IS THE COMPOSITION OF STAFF WITHIN TYGERBERG ADMINISTRATION IN TERMS OF EMPLOYMENT EQUITY, REPRESENTATIVE OF THE DEMOGRAPHICS OF THE WESTERN CAPE FROM 05/01/2000 – 31/12/2001?

BY

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DECLARATION

I, the undersigned declare that the work contained in this dissertation is my own original work and that I have not previously in its entirely or in part submitted it at any university for a degree.

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Student No.: …………………………………………………………….

Date: ……………………………………………………………

ABSTRACT

The shift from an ethnocentric, monocultural society to a more inclusive and democratic society should be accompanied by a national policy providing equal access to resources in a proactive, affirmative manner. This can be achieved in one of the two ways, either through equal employment opportunity or Affirmative Action. Affirmative Action is a specific intervention directed toward ensuring that employment opportunities are created by actively correcting imbalances caused by past discrimination and achieving employment targets. Equal employment opportunity implies an absence of discrimination, whereas Affirmative Action denotes compensatory discrimination in favour of disadvantaged groups.

Affirmative Action is a supplement to, rather than equivalent to equal employment opportunities in that equality cannot be a genuine option where the effects of previous discriminatory practices have not been redressed. In an equal opportunities system, not all persons have the same chance of achieving the desired goal, but all are provided with equal means to achieve it. The unequal outcome of such a system is caused by the unequal skills for talents of the past discrimination, especially in terms of education and experience. All the Directors of Tygerberg Administration who responded to the questionnaires supported this and all of them agreed that training is necessary for all employees, especially the previously discriminated groups. The primary objective of Affirmative Action can therefore said to be the adequate advancement of disadvantaged groups for the purpose of securing equal rights, freedom and opportunities.

Equal employment opportunity is seen as a passive agreement on the part of the employer not to discriminate against any particular group. Employers adhering to the principle of equal employment opportunity evaluates candidates for employment according to performance criteria which relates directly to the requirements of a particular position. Affirmative Action seeks to go beyond equal employment opportunity in that it recognises that, when members of disadvantaged groups constitute only a small percentage of the labour pool, passively providing equality of opportunity will not suffice in overcoming the effects of previous discriminatory employment practices. Affirmative Action employers are therefore given the mandate to identify and remove the barriers to the employment of those under-represented in the workplace. Merely removing the present obstacles to equality does not necessarily ensure equality between groups since the effects of previous discrimination need to be actively redressed.

It can be noted that equal employment and Affirmative Action programmes should not be equated with each other as they imply different approaches to overcoming the effects of previous discrimination. Affirmative Action is said to be a supplement to, rather than the equivalent of equal employment opportunity, in that it is required to eliminate the barriers to real equality in the workplace. In this regard, it is essential to point out that Affirmative Action programmes are a means to an end, namely equal employment opportunity, and should not

continue after this end has been achieved. Due to the similarity between the two terms, Affirmative Action and equal employment opportunity are often equated with one another when, in essence, they have different meanings.

From the information gathered for this research it was clear that not many Blacks were employed in management and supervisory positions of the City of Tygerberg. The research revealed that despite adopting the Agreement on Affirmative Action and equal employment practice of the National Labour Relations Forum for Local Government as its policy framework, the Tygerberg Administration had not succeeded in meeting most of its obligations in terms of the above mentioned policy framework. This is largely ascribed to problems experienced with the implementation of equal employment and Affirmative Action programmes within the local authority.   The methods of communicating these programmes to especially its lower category of disadvantaged employees to participate in training opportunities to improve their working skills, were not capitalised on. There was an unequal distribution of skills due to the effects of past discrimination, especially in terms of education. Active steps therefore need to be taken to ensure that the intentions of the local authority with repect to equal employment and Affirmative Action are implemented efficiently and effectively.

ACKNOWLEDGEMENT

CHAPTER 1

INTRODUCTION

1.1   STATEMENT OF THE PROBLEM

Is the composition of staff within the Tygerberg Administration in terms of the Employment Equity Act, representative of the demographics of the Western Cape from 5 January 2000 to 31 December 2001?

1.2.   HYPOTHESIS

The Tygerberg Administration is not representative in terms of the Employment Equity Act. The following assumptions contribute to non-representation in the managerial echelons of Tygerberg Administration:

- Absence of mentorship programmes

- Language barriers

- Recruitment practices

- Lack of experience and expertise

- Non-performance of the Employment Equity Officer

- Lack of training

- Reluctance to accept/introduce changes

1.3   LITERATURE REVIEW

Mr Keith Lackay conducted similar research in 1998 but his focus was only on the Housing Department within the Tygerberg Administration. This researcher, however, feels that this did not give a true representation of the Tygerberg Administration. This study will also be within the Tygerberg Administration but the focus will be on the Tygerberg Administration as a whole in order to prove her hypothesis that Tygerberg Administration is not representative in terms of the Employment Equity Act (Act 55 of 1998). *Cronje, 1997* also conducted a survey on Affirmative Action within the City of Cape Town (now known as the Cape Town Administration). He recommended that further research should be conducted on the feasibility of confining the implementation of Affirmative Action to a set period of time. *Eide (1991: 4)* sees the objective of Affirmative Action as an adequate advancement of disadvantaged groups for the purpose of securing equal rights, freedom and opportunities. This is supported by *Maphai (1989:1)* when he states that equal employment opportunity implies an absence of discrimination. On the other hand he also sees Affirmative Action as denoting compensatory discrimination in favour of the disadvantaged groups.

Klingner (*1980:355*) argues that Equal Employment Opportunity is a passive agreement on the part of the employer not to discriminate against any particular group. Affirmative Action, however, seeks to go beyond Equal Employment Opportunity in that it recognises that, when members of disadvantaged groups constitute only a small percentage of the labour pool, passively providing equality of opportunity will not suffice in overcoming the effects of previous discriminatory employment practices (*Holloway,* in *Blanchard & Crosby, 1989:16*). Affirmative Action employers are therefore given the mandate to identify and remove the barriers to the employment of those under-represented in the workplace. In this regard, *Innes* (in *Innes, Kentridge & Perold, 1993:8*) state that Affirmative Action does not constitute unfair preferential treatment, but rather those active steps taken to remove obstacles preventing disadvantaged groups from advancing into positions previously denied to them.

In light of the above, the researcher has decided to do further research on Employment Equity focusing on a different Administration.

This research aims to prove the assumption that Tygerberg Administration is not representative in terms of the Employment Equity Act. This will enable the reader to understand that there is still a problem in the application of these programmes within the Administration. *Cronje* did not look at the numerical goals, which the researcher feels is the cornerstone of representation.

1.4 OBJECTIVES OF THE STUDY

In order to examine the extent to which the Tygerberg Administration is demographically representative of the Western Cape population, and to establish what progress has been achieved in attaining the set target of the organization, based on race and gender representivity, this research will endeavour to:

- Provide a historical background to the study as a framework of understanding the essence of the study.
- Examine the institutional setting of the Tygerberg Administration.
- Investigate the numerical goals of the Tygerberg Administration.
- Examine the criteria used for selection and promotion by the Tygerberg Administration.
- Investigate Affirmative Action measures, including special accommodation measures followed by the Tygerberg Administration.
- Look at general matters pertaining to the Employment Equity Act.
- Examine training criteria and development programmes and the extent of their implementation.

1.5 RESEARCH METHODOLOGY

The study included a survey consisting of structured questionnaires given to the Director of each directorate,

the head of each department, the Employment Equity Officer and 20 employees below post level 10. The latter employees were to have been selected randomly but because of the fact that they did not believe that the survey was for study purposes, employees were reluctant to participate and, as a result, the researcher only approached those she knew very well. An interview with the Chief Executive, *Mr Dave Wilken,* was also conducted who gave his verbal permission to continue with the research. The questionnaires were e-mailed and faxed and some were hand delivered. The officials were given four weeks in which to complete and return the forms; thereafter the researcher telephonically reminded those whose forms were still outstanding to kindly return them as soon as possible.

As far as the employees are concerned, the researcher personally explained the content and the purpose of the questionnaires to them and assisted them to complete the forms where necessary. It was necessary for the researcher to translate the forms from English to Xhosa for communication purposes and to fill out the necessary information on their behalf.

1.6.   SIGNIFICANCE OF THE STUDY

The relevance of this research is in line with all current legislation that was implemented to redress the imbalances of the past, e.g. Labour Relations Act (Act 66 of 1995), Skills Development Act (Act 97 of 1998), Basic Conditions of Employment Act (Act 75 of 1997), and the Constitution of the Republic of South Africa (Act 108 of 1996). These Acts were studied and analysed and related to the research.

It is envisaged that the impact of this research will force Tygergerg Administration to restructure and accommodate the designated groups in their organizational structures.

1.7   OUTLINE OF STUDY

 Chapter 1 deals with the following:
- Statement of the Problem
- Hypothesis
- Literature Review
- Objectives of the Study
- Research Methodology
- Significance of the Study
- Outline of the Study.

 Chapter 2 deals with:
- Introduction

- Historical Background of Employment Equity

- Perceptions of Affirmative Action

- Meaning of Affirmative Action

- Black Advancement

- Management of Diversity

Chapter 3 looks at Affirmative Action as a Means to Achieve Equal Employment Equity at Local Government level and is divided into the following sub-topics:

- Introduction

- Local Government

- Definition of Local Government

- The Role of Local Government

- Participation

- Provision of Services

- Tygerberg Administration

- Governance and Administration

- A Dedicated Council

- Corporate Services

- Human Resource Management

- Need for Affirmative Action as a Means to Achieve Employment Equity at the Tygerberg Administration

- Discrimination

- Rapidly Changing Environment

- Relationship of the Local Authority with the External Environment

- External Pressures for Change

- Traditional Response to Change

- Required Response to Change

- Conclusion.

Chapter 4 deals with the Management of Change and Human Resources Development and is divided into the following topics:

- Introduction

- Resistance to Change

- Strategies for Overcoming Resistance to Equal Employment

- Education and Communication strategy

- Participation Strategy

- Negotiation Strategy

- Manipulation Strategy

- Facilitation Strategy

- Organisational Development

- Development of Human Resources

- Recruitment and Selection

- What is Recruitment and Selection?

- Recruitment and Selection Processes

- Application Blank

- Weighted Application Blank

- Methods

- Recruitment and Selection and the Law

- Organisation and Social Environment

- Successive Hurdles

- Avoiding Gimmicks

- Recruitment and Selection Procedures

- Conclusion

Chapter 5 deals with conclusion and findings.

CHAPTER 2

EMPLOYMENT EQUITY

2.1   INTRODUCTION

2.1.1.   Historical Background of Employment Equity

The shift from an ethnocentric, monocultural society to a more inclusive and democratic society should be accompanied by a national policy providing equal access to resources in a proactive, affirmative manner. According to *Sonn (1993:30)* this can be achieved in one of two ways, either through equal employment opportunity or Affirmative Action. Equal employment suggests that all individuals shall enjoy equal access to employment regardless of race, gender, age, physical handicap, or the like. Affirmative Action, on the contrary, is a specific intervention directed towards ensuring that employment opportunities are indeed equal by actively correcting imbalances caused by past discrimination.

Maphai (1989:1) elaborates this distinction by stating that equal employment opportunity implies an absence of discrimination, whereas Affirmative Action denotes compensatory discrimination in favour of black people, namely Africans, Coloureds and Indians as well as women and people with disability (disadvantaged groups). It is further argued that Affirmative Action is a supplement, rather than an equivalent, to equal employment opportunity in that equality cannot be a genuine option where the effects of previous discriminatory practices have not been redressed. *Faundez (1994:88)* supports this by pointing out that, in an equal opportunities system, not all persons have the same chance of achieving the desired goal, but all are provided with equal means to achieve it. The unequal outcome of such a system is caused by the unequal skills or talents of the participants as a result of the effects of past discrimination, especially in terms of education and experience. All 5 of the directors (100% of the respondents) and all 6 heads of department (100% of the respondents) supported this when they agreed that training is necessary for all employees, especially the previously discriminated groups. The primary objective of Affirmative Action can therefore be said to be the adequate advancement of disadvantaged groups for the purpose of securing equal rights, freedom and opportunities *(Eide,* in *ANC Conference, 1995: 86).*

The above was supported by the findings of research conducted by *Cronje* (*1997:15*) as well as the writer of this dissertation who found that 80% (32) of the respondents agreed that Affirmative Action is one of the most adequate tools to advance disadvantaged groups. The respondents expressed agreement with the statement that Affirmative Action is essential in achieving equal employment opportunities in municipal departments.

Klingner & Nalbandian (1980:355) describe Equal Employment opportunity as a passive agreement on the part of the employer not to discriminate against any particular group. Employers adhering to the principle of equal employment opportunity evaluate candidates for employment according to performance criteria which relates directly to the requirements of a particular position. However, 5 (50%) of the respondents from the generally disadvantaged employees have expressed their concern that the level of academic qualifications and more experience than is really needed, are required for the posts advertised.

Affirmative Action seeks to go beyond equal employment opportunity in that it recognises that, when members of disadvantaged groups constitute only a small percentage of the labour pool, passively providing equality of opportunity will not suffice in overcoming the effects of previous discriminatory employment practices *(Holloway,* in *Blanchard & Crosby, 1989:16).*

The employers who must practice Affirmative Action are therefore given the mandate to identify and remove the barriers to the employment of those under-represented in the workplace. In this regard, *Innes (in Innes, Kentridge & Perold,1993:8)* states that Affirmative Action does not constitute unfair preferential treatment, but rather those active steps taken to remove obstacles preventing disadvantaged groups from advancing into positions previously denied to them. It is stressed that equal employment policies are not adequate in providing equality of opportunity in a society where discrimination has prevailed. As a result 9 (80%) of the respondents from the top officials (Directors and heads of departments) indicated that they do not agree with the recruitment and selection policy as highlighted in the Employment Equity Act (Act 55 of 1998). Merely removing the present obstacles to equality does not necessarily ensure equality between groups since the effects of previous discrimination need to be actively redressed. The need for Affirmative Action as one of the strategies for enhancing equality of opportunity is well illustrated by the following excerpt:

> "Two world class runners begin the gruelling human test of trying to run a sub-four-minute mile. Two minutes into the race, officials observe that one runner, falling far behind, still has running weights on his ankles. They stop the race and hold both runners in their tracks. The weights are removed from the runner far behind, the official refires the starting gun, and both runners continue from the points where they were when the race was stopped. Not surprisingly, the runner who runs the entire race without the ankle weights comes in with a sizeable lead" (*Van der Merwe, 1994:1).*

From this, one can deduce that introducing preferential treatment for the disadvantaged runner can only reduce the imbalance caused by the unfair advantage being granted to the other runner. The emphasis is not on bringing both runners back to the starting point and thereby nullifying the benefits gained by the unshackled runner. Rather, the emphasis is on implementing special, positive measures to enhance the innate abilities

and skills of the disadvantaged runner (for example, through training or special exercises). In such a way, the imbalance between the two runners is reduced, enabling both to compete on a more equal basis.

It can be noted that equal employment and Affirmative Action programmes should not be equated with each /other as they imply different approaches to overcoming the effects of previous discrimination. According to most authors, Affirmative Action is a supplement to, rather than the equivalent of equal employment opportunity, in that it is required to eliminate the barriers to real equality in the workplace. In this regard, it is essential to point out that Affirmative Action programmes are a means to an end, namely equal employment opportunity, and should not continue after this end has been achieved. Due to the similarity between the two terms, Affirmative Action and equal employment opportunity are often equated with one another when, in essence, they have different meanings. For this reason, it is necessary to clarify the meaning of Affirmative Action in order to avoid the misconception that it is a synonym of employment equity.

2.1.2   Perceptions of Affirmative Action

The system of separate development enforced in South Africa during the apartheid era was unacceptable to the rest of the world as it resulted in a situation where certain population groups and certain categories of persons in communities were classified according to race. With the transition of this society from a previously discriminatory system towards a system that upholds principles such as democracy, non-racialism and non-sexism, there is often a concomitant search for methods of overcoming the lasting effects of inequalities caused by discrimination. In this context, many refer to the disadvantages suffered by the victims of previous discrimination and the need to grant these persons special treatment as a way of compensating for past wrongs and of enhancing equality in society.

Affirmative Action is a form of intervention undertaken with the express purpose for redressing the wrongs of previous discrimination and of promoting equality of opportunity for all categories of persons irrespective of race, gender, ethnicity, physical handicap, or age. In this regard its purpose is the same as that of equal employment opportunity, except that Affirmative Action is a measure used to achieve equal employment. Affirmative Action has been implemented by several countries such as the USA to achieve this purpose, yet it has taken on a number of different forms depending on the particular circumstances of a country.

2.1.3   The Meaning of Affirmative Action

 Affirmative Action is a controversial term and the confusion which often surrounds the meaning, derives in significant part from the vast array of policies and practices associated with the term. Affirmative Action has

different meanings for different people. For instance 9 out of 10 (90%) general employees interviewed indicated that employment equity is Affirmative Action in disguise, whereas all 5 (100%) heads of departments and all 6 (100%) directors agree that there is a difference between the two terms.

