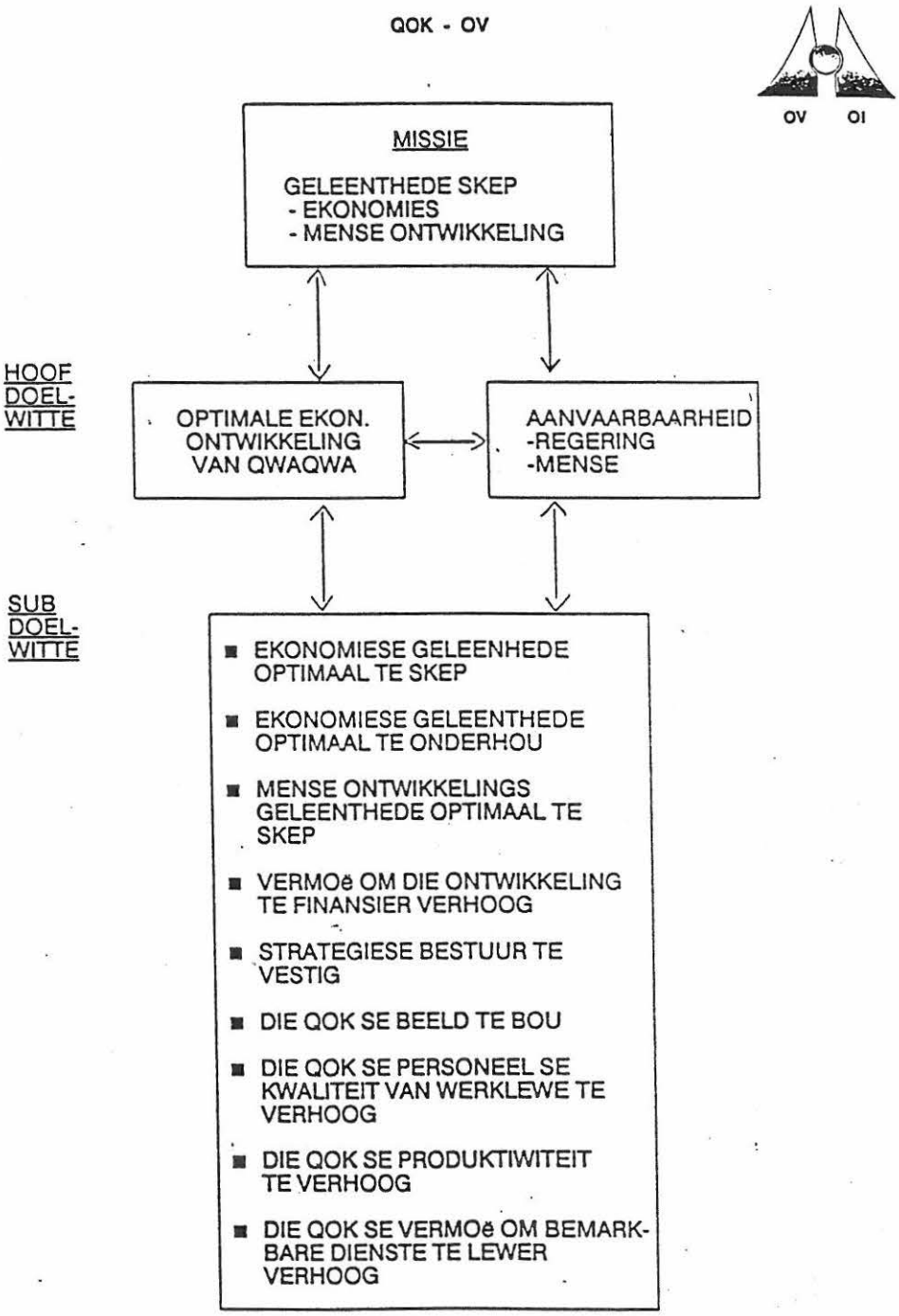
© Central University of Technology, Free State

Central University of Technology, Free State

ANNEXURE 5

MISSION, GOALS AND OBJECTIVES OF THE QWAQWA DEVELOPMENT CORPORATION

QWAQWA-ONTWIKKELINGSKORPORASIE BEPERK



(Official document of the QDC, 1990)

© Central University of Technology, Free State

Central University of Technology, Free State

BIBLIOGRAPHY

Anderson. R. J. and Sharrock, W. W. (eds.). 1984. Applied sociogical perspectives. London: Billing and Sons.

Aiken, M. and Bacharah, S. M. 1979. Culture and organizational structure and process : a comparative study of local government administrative bureaucracies in the Walloon and Flemish regions of Belgium. In Organizations alike and unlike, by C. J. Lammers and D. J. Hickson (eds.). London: Routledge and Kegan Paul, pp. 215-250.

Akintoue, S. A. 1982. Emergent African states - topics in twentieth century African history. Hong Kong: Ya Luen Offset Printing Factory Limited.

Alavi, H. and Shanin, T. 1982. Introduction to the sociology of "developing societes". London: Macmillan.

Albert, M. and Silverman, M. 1984. Making management philosophy a cultural reality, Part 1: Get started. Personnel, March-April, 61:13-21, 28-35.

Albrow, M. 1986. The study of organizations - objective or bias. In People and organizations, by G. Salaman and K. Thompson. Hong Kong: Longman, pp. 396-413.

Aldrich, H. E. 1979. Organizations and environments. Englewood Cliffs, New Jersey: Prentice-Hall.

Alexander, J. C. 1987. Sociological theory since 1945. USA: Columbia University Press.

Allaire, Y. and Firsirotu, M. E. [s.a.] Theories of organizational culture. Organization Studies, 5(3):193-226.

Allen, F. R. 1971. Socio-cultural dynamics : an introduction to social change. New York: Macmillan.

Anderson, R. J. and Sharrock, W. W. (eds.). 1984. Applied sociological perspectives. London: George Allen and Unwin.

Argyris, C. 1974. The applicability of organizational sociology. USA: Cambridge University Press.

Ashley, D. and Orenstein, D. M. 1985. Sociological theory. Classical statements. Boston: Allyn and Bacon.

© Central University of Technology, Free State

Central University of Technology, Free State

Babbie, E. R. 1979. The practice of social research. 2nd ed. California: Wadsworth.

Badenhorst, L. H. 1974. The modernization of the Third World. Inaugural address, University of Zululand.

Bagadion, B. U. and Korten, F. F. 1985. Developing irigators' organizations : a learning process approach. In Putting people first : sociological variables in rural development, by M. M. Cernea (ed.). New York: Oxford University Press, pp. 52-90.

Baily, K. D. 1982. Methods of social research. 2nd ed. New York: The Free Press.

Baker, E. L. 1980. Managing organizational culture. Management Review, July, 69(7):8-13.

