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**An Assessment of Employment Equity within the Safety and Security Directorate: Case
study of a Municipality in the Western Cape**

By

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Submitted to the School of Government, University of the Western Cape, in partial fulfilment
of the requirement for the Master's Degree in Public Administration

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October 2014

Declaration

I declare that “*An Assessment of Employment Equity within the Safety and Security Directorate: Case study of a Municipality in the Western Cape*” is the author’s original work and has never been submitted by the author or anyone else at any University for a degree. All the sources that I have used or quoted have been indicated and acknowledged by means of complete references

Franquin Petersen

October 2014



Signed: UNIVERSITY of the
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Dedication

This research report is dedicated to my Heavenly Father God. I would not have been able to complete anything without you. Thank you for listening to my fears, my doubts, my ramblings and even my tears. I submit all I do, to You.



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Acknowledgements

Dr Gregory Davids, thank you for your guidance during this process. I am still learning and I am indebted to your constructive input and support.

Shirley-my wife, Adiya-my daughter, Daniel-my son, thank you for your assistance, your patience and also your time that you have committed to my endeavours. No words suffice to express my gratitude.

Antonio, Heinrich, Celeste (for the impromptu deadlines), **Petula, Mummy, and my late Father (Peter)**, thank you for helping me with my project. Thank you for everything.

To all my colleagues, Officers thank you for all your assistance. The thesis would not have been possible without your guidance and assistance.

To my employer (City of Cape Town), The Executive Director (Mr Bosman), The Chief Fire Officer (Mr Schnetler) thank you for allowing me the opportunity to grow and provide me with much needed resources over the years.

To the National Research Foundation (NRF) for affording me the opportunity to contribute to the body of research.

To all the other people who aided me on this journey – A big thank you. May you all be blessed.

Abbreviations

AA	Affirmative Action
EE	Employment Equity
EEA	Employment Equity Act
EEP	Employment Equity Plan
PWD	People with disabilities
LRA	Labour Relations Act
CEE	Commission for Employment Equity
HRM	Human Resource Management
SDA	Skills Development Act
BCEA	Basic conditions of Employment Act
ILO	International Labour Organisation
EEI	Employment Equity Index



Abstract

This research assesses the challenges faced by a diverse group of employees within the Safety and Security Directorate in a Municipality in the Western Cape, which is a service organisation. The manner in which Employment Equity (EE) is introduced and controlled in this organisation can have a great influence on the staff. Experts agree that there are many arguments in favour and against Employment Equity, making it a formidable and difficult task for any management team (Grogan, Stelzer, Jordaan & Maserumele, and 2005:94).

It is imperative to grasp the understanding of staff and management on EE and other related issues to measure if any progress was made and how to perhaps improve on current employment equity related practices in the organisation. The research method comprises both the quantitative and qualitative methodology in the form of a questionnaire survey and a sample of the research population.

The research revealed that although much progress has been made with employment equity in general, there are many challenges in this Municipality in the Western Cape. Specific recommendations are made to address these challenges. For further research, it is recommended that employment equity be investigated holistically in every department and directorate.

Key Words

Safety and Security directorate, institution, questionnaire, assessment, structures, institution, policies, efficient, effective, management and staff.

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Chapter One: Introduction and Background

1.1 Introduction

This Municipality in the Western Cape's Safety and Security directorate is a professional department that consists of the following components: Firstly, the City Policing and Enforcement Services, that comprises Metro Police, Traffic Services and Law Enforcement. Secondly the City's emergency Services comprises 107 Call centres, Fire and Rescue and the Disaster Risk management. Lastly, the 3 components under the City Support services are: Strategic Support, Financial Support and General and Human Resource Support.

Pekeur (2002:iv) alludes to the rainbow nation which should reflect the diversity of the South African community, but it is not seen if one looks at the local government, particularly the top and middle management levels, our rainbow appears less colourful than we would like to think.

With such a large department with thousands of employees, the danger has been that organisations do not recognise or even appreciate the skills and abilities of blacks (the generic terms for (Black) Africans, Coloureds, and Asians collectively (Dupper, 2004: 187-215) & (Employment Equity Bill, 1998:1). This will allow that many previously disadvantaged individuals be overlooked for advancement or training into middle or senior positions.