For some, it implies the general elimination of discrimination and the application of the merit principle when making employment decisions. For others, Affirmative Action means equal results or the redressing of wrongs caused by the past discrimination. In this instance, reference is made to specific groups and to specific measures aimed at reducing the backlog of these groups educationally and politically (*Editorial. "A New Constitutional Dispensation, 1991:2*). Thus, when defining Affirmative Action, a distinction can be made between those passive attempts to promote employment equity through the elimination of discrimination and those special measures adopted to rectify social inequalities and thereby redress the disadvantages that designated groups have suffered due to past discrimination.

Klug (1991: 323 - 324) states that Affirmative Action, in general terms, is the consciousness of race or gender in an active attempt to overcome the effects of a history of discrimination. The overlying objective of affirmative action is therefore regarded as being the attainment of equality in society that is real and not illusory. *Gawana (in ANC Conference, 1991:63*) adds that Affirmative Action aims at creating a balanced service whereby members of the disadvantaged groups are placed in positions they would have occupied had it not been for discriminatory practices that put them at a disadvantage to other groups in society.

Affirmative Action, therefore, comprises preferences given to members of designated groups, typically defined by race or gender, and is held to be justified because members of such groups have been discriminated against in the past due to the imposition of unreasonable distinctions *(Andrews, 1992:37). Rosenfeld (1991:42)* elaborates by stating that Affirmative Action entails those active attempts to bring members of underrepresented groups into a higher degree of participation in society. This can be achieved by stimulating challenges to:

- the distinct adherence to the traditional system of merit;
- the convention of promotion by seniority; and
- the disproportionate representation of certain groups at various level of employment (*Hays & Kearney, 1990: 178*).

Gumbi (1993:33) argues that Affirmative Action should be regarded in a positive manner as it involves the empowerment of the whole society, not only of disadvantaged groups as in the case of black empowerment that only focuses on blacks. In addition there is belief that Affirmative Action is based on characteristics such

as race and gender simply because these categories of persons have been denied equal access to benefits on that basis. Therefore, until the "playing field" has been levelled, the exclusion criterion has to be used as the inclusion criterion. *Klug (1991:323)* supported the notion when he wrote that the guarantee of equality in the constitution would remain discredited unless it included measures to redress the effects of past discrimination.

DuBrin (in Cronje, 1997:4) also supports the above statements by stating that Affirmative Action consists of complying with anti discrimination laws and correcting past discrimination practices. There are many forms of discrimination, yet the purpose of this paper is to look at a particular form of discrimination, namely that which pertains to jobs within the Tygerberg Administration. In this regard, *Baron (in Cronje, 1997:4)* states that the kind of discriminatory practices of greatest concern to many human relations experts are those practices known as "job discrimination". He describes job discrimination as discrimination that includes reluctance to hire persons belonging to certain groups, failure to promote them, and attempts to pay them less than other employees are paid. He expands on this description when he states that an Affirmative Action programme is one implemented by an employer to eliminate job discrimination in all phases of employment, and under which employers actively recruit, employ, train, and promote minorities and women against whom the employer might have discriminated in the past and which led to their being under-represented. For instance, within the Tygerberg Administration, out of six directors there is only one black male, no Coloureds or Indians at all, and not even one female. Out of nine heads of departments, there are no black males, only one black female and no Coloureds and Indians at all as of December 2000.

Starling (1982:511) also reminds us that a clear distinction must be drawn between equal employment opportunity and Affirmative Action. He asserts that equal employment opportunity refers to an organisation looking for the best applicant available in terms of the existing personnel standards, regardless of race or gender. Affirmative Action, on the other hand, refers to an organisation taking every necessary step to appoint and promote those groups previously barred from certain positions. From this distinction it implies that equal employment opportunity alone does not address imbalances of the past, and that a concerted effort, such as Affirmative Action, is necessary.

Klingner and Nalbandian (1993:122) state that Affirmative Action is oriented more towards the value of social equity. The criteria relating to women and minorities in South Africa are distinctly different because of the political situation prior to the 1994 democratic election. At the time, women of different races were treated differently. The reference to minorities is also not appropriate since the persons against whom discrimination was aimed at in South Africa belong to the majority of the population. In demarcating the beneficiaries of Affirmative Action, there is usually disagreement with regards to who should be targeted by such programmes.

For this reason, it is necessary to briefly summarise the criteria used in identifying the beneficiaries of Affirmative Action. In an attempt to guard against claims of reverse discrimination and to reduce potential conflict between groups in society, *Klug (1991: 324)* advised that Affirmative Action programmes avoid any reference to race, gender, ethnicity, age, or physical handicap. The beneficiaries of Affirmative Action will be referred to as "disadvantaged groups". To be regarded as a disadvantaged group, three criteria of significance apply, namely:

- the group constitutes a recognised social group;
- the group has been in a position of perpetual subordination; and
- the political power of the group has been severely circumscribed in the past *(Klug, 1991:324).*

The agreement on Equal Employment Practice and Affirmative Action signed by members of the National Labour Forum for Local Government (*1994:4*) stipulates that the term "disadvantaged" refers to any person(s) who has been deprived of rights, career opportunities, training, job advancement, or has been subjected to discrimination as a result of race, ethnicity, gender or disability.

The Draft White Paper on the Transformation of the Public Service (*1995:13*) stipulates in more specific terms that the beneficiaries of Affirmative Action be black people, women in general, and people with disabilities. This is also cited in the Equal Employment Act of 1998. Thus, it can be deduced that the beneficiaries of Affirmative Action are those groups in society who are at a disadvantage to other groups due to previous discrimination. Affirmative Action can therefore be described as comprising positive, remedial steps adopted by employers in an attempt to redress historic inequality and injustices.

Furthermore, Affirmative Action should be conceived as part of a wider programme of employment equity, which seeks to remove discriminatory employment practices and, in so doing, create a workplace, which adequately reflects the diverse nature of the wider population. In describing methods of ensuring increased representivity in public institutions, it has been pointed out before that many refer to employment equity, Affirmative Action and black advancement as interchangeable terms. For this reason, it is necessary to explore the concept "black advancement" in order to ascertain whether it can be used as a synonym for both employment equity and Affirmative Action.

2.2   BLACK ADVANCEMENT

The literature on employment equity and Affirmative Action reveals that black advancement and both employment equity and Affirmative Action are regarded as similes. Those proponents of black advancement

argue that, unless specific attention is focused upon advancing black employees within public institutions, the ideal of equal opportunities will not be realised (*Charoux, 1990:181*). *Bayat and Wissink (*in *Bayat & Meyer, 1994:281*) contend that a democratically elected government needs to ensure that the factors hindering the advancement of blacks, such as low educational levels and discriminatory employment practices, are removed. As such, black advancement programmes are basically a form of employment equity and Affirmative Action designed to redress the past disadvantages suffered by blacks due to discrimination (*Innes, in Innes et.al., 1993:4).* It is also the objective of black economic empowerment to redress the imbalances caused during apartheid. Black advancement's focus is only on blacks and not on all designated groups as specified by the Employment Equity Act of 1998. These groups include black people, females generally and people with disabilities.

Those in favour of black advancement contend that the need for this therefore should not only be seen in the light of political changes, but should also be regarded as a proactive response to future manpower needs in the public sector. It is necessary to ensure that sufficiently qualified black persons are available to fill the management vacancies. Development therefore will precede advancement, thereby reducing the likelihood of lowered standards. Despite the apparent need for black advancement, many institutions have not responded adequately to the challenge of advancing blacks into management positions. Where black advancement programmes have been introduced, these have generally been characterised by:

- an expensive focus on the advancement of only a few individuals; and/or
- the absorption of blacks into an essentially unchanged, aerometric organisational culture *(Innes et.al. 1993 : 5*).

Those equal employment opportunities and Affirmative Action programmes which seek to advance a few black employees in order to 'de-racialise', yet keep intact the existing structural inequalities are likely to fail for several reasons. Firstly, such programmes will not result in the redistribution of wealth as the focus remains essentially on maintaining the *status quo*. Secondly, economic growth is not likely to be promoted through such programmes, as organised labour will be fundamentally opposed to their top-down nature (*Innes et.al. 1993:5)*

Apart from the inherent weaknesses in black advancement programmes as mentioned above, several people who regard it as racially discriminatory and inflammatory frequently oppose the term "black advancement". It is argued by several authors that equal employment opportunities and Affirmative Action in this sense constitute reverse discrimination since they serve to give a certain section of the population an advantage over other sections. Furthermore, black advancement is too exclusive in that it precludes preferential treatment for other

categories of persons that may also have suffered the effects of past discrimination. In response to such arguments against black advancement, *Louw (in Adams, 1993:153)* points out that the problems relating to inequality in South Africa, such as unemployment and a poor quality of education, directly affected blacks. For this reason, it is stated that special attention should be devoted to the development and advancement of blacks to overcome these inequalities. *Charoux (1990:16)* added that cognisance should be taken of the fact that the case of the potential black manager within the institution is different and needs to be treated as such.

Black employees frequently perform at a lower level than their counterparts, not because they are inherently inferior, but because their background has rendered them at a disadvantage. It was found in the research of this dissertation that 80% of the employees operating at a lower level are from the designated groups, whereas 90% of the top officials are white males with very few white females. Thus, it is argued that special measures need to be adopted to advance the educational attainment, training, and development of black employees.

Charoux (1990:13) proposes an organisational entry decision that outlines three basic phases designed to facilitate the integration of the black potential manager into the core of the institution. These phases can be identified as:

- the preparation of the environment : to make the environment conducive for blacks. In some cases the requirements of the job makes it difficult for the blacks to fit into the job. For instance when a managerial position arises and the requirement is five years experience in a managerial position, it is difficult for people who were disadvantaged because they never had exposure in that field.
- identification of potential and qualifications: there are blacks that are highly qualified but because of the lack of experience it is difficult for them to get to the top positions.
- integration of training and development: this will enable them to have the necessary skills.

The aim of all three is to focus the attention of current management officials of the Tygerberg administration on interim policies, practices and procedures and to take active steps to enable the black employee with management potential to be advanced into a position of responsibility.

Human and Shaw (in Human 1991:1 - 2) criticise the black advancement model of Affirmative Action in that such programmes are often designed specifically to overcome the perceived deficiencies in existing or potential black managers. For this reason, this approach is frequently referred to as the "deficit" model of Affirmative Action. This model promotes the perception that the fundamental cause of the underperformance

of blacks is a lack of skills, thereby necessitating training and development. Implicit in this approach is the idea that the major obstacles to the development of blacks emanate from their culture. To support this view, statistics are often cited relating to differential educational provision and cultural differences as the main cause of underperfomance (*Charoux, 1990:11 - 12*).

Nzimande (1986:105) points out that despite statements of commitment from management to black advancement, the number of black employees in managerial and skilled occupational categories remains extremely low. The most common problems identified by management to justify this slow progress include *inter alia* the education backlog, inappropriate experience, and cultural barriers. However, the inherent problems of the black advancement programmes themselves are usually overlooked. These problems are:

- exclusion of black employees from the design of black advancement programmes resulting in a lack of credibility;
- the perception of paternalistic attitudes on the part of management; and
- the perception on the part of black employees that such programmes exclude the bulk of the workforce and therefore only succeed in promoting a black elite.

From the above, it is apparent that black advancement is a form of equal employment opportunity and Affirmative Action which limits its focus specifically to blacks. There are various arguments in favour of black advancement; yet, caution needs to be exercised in adopting this so-called deficient model of Affirmative Action, as it tends to over-emphasise the deficiencies of blacks as justification for restricting preferential treatment to this category only. Another associated pitfall of this approach is that its focus is too limited in terms of the beneficiaries of equal employment opportunities and Affirmative Action and therefore tends to be exclusory and possibly even discriminatory.

Thus, it is suggested that there be a movement away from the tendency to equate Affirmative Action and/or equal employment opportunities with black advancement, as the latter is merely an option to be followed in implementing equal employment opportunities and/or Affirmative Action, and as such should not be regarded as the only alternative available when planning for Affirmative Action.

With the introduction of increasing numbers of disadvantaged groups in institutions due to equal employment opportunities and Affirmative Action efforts, a noticeable result is the diversity that evolves in terms of culture and background in the workplace. It is this trend that has increased the popularity of the concept of "managing diversity" and, to avoid possible confusion concerning the relation of this concept to equal employment and/or Affirmative Action, it is necessary to describe and explain it.

2.3   MANAGEMENT OF DIVERSITY

In response to the pitfalls of the black advancement of equal employment opportunities and/or Affirmative Action, there has been a tendency to move towards an emphasis on the management of diversity. *Magwaza (1991:7)* writes that Affirmative Action involves an active attempt to diversify the workforce and, in so doing, optimise the long-term viability of institutions. With such attempts to achieve diversity in the workplace, there is a concomitant need for officials in management positions to understand and accept the potential contribution of different cultures and traditions. Most people interviewed are of the opinion that the management of diversity is the main objective of Affirmative Action and/or equal employment opportunities. *Wiggill (1994:13)* defines managing diversity as a means of achieving employment equity in that it serves to enhance inclusivity within the institution. The motivation is therefore to transform a homogenous institution into an inclusive diversified one which will contribute to the continued sustainability of the institution. *Venter (1994:28)* concurs and writes that the success of Affirmative Action and/or equal employment opportunities lies in the ability to understand and accept cultural differences and to break down the barriers between a dominant Western culture and a marginalised African culture. This approach demonstrates a movement away from the attempt to incorporate Affirmative Action and/or equal employment opportunities beneficiaries into an organisational culture reflecting the values and norms of the dominant group in that it recoginses the value of diversity. *Sachs (*in *Adams, 1993:115)* is of the opinion that diversification of the workforce is imperative for the following reasons:

- in order to ensure public confidence in the institutions serving them;
- in order to ensure that the diverse needs, languages, and priorities of the public are adequately represented in the institution and attended to by those employees most in touch with their expectations; and
- in order to enable the talents and life experiences of various individuals to enrich the functioning of the institution.

*Fuhr (*in *Innes et.al., 1993:90 - 91)* supports the above argument and writes that the institution should concentrate on the recognition of diversity and should not be consumed by a search for commonality. The quest for determining shared values and common goals is said to be vulnerable to a process of manipulation whereby members of disadvantaged groups are co-opted into assimilating the values of the dominant group. Managing diversity is therefore not about adopting a paternalistic attitude towards members of disadvantaged groups and attempting to win "them" around to "our" way of thinking. Rather, it is about each individual making a contribution on merit, whereby the whole is greater than the sum of the parts (*Human & Bowmaker-Falconer, 1992:29).*

Rosmarin (1992:35) developed a model that makes possible a deeper understanding of the key issues encompassed by the management of diversity. This model has a threefold focus, namely the personal, interpersonal, and organisational level in managing diversity. At the personal level, managing diversity entails the initiation of a more active examination of the impact of cultural differences on individual behaviour. Probing at the interpersonal level, he goes further to thoroughly dissect the interrelations between employees, especially where cultural, racial, or gender differences prevail. This includes a critical examination of prejudices and stereotypes in an attempt to overcome the negative effects thereof on performance. Finally, at the organisational level, there is an attempt to identify those policies, systems, and practices, which serve as barriers to organisational change and replacing these with plans aligned with a strategic commitment to valuing diversity. The move toward managing diversity is commendable in that it represents a commitment to understanding and accepting diversity. However, while this is an improvement on the "melting pot" approach which advocates a single organisational culture, managing diversity is yet another import of the United States which seems to comprise a substitute for a more direct involvement with addressing racism and sexism in the workplace (*Charlton & Van Niekerk, 1994:91 - 92*). The managing diversity approach often fails to address prejudice and thereby serves to treat the symptoms of underperformance rather than the underlying causes. The proposed way forward is to accept as a long-term process the critical examination of past errors, and to develop strategies to enhance areas of success.

Whilst any official in a management position may do well to develop a respect for and understanding of various cultural groupings within the institution, this should not preclude an assessment of strengths and weaknesses in performance on an individual basis. It is therefore stressed that management officials need to familiarise themselves with and manage subordinates as individuals and not merely as members of a particular cultural grouping. In this way, respect for diversity can be engendered whilst simultaneously guarding against negative expectations of group performance due to stereotypes. Thus, it can be deduced that, while managing diversity has its advantages, institutions contemplating equal employment opportunities and/or Affirmative Action need to take cognisance of their associated problems. In a culturally diverse institution it may be beneficial to recognise and affirm the benefits of diversity, yet care should be taken to avoid categorising employees according to the cultural groupings to which they belong. In this regard, it is advisable to adopt a mindset which fosters receptivity while not ignoring the real disadvantages experienced by certain groupings within the institution due to past discrimination.

The crux of this paper is to determine if the Tygerberg Administration complied with the definition of employment equity. Tygerberg Administration falls within the local government sphere and it is imperative therefore to look first at what local government is.

2.4   CONCLUSION

This chapter has served to highlight several important issues with regards to the meaning and implications of Affirmative Action. A brief description of the historical background of Affirmative Action reveals that Affirmative Action can take on various forms depending on the particular circumstances. This emphasises the need for public sector institutions, such as local authorities, to identify the possible alternatives in planning for Affirmative Action and to select the alternative best suited to the conditions at local government level.