Barnard, C. I. 1969. Organisations as systems of cooperation. In A sociological reader on complex organizations, by A. Etzioni (ed.). New York: Holt, Rinehart and Winston.

Barnard, C. I. 1970. Cooperation. In The sociology of organizations. Basic studies, by O. Grusky and G. A. Miller (eds.). New York: The Free Press, pp. 65-74.

Bate, P. 1984. The impact of organizational culture on approaches to organizational problem-solving. Organizational Studies, 5(1):43-66.

Bates, F. L. and Peacock, W. G. 1989. Conceptualizing social structure : the misuse of classification in structural modeling. American Sociological Review, August, 54:565-577.

Beazley, M., Bryans, P. and Cronin, T. P. (eds.). 1983. Organization theory. London: Shaftesbury Avenue.

Becker, H., Barnes, H. E. et al. 1961. Social thought from love to science. Vol. II. New York: Dover Publications.

Becker, S. 1989. The theoretical discourse : an overview of the contributions in part A. In Development is for people, by J. K. Coetzee (ed.). Johannesburg: Southern Book Publishers.

Bekker, J. B. 1989. The theoretical discourse : an overview of the contribution. Part A. In Development is for people, by J. K. Coetzee (ed.). Johannesburg: Southern Book Publishers, pp. 231-235.

Bell, M. 1986. Contemporary Africa. Hong Kong: Longman.

© Central University of Technology, Free State

Bennis, W. G., Benne, K. D. and Chin, R. (eds.). 1969. The planning of change. 2nd ed. New York: Holt, Rinehart and Winston.

Bennis, W. G., Benne, K. D. and Chin, R. (eds.). 1985. The planning of change. 4th ed. New York: Holt, Rinehart and Winston.

Berger, P. L. 1976. Pyramids of sacrifice. Bristol: Western Printing Services.

Berger, P. L. and Berger, B. 1975. Sociology : a biographical approach. 2nd expanded ed. New York: Basic Books.

Berger, P. L. and Godsell, B. 1988. A future of South Africa. Visions, strategies and realities. Cape Town: Human and Rousseau.

Bernstein, H. 1979. Sociology of underdevelopment vs sociology of development. In Development theory : four critical studies, by D. Lehman (ed.). London: Frank Cass and Co., pp. 77-97.

Beukes, E. P. 1983. Die ontwerp van die basiese vertrekpunte vir 'n ontwikkelingstrategie met besondere verwysing na die ekonomiese ontwikkeling van Qwaqwa. Ph.D.-proefskrif, Universiteit van die Oranje-Vrystaat, Bloemfontein.

Black, A. W. 1990. Organizational imagery and interdenominational mergers. British Journal of Sociology, March, 41(1):105-127.

Blackwell, W. L. 1982. The industrialization of Russia - an historical perspective. 2nd ed. Illinois: Harlan Davidson.

Blau, P. M. and Scott, W. R. 1966. Formal organizations : a comparative approach. London: Routledge & Kegan Paul. Reprinted in 1982.

Blumberg, Rhoda Lois. 1987. Organizations in contemporary society. Englewood Cliffs, New Jersey: Prentice-Hall.

Blunt, P. 1990. Strategies for enhancing organisational effectiveness in the Third World. Public Administration and Development, 10:229-313.

Borda, O. F. 1975. Innovative processes in social change. International Review of Community Development, Winter, pp. iii-iv.

Boswell, T. E. 1989. The utility of world-system theory for explaining social revolutions : a comparison of Lenin and Sckocpol. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandall (eds.). New York: Oxford University Press, pp. 77-95.

© Central University of Technology, Free State

Central University of Technology, Free State

Braibanti, R. and Spengler, J. 1961. Tradition, values and socio-economic development. USA: Cambridge University Press.

Brown, R. S. 1989. Africa : time for a new development strategy. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandall (eds.). New York: Oxford University Press, pp. 399-408.

Bryman, A. (ed.). 1988. Doing research in organizations. London: Routledge.

Buckley, W. 1986. Society as a complex adaptive system. In People and organizations. By G. Salaman and K. Thompson (eds.). 7th impression. Hong Kong: Longman Group, pp. 134-154.

Buren, H. 1989. Change, stability and slogans. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandall (eds.). New York: Oxford University Press, pp. 96-110.

Burns, E. B. 1989. Establishing the patterns of progress and poverty in central America. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandall (eds.). New York: Oxford University Press, pp. 202-215.

Burrel, G. and Morgan, G. 1979. Sociological paradigms and organisational analysis. London: Heineman.

Cardoso, F. H. 1987. Problems of social change, again? International Sociology, June, 2(2):177-187.

Castles, F. G., Murray, D. J. and Potter, D. C. (eds.) 1971. Decisions, organizations and society. Great Britain: Hazell, Watson & Viney.

Cernea, M. M. (ed.). 1985. Putting people first : sociological variables in rural development. New York: Oxford University Press.

Chafetz, J. S. 1983. A primer on the construction of testing of theories in sociology. Illinois: F.E. Peacock.

Champion, D. J. 1975. The sociology of organizations. USA: R. R. Donnelley & Sons.

Child, J. 1986. The contribution of organization structure. In Organizations as systems, by M. Locket and R. Spear. England: The Open University Press.

Child, J. 1973. Man and organization. Great Britian: Unwin Brothers. (British Sociological Association industrial Studies).

© Central University of Technology, Free State

Central University of Technology, Free State

Child, J. 1986a. Organization : a guide to problems and practice. London: Harper & Row.

Child, J. 1986b. Organisational structure, environment and performance : the role of strategic choice. In People and organizations, by M, Salaman and K. Thompson (eds.). Hong Kong: Longman Group, pp. 91-107.

Chodak, S. 1973. Societal development. New York: Oxford University Press.

Close, M. E. 1988. Triangulation : towards a better research design - some concrete evidence. Paper delivered at the SASOV-congress, Pretoria.

Clout, H. D. (ed.). 1987. Regional development in Western Europe. 3rd ed. London: David Fulton Publishers.

Coetzee, J. K. 1980a. Development models in the Third World. Pretoria: H & R Academica. (Monografie).

Coetzee, J. K. 1980b. Die sosioloog in die samelewing : 'n kreatiewe betrokkenheid. Bloemfontein: UOVS.

Coetzee, J. K. 1984. A microsociological foundation for development. Development Southern Africa, November, 1(3 & 4):253-275.

Coetzee, J. K. (ed.). 1986. Development is for people. Braamfontein: Macmillan.

Coetzee, J. K. 1988. Reflection on the meaning of development : a conceptual analysis. Paper read at the biennial Conference of the Development Society of Southern Africa, 6-8 July 1988, University of Durban-Westville, Durban.

Coetzee, J. K. 1989. Development is for people. Johannesburg: Southern Book Publishers.