The Commission for Employment Equity (Annual Report, 2011: 22) reports that between 2010 and 2011 progress has not been rapid but slow with whites persistent in dominating the 3 uppermost professional levels. Comparatively good progress is being made with regard to race and gender at the professionally qualified and skilled technical levels in most sectors. The representation of people with disabilities in the workforce shows insignificant growth with a rather flat trajectory. Their representation is mainly concentrated at the lower levels and is further compounded by the very high unemployment rate amongst the disabled.

The Employment Equity Act (EEA) 55 of 1998 is a key emotive tool in the workplace and it makes provision for action aimed at redressing the unjust imbalances and discrimination (Allen, 2001:19). In addition, these various forms of legislation such as the South African Constitution, of 1996, the Labour Relations Act, 66 of 1995, Basic Conditions of Employment Act, of 1997 and the Skills Development Act, 97 of 1998 have been promulgated to effect change in employment practices. According to Mosala (2009: 3), the Employment Equity Act 55 of 1998 served as a catalyst for change towards embracing diversity within organisations.

This study will focus on Employment Equity (hereafter referred to as EE) to determine after 21 years of democracy, that change has taken place as far as it pertains to racial, gender and disability equity in the place of work and in particular this Municipality in the Western Cape.

1.2 Background to the Problem

This Municipality in the Western Cape post 1994 reflected an organisational staff composition of departments dominated by white males and females. This staff composition was as the result of the previous racially based government. Race was the important requirement for upward mobility. Persons with lower academic qualifications occupied the senior management and professional positions while their black counterparts with better qualifications occupied low level positions and casual jobs simply because of the colour of their skin (Cape Times, 14 July 1992, p12. Cape Town).

Racial discrimination and an innumerable number of protection mechanisms ensured that white males and females reaped the benefits. Recruitment and selection of organisations was based on nepotism and favouritism. White people who were family members and friends of managers were fortunate to occupy half day positions with a full day salary, whereas black counterparts worked the full day (Lewis, 2009:9).

Post 1994 the position changed radically to one where equality in appointment of staff started to become the general norm. The reality of the matter is that the employment situation in this Municipality in the Western Cape after twenty years still reflects the same scenario as prior 1994, although the changed political environment demands that the work environment should reflect the demographics of the country.

1.3 Problem Statement

The problem of inequality and discrimination has been an impediment since the apartheid era and still persists despite fines that can be imposed and the fact that the new democratic government encourages implementation of employment policies (Makgoba, 1997:73). Irrespective of the new democracy and an enlightened constitution and many pieces of legislation promulgated this Municipality in the Western Cape's staff composition still reflects an apartheid reality, where the whites occupy the senior management posts while the other races are found lower down in the hierarchy.

The study will be guided by a number of inter-related research questions:

1. To what extent is employment equity implemented?
2. What steps are being taken to implement EE?
3. What challenges are the Safety and Security directorate facing in implementing EE?

1.4 Purpose of the research

The primary purpose of the research is to determine to what extent EE is implemented in the Safety and Security directorate in this Municipality in the Western Cape and to ascertain whether racism, discrimination and injustice still prevails in the directorate after the implementation of EE and other anti-discriminatory policies.

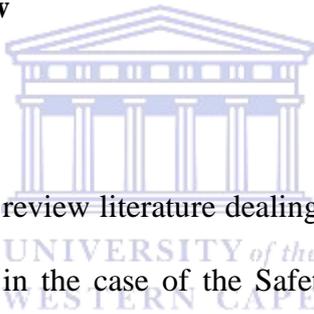
1.5 Research objectives

This study attempted to:

- Explain Employment Equity (EE);
- Describe the lessons of EE internationally;
- Explain common errors in EE implementation;
- Describe the critical success factors of EE;
- Describe theories relating to EE;
- Conduct an empirical study within the Directorate: Safety and Security within a Municipality in the Western Cape.

1.6 Preliminary literature review

1.6.1 Introduction



The objective of this section is to review literature dealing with EE. In a racially and diverse work environment, especially as in the case of the Safety and Security directorate of this Municipality in the Western Cape, the process of EE is not occurring as quickly as individuals would have liked to see it happen.