In attempting to define Affirmative Action, it was found that confusion and lack of clarity often surround the term. From the view of various authors as well as the results of the research questionnaire, it was asserted that Affirmative Action comprises specific and remedial measures taken by employers to redress the inequalities caused by previous discrimination and to make equality of opportunity a reality. In respect of the relation between Affirmative Action and equal employment opportunity it was proved that the two terms couldn't be equated with each other in a simplistic manner. Rather, Affirmative Action should be regarded as a necessary supplement to equal employment opportunity in that equality in the workplace only becomes possible when active interventions are undertaken to overcome inequalities between categories of employees.

As regards to black advancement, certain authors argued that the ideal of equal employment opportunities will only be realised if specific attention is devoted to advancing black employees. These proponents of black advancement tend to equate the term with Affirmative Action. However, it was concluded that black advancement is merely a specific and rather restricted application of Affirmative Action. It was also noted that black advancement is frequently referred to as the "deficit" model of Affirmative Action in that it focuses too extensively on the perceived deficiencies of black employees. It was also pointed out in this chapter that black advancement should be avoided as a synonym for Affirmative Action, since it is perceived as racially discriminatory and inflammatory in its application. It is therefore suggested that the term "disadvantaged groups" be used to refer to the beneficiaries of Affirmative Action, as it is more equitable and inclusive.

In attempting to address the inherent problems of the black advancement model, it was found that there was a shift in emphasis towards managing diversity. Managing diversity was defined as an attempt on the part of the employer to recognise and accept diversity and to make the institution more inclusive. Despite the benefits of this approach, it was stressed that it should not be applied as a substitute for an engagement with the real issues of racism and sexism in the workplace. Furthermore it was recommended that management officials guard against assessing the performance of their subordinates in terms of cultural groupings, as this tends to propagate prejudices and stereotypes.

In conclusion, it can be deduced that Affirmative Action is a multi-faceted concept that is often accompanied by controversy and debate. It is significant, however, that, irrespective of the arguments against Affirmative

Action, it remains a form of active intervention aimed at enhancing equality of opportunity, where previously it had not been the case.

In chapter 3 the main arguments against Affirmative Action will be explored with a view to assessing the viability of implementing Affirmative Action specifically at local government level.

CHAPTER 3

LOCAL GOVERNMENT AND AFFIRMATIVE ACTION

3.1 AFFIRMATIVE ACTION AS A MEANS TO ACHIEVE EMPLOYMENT EQUITY AT LOCAL GOVERNMENT LEVEL

3.1.1. Introduction

The crux of the research concerns equal employment equity at local government level, and for this reason, any description of the place of equal employment equity in administration would be amiss without a description of local government. The content of this chapter therefore concentrates on the role of local government and the need for Affirmative Action as a means to achieve equal employment action at local government level.

The first major component of this chapter aims to provide an overview of the nature and the role of local government, as well as to contextualise local government by placing it within the hierarchy of government within a state. The primary objective of such an exposition of local government will be to indicate the significant role fulfilled by local government authorities in promoting the general welfare of the inhabitants. In the light of the apparent right of existence of local government, the second major component of this chapter will then serve to highlight the need for Affirmative Action at this level of government.

It will be proposed that the need for Affirmative Action at local government level can largely be ascribed to two factors, namely the need to:

- overcome the lasting effects of previous discrimination; and
- adapt to a rapidly changing environment.

These factors are briefly described in an attempt to stress the need for local authorities to seriously contemplate the design and implementation of Affirmative Action programmes tailored to the circumstances experienced at local government level.

In respect of the external environment, this chapter will aim to explore the relationship between a local authority and the environment within which it operates by making use of the system perspective. Once this relationship has been established and described, it will then be possible to indicate the external pressures for

change at local government level, as well as the need for local authorities to shift their emphasis from the traditional responses to change towards an approach that is more long-term and strategic in its perspective.

3.2   LOCAL GOVERNMENT

According to Chapter 3 of the Constitution of the Republic of South Africa of 1996 (Act 108 of 1996), government in the Republic is constituted as national, provincial and local spheres of government that are distinctive, interdependent and interrelated. *Cloete (1991:24)* supports that by stating that in most Western democratic states, the political dispensation makes provision for three tiers of public institutions. He further states that all spheres of government must observe and adhere to the principles in Chapter 3 and must conduct their activities within the parameters provided by that Chapter. As already mentioned, the focus is on local government. Therefore it is important to look at a definition of local government.

3.2.1   Definition of Local Government

Chapter 7 of the Constitution states that the local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic. It further states that the executive and legislative authority of a municipality is vested in its Municipal Council. A Municipality has the right to govern, on its own initiative, the local government affairs of its community, subject to national and provincial legislation, as provided for in the Constitution. The national or provincial government may not compromise or impede a municipality's ability or right to exercise its powers or perform its functions.

According to *Craythorne (1990:53)* the word *municipal* is derived from the Latin municipium, which connotes a town or city with autonomous governing arrangements. Government, in turn, is derived from the Greek word meaning "to steer" (*Hammond-Tooke, 1997:86)*. Thus, local or municipal government is the action of directing, controlling, or regulating the affairs of a town/city. *Meiring and Parsons (1995:90)* write that a municipality usually has four identifiable characteristics, namely:

- a clearly defined territory with demarcated boundaries;
- a permanent population;
- an autonomous governing structure; and
- delegated legislative and executive powers.

*Hanekom (*in *Heymans & Tötemeyer, 1988:13*) supports the above classification and adds that a local authority is further characterised as *inter alia*:

 being a legally independent entity;

- having the authority to raise revenue from the property owners within its jurisdiction for the purpose of executing various activities; and

- not merely serving as an agent for central government, but being able to make decisions concerning the administration of its particular area.

Thus, a municipality is that part of the government of a state which deals mainly with matters concerning the inhabitants of a specific geographical area and plays an important role in promoting the general welfare of its community (*De Villiers & Meiring, 1995:63*). Local government functions in a political environment, serves to counteract the growth of centralised power, is that part of government which is closest to the people, and developed historically to provide for the unique needs of local communities (*Craythorne, 1990: 54*).

From the above, it can be deduced that local government is primarily responsible for governing the affairs of a town or city and is the level of government that is directly involved in providing goods and services that affect the daily lives and well being of the inhabitants. However, local government is only one dimension of government and it is therefore necessary to identify the place of local government within the state.

In every state with a vast geographical area and a large population, it is necessary to divide the geographical area into smaller units for the purposes of government and administration. *Van der Walt (1982:10*) elaborates by classifying the public sector as follows:

- the Public Service which comprises the State departments and provincial administrations;

- the Exchequer personnel *corps* which constitutes the Public Service, the public service of the previously self-governing National states, parastatal institutions, and universities and technikons and;

- other public sector personnel comprising public corporations, agricultural control boards and local authorities.

It is therefore apparent that local authorities form part of the public sector, yet their personnel do not fall under the Public Service or the exchequer personnel *corps*. Local authorities are located at the third tier of government and are embedded in a hierarchical framework where higher tiers of government enjoy wider powers. In addition to this, democratic local government can be defined as a decentralised, representative institution with general and specific powers delegated to it in respect of an identified geographical area within a state (*Tötemeyer,* in *Heymans & Tötemeyer, 1988:2*).

Cloete (1991:24) stresses that the autonomy of local authorities is restricted in the sense that they may, through laws and other directives, be instructed by higher authorities to perform certain functions or provide

particular services in a prescribed manner. This is evident from Section 156 (1) of the Constitution where it is stipulated that a municipality has authority in respect of, and has the right to –

- *"administer the local government matters listed in Part B of the Schedule 4 and Part B of Schedule 5;*
- *any other matter assigned to it by national or provincial legislation;*
- *those matters that would most effectively be administered locally; and the municipality has the capacity to administer it. "*

Section 156(2) further states that a municipality may make and administer by-laws for the effective administration of the matters that it has the right to administer. Subject to Section 151(4), a by-law that conflicts with national or provincial legislation is invalid. If there is a conflict between a by-law and national or provincial legislation that is inoperative because of a conflict referred to in Section 149, the by-law must be regarded as valid for as long as that legislation is inoperative. The national government and provincial governments must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in Part A of Schedule 4 or Part A of Schedule 5 which is necessarily related to local government, if –

- that matter would most effectively be administered locally; and
- the municipality has the capacity to administer it.

It is further stated that a municipality has the right to exercise any power concerning a matter reasonably necessary for, or incidental to, the effective performance of its functions. Local authorities are usually responsible for undertaking functions relating to a specific area or community, while higher authorities perform those functions relating to society on a larger scale (*Hanekom,* in *Heymans & Tötemeyer, 1988:14*). *Heymans & Tötemeyer, (1988:6*) did emphasise, however, that intergovernmental relationships need to be characterised by features such as:

- a strong system of local government in a democratic environment;
- a fair division of responsibilities between central, provincial and local authorities; and
- defined legal relations between the public institutions at various levels of government.

It can therefore be stated that local authorities constitute the third tier of government in a state and their functions, powers and duties are usually prescribed in higher legislation. For this reason, it can be stated that the autonomy of local authorities is restricted, although they do possess the authority to regulate their own affairs and pass by-laws within the parameters provided by higher legislation. Local authorities are the form of government closest to the inhabitants of a state and therefore play a vital role in promoting the general welfare

within their area of jurisdiction. Thus, it would be beneficial to examine the role and right of existence of local authorities in more detail.

3.2.2 The Role of Local Government

Generally speaking, local authorities exist to fulfil two main purposes, namely participation and service (*Hanekom,* in *Heymans & Tötemeyer, 1988:14*).

3.2.3 Participation

The definition of "participation" is, as is the case with most development-related concepts, a matter about which there is disagreement amongst scholars and practitioners. Some use the term to mean active participation in political decision-making. Participation has no meaning unless the people involved have significant control over decisions concerning the organisation to which they belong. Development economists tend to define participation by the poor in terms of the equitable sharing of the benefits of projects. Others view participation as an instrument to enhance the efficiency of projects or as the co-production of services. Some perceive it as an end in itself, whereas others see it as a mean to achieve goals.

These diverse perspectives are the reflection of differences associated with the concept of participation (*Paul, 1987:2*). Participation implies the partaking of as many of the local inhabitants as possible in the making or influencing of policy decisions relating to local public needs. *Craythorne, (1990:72)* states that public participation implies permitting the local community to provide inputs with regard to the policy-making process. This is supported as follows in the draft principles of the City of Cape Town as stated in the Agenda of the IDP Portfolio Committee of 28 August 2001 (*City of Cape Town, 2001: 36*):

- When engaging with the public, the City of Cape Town must really be prepared to allow them to have meaningful input into decision-making.
- This must be viewed as an integral element of the transparency and accountability of the organisation whilst preserving the roles of the respective stakeholders.
- Public participation must contribute to the development of a customer-focused organisation.
- The approach should maintain the balance between achieving strategic objectives, effective administration and real engagement with the public and also take into account issues of affordability and the relative responsibilities of the different stakeholders.
- The manner in which the public engages with the organisation should be a structured, systematic, co-ordinated and integrated system applicable to the entire organisation thereby avoiding fragmentation.

- The manner in which the public engage with the City of Cape Town must be as representative and legitimate as possible. To this end, it must encompass both geographical and sectoral concerns and must be viewed as a continuum encompassing a range of levels from the individual to highly structured and sophisticated organisations.

- The manner in which the public engages with the organisation needs to be flexible enough to accommodate diversity.

- The organisation needs to be open to changing how it does business, even to the point of fundamental changes to its structure, attitudes and philosophy.

- The aim of Public Participation should be to achieve the greater public good and not the requirements of the better-organised or more vociferous groups.

- The City of Cape Town and Civil Society both need to recognise the need to empower and capacitate communities so as to enable them to participate in an informed and competent a fashion.

- The Public Participation system must contribute to the empowerment of all three parties and be designed in such a fashion as to create reasonable expectations.

- The creation of a Public Participation system must be viewed as a dynamic process.

- All stakeholders need to acknowledge that final decision-making power is vested in the Council as the official organ of public representation.
  (*City Of Cape Town Agenda, 2001:36*).

It is clear from the above draft principles that there are two rationáles for public participation, namely efficiency and legitimacy. The efficiency rationale suggests that participation will result in an improvement in the design of local government services and a greater ability to gain the support of diverse groups in fulfilling policies after their adoption. The legitimacy rationale regards participation as a means of increasing the confidence of the local community in the municipal officials and of enhancing the principle of public accountability (*Hanekom,* in *Heymans & Tötemeyer, 1988:19 - 20*).

Thus, it is evident that measures should be taken by local authorities to make provision for the local community to participate in the design of equal employment opportunities and Affirmative Action policies. In

this way, it can be ensured that the policies, practices and procedures adopted by the local authority to implement Affirmative Action reflect the needs, expectations and demands of the diverse local community.

The role of local government extends beyond merely providing opportunities for the local inhabitants to influence the making of decisions relating to their well-being. It is also the task of local government to provide services to the local community and thereby plan an active role in promoting general welfare within its jurisdiction.

3.2.4 Provision of Services

Venter regards the most important function of local government as being the provision of services to its community (*Venter,1989:111*). This was supported more than twenty years ago by *Hammond-Tooke (1977:3*) who stated that the first major aim of the local authority should be to satisfy, in an efficient manner, the needs of the local inhabitants by providing certain services. The *White Paper on Reconstruction and Development (RDP) (1994:22*) recognises local authorities as key institutions for delivering basic services and extending local control.

Such services include:

- basic or essential services (electricity, water, roads);

- protection or safety services (fire services, traffic control, law enforcement);

- social or welfare services (housing, museum, parks, theatres) (*White Paper on the Reconstruction and Development (RDP)*, as cited by *Craythorne, 1990:312).*

Section 156(1) of the Constitution also states that:

1.   A municipality has executive authority in respect of, and has the right to administer:
        the local government matters listed in Part B of Schedule 4 and Part B of Schedule 5; and any other
        matter assigned to it by national or provincial legislation.

2.   A municipality may make and administer by-laws for the effective administration of the matters which it
        has the right to administer.

3.   Subject to section 15 (4), a by-law that conflicts between a by-law and a national or provincial
        legislation that is inoperative because of a conflict referred to in section 149, the by-law must be
        regarded as valid for as long as that legislation is inoperative.

4.   The national government and provincial governments must assign to a municipality, by agreement and
        subject to any conditions, the Schedule 5 matters which necessarily relates to local government, if :

- a matter would most effectively be administered locally; and

- the municipality has the capacity to administer it.

5.   A municipality has the right to exercise any power concerning a matter reasonably necessary for, or
        incidental to, the effective performance of its functions.

Wessels (1994:17) adds that local government is responsible for *protecting* the community from loss of life, liberty and property, for securing the *development* or advancement of the community so that local inhabitants can reach their full potential, *and for providing administrative or enabling services*. *Hollis, Ham and Ambler (1992:22)* state in this regard that local government has an enabling characteristic. This implies that the common thread in the functioning of all local authorities is the desire to identify and meet the needs of the local community in the best possible way.

Leach, Steward & Walsh (1994:37) concur by writing that a widely used phrase such as "the enabling authority" has gained many interpretations, yet all these have as their common focus the concept of the local authority as an agency for the direct provision of services. The enabling role of local government is especially significant with regard to the implementation of the RDP. In February 1995, former President Nelson Mandela launched six presidential projects in Port Elizabeth that commence the efforts of Transitional Local Councils to promote the well being of the disadvantaged communities. These projects relate specifically to the service-delivery role of the local authority and include aspects such as the provision of water and water-borne sanitation, the development of a refuse removal system, and the upgrading of community facilities (*Dickson, 1995:3*).

In addition to making public participation possible and providing services to the local community, various other reasons can be cited to support the right of existence of local government in that it allows for *inter alia* the recognition of cultural and ethnic differences, the maintenance of direct contact with local inhabitants, and the increased likelihood of meeting varying local needs.

Craythorne (1990:55) says that local authorities are better equipped than central authorities to identify and address the diverse, and often conflicting, needs of local communities. In addition to this, local authorities enhance public accountability in the sense that local inhabitants can more directly locate responsibility for government actions. Finally, there is direct contact between local inhabitants and their elected representatives at local government level that, in turn, tends to enhance flexibility in allocating scarce resources and deciding on priorities.

From the above it can be seen that local government has a definite right of existence in that it serves as an efficient means of delivering services to the local community. This enhances the responsiveness of government to diverse community needs and facilitates the participation of the local inhabitants in decisions affecting their daily lives. In the light of the focus of the paper it is necessary to look at the past background of the Tygerberg Administration.

3.3   TYGERBERG ADMINISTRATION

In May 1996 the City of Tygerberg was formed by amalgamating six municipalities, namely Bellville, Durbanville, Goodwood, Mfuleni, Lingelethu West (Khayelitsha) and Parow as well as portions of the Cape Metropolitan Council, Cape Town and Milnerton. In December 2000 the City of Tygerberg was amalgated into the new "Unicity" of Cape Town bringing to a close this period of local government transition. This Unicity now called 'The City of Cape Town' service approximately three million people of the Greater Cape Town area. The area previously known as the City of Tygerberg is now known as the 'Tygerberg Administration.'