Collins, L. (ed.). 1976. The use of models in the social sciences. London: Tavistock Publications.

Conrad, P. and Sydow, J. 1988. Towards a more theory-based measurement of organisational climate. In Appraising and exploring organizations, by S. Tyson, K. F. Ackermann, M. Domsch and P. Joynt (eds.). London: Croom Helm, pp. 15-79.

Conyers, D. and Kaul, M. 1990. Strategic issues in development management : learning from successful experience. Part II. Public Administration and Development, 10:289-298.

© Central University of Technology, Free State

Central University of Technology, Free State

Cook, C. C. 1985. Social analysis in rural road projects. In Putting people first : sociological variables in rural development, by M. M. Cernea (ed.). New York: Oxford University Press, pp. 297-318.

Cuber, J. F. (ed.). 1957. Technology and social change. New York: Appleton-Century Crofts. (Sociology series).

Dalton, M. 1970. Participant observation. In The sociology of organisations. Basic studies, by O. Crusky and G. A. Miller (eds.). New York: The Free Press, pp. 161-168.

Danns, G. K. and Matthews, L. K. 1989. Perspectives on the development and underdevelopment of communities in Guyana : A sociohistorical analys. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandal (eds.). New York: Oxford University Press, pp. 166-201.

Dauns, G. K. and Matthews, L. K. 1989. Perspectives on the development and underdevelopment of communities in Guyana : a sociohistorical analysis. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandall (eds.). New York: Oxford University Press, pp. 166-201.

Davies, W. J. 1990. "How to think implementation". Bulletin, June, 2(5):2. Pretoria: HSRC.

Deal, T. E. and Kennedy, A. A. 1983. Culture : a new look through old lenses. The Journal of Applied Behavioral Sciences, 19(4):498-505.

Delobelle, A. 1977. L'économique : un concept double. International Review of Community Development, Summer, pp. 19-151.

Dodds, M. M. E. 1988a. Die interaktiewe stelselbenadering tot menslike ontwikkeling. Stellenbosch: Universiteit van Stellenbosch.

Dodds, M. M. E. 1988b. The need for an appropriate method of inquiry concerning human development. Paper delivered at the biannial Development Conference of the Development Society of Southern Africa, 6-8 July 1988, University of Durban-Westville, Durban.

Donaldson, L. 1988. In defence of organization theory : a reply to the critics. Cambridge: Cambridge University Press.

Dunkerley, D. 1988. Historical analysis and organization analysis : the case of a naval dockyard. In Doing research in organizations, by A. Bryman, (ed.). London: Routledge, pp. 82-95.

© Central University of Technology, Free State

Central University of Technology, Free State

Economic Commission for Latin America (ECCLA). 1973. Popular participation in development. Community Development Journal, 8(2):77-92.

Eisenstadt, S. N. 1966. Modernization : protest and change. Englewood Cliffs, New Jersey: Prentice-Hall.

Eisenstadt, S. N. 1968. Comparative perspectives on social change. Canada: Little, Brown and Company.

Eisenstadt, S. N. (ed.). 1970. Readings in social evolution and development. Great Britain: A. Wheaton.

Eisenstadt, S. N. 1973. Traditional, change, and modernity. New York: John Wiley.

Eisenstadt, S. N. 1974. Studies of modernization and sociological theory. History and Theory, vol. 13.

Eldridge, J. E. T. and Crombie, A. D. 1974. A sociology of organisation. London: George Allen and Unwin.

Eldridge, J. E. T., Crombie, A. D. and Williams, W. M. (eds.). 1974. Studies in sociology : a sociology of organisations. Oxford: Alden Press.

Emmett, T. 1989. Culture, structure and development : an alternative perspective. Development Southern Africa, May, 6(2):147-159.

Ernest, R. C. 1985. Corporate cultures and effective planning. Personnel Administrator, March, 30(3):49-60.

Etzioni, A. 1964. Modern organizations. Englewood Cliffs, New Jersey: Prentice-Hall.

Etzioni, A. 1969. A sociological reader on complex organizations. 2nd ed. New York: Holt, Rinehart and Winston.

Etzioni, A. 1975. A comparative analysis of complex organizations. New York: Free Press.

Etzioni, A. and Lehman, E. W. 1980. A sociological reader on complex organizations. 3rd ed. New York: Holt, Rinehart and Winston.

Etzioni-Halevy, Eva. 1981. Social change : the advent and maturation of modern society. London: Routledge & Kegan Paul.

Ferrari, S. 1986. Training for quality - the Italian experience of quality circles. Jeit, 10(3):12-16.

© Central University of Technology, Free State

Central University of Technology, Free State

Fine, G. A. 1984. Negotiated orders and organizational cultures. Ann. Rev. Sociol., 10:239-262.

Fischer, E. 1989. Saambou-kultuur en klimaat. Verslag 1989/02. Pretoria: Universiteit van Pretoria.

Forbes, D. K. 1984. The geography of underdevelopment : a critical survey. Kent: Biddles.

Foster, G. M. 1973. Traditional societies and technological change. 2nd ed. New York: Harper and Row.

Frank, A. G. 1984. Critique and anti-critique : essays on dependence and reformism. London: Macmillan.

Freeman, D. M. and Lowdermilk, M. L. 1985. Middle-level organizational linkages in irrigation projects. In Putting people first : sociological variables in rural development, by M. M. Cernea (ed.). New York: Oxford University Press, pp. 91-120.

French, W. L. and Bell, C. H. Jr. 1978. Organization development behavioral science interventions for organization improvement. 2nd ed. Englewood Cliffs, New Jersey: Prentice-Hall.

Gagliardi, P. 1986. The creation and change of organizational cultures : a conceptual framework. Organization Studies, 7(2):117-134.

Garcia, M. B. 1985. Sociology of development, perspective and issues. Metro Manila: Navotas Press.

Gibson, J. L. et al. 1977. Organizations. Georgetown: Irwin Dorsey.

Gibson, J. L., Ivancevich, J. M. and Donnelly, J. H. 1988. Organizations. 6th ed. Plano: Business Publications.

Giddens, A. 1985. Capitalism and modern social theory - an analysis of the writings of Marx, Durkheim and Max Weber. London: Cambridge University Press.

Giddens, A. 1988. New rules of sociological method. London: Hutchinson and Co.

Gilbert, A. and Gugler, J. 1987. Cities, poverty, and development - urbanization in the Third World. London: Billing & Sons.

Griffin, S. 1986. De betekenis van Dooyeweerd's ontwikkelingsidee. Philosophia Reformata, 51(19):83-100.

© Central University of Technology, Free State

Central University of Technology, Free State

Gross, E. and Etzioni, A. 1985. Organizations in society. Englewood Cliffs, New Jersey: Prentice-Hall.