EE and other programmes of AA are strategies employed by government and business to promote a racially integrated workforce. Thomas (1996) concurs in stating that these legislated actions will enable employers to include designated groups into management positions. The Employment Equity Act 55 of 1998 (hereafter referred to as EEA) purpose is to ensure that people that endured rejection, defeat and innumerable atrocities of apartheid be given a fair opportunity in the workplace. Moreover, EE will be achieved over time by promoting just treatment through purging or exclusion of unfair discrimination, promoting equal opportunity

and through the enactment of AA measures to advance black people, women and people with disabilities (Thomas, 2002: 237).

Many racially discriminative employment policies that were ascribed to a white minority had their share of damage done to society, but the advent of democracy the newly democratic South African government promulgated the EEA. The aim of perpetuating revenge against the previous advantaged groups was not the objective, but the sole intention was to bring hope, equality and a better future for all in terms of employment (Zondi, 2009: 57).

1.6.2 Historical overview of Employment Equity

According to Kotzen (2000:80), apartheid ostracised black people, women and the disabled from political, social and economic participation. Segregation and discrimination was cemented after the 1948 National Party election victory when they tried to extend their support base. To increase their support base they instituted actions like providing employment to whites in government institutions and providing social benefits for whites only. They were provided with free education and subsidies for new homes and businesses.

According to Sonn (1993:6), more of these policies such as the Industrial Conciliation Act of 1924 were passed as AA for whites against cheap black labour, legislation for job reservation, and also the Native Building Workers Act of 1951 which prohibited blacks from doing skilled construction work in white urban areas.

These segregationist measures weakened the self-worth of the people (Ayitteh, 2001:3). To this affect many of these policies favoured the white minority. These actions ensured that many black South Africans remained unskilled, also uneducated and these coupled with racially discriminative legislation allowed government and privately owned enterprises to neglect black workers and their rights (Joseph, 2006:16).

Webster and Adler (1999:359) believe that mass political resistance led to the reverse of labour rights. This political spirit allowed the country to be transitioned into democracy and it was a move towards a society which is inclusive and it forms the base for the establishment of employment equity values and principles. Organisations were legislatively required to implement AA measures in order to amend the disadvantages in employment experienced by designated groups.

1.6.3 The rationale for Employment Equity

According to Tinarelli (2000:2), the rationale for EE is to eliminate or eradicate unfair discrimination of any kind and to take corrective steps to accelerate advancement of people from disadvantaged groups.

Furthermore, Hinrichs and Pennington (1998:23) and (Republic of South Africa, 1998:12) states that the goals of the Employment Equity Act are to eliminate unfair discrimination from happening, to put right the effects of past discrimination and to achieve a diverse and largely representative workforce in all occupational classifications and echelons in the workplace. This in effect will achieve objectives of the EEA and Cheminais et al. (1998:235) agree, it will be achieved when all employees are able to compete equally and be given equal opportunity. Moreover, they state that organisations must introduce strategies for training and retraining of new and existing staff with the aim of reducing inequality gaps between races and genders.

The appointment process must also consider individual peculiarities and circumstances. It is incorrect to expect the same level of performance from a physically disabled person as from a physically-abled person without providing the necessary support structure to assist the former. To this end, in order to arrive at EE in the workplace, or a representative workforce, organisations need to adhere to a more holistic set of procedures and policies that guarantee

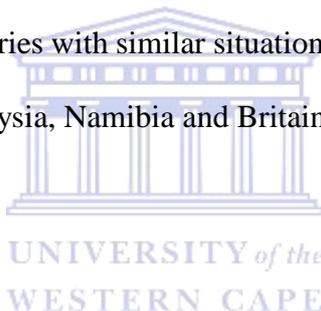
that there is equal treatment of all employees, regardless of race, gender, religion, culture, sexual preference or social class (Cheminais, 1998:235).

The reality is organisations have to comply with legislation, but in order to arrive at an optimal result, concerted efforts are needed from all parties involved to ensure employment equity initiatives are implemented.

1.6.4 Lessons from the Global School

Although South Africa experienced unjust employment practices, many other countries experienced it way before South Africa did. The principles and values applied can thus aid South Africa in its journey to redress imbalances such as the composition of the workforce.

This new workforce regarded as diverse groups need to be leveraged and in doing so, become globally competitive. Three countries with similar situations will be highlighted and lessons to be learnt be noted. They are Malaysia, Namibia and Britain.



1.6.4.1 Malaysian lesson

Charlton and Van Niekerk (1994:41) are of the view that the Malaysian model is of particular interest to South Africa since many parallels exist in terms of majority benefitting from Affirmative Action Programmes.