From the very start, the City of Tygerberg focused on the social and economic development of the area and its people as set out in its twelve strategic goals. Tygerberg was seen as a fragmented City separating the various cultures and ethnic groups but has since however, achieved a new partnership with the people it serves. It had as a base, the separation of the poor and the rich communities. Tygerberg Council, however, regarded this social imbalance up as a challenge to be corrected and it was indeed done in the short lifespan of little more than four years. Adding to the abovementioned divisions was the fact that Tygerberg was an amalgamation of six previous administrations as well as portions of Cape Town and the Cape Metropolitan Council. The motto of Tygerberg was: "Become part. There is a place for you". Councillors, staff and inhabitants immediately took up this challenge and generated an energy that transformed the new City into a proud economic thriving node that received acknowledgment on both national and international levels (*former Mayor of the City of Tygerberg, Alderman C Sitonga. 2000: unnumbered*).

In view of the dire poverty and inequality found in the City, Tygerberg focused strongly on economic development and poverty reduction. Although the administration may have lost its identity, Tygerberg's achievements are permanent investments. The new Unicity of Cape Town is building upon the lessons which have been learnt (*former Mayor of the City of Tygerberg, Alderman C Sitonga 2000:unnumbered*).

3.4   GOVERNANCE AND ADMINISTRATION

Although the Tygerberg Administration serves more than a third of the residents of the Cape Metropolitan Area, it has a much smaller staff than other administrations that form part of the Cape Town Unicity and serves a smaller proportion of the population. This has meant that the administration must work efficiently, effectively and creatively to meet the needs of all residents. A highly committed team of people has achieved this by doing "more with less" (*former Mayor of the City of Tygerberg, Alderman C Sitonga. 2000: unnumbered*).

 3.4.1   A Dedicated Council

The election of 72 councillors in May 1996 brought a new era of democratic and accountable government to all the people of Tygerberg. The Council set about tackling the challenges that lay ahead with the help of an efficient administration. One of the first tasks was to rationalise the existing by-laws and that made the application of council legislation much easier. A comprehensive set of delegations was approved by Council to ensure effective governance in many areas of Council business (*former Mayor of the City of Tygerberg, Alderman C Sitonga. 2000: unnumbered*).

3.4.2 Corporate Services

The Directorate: Corporate Services was central to the creation of a successful organogram for Tygerberg Administration. This meant that staff from all six previous administrations moved into their new posts smoothly and Council's information technology and physical records systems were seamlessly consolidated. Excellent records management and systems development formed an important basis for the effective management of records in the Unicity. Providing effective services within a limited budget has been one of the Directorate's most important challenges, with a recognition that the number of poverty stricken families in Tygerberg was higher than in other parts of the Cape Metropolitan Area (*former Mayor of the City of Tygerberg, Alderman C Sitonga. 2000: unnumbered*).

3.4.3   Human Resource Management

A sophisticated recruitment and staff selection approach ensured that Tygerberg had a highly skilled workforce. It still did not, however, meet the requirements of the new employment equity legislation. Human Resources policies must ensure the appointment of quality staff that represents the demographics of the economically active population of Tygerberg (*former Mayor of the City of Tygerberg, Alderman C Sitonga 2000: unnumbered*).

Ongoing staff training in the Tygerberg Administration was aimed at skills improvement and continual staff development to enable individuals to pursue positive career paths. The training section was also widely regarded as one of the best in the metropolitan area, setting the tone for the new Unicity of Cape Town through the efficient use of resources for the development of employees. An Employee Assistance Programme (EAP) was also established, training departmental staff in HIV/AIDS counselling and holding educational workshops on the prevention of drug and alcohol abuse. An excellent health and safety record throughout the City's lifespan was the result of a strong focus on occupational health and safety. The administration of the compensation for occupational injuries and diseases was centralised and outsourced, bringing about a saving of R 887 00 for the financial year of June 2000 – July 2001. In the light of the apparent need for an EAP programme for the Tygerberg Administration, it was necessary to determine whether equal employment was required in sustaining the long-term viability of Tygerberg Administration. In

addressing this question, the focus was limited to the role of employment equity in which two problems confronting the Administration were addressed, namely, the need to:

- overcome the inequalities created by previous discriminatory employment practices and
- adapt to a rapidly changing environment.

3.5 NEED FOR AFFIRMATIVE ACTION AS A MEANS TO ACHIEVE EMPLOYMENT EQUITY AT THE TYGERBERG ADMINISTRATION

A Discussion Document on Reconstruction and Development (RDP) (1994:40) states that one of the primary aims of the Government of National Unity (GNU) is to create a public sector that is accessible, transparent, accountable, and representative of the general population. In an attempt to realise this aim at the Tygerberg Administration, it was necessary to undertake Affirmative Action and employment equity programmes to eliminate discrimination and address the under-representation of disadvantaged groups at various levels within the departments.

3.5 DISCRIMINATION

In the United States of America the introduction of legislation changed the situation pertaining to Affirmative Action drastically. Discriminatory actions were declared illegal. The introduction of the Civil Rights Act of 1964 and Equal Employment Opportunity Act of 1972 were the first to prohibit discrimination in all employment decisions on the basis of race, sex, religion, colour, or national origin or against people with physical disabilities. The Civil Rights Act of 1991 was issued to reverse Supreme Court decisions protecting the employer's right in anti-discrimination suits filed by the employer (*DuBrin, 1994:230*).

The situation in South Africa regarding discrimination in the labour market dates back to 1922 with the introduction of legislation to protect the jobs of the white worker. Legislation on determining wage structures and working conditions (job reservation) in favour of whites was the foundation for this situation (*Madi, 1993:3*). Because the Western world regarded institutionalised discrimination as an insult against humanity, much criticism was lodged against these practices.

It is only since the outbreak of riots in 1976, the introduction of the Sullivan Code, and the unbanning of political organisations in 1990 that Affirmative Action activities acquired real momentum (*Madi, 1993:3-5).* The general election in 1994 put renewed pressure on the government to improve the situation of the majority who suffered most from discriminatory practices of the past.

In the South African context there are now legislative prescriptions outlawing discrimination and implementing Affirmative Action. Section 9(4) of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) states that "No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3)". It further states "discrimination on one or more of the grounds listed in subsection (3) is unfair unless it is established that the discrimination is fair". This stipulation explicitly outlaws discrimination, but simultaneously makes it extremely difficult to implement Affirmative Action as a measure to attain equal employment opportunity since Affirmative Action implies a measure of discrimination. Notwithstanding legislative measures, *Baron (1985: 340)* maintains that job discrimination in the United State of America has not disappeared completely. He asserts that blatant forms of discrimination have disappeared, but that subtle forms still exist. Examples he uses include withholding assistance from persons belonging to certain groups, leading to impaired performance and tokenism. For instance, 32 out of 40 (80%) respondents from the general employees for this research have indicated that they do not get information regarding the courses provided within the Administration (*Cronje, 1997:2-3*).

Discrimination can also be described as any form of treatment, restriction of opportunity, or differentiation based on race, ethnicity, gender political affiliation, age, disability, or other generalisations or stereotypes (*National Labour Relations Forum for Local Government, 1994:4*). *Ruhm* (in *Blanchard & Crosby, 1989:149*) supports this by stating that discrimination in employment exists if equally productive employees receive systematically unequal treatment by employers on the basis of descriptive characteristics such as race and gender.

Mphelo, Grealy & Trollip (1990:21) distinguish between two types of discrimination in the workplace, namely direct and indirect discrimination. The ex Chief Executive Officer of the City of Tygerberg (CEO), *Mr D Wilken,*

(June, 2000), supported this view. Direct discrimination prevails in situations where the employer overtly treats an employee less favourably on the grounds of characteristics such as race or gender. Indirect discrimination is subtler in instances where entry requirements for access to employment make it more difficult for a particular category of persons to comply with and thereby gain access to equal employment opportunities. *The CEO*, (*June, 2002)* agreed that indirect discrimination occurred more often with regard to issues concerning Affirmative Action. The emphasis, however, in the Employment Equity Act is on *unfair* discrimination. An illustration of this would be the application of advanced tertiary qualifications as an entry requirement where educational opportunities of certain prospective employees has been restricted due to past discrimination. Yet, the CEO did not regard discrimination [or differentiation] based on the inherent requirements of a job or for the purposes of Affirmative Action as unfair.

Brassey (1990:104) elaborates by stating that discrimination need not be overt to be illegitimate since it is the effect of a discriminatory practice that is of significance. Thus, employment policies that tend to have an adverse impact on certain categories of persons can be termed discriminatory. *Moerdyk (1997:3)* writes that disparate treatment is a form of discrimination to be avoided in the workplace. In doing so, employees demonstrating comparable worth should be treated equitably in term of remuneration and other service benefits.

One of the primary starting points of the Constitution of the Republic of South Africa is a commitment to eliminate and prohibit all forms of discrimination and promoting equality and national unity. For example, the Constitution states that there shall be an efficient, non-partisan, career-orientated public service broadly representative of the South African community. This is further upheld by the *RDP White Paper on Reconstruction and Development (1994:40)*, which expresses the aim of the Government as not only addressing disparities caused by past discrimination, but also establishing a proactive programme which will eradicate all forms of inequality in employment.

In this regard, institutions at all levels of government will be expected to implement a policy that will ensure that their composition, especially at management levels, is reflective of the general population. The *Draft White Paper on the Transformation of the Public Service (1995:6)* emphasises the significance of increasing representivity of public institutions and ensuring equitable service delivery. It is therefore stressed that public institutions need to draw upon the skills, talents and potential of all categories of persons in order to meet the new and challenging tasks confronting them.

To achieve this end in the local authorities, with specific reference to Tygerberg Administration, employment practices needed to be critically reviewed to ascertain whether these complied with the principle of discrimination and equity. In addition to this, active measures will have to be taken to address the effects of past discrimination by granting preference to members of disadvantaged groups in employment, on condition that those individuals possess a minimum qualification (*Moerdyk, 1987:3*).

Countries that have made attempts to increase equal employment opportunities in public employment without actually implementing Affirmative Action, have typically taken the following steps:

- the enactment of legislation prohibiting discrimination;
- the introduction of employment procedures to enhance equality of opportunity in recruitment, selection and promotion; and
- the promotion of attitudinal changes throughout the institution to ensure the necessary commitment to change (*Draft White Paper, 1995:12*).

Despite the importance of taking steps such as these, it is stressed that they are unlikely in and of themselves to bring about significant changes in the representivity of public institutions in the short-term. *Human (1986:5 - 6)* points out that the overall occupation structure in South Africa is one that continues to be dominated by White males, especially in the upper echelons of institutions. Yet these shifts fail to reflect the overall composition of the labour force, a fact confirmed by a previous Manager that post levels in the city between 1 and 7 were dominated by white male groups (*Maydon, 2002:1).*

According to Jordaan (*Editorial, 991:61*), the Black-White ratio in the administrative cadres of public institutions was one to three. Although most Tygerberg officials are blacks (current total number of 1 488), it is noted that these individuals are usually employed as labourers (current total number of 795) while the key decision-making positions are occupied by Whites (*City of Tygerberg Numerical Goals, 2000:1*). This is supported in a report to the Executive Committee in which it is stated that the Council had previously indicated its support for Affirmative Action by including it as a criterion for appointment, and was subsequently taken into account in filling posts in the macro structure. According to the report this policy led to 75,8% of all appointments over the past year being made from the designated groups as defined in the Employment Equity Act. The report further states that it is true that the percentage of appointments from these groups is higher at the lower level (88,6% from level 11 and lower) than at the higher levels (42,1% from level 10 and higher).

However, the Councillors involved in the latter appointments will affirm that the policy was applied diligently and that in many cases no suitably qualified candidates from these groups were available (*Hofmeyr, 2000:3*).

The male/female breakdown reveals a similar trend in that 85% of those employed at Tygerberg Administration are males, while female employees constitute only 15% of the total workforce *(City of Tygergerberg Numerical Goals, 2001:1).*

Approximately 90% of the heads of departments and directors agreed that members of the disadvantaged groups are not adequately represented in the management echelons of the departments. It is enlightening to compare the above statistics with a breakdown of the general population. According to Jordaan, a Work Study Officer, out of a total population of 3 956 875 in the Western Cape there are 1 935 494 males and 2 021 381 females. From these statistics, the researcher deduced that the personnel composition of the Tygerberg Administration did not reflect the composition of the general population. Thus, it is apparent that one of the greatest challenges confronting the Tygerberg Administration was to increase representivity within their structures by taking steps to increase the utilisation of disadvantaged group members. In doing so, existing personnel policies, procedures and practices would need to be reviewed to ensure that all systemic barriers to equal employment opportunity are removed. Furthermore, remedial measures to redress the effects of past

discrimination would need consideration in an attempt to increase the capacity of disadvantaged group members to compete on an equal basis for jobs and other benefits.

The original *RDP Document, (1994:57)* states that an extensive programme of Affirmative Action must be embarked upon to ensure that public institutions become truly reflective of the general population, especially at the levels of management and senior management. It is further stipulated that within two years of implementing such a programme, recruitment and training within public institutions should reflect South African community in respect of race, gender, and other characteristics.

The implementation of equal employment opportunity and Affirmative Action programmes should include special measures to ensure that members of disadvantaged groups are identified for appointment, training and development, and promotion. In this regard, *Hofmeyer (1995:4)* indicates that it will be important to take into account differential levels of skill, qualifications and experience. In an attempt to reconcile the goal of increased representivity with the maintenance of standards, it is suggested that those members of disadvantaged groups with potential but less skills, qualifications, or experience be targeted for accelerated training and development aimed at upward mobility.

Thus, it is clear that Tygerberg Administration needs to take special steps to address the imbalances created by the past discrimination, but also to implement programmes specifically designed to increase the representation of disadvantaged groups. Setting appropriate and measurable targets or objectives and implementing strategies and plans to attain these within a specified timeframe can achieve this. However, in addressing the effects of past discrimination, it is important to note that Tygerberg Administration operates within a rapidly changing environment. The effective design and implementation of equal employment opportunities and Affirmative Action at Tygerberg Administration therefore demands that sufficient cognisance be taken of the impact of these changes in the environment have on the sustained viability of local authority.

3.7   RAPIDLY CHANGING ENVIRONMENT

In the period in which the restructured local government system developed since 1994, the environment was marked by a sense of shared values and a quest for some degree of stability and certainty (*Plunkett & Betts, 1978:182).* However, contemporary local authorities (with specific reference to the Western Cape region) are confronted with a rapidly changing environment as well as a variety of issues, the resolution of which involves conflict and controversy. In this context, many people claim that local authorities must be willing and able to adapt to changes in the environment in order to maintain their status as viable institutions.

3.7.1   Relationship of the Local Authority with the External Environment

In describing the relationship between the environment and local government, one can make use of the systems perspective. *Stewart (1994:17)* defines a system as a bounded set of interrelated elements that act together in achieving something in the external environment. This perspective is useful since it acknowledges that the external environment influences functions fulfilled by local authority, while, in turn, the former also has an impact on this environment (*Stewart: 1994:20).*

The Tygerberg Administration, as part of local government, draws its inputs (resources, values, demands) from the external environment, feeds these into the bounded system (governing and administrative departments), to produce outputs (goods and services) with the objective of having a positive impact on the local community (promoting the general welfare). From this, it is apparent that one cannot fully understand a social system, such as a local authority, without taking cognisance of the external factors impinging upon it (*Plunkett & Betts, 1978:186).*

The systems perspective applied to the implementation of equal employment opportunities and Affirmative Action at local government level (with specific reference to Tygerberg Administration) may be classified as follows:

- The Input phase involves obtaining stakeholder input, surveying attitudes, auditing current workforce composition, and identifying training and development needs.

- The Process phase continues setting realistic and measurable targets or objectives for equal employment opportunities, designing and implementing policies, strategies and plans to achieve equal employment opportunities objectives, and establishing a monitoring and evaluation system to assess progress in attaining these objectives within a given timeframe; and

- The Output phase which should culminate in an equal employment opportunities agreement negotiated by all stakeholders, concrete attempts to recruit, appoint, train and develop, and promote members of disadvantaged groups, as well as periodic equal employment opportunities progress reports (*Cain, 1994:1).*

Thus, it is apparent that there are various phases in the development equity plan and its component plans and programmes. There is continuous feedback between these phases, as well as between the internal functioning of the departments and the external environment. This feedback should indicate the progress, or lack thereof, in achieving the goal of increased representivity in all employment categories within departments.

Based on this feedback, Tygerberg Administration may have decided to continue with the employment equity programme, or to make modifications to it so that it could overcome obstacles experienced in attempting to realise employment equity targets and objectives. Therefore it is apparent that feedback is essential since it aids senior officials in assessing the extent to which employment equity plans and programmes are achieving predetermined objectives in the given timeframe.

From the above it may be deduced that Tygerberg Administration can be viewed as a system comprised of a set of interrelated components, each of which is inextricably bound up in the external environment. It therefore follows that, as part of the local system, the municipal departments are influenced by changes in the political, social, economic and technological components of the external environment. For this reason it would be advisable to explore the external pressures placed upon municipal departments to implement change in the form of equal employment opportunities.

3.7.2   External Pressures for Change

Conditions in the external environment of local authorities have been changing rapidly since previous years, especially in the political arena.