Haas, E. J. and Drabek, T. E. 1973. Complex organizations : a sociological perspective. New York: Macmillan.

Hale, S. M. 1975. Barriers to free choice in development. International review of community development, Winter, 33-34:89-122.

Hall, R. H. 1972, 1977, 1982. Organizations structure and process. 1st, 2nd, 3rd eds. Englewood Cliffs, New Jersey: Prentice-Hall.

Hall, R. H. 1987. Organizations, structures, processes and outcomes. 4th ed. Englewood Cliffs, New Jersey: Prentice-Hall.

Hall, T. D. 1989. Is historical sociology of peripheral regions peripheral. In Studies of development and change in the modern world, by M. T. Martin and T. R. Kandall (eds.). New York: Oxvord University Press, pp. 349-372.

Handy, C. B. 1986. Understanding organizations. New York: Viking Penguin.

Harrison, P. 1981. The Third World tomorrow - a report from the battlefront in the war against poverty. Middlesex: Cox & Wyman.

Harrison, P. 1982. Inside the Third World - compassionaate pilgrimage through poverty. Suffolk: Richard Clay.

Harrison, P. 1988. Sociology of modernization and development. London: Unwin Hyman.

Heydebrand, W. V. (ed.). 1973. Comparative organizations : the results of empirical research. Englewood Cliffs, New Jersey: Prentice-Hall.

Hicks, H. G. and Gullett, C. R. 1988. Organization : theory and behavior. Singapore: McGraw-Hill.

Hill, E. G. 1977. Introduction. The special aspects of innovative processes in the social change of highly industrialized countries. International Review of Community Development, Summer, pp. iii-17.

Himmelstrand, U. 1982. Innovative processes in social change : theory, method and social practice. In Sociology the state of the art, by T. Bottomore, S. Nowak and M. Sokdowska (eds.). London: Sage.

© Central University of Technology, Free State

Himmelstrand, U. and Rudquist, A. 1975. Structural contradictions, predicaments and social change, some theoretical and empirical observations. International Review of Community Development, Winter, pp. 1-22.

Hines, G. H. 1973. Cases in organisational behaviour. Sydney: McGraw-Hill.

Hoogvelt, A. M. M. 1978. The sociology of developing societies. Hong Kong: Macmillan.

Hoogvelt, A. M. M. 1982. The Third World in global development. London: Macmillan.

Hobhouse, L. T. 1924. Social development. London: Unwin.

Hobson, J. A. 1988. Imperialism : a study. 3d ed. Worcester: Billing and Sons.

Hocks, G. 1990. From an autonomous to a captured state agency : the decline of the new deal in agriculture. American Sociological Review, February, 55:29-43.

Hunter, J. D. and Ainly, S. C. (eds.). 1986. Making sense of modern times. London: Routledge & Kegan Paul.

Hyman, H. H., Levine, G. N. and Wright, C. R. 1970. Inducing social change in developing communities - an international survey of expert advise. USA: United Nations Research Institute for Social Development.

Inkeles, A. and Smith, D. H. 1974. Becoming modern : individual change in six developing countries. London: Heineman.

Jeppe, W. J. O. 1985. Community development : an African rural approach. Preotria: Africa Institute of South Africa.

Jacoby, N. H. 1973. Corporate power and social responsibility : a blueprint for the future. New York: Macmillan.

Johnson, D. P. 1981. Sociological theory : classical founders and contemporary perspectives. USA: John Wiley and Sons.

Johnson, P. 1984. A history of the modern world : from 1917 to the 1980's. London: George Weidenfeld & Nicolson.

Jones, G. R. 1983. Transanction costs, property rights and organizational culture : an exchange perspective. Administrative Science Quarterly, September, 28(3):454-467.

© Central University of Technology, Free State

Central University of Technology, Free State

Joubert, D. 1987. 'n Reeks sosiaal-wetenskaplike monografieë. Societas 7. Sosiologiese begrippe: 1-50. Pretori: Academica.

Jubber, K., Albertyn, G., Cilliers, S. P., Lotz, J., Williams, K., Savage, M. Thomas, W., Van Coller, S. and Windick, G. 1979. South Africa : industrial relations and industrial sociology. Cape Town: Juta.

Kast, F. E. and Rosenzweig, J. E. 1985. Organization and management. A systems and contingency approach. 4th ed. New York: McGraw-Hill.

Katz, D. and Kahn, R. L. 1966. The social psychology of organizations. New York: John Wiley & Sons.

Katz, D. and Kahn, L. 1970. Open-systems theory. In The sociology of organizations. Basic studies, by O. Grusky and G. A. Miller (eds.). New York: The Free Press, pp. 149-160.

Katz, F. E. 1986. Integrative and adaptive uses of autonomy : worker autonomy in factories. In People and organisations, by G. Salaman and K. Thompson (eds.). 7th impression. Hong Kong: Longman Group, pp. 190-204.

Kelman, H. C. and Warwick, W. P. 1973. Bridging micro and macro approaches to social change : a social psychological perspective. In Processes and phenomena of social change, by G. Zaltman (ed.). New York: John Wiley & Sons, pp. 13-59.

Khandwalla, P. N. 1977. The design of organizations. New York: Harcourt Brace Jovanovich.

Kottak, C. P. 1985. When people don't come first : some sociological lessons from completed projects. In Putting people first : sociological variables in rural development. New York: Oxford University Press, pp. 325-356.

Kritzinger, J. J. 1990. How to think implementation. Bulletin, June, 2(5):2. Pretoria: HSRC.

Kuper, A. and Kuper, J. (eds.). 1985. The social science encyclopedia. London: Routledge and Kegan Paul.

Kuper, J. 1987. Key thinkers, past and present. London: Routledge and Kegan Paul.

Laite, J. 1984. The social realities of development. In Applied Sociological perspectives, by R. J. Anderson and W. W. sharrock (eds.). London: George Allen and Unwin, pp. 190-214.

© Central University of Technology, Free State

Central University of Technology, Free State

Lammers, C. J. and Hickson, D. J. 1979. Organizations alike and unlike. London: Routledge and Kegan Paul.

Lamont, A. M. 1985. The current state of development sociology in South Africa and its contribution to development studies. Development Southern Africa, May, 2(2):247-253.

LaPiere, R. T. 1965. Social change. New York: McGraw-Hill.

Latouche, D. 1983. The organizational culture of government : myths, symbols and rituals in a Quebecois setting. International Social Science Journal, 35(2):257-278.

Lauffer, A. 1978. Social planning at the community level. Englewood Cliffs, New Jersey: Prentice-Hall.

Lauffer, A. et al. 1977. Understanding your social agency. Beverley Hills: Sage Publications. (A Sage Human Service Guide, vol. 3).

Lee, D. (Translated by Lee, D.) 1987. Plato the Republic. 1987. London: Hazell Watson & Viney.