Charlton and Van Niekerk state that “Malaysia has made substantial developments in implementing AA when the minority Chinese government and the Malay majority...set up a comprehensive plan to implement AA while still maintaining economic standards.”

1.6.4.2 Namibian lesson

Gerber et al. (1998:162), believe that Namibia learnt from the Americans and some of the aspects of their policy statement affirm that. Their provisions are:

- A special concern of AA is to benefit the least well-off persons from the relevant target groups,
- AA should not be used as an absolute bar on the employment or career prospects of those who are members of the target groups,
- Employment quotas and any other measures which require the hiring of unqualified persons are rejected, and
- Preferential treatment under carefully planned AA programmes should only be given to suitably qualified persons.

In South Africa, the Employment Equity Act contains these aspects and it is clear that the law makers noted the experiences of Namibia and lessons from other countries where similar discriminatory policies were used.



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1.6.4.3 British lesson

According to Naidoo (1997:37-43), various statutes and related policies were implemented by Britain during the 1970's to ensure EE for women, people with disabilities and minority groups –such as Indians and West- Indians who were discriminated against.

However, Naidoo is of the view that little has changed in Britain in terms of policies and legislation to eliminate injustices.

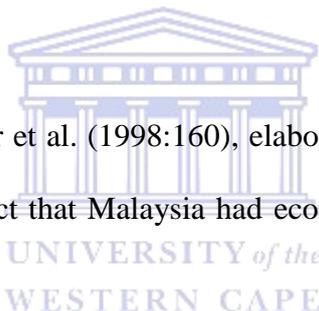
The employees and organisations are not under any obligation to ascribe to codes of practice and people would only be penalised if found guilty of discrimination. The lack or failure to comply has shaped the labour market policy in Britain. This is due to the fact that the British employ the principle of “voluntarism” which means that collective agreements are more likely to be implemented if they are agreed to by the relevant role-players themselves without outside meddling.

1.6.4.4 Lessons from the global classroom (Lessons from 3 countries summarised).

Malaysia: Charlton and Van Niekerk (1994:37-47) argue that Malaysia has enjoyed EE implementation success due to the fact that Malaysia enjoyed relative political stability, coupled with its economic growth. In South Africa, however, as highlighted by Horwitz et al. (1996:134-51), the low growth rate, high level of unemployed and political unrest are factors that could alleviate issues against effective implementation of EE.

Thomas (2002:248) is of the view that while there are not many resolutions to these broader macro issues, it is argued that addressing historical inequalities in the workplace could be expedited if all citizens of the country envisage an inclusive future in an expanding occupational domain.

Emsley (1996) as cited by Gerber et al. (1998:160), elaborate further by agreeing that South Africa can also learn from the fact that Malaysia had economic growth: it is highlighted by what they followed:



- Poverty reduction – it depends critically on the ability of the economy to create employment opportunities.
- Increased racial representation across the economy.
- Equity ownership – Replication of the Malaysia model will constitute a grave miscalculation of resources with the exceptionally buoyant government resources.

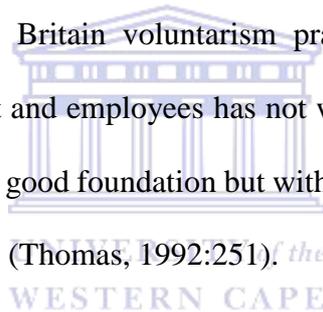
Britain: Thomas (2002:249) believes that an array of excellent labour legislation exists that helped govern democratically and eradicate discrimination and regulate fair employment practice, but the most remarkable enactments are the LRA, BCEA and the SDA. Many employers have concerns regarding the stringent legislative requirements. There is a single Act that governs practices relating to Employment Equity in Britain. To some degree South Africa

appears to have learnt from Britain that a wealth of legislation dealing with EE can become confusing and unlikely to be adhered to, as a result many loopholes and gaps can occur.

Thomas alluded further that as in the case of Malaysia, legislation does allow for the possibility of corruption by the more advantaged of the disadvantaged group. Black African managers can subtly reserve jobs for friends. In addition blacks are appointed into senior positions to secure government or parastatal contracts.

To this affect Valentine (1995:170) believes that structures need to be put in place and it must clearly delineate the beneficiaries of AA and continuous evaluation needs to be done to ensure AA does not simply advantage an elite group or result in the practice of tokenism.