With the establishment of the Government of National Unity (GNU), there has been a movement towards democratising government institutions in an attempt to create a non-racial, non-sexist society. In this context, it is essential to assess the impact of these changes on public personnel administration at local government level. There has been a rapid change in the Western Cape region since 2000 when seven municipalities came together to form the Unicity. This change has had an impact on personnel administration as well as in the implementation of the employment equity plan. *Leach, Stewart & Walsh (1994:33)* state that it is not the extent of change alone that is significant, but also the number of dimensions in which change is taking place.

Major economic restructuring, periods of prolonged unemployment, changes in the demographic structure, new social norms, and the acceptance of a multi-ethnic society have combined to pose new challenges for local authorities and to cast doubt on the viability of maintaining traditional management styles and approaches. *Conner (1992:139)* concurs by stating that the volume, momentum and complexity of changes in the external environment are accelerating at an increasing rate in the contemporary society.

Picard (1992:84) notes that pressure to change the nature of public institutions has increased dramatically since the inception of the GNU. In this regard, it is stressed that the service-rendering function of public institutions occurs within a milieu where the satisfaction of community needs is stressed. For this reason, it is important that these institutions continuously assess their ability to respond to and accommodate changes in

the external environment. *Van der Westhuizen (1990:51)* therefore stresses the need for public institutions, including those at local government level, to develop a capacity for acknowledging the influence of changes in the external environment and possible implementation measures to adapt sufficiently to such changes.

Klingner & Nalbandian (1980:49) write that one of the most predominant pressures for change originating from the external environment is the need for local authorities to take cognisance of increasing demands for the entrenchment of equal employment opportunities. Pressure upon local authorities in the USA to initiate changes in personnel policies and procedures has increased due to the criticism that public sector institutions are not representative of the general population.

Policy documents such as the RDP White Paper and the *Local Government Transition Act, 108 of 1994* devote attention to this issue and indicate the need for special measures to be introduced in public institutions to address the under-representation of the disadvantaged groups.

Hofmeyer (1995:unnumbered) adds that external pressures upon local authorities to implement Affirmative Action include proposed legislation on Affirmative Action and the possible creation of an Equal Employment Opportunities Commission, trade union demands, and the likelihood of the local authority becoming non-viable due to being "out of step" with changes in the external environment. Internal pressures, again, originate from within the institution and include the need to address the discrepancy between the supply of and demand for management potential, the need to expand the pool from which candidates for appointment and promotion are identified, and moral imperatives such as the need to compensate for the lasting effects of previous discrimination in employment practices.

The *Draft White Paper on the Transformation of the Public Service (1995:9)* proposes a clear, comprehensive and commonly accepted strategic vision be adopted to guide the process of transforming public institutions

into vehicles for effectively realising the goals of the Government. Certain fundamental principles have been suggested, namely:

 a commitment to the provision of high-quality service to the community in an impartial, unbiased manner;

- responsiveness to the needs of the community;
- responsiveness to all sectors of the community;
- a commitment to the training and development of all public employees; and
- the entrenchment of democracy in the internal procedures of the institution and its relations with the community.

It is therefore apparent that external pressures upon local authorities to implement Affirmative Action have accelerated, largely as a response to criticisms that such institutions are not representative of all sectors of the community. This impedes upon the ability of the local authority to respond sufficiently to the needs of under-represented sectors of the community and detracts from its continued viability and legitimacy.

From this one can conclude that it is imperative that a local authority responds adequately to changes in the external environment by making the necessary adjustments to its internal functioning. In this regard, it is interesting to note the traditional response of local authorities to external pressures for change and to explore the types of response required for fulfilling their role as enabling institutions.

3.7.3 Traditional Response to Change

Traditionally, public institutions have tended to respond to changes in the external environment in a reactive, curative manner in that they merely respond when problems arise. Despite the challenges to respond timeously to rapid changes in the external environment, the traditional management approach of local authorities often renders them ineffective in adapting to such change. Public institutions in general are noted for their low capacity for service delivery and development style, a lack of emphasis on accountability and transparency, and the ineffective utilisation of human resources (*Draft White Paper, 1995:6 - 8)*. Local authorities are also frequently characterised by the absence of comprehensive policies due to the lack of a vision of the future of the community and inadequate knowledge concerning the external environment. Furthermore, management officials often fail to anticipate and recognise changes in the external environment due to an absence of long-term, strategic planning (*Smith, 1994:99 - 100)*.

In response to changes in the external environment, *Siegel and Myrtle (1985:9)* suggest that a local authority addresses the following fundamental issues:

- the choice of the environment in which it functions and its role in this environment;
- the relevance of existing work practices and procedures in terms of the position of the local authority in its environment; and
- the appropriateness of the existing institutional design for the levels of uncertainty in the environment.

Caulfield and Schultz (1989:4) reinforce the need for local authorities to reshape their role and functions and to demonstrate a commitment to implementing necessary changes as this will serve to enhance their viability. *Kemp (1993:1)* adds that the extent to which municipal officials demonstrate a capacity to adapt to a rapidly changing environment will reflect on their ability to accommodate, and even shape, future trends.

Although change is universal, it affects institutions in different ways (*Burack & Mathys, 1980:29.*) Some of the significant changes in the local environment include:

- increasing demands from the inhabitants for more and better services, yet a resistance to increase taxation;
- limited government revenues being "earmarked" for those programmes with the highest payoff; and
- increased pressure from members of disadvantaged groups for their representation in the management echelon of municipal departments (*Kemp, 1993:4*).

Added to these changes, local authorities are further obliged to adapt their structures in accordance with the requirements of the *Local Government Transition Act, Act 209 of 1993.* In order to move towards a non-racial, non-sexist and democratic system of local government responding effectively to these changes, it is essential that local authorities plan strategically. *Bowman and Asch (1987:213*) state that effective change at an institutional level requires at least three components, namely :

- a new strategic vision for the local authority which is translated into detailed operational plans;
- new skills to ensure that municipal officials have the capacity to implement change effectively; and
- a commitment on the part of management officials to the implementation of change.

To prevent a situation where local authorities fail in their attempts to plan effectively for change, it is proposed that planning efforts move towards an approach whereby decisions taken are likely to achieve present objectives, yet simultaneously leave open as many options as possible in the event of unanticipated future

events occurring (*Stewart, 1994:149*). *Rider (1993:24*) adds that planning for change should not solely be based upon extrapolations from the past and present experiences since rapid changes in the environment have unforeseen impacts on prior decisions. Furthermore, planning as a learning process for the official did not develop to predict and control, but to effectively anticipate and respond to change and uncertainty.

It is therefore evident that local authorities are confronted with rapid changes in the external environment, as well as with increasing pressures to respond in a proactive manner to such changes. The traditional reactive response to change adopted by local authorities is ineffective in that it results in high costs, low productivity and unexploited opportunities. This is ill afforded in the context of increasing community demands for services and decreasing sources of revenue. For this reason, it is suggested that local authorities shift their emphasis towards a long-term, strategic approach to the management of change. This will enhance the ability of local authorities to respond proactively to the demands for increasing representivity, while simultaneously maintaining service efficacy and upholding the right of existing municipal employees.

3.8   CONCLUSION

In this chapter an attempt was made to give a historical background to the study by highlighting several important issues with regard to the meaning and implications of Equal Employment Opportunities. A brief historical analysis of Equal Employment Opportunities reveals that it can take on various forms depending on the particular circumstances. This emphasizes the need for local authorities, such as the City of Cape Town, and specifically the Tygerberg Administration, to identify the possible alternatives in planning for Employment Equity and to select the alternatives best suited to the conditions at a local government level. In attempting to define Equal Employment Opportunities, it was found that confusion and a lack of clarity often surrounds the term. From the views of various authors as well as the results of the research questionnaire, it was asserted that the Equal Employment Opportunity Act comprises specific, remedial measures to be taken by employers to redress the inequality caused by previous discrimination and to make it reality.

In respect of the relationship between equal employment opportunity and Affirmative Action it became evident that the two terms could not be equated with each other in a simplistic manner. Rather, Affirmative Action should be regarded as a necessary supplement to equal employment opportunity, in that equality in the workplace only becomes possible when active interventions are undertaken to overcome inequalities between categories of employees. With reference to black empowerment, certain authors argued that the ideal of equal employment opportunities would only be realised if specific attention is devoted to advancing black employees. These proponents of black advancement tend to equate the term with affirmative action. However, in the text it was concluded that black advancement is merely a specific and rather restricted

application of Affirmative Action. It was further stressed that black advancement is frequently referred to as the "deficit" model of affirmative action in that it focuses too extensively on the perceived deficiencies of black employees. Local government was defined; its place in the government of a state described, and its role and consequent right of existence were indicated. In this respect it was found that a local authority is primarily responsible for the governing or directing of the affairs of a town or city in a manner that will create an environment in which the local inhabitants will enjoy the "good life". In fulfilling its enabling role, a local authority needs to ensure that it continuously assess those aspects which influence and determine its sustainability and legitimacy.   It was pointed out that one of these factors is the lasting effect of discrimination within municipal departments. In the past, members of disadvantaged groups have been discriminated against on the grounds of characteristics such as race, gender, and physical handicap.

In conclusion it can be said that a strategic approach is useful when planning for the implementation of an Affirmative Action and Equal Employment opportunities policies as they enhance the possibility of local

authorities exploiting the potential opportunities of Affirmative Action and Equal Employment opportunities, while combating the threats associated with the concepts, by decisions taken in the present. However, despite the need for Affirmative Action and Equal Employment opportunities and the benefits of applying strategic planning both imply change and may therefore be met with resistance and to manage change effectively, as well as the need for development as a means of addressing the problems commonly associated with Affirmative Action and Equal Employment opportunities. For this reason, the focus of Chapter Four will be on possible strategies that can be adopted to overcome such resistance and to manage change effectively, as well as the need for development as a means of addressing the problems commonly associated with Affirmative Action.

CHAPTER 4

MANAGEMENT OF CHANGE AND HUMAN RESOURCES DEVELOPMENT

4.1   THE MANAGEMENT OF CHANGE AND HUMAN RESOURCES DEVELOPMENT

4.1.1   Introduction

Public sector institutions in South Africa, including local authorities, have currently undergone rapid changes largely due to political transition which took place in 1994. Despite the apparent need for change, it is noted that existing public officials often resist change since it is associated with uncertainty and a possible threat to job security. For this reason, the first component of this chapter will be devoted to exploring the main reasons for the resistance to changes such as equal employment opportunities and Affirmative Action. Furthermore, various strategies whereby such resistance may be overcome or reduced will be examined.

The second component of this chapter will focus on organisational development as a strategy that may be utilised by local authorities in creating a climate conducive to effective change management. In this regard, it will be emphasised that public institutions need to develop the capacity to not only respond to change, but also to anticipate and shape change. The implementation of a change such as equal employment opportunities requires a culture of learning, and organisational development will be analysed as a possible means of fostering such an organisational culture within municipal departments.

Effective equal employment opportunities are to a large extent dependent on the quality of leadership within public institutions. In an effort to ensure that standards of efficiency and effectiveness remain intact, it is necessary to undertake active measures to develop existing and future human resources. The final component of this chapter is therefore devoted to the development of human resources. Aspects to be focused upon will include a definition of human resources development, the necessity of human resources development, the role of existing management officials in the process of development, the role of the existing management officials in the process of the latter development, and the role of the existing management officials in the process of developing human resources.

4.1.2　Resistance to Change

No institution or individual can escape change, yet the thought of implementing change within the institution often raises anxieties as employees fear economic loss, inconvenience, or a break in normal social patterns

(*David, 1993:271*). Resistance therefore usually accompanies change in that it requires individuals to exchange the known for the unknown. Both individuals and groups fear that change will adversely affect their interests and will frequently raise barriers to change, even though these fears may prove to be unfounded (*Fox,* in *Fox et al, 1991:166).*

Resistance to change can probably be considered the single greatest threat to the effective implementation of policy decisions and will usually manifest itself in decreased productivity, high turnover, absenteeism, low morale, or hostility (*Dessler, 1986:446). Kotter & Schlesinger (*in *Thompson, 1993 :704)* notes that whilst the

institution may be confronted with strong external pressures to implement a particular change, such as Affirmative Action and equal employment, it is unrealistic to expect senior and other officials not to query or even resist the need to change. This was supported by the findings of the research questionnaire in that more than 80% of the respondents were of the opinion that the implementation of equal employment opportunities would be faced with resistance within their Administration. (See Annexure "B").

There are a number of reasons why change efforts may be resisted under certain circumstances where the implementation of change will have to be planned carefully, taking into consideration the needs of individuals affected by the change. Resistance to change may be prominent in certain instances, such as:

- where employees have mastered tasks and feel in control of their jobs;
- where particular policies, procedures and practices have been established and accepted for a considerable period of time;
- where change involves considerable cost in terms of material and human resources; and
- where there are perceived flaws or weaknesses in the proposal for change
  (*Kotter & Schlesinger,* in *Thompson, 1993:706).*

Resistance may be in the form of opposition to the change itself or to the proposed means of implementing the change. However, *Dessler (1986:446)* argues that resistance is not a necessary concomitant of change in that a change may evoke little or no resistance if managed effectively. *David (1993:271)* supports this by writing that resistance to change can be minimised or overcome if senior officials succeed in developing a climate conducive to change, wherein change is perceived as an opportunity for growth and development rather than a threat. *Bowman and Asch (1987:215)* assert that the range of employee responses to change can be represented on two continuums, namely:

- attitudinal response which ranges from enthusiasm to hostility; and
- behavioural response that ranges from compliance to resistance.

These responses to change are determined largely by the perception of the employee to the proposed change, as well as the range of responses available and the likely outcomes of both. It was interesting to note the perceptions of the research interviewees with regards to the speed of change relating to equal employment opportunities within their administration departments. The percentages indicated below indicate the extent to which the interviewees perceive these changes as taking place at an appropriate pace:

- non-segregation with regards to race in all work / recreation facilities (95%);
- equal, fair employment practices for all Tygerberg employees (90%);

- increasing the numbers of disadvantaged group members in supervisory and management position (30%)

- eliminating employment policies, practices and procedures which are discriminatory (89%);

- implementing training and development programmes to equip equal employment beneficiaries for present and future tasks (55%).

This serves to illustrate that perception plays a significant role in determining the degree of resistance to a proposed change, such as equal employment. The challenge confronting management officials is to create a positive perception of change by emphasising its necessity and its potential benefits for the institution. It is therefore apparent that the implementation of equal employment at local government level is a change likely to be accompanied by resistance due to its controversial nature and the misperceptions concerning its outcomes. Existing municipal officials may oppose proposals for equal employment and programmes due to the fact that they perceive these as a possible threat to their job security and service benefits.

Furthermore, equal employment is commonly equated with tokenism, the enforcement of quotas, reverse discrimination and lowering of standards, all of which have perceived negative effects for the individual and the institution. For this reason, it is essential to consider various strategies that can be adopted by management officials in an attempt to emphasise the potential benefits of implementing equal employment and thereby reducing or even overcoming resistance to such change.

4.2   STRATEGIES FOR OVERCOMING RESISTANCE TO EQUAL EMPLOYMENT

Child (1984:284) argues that managing the problem of resistance to a change such as equal employment is of a dual nature. Firstly, potential disturbances during the implementation of equal employment need to be minimised. Secondly, there should be a quick movement towards a new, stable situation that will produce a satisfactory level of work performance. In addition to this, certain tentative guidelines should be followed regardless of the strategy used. These guidelines include *inter alia that*:

- change proposals need to be considered in relation to the long-term, strategic requirements of the institution;
- it should be ensured that senior and management officials understand and support the need for change;
- change should be planned and implemented in phases, including all those most closely affected by the change in the formulation and design of plans and programmes; and
- the implementation of the change should be carefully monitored and evaluated with a view to making modifications or taking corrective action if required (*Child 1984: 292; and Burnes, 1992:256).*

With the abovementioned guidelines in mind, it is possible to identify and explain the various strategies which can be employed by management officials to minimise or overcome likely resistance to the implementation of equal employment programmes.

4.2.1   Education and Communication

In most cases, resistance to change arises from a failure of officials in management positions to effectively communicate changes to their subordinates. With such a lack of communication, the reasons for and potential benefits of the proposed change will not be clear and this tends to result in distrust and suspicion on the part of the subordinate officials affected by the change (*Harrison, Holloway, Jenkins, Martins & Mills, 1993:139*). This problem can be addressed through a strategy of education and communication that basically entails the relatively unbiased presentation of facts with the intention of providing a rational justification for the proposed change (*Bowman & Asch, 1987:220*). This strategy is usually applied to assist individuals in understanding the logic behind and the need for change.

Some authors therefore assume that if those affected by the change perceive it as rational and justified, there will be considerably less resistance to the change (*David, 1993:272*).

Magida (1999:3) writes that lack of adequate communication is perhaps one of the single largest pitfalls to beset most change objectives. People, who otherwise would have supported a project wholeheartedly, can turn into active saboteurs merely because they feel left out of it or marginalised through lack of communication. He feels that all affected parties should receive regular communication. The lack of involvement of key parties breeds suspicion and often leads to rumours and unfounded speculation. He perceives the lack of communication as a final essential ingredient, which can be a major stumbling block. Without communication the whole process is doomed to fail. Successful change depends on clear and regular communication to all affected parties. In addition to this the Employment Equity Act requires certain mandatory communication steps *(Magida, 1999:4)*.