Lehmann, D. (red.) 1979. Development theory : four critical studies. London: Frank Cass.

Leistner, G. M. E. 1989. Sosio-ekonomiese aspekte van swart Afrika se ontwikkelingskrisis! Tydskrif vir Geesteswetenskappe, S.A. Akademie vir Wetenskap en Kuns, Maart, 29(1):21-31.

Lemert, C. C. 1979. Sociology and the twilight of man - homocentrism and discourse in sociological theory. London: Teffer & Simons.

Litterer, J. A. 1969. Organizations : structure and behavior, vol. 1. 2nd ed. USA: John Wiley.

Lockett, M. and Spear, R. 1980. Organizations as systems. England: The Open University Press.

Long, N. 1977. An introduction to the sociology of rural development. London: Tavistock.

Louw, H. A. 1987. 'n Sosiologiese analise van modernisering in ontwikkelende samelewings met besondere verwysing na die rol van onderwys. M.A.-verhandeling, Universiteit van die Oranje-Vrystaat, Bloemfontein.

Luhmann, N. 1982. The differentiation of society. New York: Columbia University Press.

© Central University of Technology, Free State

Central University of Technology, Free State

Machovec, F. M. and Smith, H. R. 1982. Fear makes the world go round : the "dark" side of management. Management Review, January, pp. 9-17.

Magdoff, H. 1982. Imperialism : a historical survey. In Introduction to the sociology of "Developing societies", by H. Alavi and T. Shanin (eds.). London: Macmillan Press, pp. 11-28.

Malinconico, S. M. 1984. Managing organizational culture. Library Journal, April, vol. 109(7):791-793.

Mann, M. (ed.). 1987. Macmillan student encyclopedia of sociology. London: Macmillan.

Mannheim, K. 1980. Man and society - in an age of reconstruction. London: Routledge & Kegan Paul.

Mannheim, K. and Moshovitz, N. 1979. Contextual variables and bureaucratic types of Israeli service organizations. In Organizations alike and unlike, by C. J. Lammers and D. J. Hickson (eds.). London: Routledge and Kegan Paul, pp. 149-167.

Margulies, N. [s.a.] Organizational culture and psychological growth. The Journal of Applied Behavioral Science, 5(4):491-508.

Marris, P. 1986. Loss and change. London: Routledge & Kegan Paul.

Marshall, J. 1982. Organizational culture : elements in its portraiture and some implications for organization functioning. Group and Organization Studies, September, 7(3):367-384.

Martin, M. T. and Kandall, T. R. (eds.). 1989. Studies of development and change in the modern world. New York: Oxford University Press.

Martin, J. and Siehl, C. 1983. Organizational culture and counterculture : an uneasy symbiosis. Organizational Dynamics, Atumn, 12(2):52-64.

Maurer, J. G. (ed.). 1971. Readings in organization theory : open-systems approaches. New York: Kingsport Press.

McLeish, J. 1972. The theory of social change - four views considered. London: Routledge & Kegan Paul.

Melcher, A. J. 1976. Structure and process of organizations : a systems approach. Englewood Cliffs, New Jersey: Prentice-Hall.

Melotti, C. 1982. Marx and the Third World. London: Macmillan.

Merton, R. K. 1967. On theoretical sociology. London: The Free Press.

© Central University of Technology, Free State

Central University of Technology, Free State

Merton, R. K. 1968. Social theory and social structure. New York: The Free Press.

Miller, D. C. 1957. Theories of social change. In Technology and social change, by D. C. Miller et al. (eds.). USA: Appleton-Century Crofts, pp. 72-103.

Miller, D. C. and Form, W. H. 1979. Industrial sociology : work in organizational life. 3rd ed. New York: Harper & Row.

Mintzberg, H. 1979. The structuring of organizations. London: Prentice-Hall.

Möller, P. H. 1988. Ontwikkelingsosiologieperspektiewe : vandag en môre. Referaat gelewer by die SASOV-kongres te Pretoria.

Moore, W. E. 1972a. Organization and change. In Social change, by R. Nisbet (ed.). Oxford: Basil Blackwell, pp. 72-82.

Moore, W. E. 1972b. Social change. In International encyclopedia of the social sciences, by D. L. Sills (ed.). New York: MacMillan, pp. 365-375.

Moore, W. E. 1974. Social change. 2nd ed. Englewood Cliffs, New Jersey: Prentice-Hall.

Mountjoy, A. B. (ed.). 1981. Third World - problems and perspectives. London: Macmillan.

Mouton, J. and Marais, H. C. (reds.). 1985. Metodologie van die geesteswetenskappe : basiese begrippe. Pretoria: Raad vir Geesteswetenskaplike Navorsing.

Münch, R. 1988. Understanding modernity - toward a new perspective going beyond Durkheim and Weber. London: Routledge.

Muthien, Y. 1986. Imperialism and underdevelopment. In Development is for people, by J. K. Coetzee (ed.). Johannesburg: Macmillan, pp. 37-52.

Myrdal, G. 1974. What is development? Journal of Economic Issues, 8(4):729-736.

Nagpaul, H. 1972. Toward modernization in India : a sociological survey of dominant trends. International Review of Community Development, Summer, pp. 255-283.

Nasser, M. 1977. Organisational climate : a critical variable in effective manpower management. People and Profits, March, 4(9):26-32.

© Central University of Technology, Free State

Central University of Technology, Free State

Nisbet, R. 1969a. History of the idea of progress. London: Heineman.

Nisbet, R. 1969b. Social change and history. New York: Oxford University Press.

Nisbet, R. 1972. The problem of social change. In Social change, by R. Nisbet (ed.). Bristol: Western Printing Services, pp. 1-45.

Ogburn, W. F. et al. 1957. Technology and social change. USA: Appleton-Century-Crofts.

Ogburn, W. F. 1972. Fixity and persistence in society. In Social change, by R. Nisbet (ed.). Oxford: Basil Blackwell and Mott, pp. 46-71.

O'Hearn, D. 1989. The Irish case of dependency : an exception to the exceptions? American Sociological Review, August, 54:578-596.

Oosthuizen, G. C. 1988. Religion - its negative and positive role in the development of a society. Paper presented at the Society's biennial Conference, 6-8 July, on "Development : the human challenge", at the University of Durban-Westville, Durban.

Parker, S. R., Brown, R. K., Child, J. and Smith, M. A. 1981. The sociology of industry. 4th ed. London: George Allen and Unwin.

Parsons, T. 1960. Structure and process in modern societies. New York: Free Press.

Parsons, T. 1968. The structure of social action. New York: The Free Press.

Parsons, T. 1970. Social systems. In The sociology of organizations. Basic studieds, by O. Grusky and G. A. Miller (eds.). New York: The Free Press, pp. 75-86.