From the British lesson it is evident that top management commitment to EE is important. It could be difficult to address as Britain voluntarism practices have shown that securing agreements between management and employees has not worked optimally. It illustrates that although legislation can provide a good foundation but without enforced compliance, it will be difficult to remove discrimination (Thomas, 1992:251).



1.7 Errors in implementing EE

1.7.1 Focus on the numbers

According to Human et al. (1999:28), organisations that employ or appoint employees from designated groups regardless of their competencies merely to increase the statistics of AA employees have done nothing to address EE. Vinassa (2001:19) states that the EEA establishes a standard in terms of the economically active population (EAP) but leaves numerical goals to the employees/employer of organisation.

It is for this reason that Human et al. (1999:28), state that tokenism and window dressing is particularly invidious as it sets up black people to fail and often reconfirms the already

stereotypes many white people have of them. This is to the detriment of EE. The employees that are in these positions are not developed and job hop, but for the mere fact to be developed and not to be treated as tokens.

1.7.2 Focus on organisational environment

Getting EE correct in organisations is slow, but much is done in getting the organisational environment right. A balance has to be struck between members of designated groups and ensuring that they are content and prolific once they get there. Furthermore, target setting is integral to the success of AA. The achievement of targets goes hand in hand with diversity management and management of the organisational environment (Human et al., 1999: 29).

1.7.3 Adoption of the deficit Model of Inferiority

According to Human (1991:1-2), the deficit model promotes the perception that the fundamental cause of underperformance of blacks is a lack of skills, therefore necessitating training and development. Implicit in this approach is the idea that the main obstacles to the development of blacks emanate from their culture.

Charoux (1990:11-12) also indicates that statistics are often cited relating to differential educational provision and cultural provisions and cultural differences as the main cause of underperformance. In addition, Human et al. (1999: 29) argue that the historical implementation of AA has been a procedure whereby black people have been skilled and developed through a series of *ad-hoc* training programmes, whilst the organisational culture remains untouched.

Moreover, Etheridge (1986: 142), argues that in order to eradicate feelings of inadequacy or subservience both black and white employees have to be trained together as this will assist in addressing cultural problems.

It is to this end that Human (1999:30) believes that AA requires more than just training and development of blacks, women and people with disabilities, but rather the reformation of the manner in which employees are recruited, promoted and developed.

1.7.4 Failure to obtain management support

EE programmes fail because top management is not committed to EE. Top management should not talk about EE, but also play a meaningful role in realising it. EE and AA should be strategic priorities; otherwise it will lead to failure (Human, 1999: 31).

1.7.5 Isolation of AA from other strategic objectives

EE needs to be managed as a strategic objective. It needs to be incorporated into a practical, holistic strategy which impacts on every aspect of HRM and which ties into other strategic objectives. This will require assessing the organisation and consulting with employees to ensure that the apparent barriers to equal opportunity are dealt with.

EE audit is an assessment of organisation level usage of the success factor for effective EE. It comprises the following:

- Strategic commitment to EE;
- Staffing;
- The role of line management and organisation environment;
- The role of the human resource function; and
- Contracting black and female owned businesses (Human et al., 1999:29-33).

1.8 Critical success factors for EE

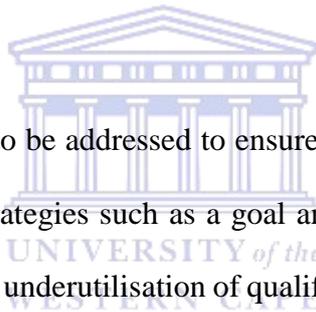
1.8.1 A strategic commitment – Employment Equity

Human (1999:33) and Vinassa (2001:19) believe that EE is a process which should be integrated and holistic, including the whole organisation. It requires the executive to implement, monitor and evaluate. The EEA does not require organisations to impose barriers to the employment of white men, but rather requires a balancing of the interests of employers as to how to effect change in the workplace.

Moreover, according to Amos and Pearse (2002:22), many organisations are looking at mentorship as a technique of assisting the progress made towards achieving EE in the organisation.

1.8.2 Staffing

Recruitment and selection needs to be addressed to ensure inequalities in organisation do not continue. Critical analysis and strategies such as a goal and timetable approach will balance the need to proactively redress the underutilisation of qualified blacks, women and people with disabilities (Human, 1999:33-34).