Of the respondents (employees who are not in management) who indicated that their administration departments had adopted an equal employment plan, various channels whereby the contents of such a plan are communicated to the operational workers were noted. Such channels included departmental circulars (38%), information sessions (18,6%), and worker representatives (17%). Interestingly, a further 26,4% of the respondents were of the opinion that there was no effective communication between management officials and operational workers. This situation may pose problems, as resistance to equal employment on the part of the operational workers is likely to be more visible if their supervisors do not communicate the contents of such a plan to them.

A strategy of education and communication may prove to be useful when resistance to equal employment is anticipated due to lack of knowledge and accurate information concerning its nature and implications. However, it must be stressed that this strategy is both time-consuming and expensive, and requires a relationship of trust between the subordinate officials and the change agent. Education and communication are also unlikely to produce less resistance if those affected by the change are merely informed in a unilateral manner that certain changes are to be implemented in their municipal department. For this reason, it is essential that genuine attempts be made by management officials to encourage the participation of their subordinates in the design of change proposals.

4.2.2 Strategy of Participation

A strategy of participation is advocated in situations where a change agent does not have all the information required designing the change, and where those affected by the change have considerable power to resist should they not be included in the planning for the change *(Kotter & Schlesinger,* in *Thompson, 1993:706).* The term "participation" can assume various meanings, but in this context it is used to describe strategies that involve those affected by the change in some or all aspects of its design and implementation (*Bowman & Asch, 1987:222).*

Child (1984:285) asserts that the involvement of those concerned with formulation and implementation of change usually offers the best chances of success. The reason for this is that participation provides an opportunity for the rationale behind the proposed change to be explained and critically examined. This, in turn, can assist in alleviating fears stemming from a lack of knowledge and a feeling of powerless on the part of those affected by the change. A strategy of participation is also effective since it normalises human behaviour to achieve positive human growth by changing the attitudes and beliefs adopted by people living in a hostile environment, and it gives all those interested in or affected by a decision, the opportunity to voice their opinion with the promise that it will be considered in decision-making (*Van Jaarsveld, 2001:7*). Seemingly, the

management officials and politicians of Tygerberg Administration are aware of this as they make it a point that they don't decide **for** the community they serve, but decide **with** them.

Bowman and Asch (1987:223) add that participation of various stakeholders in the decisions relating to the proposed change will probably result in improved decisions, since all relevant sources of information are exploited. The information provided through participation may relate to various aspects such as:

- alternative ways of implementing equal employment opportunities;

- the likely reaction of subordinates to the implementation of equal employment and the possible approaches to the implementation of equal employment.

Despite the benefits of involving those affected by the implementation of equal employment in the process of planning for the change, the strategy of participation has certain drawbacks. As with the strategy of education and communication, a participative endeavour has to occur across several hierarchical levels. For this reason, participation may not always be appropriate in instances where a rapid reaction to an unexpected event is required in order to solve a problem within the institution. *Child (1984:290)* adds that a strategy of participation is unlikely to culminate in a mutually acceptable solution in situations where there are deep-seated conflicts of interests between the parties involved. In this instance, it is not advisable to plan the change for a mutual solution to the problem on a participative basis if those affected by the change perceive the change as clearly contrary to their interests. Furthermore, it must be stressed that participation should not be used in a manipulative manner. This entails inviting those affected by the change to "participate" in planning the change, to create the perception that their views are being taken into account, when in fact a decision has already been made. This approach inevitably leads to scepticism concerning participation and may render genuine attempts to include subordinates in the design phase of change unworkable due to a lack of trust (*Bowman & Asch, 1987:225*).

In short, the participative approach to change management is not easy to apply. It is associated with certain problems, and is not functional in all situations. However, the consequences of not adopting this approach can be costly, particularly when subordinates are in a position to resist or even sabotage the change, but where they would probably accept the change constructively if involved and consulted in the decision-making process. As mentioned above, a strategy of participation may not be useful in instances where there is a conflict of interests. In this regard, a strategy of negotiation may be advisable.

4.2.3 Strategy of Negotiation

A strategy of negotiation is a common way of implementing change, such as equal employment, where there is a conflict of interest between the change agent and those affected by the change. *Bowman & Asch (1987:226)* note that negotiation implies an agreement being reached between individuals or groups with a conflict of interest concerning how they will behave with respect to one another. Such strategy is likely to be applied when it is obvious that there are going to be losers as a result of implementing the change, and where the losers are likely to resist. *Kotter and Schlesinger (*in *Thompson, 1993:707)* note that a strategy of negotiation is usually linked to incentives and rewards, although this could be costly and impractical if required every time a change is proposed.

Thus, it is apparent that transformation through negotiation may at times be the only way to manage change in a legitimate manner, yet its frequent use could lead to a situation where change is only possible through negotiation. This is unacceptable in terms of cost and time implications for the institution. In this respect, in some instances the research indicates that management officials favour a strategy of manipulation where change needs to be implemented rapidly with minimal cost to the institution.

4.2.4   Strategy of Manipulation

Manipulation involves covert attempts to influence individuals or groups who resist change to rather perceive the change in a positive light. Such covert attempts usually entail the selective use of information and the structuring of events in such a manner that the proposed change is presented as positively as possible to those adversely affected by it (*Kotter & Schlesinger,* in *Thompson, 1993:707). Bowman & Asch (1987:227*) concur with this conception of manipulation and state that there are two ways of manipulating individuals, namely;

- situational manipulation - whereby the situation is restructured so that the subject decides on a course of action that would not otherwise have been selected; and
- intentional manipulation - which entails altering the perception of the subject with regards to the existing situation so as to change intentions and thereby encourage the subject to embark on a new course of action.

*Kotter and Schlesinger (*in *Thompson, 1993:707*) add that co-optation may also occur whereby informal leaders of the resisting group are "bought off" by offering them key roles in the change process*. Kotter and Schlesinger* (in *Thompson, 1993:707*) note that manipulation may take place in a positive manner whereby the subject feels better off as a result of the manipulation.

However, with a contentious and potentially conflictual issue such as the implementation of employment equity, manipulative techniques are not advisable since resisting individuals or groups may feel tricked into accepting the change that is likely to result in long-term complications for the institution. The interviewees supported this view since none of them were in favour of adopting a manipulative approach in an attempt to overcome resistance to employment equity. In situations where equal employment needs to be implemented with fairly rapid results, a more acceptable strategy of facilitation may be applied.

4.2.5   Strategy of Facilitation

Facilitative strategies are those that aim to make the implementation of change easier for those affected by the change. Such strategies are helpful when a proposed change is likely to produce anxiety and may take on various forms, such as providing training in new skills demanded by the change, providing counselling and support to those adversely affected by the change, or creating conditions conducive to change (*Bowman & Asch, 1987:228).*

It is significant, however, that facilitation can only be applied in instances where the beneficiaries recognise the need for the change and are willing to make use of the assistance and support provided. *Kotter and Schlesinger (*in *Thompson, 1993:707*)* add that no other strategy works as well with adjustment problems, yet it is costly and there is no guarantee that it will overcome resistance. It is therefore evident that various strategies which local authorities can make use of to manage change, such as equal employment, are effective and efficient. It must be emphasised that, although these strategies are presented separately, a number of them are likely to be used in conjunction with each other to bring about change with the minimum of disruption.

In this respect, it is advocated that local authorities adopt a contingency approach whereby the relevant situational factors are considered before adopting a particular strategy. It must be stressed that the creation of a climate throughout the institution in which change is regarded positively, is an important ingredient of the management of change. The technique of organisational development may prove to be useful when developing such an organisational culture within municipal departments.

4.3   ORGANISATIONAL DEVELOPMENT (OD)

Organisational development (OD) is, in essence, planned cultural change and aims to establish mechanisms that encourage senior officials to be more open, participative and co-operative when dealing with problems relating to the implementation of change. OD strategies are not usually a response to specific problems but

rather a general approach to the management of change in the longer term. OD has various objectives such as:

- improved effectiveness in implementing change;
- greater collaboration between management officials and their subordinates;
- increased innovation and creativity in solving problems and making decisions relating to change; and
- reducing conflict and destructive political activity which may rise due to ill-managed change *(Kotter & Schlesinger,* in *Thompson, 1993:713).*

Owens (1991:224) elaborates by writing that the primary objective of OD is to improve the functioning of the institution by developing its capacity to make quality decisions regarding its structure, tasks, goals and resource utilisation. The notion of system renewal is embraced in the sense that the institution is not only able to respond to external pressures for change, but also to initiate change and thereby increase its impact on the environment. The concept of OD is therefore one of building into the institutional system the conditions, skills, processes and culture that foster continual development over sustained periods.

It is therefore apparent that OD is based on the premise that an institution represents a complex system and that any change in one component of the system will produce compensatory changes in other components. For this reason, it is asserted that change efforts need to be effected in the system as a whole in order to have long-term sustainability (*Culbert & Reisel,* in *Golembiewski & Eddy, 1978:59)*.

Schwella (in *Fox, Schwella & Wissink, 1991:243*) supports the above and contends that OD emphasises the interrelatedness of institutional phenomena. Emphasis is further placed upon goal setting and planning as the most important features of managing a change intervention such as equal employment, in that management officials need explicit targets against which the activities of their subordinates can be measured.

Owens (1991:226) adds that a characteristic of OD is that it is a form of planned change whereby goals are clearly identified and plans for attaining these goals are laid out. OD is further characterised by its aim of creating an organisational culture that encourages and promotes continuous learning and the generation of knowledge at all levels of the institution (*Kotter & Schlesinger,* in *Thompson, 1993:716). Bryson (1993:86)* states that significant change within an institution involves learning that effective management of change is largely contingent upon the creation of open, constructive attitudes. In this respect, exploring dilemmas, expressing deeply held beliefs that may involve conflict, and recognising the value of people and ideas produce learning.

It is likely that unforeseen probable consequences of proposed actions will be included in planning processes and the level of resistance will be reduced when creating a culture in which feelings and opinions can be expressed, where open communication channels support the right to question and challenge, and where those resisting change are encouraged to examine the cause of their resistance *(Owens, 1991:233)*. It is likely that unforeseen probable consequences of proposed actions will be included in the planning process and the level of resistance will be reduced (*Owens, 1991:233)*. This type of organisational culture is termed creative culture and is noted for its attempt to initiate change through innovation, risk-taking and achievement-orientation (Rowe, *Mason, Dickel, Mann and Mockler, 1994: 474)*.

Despite the virtues of creating a culture of learning within public institutions, it is noted that there are various constraints imposed by the public sector environment that limit the applicability of OD. Public institutions, including those at local government level, are usually marked by a productive culture which concentrates upon efficiency and consistency, and tend to adhere to rigid procedures and regulations which may contribute to an +inherent resistance to change (*Rowe, et.al.,1994: 474).*

This is supported by *Giblin (*in *Golembiewski & Eddy, 1978:125)* who maintains that the predominance of administrative regulations in public institutions often results in a static organisational culture with low propensity for change. Furthermore, the effort to adhere to a Weberian organisational structure or hierarchy has created habits of behaviour which limit the discretionary authority of management officials and tends to result in an emphasis on procedural regularity and control (*Cox, Bucks, & Morgan, 1994:204).*

Thus, the abovementioned constraints, coupled with a fear of innovation, tend to reduce the likelihood that OD can be effectively implemented in public institutions. The question in this regard, however, is not how to introduce OD despite these constraints, but rather how to overcome certain of these constraints before OD can be viable. *Cox, et.al.* (*1994:207*) are of the opinion that any OD intervention should be structured to conform to the values, approaches and structures derivative of representative democratic government.

*Giblin (*in *Golembiewski & Eddy, 1978:126 - 129*) mentions certain guidelines that need to be considered when undertaking any form of planned change in the public sector. Firstly, it is proposed that the initial goals set for an OD intervention should be both modest and operationally oriented. This implies that the institution of OD in local authorities should commence with realistic goals of a highly operational nature, such as minor improvements in daily functional activities. Early and demonstrable success in implementing planned change will engender broader support that will be essential at a later stage when attempting to alter basic institutional values.

Secondly, where a fundamental change in the organisational culture is not feasible in the short-term, OD efforts may make use of existing structures, rules and procedures to achieve desired short-term changes. This does not suggest that the *status quo* simply be maintained, but that it is used to gradually introduce OD efforts. Thirdly, the change efforts at lower levels of the institutional hierarchy should be easily replicable throughout the system and tangible feedback regarding the progress of OD should be provided to management officials so as to enhance the overall commitment to such planned change.

An OD intervention tailored to the implementation of equal employment at local government level may benefit from taking cognisance of these guidelines. Local authorities need to set equal employment goals and targets

which are realistic and related to the availability of suitably qualified members of disadvantaged groups in the labour market. The implementation of equal employment could commence with minor changes at the operational level of the municipal department, provided these changes are easily replicable throughout the department. For instance, equal employment efforts could start by aggressively recruiting members of disadvantaged groups for lower-level positions, provided these attempts at overcoming under-utilisation are later replicated at the management and senior levels of the institution.

Furthermore, existing structures, regulations and procedures can initially be utilised to initiate changes brought about through equal employment, yet similarly, there needs to be a movement towards reviewing and changing the *status quo* once broader acceptance of planned changes have been engendered.

From the above, it can be deduced that local authorities can benefit from utilising the principles of OD interventions in that the major changes associated with equal employment need to be planned and implemented gradually in stages so as to reduce likely resistance. It is recommended that OD be used as a strategy to enable the local authority to move away from a productive organisational culture that inhibits change, towards a culture of learning in which change is viewed in a more positive light as an opportunity for growth and development.

However, any institution is likely to resist any such suggestion involving a radical change in the way that it operates, especially in the public sector where the emphasis is on conformity and consistency. For this reason, it was proposed here above that OD interventions make use of the *status quo* to gradually bring about the necessary changes within municipal departments, especially in terms of the organisational structure. This will be of utmost importance in attempting to create a culture which embraces the development of human resources, an essential prerequisite for the effective implementation of equal employment at local government level.

4.4   DEVELOPMENT OF HUMAN RESOURCES

Equal employment is closely related to the issue of enhancing the capacity of public institutions to adopt a proactive stance in sustainable human resources (HR) development *Levy (*in *Cloete & Mokgoro, 1995:82).* Thus, employment equity should be linked not only to change management strategies and the restructuring of public institutions, but also to the development of HR. The development of HR constitutes one of the functional activities of staffing, namely personnel training and development. Furthermore, it is central to the attainment of the RDP and will need to form an integral part of the process of transformation and change in the public sector. To this end, public institutions such as local authorities will need to adopt a strategic framework

for the promotion of the comprehensive mobilisation, training and development and utilisation of HR (*Draft White Paper, 1995:21*).

In this regard, it would be helpful to briefly discuss the meaning of HR development.

4.4.1   Definition of Human Resources Development (HRD)

Megginson (1977:275) defines HRD as a systematic process of education, training and growth by which an individual acquires and applies information, knowledge, skills, attitudes and perceptions. *Klingner & Nalbandian (1993:189*) elaborate by stating that the aim of HRD is to enhance the general knowledge base of institutions and to prepare a cadre of individuals with the required potential to assume future positions of responsibility. From this, it is clear that HRD is a long-term, continuing activity that entails more than mere training and is intended to meet individual and institutional needs.

According to *Human and Bowmaker-Falconer (1992:251*) HRD comprises a process in which ability can increase through the dynamic and complex interaction between the perceived ability and motivation of the individual, as well as the manner in which the individual is managed.

HRD is therefore not only about sending Affirmative Action beneficiaries on relevant training courses, but it requires a holistic institutional strategy which is led by line managers and supported by the culture of the institution.

In respect of HRD it is imperative that an empowering climate is created in the workplace whereby the individual is willing (motivated), able (trained), and allowed (authority and responsibility) to learn and perform to full potential (*Charlton, 1994:18*). In this regard, *Human and Bowmaker-Falconer (1992: 256 - 257*) noted that an organisational culture that fosters such a climate is characterised by various factors.   From this, it is

evident that HRD constitutes more than training and that it is required on a continuous basis to ensure that public institutions are effective and viable in the long-term. Thus, a shift in emphasis needs to occur from an almost exclusive focus on training to a more holistic strategy of HRD. The necessity of such a shift in focus is highlighted in the next section.

4.4.2   Necessity of Human Resources Development

Charlton (1994:17) writes that the process of Affirmative Action should commence with a recognition of the challenge to develop HR in order to effect permanent change and to meet future institutional needs. This

seems to be the case with regards to the City of Tygerberg since 80% of the respondents agreed that efforts were indeed made to develop Affirmative Action beneficiaries once they had been placed in their current positions. The objectives of HR development are summarised by *Pratt and Bennett (1989:194)* as follows:

- To improve current work performance;
- To develop potential in order to meet contingencies and to advance capable employees into higher posts; and
- To create a climate conducive to individual growth and self-development.