Parsons, T. 1977a. The evolution of societies. Englewood Cliffs, New Jersey: Prentice-Hall.

Parsons, T. 1977b. Social systems and the evolution of action theory. New York: The Free Press.

Parsons, T. 1979. The social system. London: Routledge & Kegan Paul.

Pascale, R. 1984. Fitting new employees into the company culture. Fortune, May, 109(11):62-69.

Perrow, C. 1972. Complex organizations : a critical essay. Illinois: Scott, Foresman and Company.

© Central University of Technology, Free State

Central University of Technology, Free State

Pfeffer, J. 1978. Organizational design. Illinois: Harlan Davidson.

Phillíber, S. G., Schwab, M. R. and Sloss, G. S. 1981. Social research. USA: Peacock.

Pollnac, R. B. 1985. Social and cultural characteristics in small-scale fishery development. In Putting people first : sociological variables in rural development, by M. M. Cernea (eds.). New York: Oxford University Press, pp. 189-219.

Ponsioen, J. A. 1969. The analysis of social change reconsidered. Paris: The Hague.

Preston, P. W. 1985. New trends in development theory : essays in development and social theory. London: Routledge & Kegan Paul.

Preston, P. W. 1987. Rethinking development : essays on development and Southeast Asia. London: Routledge & Kegan Paul.

Presthus, R. 1979. The organizational society. London: Macmillan.

Pugh, D. 1988. The Aston research program. In Doing research in organizations, by A. Bryman (ed.). London: Routledge & Kegan Paul, pp. 123-135.

Pugh, D. S., Hickson, D. J., Hinings, C. R. and Turner, C. 1971. The context of organization structures. In Organizational growth and development, by W. Starbuck (ed.). Middlesex: Penguin Books, pp. 327-369.

Raad vir Geesteswetenskaplike Navorsing (RGN). 1987. Gesprek met die toekoms/Dialogue with the future, 9(1):1-20.

Radcliffe-Brown, A. R. 1979. Structure and function in primitive society. Norfolk: Lowe and Brydone.

Randall, V. and Theobald, R. 1989. Political change and underdevelopment : a critical introduction to Third World politics. Hong Kong: Macmillan.

Rice, G. H. Jr. and Bishoprick, D. W. 1971. Conceptual models of organization. Englewood Cliffs, New Jersey: Prentice-Hall.

Richard, S. W. 1981. Organizations : rational, natural, and open systems. Englewood Cliffs, New Jersey: Prentice-Hall.

Robberts, H. 1982. Community development. Learning and action. Toronto: University of Toronto Press.

© Central University of Technology, Free State

Central University of Technology, Free State

Robbins, S. P. 1982. Personnel : the management of human resources. Englewood Cliffs, New Jersey: Prentice-Hall.

Robbins, S. P. 1986. Organisational behavior : concepts, controversies and applications. Englewood Cliffs, New Jersey: Prentice-Hall.

Robbins, S. P. 1987. Organizations theory : structure, design and applications. 2nd ed. Englewood Cliffs, New Jersey: Prentice-Hall.

Roeber, R. J. C. 1973. The organization in a changing environment. California: Addison Wesley.

Roethlisberger, F. J. and Dickson, W. J. 1970. Human relations. In The sociology of organizations. Basic studies, by O. Grusky and G. A. Miller (eds.). New York: The Free Press, pp. 53-64.

Rogers, E. M. 1973. Social structure and social change. In Processes and phenomena of social change, by G. Zaltmann (ed.). USA: John Wiley and Sons, pp. 75-87.

Rogers, E. M. and Shoemaker, F. F. 1971. Communication of innovations. 2nd ed. New York: Free Press.

Roxborough, I. 1986. Theories of underdevelopment. London: Macmillan.

Salaman, G. 1979. Work organisations, resistance and control. New York: Longman.

Salaman, G. and Thompson, K. (eds.). 1973. People and organisations. Great Britain: Western Printing Services.

Sayles, L. R. and Strauss, G. 1966. Human behavior in organizations. Englewood Cliffs, New Jersey: Prentice-Hall.

Sathe, V. 1983. Implications of corporate culture : a manager's guide to action. Organizational Dynamics, Autumn, 12(2):4-23.

Savage, S. P. 1983. The theories of Talcott Parsons : the social relations of action. Hong Kong: Macmillan.

Schaff, A. 1970. The Marxist theory of social development. In Readings in social evolution and development, by S. N. Eisenstadt (ed.). Great Britain: A. Wheaton and Co., pp. 71-94.

Schall, M. S. 1983. A communication-rules approach to organizational culture. Administrative Science Quarterly, December, 28(4):557-581.

© Central University of Technology, Free State

Central University of Technology, Free State

Schein, E. H. 1969. The mechanisms of change. In The Planning of change, by W. G. Bennis, K. D. Benne and R. Chin (eds.). New York: Holt, Rinehart and Winston, pp. 98-107.

Schein, E. H. 1983. The role of the founder in creating organizational culture. Organizational Dynamics, Summer, 12(1):13-28.

Schein, E. H. 1984. Coming to a new awareness of organizational culture. Sloan Management Review, Winter, 25(2):3-15.

Schein, E. H. 1986. Organizational culture and leadership. London: Jossey-Bass.

Schmidt, S. M. and Kipnis, D. 1984. Managers' pursuit of individual and organzational goals. Human Relations, 37(10):781-794.

Schwartz, H. and Jacobs, J. 1979. Qualitative sociology. A method to madness. New York: The Free Press.

Schwartz, H. and Stanley, M. D. 1981. Matching corporate culture and business strategy. Organizational Dynamics, Summer, pp. 30-48.

Seers, D. 1979. The meaning of development. In Development theory : four critical studies, by D. Lehman (ed.). London: Frank Cass and Co, pp. 9-31.

Simpson, E. S. 1987. The developing world - an introduction. Harlow: Longman Scientific and Technical.

Smith, A. D. 1973. The concept of social change. Plymouth: Clark, Dobele and Brendon.

Spalding, W. B. (ed.). 1958. Planned change - a comparative study of principles and techniques. New York: Harcourt, Brace and World.

Spiegel, A. D. 1988. The ambiguities of betterment : a Transkei case study. African Studies, 47(2):145-154.

Spindler, Louise S. 1977. Culture change and modernization. Mini-models and case studies. New York: Holt, Rinehart and Winston.

Starbuck, W. H. (ed.). 1971. Organizational growth and development. USA: Universal Lithographers.

Steward, J. H. 1972. Three African tribes in transition. Illinois: Illinois Books.

© Central University of Technology, Free State

Central University of Technology, Free State

Steyn, A. F. and Van Rensburg, H. C. J. 1985. Sosiologie. Pretoria: Academica.

Stokes, R. G. and Anderson, A. B. 1990. Disarticulation and human welfare in less developed countries. American Sociological Review, February, 55:63-74.