1.8.3 Line management role and organisational environment

In many organisations, supervisors and executives are not trained in the development and management of people. Employment Equity will be successful if line managers are willing to recruit, develop and promote formerly excluded groups (Human et al., 1999:34).

Furthermore, in order for an organisation to be effective, the organisational culture needs to be refined in a way that supports EE. An organisational culture is what the employees perceive and this perception creates a pattern of beliefs, values and expectation (Ivancevich & Mattheson, 1996:81).

1.8.4 Human Resource function

Line management is to get support from Human Resource by providing appropriate systems and advice. This function is proactive as they are to identify and diagnose problems, propose resolutions and impelling line management into the strategic direction the organisation has selected (Human, 1999:46-47).

1.8.5 Contracting female and black owned business

Abedian (1986:19) is of the view that stumbling blocks have condensed the scope of the business enterprise and entrepreneurial spirit of black South Africans. These stumbling blocks are:

- Inadequate access to expanding integrated markets;
- Partial access to capital;
- Inadequate training;
- Inferior and insufficient training; and
- The proximity to large business.



To this end Human (1999:47) believes that in order for social transformation to take place attempts should be made to redress imbalances in economic power.

1.9 Requirements of the Employment Equity Act

The EEA was promulgated to institute corrective measures, generally known as AA. It was to provide for EE. The Act recognises that as a result of apartheid and other prejudicial laws and practices, there are disparities in employment, occupation, income within a national labour market and that those disparities create such disadvantages for certain categories of people that they cannot be redressed simply by repealing discriminatory laws.

The EE Act is arranged in chapters:

Chapter 1: Definitions, purpose, interpretation application

Chapter 2: Prohibition of unfair discrimination

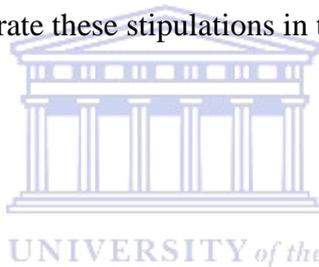
Chapter 3: Affirmative Action

Chapter 4: Commission for Employment Equity

Chapter 5: Monitoring, enforcement and legal proceedings

Chapter 6: General provisions (Nel et al., 2005:138).

For the purpose of this report, the researcher will address only chapters 2 and 3. The EEA in its drive to attain its aim, places responsibilities on employees and employers. It is integral that the designated employers incorporate these stipulations in their EE plans.



1.9.1 Prohibited Practices

In terms of the EEA, the following apply to designated employers:

1.9.1.1 Prohibition of unfair discrimination – The objective would be that no person may be unfairly discriminated against in terms of gender, race, sex, ethnic or social origin, disability, age, hiv status, culture, language, amongst others;

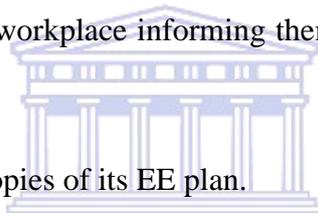
1.9.1.2 Medical testing – Such testing is prohibited unless legislation permits or requires or if it is justifiable in the light of medical facts or inherent requirements of the job amongst others;

1.9.1.3 Psychometric testing – Such testing is prohibited unless testing has been scientifically been shown to be valid and can be applied fairly and it is not biased. (Employment Equity Act 55 of 1998: 7).

1.9.2 Duties of designated employers

Chapter 3 of EEA outlines the duties assigned to designated employees. The EEA (Employment Equity Act 55 of 1998: 9-13) states that all designated employers in order to achieve EE must:

- Consult with its employees on preparation of EE plans and also the implementation;
- Conduct analysis of employment policies, practices procedures and work environment with each occupational category and level to determine under representativity;
- Reporting to the Director General of the Department of Labour regarding progress of EE plan;
- Keep records of employers and other records relevant to the EEA;
- Displaying notices at the workplace informing them about the provisions of this Act;
- and
- Provide workforce with copies of its EE plan.