The National Productivity Institute (NPI) (1994:3) is of the opinion that institutions will need to devote specific attention to the development and effective utilisation of HR in order to meet the challenge of implementing Affirmative Action in a productive manner. In this regard, it is argued that "productive" Affirmative Action has three dimensions, namely a focus on:

- Developing the latent potential of Affirmative Action beneficiaries through a combination of formal training, assigning job responsibilities and undertaking mentorship schemes;
- Advancing Affirmative Action beneficiaries into higher posts in accordance with career paths and enforcing fair procedures by which potential managers are identified, developed and promoted; and
- Integrating the beneficiaries of Affirmative Action into the workforce and ensuring that diversity is accommodated and respected (*National Productivity Institute, 1994: 3 - 4).*

Thus, a strategy that includes the interrelated dimensions of development, advancement and integration is advocated. In this manner, it is ensured that fuller use is made of available human potential while past imbalances are actively addressed. *Charlton (1994: 15)* concurs by stating that such a holistic strategy of HR development should focus on the accelerated development of leadership at every level of the institution, as well as on the long-term affirmation of the dignity and competence of Affirmative Action beneficiaries. Thus,

the solution to bridging the gap between the supply of and demand for competent leadership within the institution is located not only in training, but also in the right kind of accelerated development done in the right manner and at the right time. This was reflected by the research as 95% of the respondents highlighted the development of disadvantaged group members in lower-level posts for future positions of responsibility as a priority factor in planning for the implementation of Affirmative Action.

From the above, it can be deduced that the effectiveness of Affirmative Action plans and programmes depends largely on the availability of disadvantaged group members sufficiently competent to assume positions of responsibility within the institution. To this end, it is recommended that local authorities design

and undertake comprehensive HRD strategies that focus on developing, advancing and integrating the beneficiaries of Affirmative Action. A lack of emphasis on the long-term development of HR in favour of "quick fix" training programmes will only serve to enhance the discrepancy between the supply of and demand for disadvantaged group members with management potential. For this reason, it is necessary to acknowledge the importance of recruitment and selection.

4.5   RECRUITMENT AND SELECTION

4.5.1.   What is Recruitment and Selection?

Recruitment and selection are the processes of acquiring applicants who are available and qualified to fill positions in the organisation. *Watson* (in *Sisson,1994:185*) writes that recruitment and selection are conceived as the processes by which organisations solicit, contact and interest potential appointees, and then establish whether it would be appropriate to appoint any of them. *Andrews (1992:16 -18)* agrees with Watson when describing selection as:

- "Attracting qualified job applicants as just the first step in the process of acquiring new employees;
- "the process by which an organisation chooses from a pool of applicants, the person(s) who best meet the selection criteria for the position available, given current environmental conditions;
- "the process of determining from among the applicants which ones best fill the job specifications and should be offered positions in the organisation;
- "it is a process in which applicants are assessed against the criteria established in job analysis, in order to predict which job applicants will be successful if hired".

Watson further states that selection is the second step in the employment process and of necessity follows on the recruitment function (*Andrews, 1988:106 - 107)*. *Breauch* (*1994:4*) agrees with Andrews when stating that

recruitment is the second step in the process of providing human resources. *Breauch* also defines recruitment as the process that involves those organisational activities that influence the number and/or the types of applicants who apply for a position and/or affect whether a job offer is accepted.

On the other hand, *Robbin and Mureji (1990:407)* indicate that if human resources planning indicate a surplus, management will want to reduce the labour supply within the organisation. Recruitment as an inherent part of human resource planning therefore reflects the process of locating, identifying and attracting suitable applicants. It aims at encouraging those applicants who have the skills and qualifications necessary to meet the organisation's needs, to apply for employment. It is a two-way process in the sense that, just as

organisations are searching for potential applicants, applicants are also searching for suitable organisations. The following conditions must be met before this meeting between the organisation and the applicant can take place:

- There must be a common communication medium (the organisation advertises in the medium read by the employment seeker).
- The applicant must be able to find a match between his or her characteristics and the requirements of the job.
- The applicant must be motivated to apply.

To remain competitive, all organisations (whether private or public) should have an effective recruitment programme to ensure that suitable and qualified applicants are attracted. The following are the steps to be followed to establish an effective recruitment function within an organisation:

- A recruitment policy must be formulated.
- An analysis of the factors that influence recruitment must be made.
- The various sources of recruitment must be investigated.
- A choice must be made between the various recruitment techniques
- The recruitment programme must be audited.

Because recruitment is an expensive process, it is important that it should be handled in a scientific manner to make it as cost effective as possible. The mutual cooperation between line and staff functionaries is extremely important.

The human resources specialist who is responsible for the recruitment and initial selection of candidates is normally not the superior of new employees. He or she is not always up to date on the job content and there

must be close liaison with the manager who receives the new employees and merely acts in a staff capacity to the manager. He or she may not always be well versed in the job content, and there must be close liaison with the manager who receives the new employees. Whenever a recruitment policy is formulated, Affirmative

Action must be taken into account. For example, an organisation may adopt a policy of changing its managerial structure in such a way that in five years time top management will be representative of all different groups, including the previously disadvantaged.

Selection refers to the selection of the most suitable candidate judged by predetermined criteria to be placed in a specific position. It is indeed a process that can be used to determine which applicants satisfy the requirements of a specific position but before selection can take place, applications must first be received. Both of the above definitions are meant to include seeking and appointing both internal and external candidates. This chapter will review these processes drawing on both systematic evidence and informal knowledge of present practice.

It is the responsibility of the managers to influence these processes to the advantage of the organisation, but that there are other parties involved who also have different powers to influence outcomes. Though they might express it differently, this notion is quite familiar to, and underlies some of the recruitment practices of many managers. They know that practical success depends on understanding what influences potential employees.

Recruitment consists of activities intended to identify sources of talent to meet organisational needs and attract suitable people for the right jobs in the right places. The recruitment policy can also be influenced by various sources. This includes the external environment such as government legislation and bargaining agreements with unions that have an impact on the recruitment process in South Africa. The recent implementation of the *Labour Relations Act* (*Act no 66 of 1995*) has a number of important processes, which require employers to scrutinise and change their recruitment policies and procedures, a matter to be discussed below.

4.5.2   Recruitment and Selection Processes

Although the goal of recruitment is to create a large pool of persons who are available and willing to work for a particular organisation, the selection process has as its objective to identify and eliminate those judged unqualified to meet job and organisation requirements. Thus, in a sense, recruitment tends to be positive in that it seeks to persuade people to apply for work with the organisation whereas selection tends to be somewhat negative because it rejects a good portion of those who apply.

The common approach to selection problems is to choose individuals who possess the necessary skills, abilities, and personality to successfully fill specific jobs in the organisation. Thus, the employment manager typically has in his/her possession an employment requisition initiated by some operating manager requesting, say one design Typist Clerk with five years typing experience and being able to type sixty words per minute to start working on 1 August on a certain wage rate. In some cases it is not even necessary to have five years experience in order to perform those particular duties. This is essentially a problem of matching a person to the job. For instance, within the City of Tygerberg there were employees whose skills were under-utilised, for example, an employee with a Master's degree being employed as a Secretary. This view of under-utilisation

of skills was supported by 80% of the respondents from the designated group. 100% of the privileged groups (those who had all the opportunities to get to the top positions) indicated that their skills were being utilized satisfactorily. This proves beyond doubt that it will take longer for the designated group to be promoted, as they might not have the necessary experience.

A question could be asked: what course of action should the employment manager follow in the above regard when a person without experience applies? Large organisations use another approach to selection that admittedly may be more feasible. This system includes certain basic established entrance standards, such as a minimum qualification, minimum age, physical requirements, minimum score on mental ability tests, and so on (*Beach, 1985:86*).

However, in South Africa, the Constitution states that the Bill of Rights is a cornerstone of the country's democracy as it enshrines the rights of all people in the country and affirms the democratic values of human dignity, equality and freedom. It further states that no person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3). Discrimination on one or more of the grounds listed in subsection 8(3) is unfair unless it is established that discrimination is fair. Therefore, to look at a physical ability is blatant discrimination according to the Constitution. According to the interview held with Utte Jordaan (2000) there were only six disabled persons employed within the City of Tygerberg.

However, there can be certain positive aspects to the selection process. Instead of concentrating simply upon the rejection of applicants, the employment manager can attempt to determine where in the organisation an applicant could best fit. As in the case of recruitment, employee selection is a two-way process. Those engaged in designing and implementing a hiring programme must always remember that prospective job candidates also make judgements that would assist them in selecting the organisation and the job that they would prefer, just as managers in turn also make judgements to select individuals. Hiring officials have a responsibility to provide job applicants with full and accurate information so that the latter can make

reasonable responses throughout the entire recruitment and selection process. However, 70% of general employees who responded indicated that they don't have access to GroupWise and 50% of them don't have notice boards near to their workstations. Therefore, they don't have access to the jobs advertised. In this regard *Flippo (1976:140)* discusses certain procedures that can be followed:

4.5.2.1   Application Blank

The application blank is a practical tool used to obtain information about applicants that aids management in

evaluating their suitability for employment. However, it is not always a suitable tool because once managers have read them they assume that they have seen all the information required. There is a remarkably high degree of similarity among the application blanks of various companies. Perhaps this uniformity is caused by the fact that these blanks deal with basic information that all firms consider important; or companies may be following one another like sheep and include questions for which they have little use *(Flippo, 1976:140)*.

Many organisations use separate forms for hourly jobs, office jobs, and professional and managerial jobs. Traditionally, the items included on application blanks have been chosen judgementally, on the basis of past experience in the organisation and a survey of the form used by other firms. The interviewer commonly makes the interpretation of responses given by various applicants, judgementally. The skilled interviewer gains information from the application forms that enables him to draw tentative inferences about the applicant's suitability for the job for which he is being considered *(Flippo, 1976:140)*.

However, an application form does not always provide enough space for all the information required, such as that of qualifications and work experience. Thus, Tygerberg required a detailed Curriculum Vitae (CV) and a letter of application stating the position for which application is made and the reference number thereof. In actual fact, to fill in the application form and attach the CV is duplication because the same information on the application form appears in the CV.

However, during the research undertaken for this dissertation problems were experienced in summarising the information contained in some CVs because some of the information was not clearly stated, whereas on the application form itself it is easy to find the information required without wasting time. Most of the members of the designated groups have poor standards of education; as a result they experience problems in collecting relevant information. *Flippo (1976:140)* states that with the passage of the American Civil Right Act of 1964, discrimination in employment on the basis of race, creed, nationality, and colour is prohibited. He further states that this requires eliminating from the application blank questions that would reveal such information.

Tinarelli, (2000:17) agrees with *Flippo* that direct discrimination on racial grounds constitutes treating a person less favourably than what others are, or would be, treated under the same or similar circumstances. She further writes that indirect discrimination consists of applying a requirement or condition that, although applied equally to persons of all groups, is such that a considerably smaller proportion of particular racial groups can comply with it.

However, what Flippo says about eliminating questions that reveal information relating to discrimination, is contrary to the Employment Equity Act, because an interviewer must be able to determine whether an applicant is a member of a particular designated group. Therefore, race and gender are important for this purpose. It is essential that the interviewers systematically compare their evaluations of responses to questions on the applications to the actual performance of people after they have been appointed. They must not focus on irrelevant personal characteristics instead of work performance because this would constitute blatant discrimination. *Cronje (1997:4)* writes in his report that in the South African context there is now also legislation outlawing discrimination and providing for the implementation of Affirmative Action. Section 5 of the *Employment Equity Act (Act 55 of 1998*) requires that every employer must take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice.

4.5.2.2   Weighted Application Blank

An application blank can be designed so that there is an empirical relationship between the subsequent job performance and the answers the applicants have given on the application form at the time of appointment. An application form that has been designed through statistical correlations is called a weighted application blank. The scoring or weights assigned to the questions are specific for each job group and are determined in accordance with the predictive power of each question. In order for candidates to pass this selection hurdle a total cut-off passing score may be required. This technique is most appropriate where there are large numbers of applicants in given jobs and where a less sophisticated method of selection has not yet yielded good results. If there is a longer or costly training period, if the rates of failures of new employees have been excessive, then the time and expense to design a weighted application blank may be justified.

In developing a weighted blank, it is necessary to identify those items of personal history of present employees that differentiate between groups of successful and unsuccessful groups of employees. This improves predictive probabilities. However, on the other hand, reliance upon the statistical formula of a weighted application can result in false predictions in individual cases. It also increases the employment office's battling average in the long run when hiring and rejecting large numbers of people.

4.5.2.3   Methods

There are two main sources of talent that many organisations are using to select the suitable candidates. They are the external and internal labour market. There is a clear difference between internal and external sources. Is it not more cost-effective when an organisation develops the employees already inside rather than hiring new ones from outside? This system was applicable at Tygerberg where 90% of the jobs were

advertised internally. This process of recruiting is used by many organisations. If the vacancy occurs it can be filled by promoting or transferring another employee from within the organisation to the vacant post. There are other methods applied internally such as skills inventory, job posting, vacation work and in-service training. The methods mostly applied by many organisations are advertisements through billboards, Intranet and company bulletins. In addition, organisations also use the services of external employment agencies, walk-in referrals, professional bodies, headhunters and educational institutions. It is advantageous to recruit internally, (e.g. increases morale of all employees, is faster and less expensive, but it also creates unnecessary tension within the organisation and promotes unhealthy competition amongst employees). It also demotivates those as a result of the above and strong management development programmes are required to offset any negative effects. In contrast to internal recruitment outside applicants may bring new ideas, work techniques, production methods or training to the organisation, resulting in increased productivity.

4.5.3   RECRUITMENT, SELECTION AND THE LAW

Since the birth of South Africa's new democracy, the country has introduced many laws which are labour friendly. Since the *Labour Relations (Act 66 of 1995)* has been implemented, it has become imperative for organisations to adapt accordingly. Section 9 of the Act requires the protection of applicants from all kinds of discrimination, whether direct or indirect. The Act defines discrimination as unfair labour practice. All protection afforded to employees against unfair discrimination and unfair selection practices are also extended to people seeking employment.

In relation to the above Act it is important for the questions that relate to selection to be relevant to the post or job concerned and they should be consistent. There should be uniformity as well in the manner in which the questions are posed by the interviewers. The questions which infringe on the privacy of the applicant are not allowed, as well as questions which may be interpreted as discrimination in terms of sex, motherhood, sexual orientation, medical condition, disability, age and religion. The questions allowed are those relevant to that particular position and should not be discriminating. This law limits questions to those that will establish the suitability of the applicant to perform the duties of the job. Labour legislation also requires equity. The

Employment Equity Act (Act 55 of 1998) requires people from the disadvantaged group to be considered when doing selection. These groups are Africans, Indians, Coloureds, women and people with disabilities of all population groups.

4.6.1   Organisational and Social Environment

The selection process needs to match a person with the job in a particular organisational and social environment. The first element in the selection process is the setting of organisational goals, which includes an employment policy. Those charged with operating the employment programme should have job descriptions and job specifications for all the jobs in the organisation. This will enable them to know beforehand what qualifications are necessary for a certain job. The prime objective of the selection process is to find out enough about the applicant's background, training, aptitudes and skills so that this matching process can be done properly and accurate *(Flippo, 1976:141)*.

4.6.2   Successive Hurdles

The majority of employee selection programmes are based upon the successive hurdles technique. This means that to be hired, applicants must successfully pass each and every screening device, like the application blank, interviews, test, medical examination and background check *(Flippo, 1976:141)*.

4.6.3   Avoiding Gimmicks

At times management are hard pressed by service delivery problems. They seek easy gimmicks to evaluate human beings. In many organisations there are many pseudoscientific shortcuts to human appraisals. Some psychologists claim that it is possible to predict ability and personality according to the shape of one's head (physiognomy), according to the body build, and some other types (mesomorphic, and ectomorphic). However, human beings are just too complex and cannot be effectively and accurately appraised by such simplistic measures *(Flippo, 1976:141)*.

4.6.4   Recruitment and Selection Procedures

Selection procedures are rules made to meet the particular needs of an employer. An acceptable procedure depends upon a number of factors. First the consequences of faulty selection must be weighed against representivity. This is influenced by the time of training, money invested in the new recruit, level of complexity of the job and possible damage to the organisation if the new employee fails. A second factor that influences

the thoroughness of the selection sequence is a company policy and top management's attitude. A third consideration governing the thoroughness of an employment procedure is the probationary period *(Flippo, 1976:141)*.

4.7   CONCLUSION

In describing Affirmative Action at local government level, it is necessary to explore its place in administration. The primary objective of this chapter was to contextualise Affirmative Action by describing its place in the broader framework of administration and, more specifically, the staffing process. It was found that the common objective of all public institutions, including local authorities, is the promotion of the general welfare of the inhabitants. To achieve this objective, various functions are required to provide the means essential to public undertakings and to utilise these means effectively and efficiently. In ensuring that public institution have sufficiently qualified and trained personnel members, various administrative means are necessary. Personnel administration consists of various functions whereby such means are provided. These functions were classified as the enabling administrative functions for providing the means, the management functions for utilising the means, functional activities, and the auxiliary functions. In this chapter an attempt was made to describe the place of Affirmative Action in the execution of these staffing functions. In this regard, it can be concluded that each of the component functions of personnel administrative require considerable attention in designing and implementing Affirmative Action programmes for local authorities. The Labour Relations Act also plays an important role in ensuring that this process is fair and non-discriminatory. That is why organisations that still act in the traditional manner (especially apartheid), should adjust to the requirements of the law and make necessary changes to their policies.