Streeten, P. 1981. Development perspectives. London: Macmillan.

Sullivan, T. et al. 1980. Social problems : divergent perspectives. New York: John Wiley and Sons.

Swanson, G. E. 1971. Social change. Illinois: Scott, Fordsman and Company.

Taylor, J. G. 1989. From modernization to modes of production - a critique of the sociologies of development and underdevelopment. London: The Ipswich Book Company.

Thompson, J. D. 1967. Organizations in action. USA: McGraw-Hill.

Todaro, M. P. 1982a. Economic development in the Third World. 2nd ed. New York: Longman.

Todaro, M. P. 1982b. Economics for a developing world. Essex: Longman.

Todaro, M. P. 1983. The struggle for economic development. New York: Longman.

Toffler, A. 1970. Future shock. London: Pan Books.

Thompson, J. D. and McEwen, W. J. 1986. Organizational goals and environment : goal-setting as an interaction process. In People and organisations, by G. Salaman and K. Thompson (eds.). 7th impression. Hong Kong: Longman Group, pp. 155-167.

Thompson, K. and Tunstall, J. 1987. Sociological perspectives. New York: Penguin Books.

Turner, B. A. 1988. Connoiseurship in the study of organizational cultures. In Doing research in organizations, by A. Bryman (ed.). London: Routledge, pp. 108-122.

Turner, J. H. 1978. The structure of sociological theory. Revised ed. Illinois: The Dorsey Press.

Tyson, S. et al. (eds.). 1988. Appraising and exploring organisations. London: Croom Helm.

© Central University of Technology, Free State

Central University of Technology, Free State

Uphoff, N. 1985. Fitting projects to people. In Putting people first : sociological variables in rural development, by M. M. Cernea (ed.). New York: Oxford University Press, pp. 359-395.

Van der Kooy, R. J. W. (ed.). 1988a. Prodder's development annual 1988. Pretoria: Programme for Development Research.

Van der Kooy, R. J. W. 1988b. Development : mirage of miracle? Paper presented at the Society's biennial Conference, 6-8 July, on "Development : the human challenge", University of Durban-Westville, Durban.

Van Doorn, J. 1979. Organizations and the social order : a pluralist approach. In Organizations alike and unlike, by C. J. Lammers and D. J. Hickson (eds.). London: Routledge and Kegan Paul, pp. 61-75.

Van Dijck, J. J. J. 1974. Organisatie in verandering. Rotterdam: Universitaire Pers.

Van Nieuwenhuijze, C. A. O. 1968. Development : a challenge to whom? The The Hague, Netherlands: Mouton & Co. Printers.

Van Nieuwenhuijze, C. A. O. 1982. Development begins at home. Oxford: Pergamon Press.

Van Niewenhuizen, E. F. J. 1987. Organisasiekultuur. Referaat gelewer tydens IMP-seminaar, 1 Oktober.

Van Niewenhuizen, E. F. J. 1988. Kwalitatiewe en kwantitatiewe navorsing in organisasiekultuurbeoordeling. Referaat gelewer by die SASOV-kongres te Pretoria.

Varma, B. N. 1980. The sociology and politics of development : a theoretical study. London: Routledge & Kegan Paul.

Verhoeven, J. 1986. Sociologie van planmatige sociale verandering. Leuven: Acco.

Verster, J. R. 1981. Organisasie-kultuur en die waarde van kennis daarvan vir die werkstudiepraktisyn. Referaat gelewer voor die Algemene Jaarvergadering van die S.A. Instituut vir Organisasie en Metode (Tak Vrystaat), Bloemfontein, 23 April.

Vorster, J. H. 1986. Dependency. In Development is for people, by J. K. Coetzee (ed.). Braamfontein: Macmillan.

Vorster, J. H. 1989. Dependency. In Development is for people, by J. K. Coetzee (ed.). Expanded ed. Johannesburg: Southern Book Publishers, pp. 53-85.

© Central University of Technology, Free State

Central University of Technology, Free State

Wallace, R. A. & Alison, W. 1980. Contemporary sociological theory. London: Prentice-Hall.

Wallerstein, I. 1974. The modern world system I. New York: Academic Press.

Wallerstein, I. 1980. The capitalist world economy. London: Cambridge University Press.

Warner, M. (ed.). 1979. Organizational choice and constraint. Westmead: Saxon House, Teakfield Limited.

Watson, G. 1969. Resistance to change. In The planning of change, by W. G. Bennis et al. (eds.). New York: Holt, Rinehart and Winston, pp. 488-497.

Weber, M. 1949. The methodology of the social sciences. New York: The Free Press.

Weber, M. 1964. The theory of social and economic organization. New York: Collier MacMillan.

Webster, A. 1988. Introduction of the sociology of development. London: Macmillan.

Weeks, D. R. 1986. Organization theory - some themes and distinctions. In People and organizations, by G. Salaman and K. Thompson. 7th impression. Hong Kong: Longman, pp. 375-396.

Western, J. S. [s.a.] The problem of development and the role of sociology. The Australian and New Zealand Journal of Sociology, 11(1):55-59.

Westrum, R. and Samaha, K. 1984. Complex organizations : growth, struggle and change. New Jersey: Prentice-Hall.

Whimster, M. and Lash, S. (eds.). 1987. Max Weber, rationality and modernity. London: Allen and Unwin.

Wimberley, D. W. 1990. Investment dependence and alternative explanations of Third World mortality : a cross-national study. American Sociological Review, February, 55:75-91.

Woodward, J. 1970. Technology in organization. In The sociology of organizations. Basic studies, by O. Grusky and G. A. Miller (eds.). New York: The Free Press, pp. 273-290.

© Central University of Technology, Free State

Central University of Technology, Free State

Worseley, P. (ed.). 1987. Introducing sociology. Middlesex: Penguin Books.

Worthley, J. A. 1981. A perspective on the challenge of public management : environmental paradox and organizational culture. Academy of Management Review, 6(3):357-361.

Zaltman, G. 1973. General perspectives on social change. In Processes and phenomena of social change, by G. Zaltmann (ed.). USA: John Wiley and Sons, pp. 9-12.

Zaltman, G. and Duncan, R. 1977. Strategies for planned change. London: John Wiley & Sons.

Zatman, G. et al. 1973. Process and phenomena of social change. New York: John Wiley & Sons.

Zey-Ferrell, Mary. 1979. Dimensions of organizations : environment, context, structure, process and performance. USA: Goodyear Publishing Company.

UNPUBLISHED DOCUMENTS : QWAQWA DEVELOPMENT CORPORATION

Crause, Elsa J. et al. 1989. A report on an investigation into the Qwaqwa youth. Phuthaditjhaba: Department of Sociology, Uniqwa.