In this chapter issues relating to organisational change and human resources development were analysed within the Tygerberg Administration. The next chapter provides some general conclusions of the research findings and subsequent recommendations in this regard.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 General conclusions and recommendations

The focus of this study was on equal employment opportunities at a local government level with specific reference to the City of Tygerberg. For the purposes of this study, equal employment and Affirmative Action were defined as active forms of intervention aimed at redressing historical wrongs and promoting equal employment opportunities.

In **Chapter 2**, the various perceptions of Affirmative Action were critically examined with the aim of providing an objective assessment of the meaning and characteristics of Affirmative Action. In this regard, it was emphasised that Affirmative Action cannot simply be equated with concepts such as equal employment opportunities, black advancement, or the management of diversity. Such a simplistic approach may result in a lack of clarity concerning the nature and scope of Affirmative Action policy at local government level. To guard against such a situation and its associated problems, it is recommended that:

- Affirmative Action be regarded as a necessary supplement to equal employment opportunity since equality in the workplace is made possible through active measures undertaken to redress historical backlogs in terms of education, training and other related employment opportunities;
- Black advancement be avoided as a synonym for Affirmative Action since it is too exclusory in its application and tends to focus on the perceived deficiencies of black employees; and
- The management of diversity be recognised for its attempt to affirm diversity in the workplace, yet caution be exercised that Affirmative Action beneficiaries are not assessed in the workplace in terms of their membership of a particular cultural grouping, but in terms of individual work performance.

Affirmative Action is a controversial term and is often equated with claims of reverse discrimination, a lowering of standards, and tokenism or "window dressing". The crux of the dissertation concerns equal employment at local government level with specific reference to the City of Tygerberg, and for this reason, **Chapter 3** was specifically devoted to defining local government, indicating its right of existence, and highlighting the need for Affirmative Action at this particular tier of government. It was found that local authorities fulfil an enabling role in the sense that they exist to ensure that an environment is created in which the local inhabitants enjoy the "good life". In order for local authorities to fulfil this role effectively, it was stressed that they need to adapt

sufficiently to rapid changes in the external environment. In this respect, the need for Affirmative Action at local government level was attributed manly to two overlying factors, namely:

- The need to overcome the lasting effects of previous discrimination, especially with regard to the under-utilisation of disadvantaged group members in the management echelons of municipal departments; and
- The need to respond proactively and strategically to rapid changes in the external environment.

The need for an Affirmative Action policy at local government level and the possibilities in this regard were explored in **Chapter 3**. The research questionnaires revealed that Tygerberg Administration has adopted the Agreement on Affirmative Action and equal employment practice of the National Labour Relations Forum for Local Government as its policy framework. However, active steps need to be taken by municipal departments to ensure that the intentions of the legislature with respect to Affirmative Action are implemented effectively and efficiently.

Strategic planning was also advocated in **Chapter 3** as a technique to be adopted by local authorities in identifying Affirmative Action objectives and taking proactive strategic steps to ensure that these objectives are realised without lowering standards. It was stressed that a strategic approach to the implementation of Affirmative Action is required in that it enables management officials to meet the challenges confronting local authorities with respect to Affirmative Action, namely bridging the gap between the demand for and the supply of suitability. Furthermore, it was pointed out that strategic planning would assist existing management officials within municipal departments in exploiting the opportunities and minimising the threats related to the implementation of Affirmative Action.

In relation to planning strategically for the implementation of an Affirmative Action policy, **Chapter 3** finally served to provide a possible process that could be adopted by local authorities in this regard. This strategic planning process comprises various steps, namely, identifying the mission of the institution, analysing the external environment, analysing the internal environment and conducting an Affirmative Action audit, formulating an Affirmative Action strategy based on these analyses, implementing the strategy, and evaluating the extent to which this strategy was implemented effectively and efficiently within the various municipal departments.

Despite the apparent need for Affirmative Action and the benefits of adopting a strategic approach to its implementation, both imply change and may therefore be met with resistance from the municipal officials affected thereby. **Chapter 4** focussed partially on the reasons for resistance to change and explored various change management strategies whereby this resistance may be minimised or even overcome. It was found

that a change such as the implementation of equal employment opportunities and Affirmative Action might be met with resistance in that it benefits, and implies a break in existing norms within the workplace.

In **Chapter 4** it was further indicated that, in addition to managing change effectively, it is also necessary for a local authority to create a climate which fosters and encourages creativity and which is conducive to the acceptance of change as an opportunity for growth. In this respect, organisational development was advocated as a technique to be applied in creating a culture of learning whereby the capacity to anticipate and even shape change is enhanced. This chapter was also devoted to human resources development as one of the basic programmes of the Reconstruction and Development Programme. Human resources development is a process to be undertaken by local authorities to ensure that a cadre of municipal officials, especially members of disadvantaged groups, undergo accelerated learning to prepare them adequately for future positions of responsibility. A series of steps may be followed to develop human resources within municipal departments, namely design development plans to implement such a policy, conduct development activities such as on-the-job training and coaching to assist the individual in meeting development objectives, and evaluate the extent to which these development activities have succeeded in developing individuals for management positions. Thus, in conclusion, it may be stated that equal employment and Affirmative Action are the active forms of interventions that aim to redress historical wrongs and promote equality of opportunity within the workplace. Equal employment and Affirmative Action are required at local government level due to the need to eliminate discrimination and to respond proactively to external demands for a more inclusive and representative workforce within municipal departments.

5.2   Summary of findings and observations

The participants were supposed to have been randomly selected; however this was not possible due to the fact that the researcher was based in the Chief Executive Officer's office and the potential participants became suspicious that the information required was not for study purposes, but just a scam. It therefore became necessary for the researcher to approach people who knew and trusted her. On the other hand, however, all the heads of department and the directors responded with the exception of only one director. It was expected that they would be reluctant to participate, but were not. This could be because of support of the Chief Executive Officer and his Principal Administrative Secretary.

The questionnaires were distributed to the management and they were given four weeks in which to complete them. Even though enough time was given the researcher had to phone and send e-mails to remind them. The questionnaires were eventually returned during 2002. Problems were however encountered with the return of some of the questionnaires from the lower category staff. A major problem in this regard was the fact that some of the participants were illiterate and could not fill out the forms themselves.

It was found that even though most of the personnel employed by Tygerberg were Black, there were few in management positions. For example, if one looked at the nursing staff, it was noticeable that there was not even one white nursing assistant and the cleaners were only Coloureds and Blacks. During the time of the research there was only one black female head of department and one black male director. It was also found that the lower category staff did not have access to information and as a result they only heard of vacant posts being advertised after the closing date. They also did not know the difference between employment equity and Affirmative Action. It was also found that there was an unequal distribution of skills due to the effects of past discrimination, especially in terms of education. All the directors and heads of departments agreed that training is necessary for all employees, especially the previously disadvantaged groups.

From personal experience it was also established that when a post was advertised, five years experience in the same field was equated with a diploma, and this made it difficult for the previously disadvantaged groups to compete, as they were not given an opportunity to gain work experience. This impeded them from moving into top management positions.

5.3   Recommendations

Since most problems experienced with equal employment and Affirmative Action in Tygerberg were centred in the implementation of the programme, management needed to consider improving the methods of communicating these programmes to employees. Close attention must be paid to the retention of talents that can be achieved by training previously disadvantaged groups. After these people have been trained they must be placed in jobs in which they can utilise their acquired skills. The people want jobs that are challenging and bring about growth. Therefore, it is highly recommended that the people should be placed correctly. There was a case at Tygerberg where the Employment Equity Officer was accused of not performing, that could have been caused by the fact that he was just placed and no mentoring was given to him. It is important that people should be mentored as well.

Management should create a value where everyone is measured and they should consider giving rewards linked to individual performances. The deliverables should be linked to a career system. An efficient and effective feedback system should be in place. A penalty is recommended for those managers who are not committed to employment equity. Most employees use the terms "equal employment and Affirmative" interchangeably, thus it is recommended that workshops on the above be held for all levels of staff. There should be a career path that was not available at the time of conducting this research. As a consequence people who were trained eventually left the organisation as a result of no career path opportunities. The previously disadvantaged groups have to be exposed to management positions in order to gain experience.

Even though there was an Employment Equity Officer in Tygerberg, it appeared to be merely for window-dressing purposes. There was no Employment Equity plan in place, and it is recommended that with the merger of Tygerberg with Cape Town, they need to learn from Tygerberg's mistakes. There should be a culture that suits everyone within the organisation.

ANNEXURE A: RESEARCH QUESTIONNARE

Dear Participant

GENERAL INSTRUCTIONS

The attached questionnaire is an attempt to ascertain whether the composition of Tygeberg Administration is representative of the various communities in terms of Employment Equity.

On the following pages are some questions which require a response from you. Please remember that whenever the questionnaire refers to designated groups (this means designated groups as specified by Employment Equity Act (Act 55 of 1998), i.e black people, females generally and people with disabilities).

Please be assured that the information supplied by you will be treated confidentially, and anonymity is guaranteed.

This project forms part of the requirements to obtain a Master's Degree in Public Management. The success of the project depends on a sufficient degree of cooperation and feedback from respondents. Your cooperation is voluntary, yet it could determine the success of the project. It is for this reason that I appeal to you to take a few minutes of your precious time to fill in the questionnaire and return it to me as soon as possible.

Your cooperation will be appreciated in this regard.

Yours faithfully

VIVIENNE MASEMBATE

Employee   :   City of Tygerberg
Telephone   :   (021) 938 8013 (w)
Fax   :   (021) 938 8034

QUESTIONS

1. **Employment Equity and Affirmative Action**

1.1 Do you know what Employment Equity and Affirmative Action mean?	Yes	No
1.2 If not, would you like to know more?	Yes	No
1.3 Would you like to attend a seminar to be enlightened on the matter?	Yes	No

1.4   If you replied yes on 1.3 above what specifically to your opinion needs to be addressed?

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1.5   If you replied no to 1.3 above briefly motivate.

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2. **Accessibility of the Information**

2.1 Do you have access to the GroupWise?	Yes	No
2.2 If not, are there notice boards at or near your workplace?	Yes	No
2.3 Do you regularly receive information about Council matters from the above source?	Yes	No
2.4 In particular, are informed about – training opportunities, jobs available and employee assistance programmes?	Yes	No

2.5   If you replied yes on 2.4 above what can be added to give further assistance?

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2.6   If you replied no to any of the above questions, have you addressed the matter with your supervisor, and if so what was the outcome?

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3.   **Level of Understanding**

3.1   What is your mother language:

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3.2   Which language is mostly used in your department?

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3.3   If it's different from your mother language, what is the level of understanding?

Good	Fair		Poor		
3.4 Is your language respected?				Yes	No
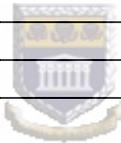
4.   **Recruitment and Selection**

4.1 To your opinion do you think recruitment and selection are fair?	Yes	No

4.2   If not why, and if the are how? Please explain.

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4.3 Do you think the job requirement for post advertised are fair and realistic?	Yes	No

4.4   If not, what do you think is the problem, e.g. too high a level of academic
        Qualification, more experience than is really needed, any other?

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4.5 To your opinion, are your skills properly utilized?	Yes	No

4.6   If your reply is no what have you done about it?

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4.7   Although the Employment Equity Plan is to advance previously disadvantaged persons,

        is it your experience thusfar?

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4.8 Are you familiar with Council's recruitment and selection policy?	Yes	No
4.9 Do you receive or have access to information of all vacancies your could apply for?	Yes	No

4.10   If you have, how and if you don't, what do you think can be done to improve this situation?

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4.11 Are the interview panels representatives of designated groups?	Yes	No
4.12 Does the Council in filling vacancies place enough focus on internal promotion?	Yes	No

4.13   Any other comments on the aforegoing?

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5. **Skills Development Plan**

5.1   To your opinion what is the role of mentoring within the Council?

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5.2 Does Tygerberg Administration have skills development plan?	Yes	No

5.3   How often do you meet Senior Management?

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5.4   Is Tygerberg Administration doing enough to retain and develop designated groups?

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5.5   List any other possible obstacles that are not listed in this document.

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The objective of this study will assist Tygerberg Administration to identify patterns which are out of step with the Act or the Council's commitments to Employment Equity and to then start planning how to deal with them.

I once more thank you for your co-operation.

VIVIENNE MASEMBATE

Tel : 938 8013
Fax : 938 8034

EMPLOYMENT EQUITY OFFICER : MR L MTSHILITA

In order to obtain your comments / response the following are the possibilities contributing to the non-representation of previously disadvantaged persons in the managerial echelons of Tygerberg Administration (hpothesis):-

(a)   Absence of mentorhip programmes.
(b)   Language barriers.
(c)   Recruitment practices.
(d)   Lack of experience and expertise.
(e)   Non-performance of the Employment Equity Officer.
(f)   Lack of training.

QUESTIONS

1)   Since you've joined Tygerberg Administration in June 2000 are there any changes
        you have implemented? If there are, can you list them? If not, give reasons as to why.

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2)   Are you comfortable to be in this position? If so why, if not why?

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3)   Are there any other staff working under your supervision? If there are, how many, if not,
        why so?

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4)   When you joined Tygerberg Administration, what were your visions and missions?

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5)   Did the change (Unicity) affect your performance? If so explain and if not what progress
         are you making as far as the Employment Equity Plan is concerned?

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6)   In your experience can that office be run by one person? If not what measures have
         you taken to address the problem?

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7)   Are you part of the interview panels? If you are, are you satisfied with the way they are
         being handled and if you aren't what do you do about that?

……

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……

The objective of this study will assist Tygerberg Administration to identify patterns which are out
of step with the Act or the Council's commitments to Employment Equity and to then start planning
how to deal with them.

I once more thank you for your co-operation.

VIVIENNE MASEMBATE

Tel   :   938 8013
Fax   :   938 8034

CHIEF EXECUTIVE OFFICER/DIRECTORS/HEADS OF DEPARTMENT

In order to obtain your comments / response the following are the possibilities contributing to the non-representation of previously disadvantaged persons in the managerial echelons of Tygerberg Administration (hpothesis):-

    (a) Absence of mentorhip programmes.
    (b) Language barriers.
    (c) Recruitment practices.
    (d) Lack of experience and expertise.
    (e) Non-performance of the Employment Equity Officer.
    (f) Lack of training.

GENRAL QUESTIONS

1)   The current Employment Equity policy inter alia requires a mentorship programme : Are you prepared to partake in it? If so please motivate, if not why?

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2)   To your opinion will a mentorship programme assist to address the current imbalances in respect of you directorate / department / section, and if so what programmes are being implemented?

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3)   It is said that the Employment Equity Plan is a number's game. Do you agree, if so why, if not why?

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4)   What to your opinion is impacting on progress in implementing the Employment Equity Plan?

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5) Do you think the Employment Equity is an Affirmative Action in a different disguise? Short motivation please.

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6) To your opinion is the lack of experience and/or expertise reason enough for not making progress with the implementation of Employment Equity? If so why, if not why?

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7) What measures do you implement in your directorate / department / section to eradicate the lack of expertise and experience?

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8) Do you agree with the recruitment policy as highlighted in the Employment Equity? If so why, if not why?

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9) Although training is provided to address representativity, is this alone sufficient? If so please motivate, if not give reasons.

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10) Have you read the Employment Equity Act and do you understand the reason behind it?

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11) What to your opinion are the languages to be considered when referring to bilingualism?

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12) What do you do in you directorate / department / section to address the language barriers?

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13) In terms of the Employment Equity Act it is mandatory to have Employment Equity Officer. Do you think that this contributes to the implementation of the Employment Equity Plan and is service delivery satisfactory, if so why, if not why?

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The objective of this study will assist the department to improve on the Employment Equity Plan.

I once more thank you for your co-operation.

VIVIENNE MASEMBATE
Tel   :   938 8013
Fax   :   938 8034

ANNEXURE B: LIST OF TABLES

As mentioned earlier, structured research questionnaires were compiled and distributed among different categories of employees employed in the various departments of the Tygerberg Administration. The response rate to the research questionnaires is depicted in the table below.

TABLE 1: RESPONSE RATE		
QUESTIONNAIRES DISTRIBUTED	RECEIVED	RESPONSE (%)
34	28	82.3

The response rate is significant in that it largely reflects the extent to which the survey is representative. In terms of this classification, the response rate of the survey in this case (i.e. 82.3%) can be considered "very good".

A breakdown of respondents according to home language is indicated in the table below.

TABLE 2: HOME LANGUAGE OF RESPONDENTS		
HOME LANGUAGE	NUMBER	PERCENTAGE
English	12	35.3
Afrikaans	10	29.4
Xhosa	12	35.3
TOTAL	34	100

From this table it can be deduced that most of the respondents were either English or Afrikaans-speaking or bilingual. Xhosa-speaking respondents were in the minority although this is generally reflective of the existing situation within the management echelons of the municipal departments of Tygerberg Administration.

ANNEXURE C: CITY OF TYGERBERG NUMERICAL GOALS

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