QQ News/News. Staff Newsletter of the Qwaqwa Development Corporation. 17 October 1989, no. 6; 1 December 1989, 1(7); 14 December 1989, 1(8); 2 February 1990, 2(1); 2 March 1990, 2:(2).

Qwaqwa Development Corporation Limited. [s.a.]. Lecturers manual. The Qwaqwa Centre for curriculum extension.

Qwaqwa Development Corporation Limited. [s.a.]. A. Manpower development strategies : current activities; B. Manpower development strategies : implementation of manstrat-recommendations.

Qwaqwa Development Corporation Limited. [s.a.]. Cabinet submission : the approach to external manpower development in the future.

Qwaqwa Development Corporation Limited. 1977. Balance sheet, income statement and report of the Corporation for the financial year 1976/77.

Qwaqwa Development Corporation Limited. 1978. Third annual report and financial statements.

© Central University of Technology, Free State

Central University of Technology, Free State

Qwaqwa Development Corporation Limited. 1979. Fourth annual report and financial statements.

Qwaqwa Development Corporation Limited. 1980. Fifth annual report and financial statements.

Qwaqwa Development Corporation Limited. 1981. Sixth annual report and financial statement.

Qwaqwa Development Corporation Limited. 1982. Seventh annual report and financial statement.

Qwaqwa Development Corporation Limited. 1983. Eighth annual report and financial statement.

Qwaqwa Development Corporation Limited. 1984. Eighth annual report and financial statements.

Qwaqwa Development Corporation Limited. 1985. Ninth annual report and financial statements.

Qwaqwa Development Corporation Limited. 1986. Annual report : "A decade of development".

Qwaqwa Development Corporation Limited. 1987. Annual report.

Qwaqwa Development Corporation Limited. 1988. Annual report.

Qwaqwa Development Corporation Limited. 1989. Annual report.

Qwaqwa Development Corporation Limited. 10 April 1989. Tendercommittee Meeting 03/89/75 : the approach to external manpower development in the future.

Qwaqwa Development Corporation Limited. 5 December 1989. Board Meeting no. 6/1989/86 : policy matters.

Qwaqwa Development Corporation Limited. 5 December 1989. Board Meeting no. 6/1989/86 : objective setting and reporting : organizational improvement.

Qwaqwa Development Corporation Limited. 5 December 1989. Board Meeting no. 6/1989/86 : objective setting and reporting : organizational improvement : cultural values survey.

Qwaqwa Development Corporation Limited. 5 December 1989. Board Meeting no. 6/1989/86. Objective setting and reporting : organizational improvement.

© Central University of Technology, Free State

Central University of Technology, Free State

Qwaqwa Centre for Curriculum Extension (QCCE). [s.a.] Education is the key.

Qwaqwa Centre for Curriculum Extention (QCCE). [s.a.] Motivation for the establishment of a centre for gifted children.

Qwaqwa-Ontwikkelingskorporasie Beperk. 10 April 1989. Tenderkomitee-vergadering 03/89/75 : toekomstige hantering van eksterne mannekrag-ontwikkeling.

Qwaqwa-Ontwikkelingskorporasie Beperk. 27 April 1989. Direksievergadering no. 2/1989/82 : QOK organisasie ontwikkeling.

Qwaqwa-Ontwikkelingskorporasie Beperk. 29 Junie 1989. Direksievergadering no. 3/1989/83 : beleidsaangeleentheid : organisasie verandering vir die QOK.

Qwaqwa-Ontwikkelingskorporasie Beperk. 1989. Hoof delegasies deur die QOK direksie aan komitees en die hoofbestuurder en deur die hoofbestuurder aan departementsbestuurders.

Qwaqwa-Ontwikkelingskorporasie Beperk. 1989. Hoof delegasies deur die QOK direksie aan die hoofbestuurder en deur die hoofbestuurder aan die bestuurder: menslike hulpbronne en afdelingshoofde - departement: menslike hulpbronne.

Qwaqwa-Ontwikkelingskorporasie Beperk. 1989. Hoof delegasies deur die raad aan die hoofbestuurder en deur die hoofbestuurder aan die divisionele bestuurder ontwikkeling en deur die divisionele bestuurder ontwikkeling aan die bestuurder sake-ontwikkeling en deur die bestuurder sake-ontwikkeling aan afdelingshoofde: departement sake-ontwikkeling.

Qwaqwa-Ontwikkelingskorporasie Beperk. 1989. Hoof delegasies deur die QOK direksie aan komitees en hoofbestuurder en deur die hoofbestuurder aan die bestuurder finansies en administrasie en afdelingshoofde: departement finansies en administrasie.

Qwaqwa-Ontwikkelingskorporasie Beperk. 1989. Memorandum : personeel-omsendbrief no. 18.

The Institute for Development Research, Development Bank of Southern Africa. 1987. Statistical abstracts on self-governing territories in South Africa. Sandton: Data Bank and Information Services, Development Bank of Southern Africa.

© Central University of Technology, Free State

ACTS OF THE REPUBLIC OF SOUTH AFRICA

Wette van die Republiek van Suid-Afrika - Swartes. Wet op die Bevordering van die Ekonomiese Ontwikkeling van Nasionale State, No. 46 van 1968.

Act 11 of 1984 (as amended). To provide for the continued existence of the Qwaqwa Development Corporation Limited; the establishment of other corporations so as to promote and carry out the economic development of Qwaqwa and its peoples in the agricultural, commercial, financial and industrial fields and mining; to exploit natural resources; to amend the Promotion of the Economic Development of National States Act, 1968; and to provide for matters incidental thereto.

---oOo---

© Central University of Technology, Free State

Central University of Technology, Free State

Qwaqwa Development Corporation Ltd
Koporasi Ya Ntshetsopele Ya Qwaqwa
Qwaqwa-Ontwikkelingskorporasie Beperk

(Constituted under Act No 11 of 1981
(E Thehilwe Tlasa Molao Nr 11 wa 19
(Ingestel Kragtens Wet Nr 11 van 198

WITSIESHOEK

L E DU TOIT

BO 8
DAGLÊER

27 November 1990

MNR H A LOUW
POSBUS 1881
WELKOM
9460

Geagte Monoor Louw

Hiermee word toestemming deur die Qwaqwa-Ontwikkelingskorporasie Beperk aan u verleen dat daar navorsing gedoen kan word binne die Korporasie.

Verder word ook toestemming verleen dat die inligting verkry bekend gemaak kan word in die algemeen nadat die Bestuur die geleentheid gehad het om 'n insae te hê in die navorsings resultate.

Die uwe

L E DU TOIT
HOOFBESTUURDER

/rz
(Y004)

Directors/Direkteure: H S Marais (Chairman/Voorsitter) Dr F H le Roux P C Lantig M A Molefe S P Mophuting T P van Wyk

© Central University of Technology, Free State