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1.9.3 Elements required for the Employment Equity Plan (EEP)

According to Thomas and Robertshaw (1999: 50), the EEP is the plan that takes into account the requirements of the Employment Equity legislation as well as the specific needs of the organisation. It is the key enabler to reaching EE aims and the elements included in the plan are:

- **Annual objectives** – The objectives to be achieved during the year of the plan;
- **Affirmative Action plans** – measures to be implemented as required by section 15 (2);
- **Under representation** – If under representation of people from designated groups has been identified by an analysis, the EE plan must then contain numerical goals to achieve equity for each occupational category and its level in the workforce;

- **Timetable** – Contains the period in which the numerical goals and objectives will be achieved;
- **Measurement** – Techniques that will be implemented to monitor or assess the implementation of the strategy and whether there is judicious progress made towards EE;
- **Dispute resolution** – Internal procedures to resolve any dispute about the interpretation of implementation of the plan; and
- **Responsible persons** – Persons in the workforce who could include senior managers responsible for monitoring and implementing the plan.

1.9.4 Annual Reports

There has to be a monitoring process involved as designated employers are to report on the progress of EE. Designated employers are to submit annual reports to the Director General of the Department of Labour.

Section 21 of the EEA states that a designated employer that employs fewer than 150 employees must:

- Submit their 1st report to the Director-General within 12 months after the commencement of the Act, or within 6 months after date on which employer becomes a designated employer and thereafter on every 2 years on 1st working day of October.

A designated employer that employs 150 or more employees must:

- Submit its 1st report to the Director-General within 6 months after the commencement of the Act, or if later within 6 months after date on which employer becomes a designated employer, and
- Thereafter submit a report to Director-General one every year on 1st day of October.

1.9.5 Fines

Failure to comply will be a contravention of relevant sections and can result in fines being issued to organisations. To encourage organisations to comply with EE and also to admonish them it is promulgated that punitive measure be used to muster adherence. See Figure 1: maximum fines depicted.

Previous Contravention	Contravention of any Provision of Sections 16, 19, 20, 21, 22 and 23
No previous contravention	R500 000
A previous contravention in respect of the same provision	R600 000
A previous contravention within the previous 12 months or two previous contraventions in respect of the same provision within three years	R700 000
Three previous contraventions in respect of the same provision within three years	R800 000
Four previous contraventions in respect of the same provision within three years	R900 000

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Source: *Employment Equity Act 55 of 1998:25*

1.10 Theories relating to Employment Equity

Theories can be defined as “critical discourses, targeted at the standing status quo and therefore always require agendas, and these agendas can range from revolutionising organisations, to transforming organisations and society to renovating our prior understanding of what constitutes knowledge, theory and practice”. (Calas & Smircich, 1996: 218-257).

The theories applicable to this research project are:

- Adam’s Equity Theory;
- Organisational justice theory;

- Douglas McGregor theory XY.

1.10.1 Adams Equity Theory

Robbins (2005:186-187) is of the view “that Adam’s theory illustrates that a reasonable balance has to be struck between employee inputs (effort, loyalty, hard work, tolerance, skill and personal sacrifice) and employee outputs (recognition, reputation, job security, sense of advancement / growth)”. **See Annexure 1 – Adams Theory illustration (pg. 117)**

According to this theory, finding this just balance serves to ensure a resilient and prolific relationship is accomplished with the employee with the inclusive result being content, inspired employees.

This theory is constructed on the conviction that staff can become de-motivated both in relation to their job and their employer if they feel that their inputs are greater than the outputs. Employees can likely respond to this in different ways, including demotivation (generally to the extent the employee perceives the disparity between inputs and outputs exists), becoming disgruntled, or in more extreme cases perhaps even disruptive.

1.10.2 Organisational Justice Theory – Organisational justice theory is seen as a party’s perceptions of and reactions to fairness in an organisation (Greenberg, 1987:9-22). Furthermore, according to Tabibnia, Satpute & Lieberman (2008:339-347) people are naturally very observant to the justice of procedures and conditions in their routine of their lives, across a variety of contexts. Individuals react to resolutions or choices made by organisations every day. An individual’s perceptions of these decisions as fair or unfair can influence the individual’s subsequent approaches and behaviour.

Justice is often of principal interest to organisations because of the inferences of observations of injustice that can have a bearing on job approaches and behaviours at the workplace. Justice

in organisations can comprise issues related to opinions of fair pay, equal opportunities for promotion, and personnel selection procedures.

To exemplify further the concept of organisational justice Adams (1965:267-299); Leventhal (1980:27-55) and Bies and Moag (1986:43-55) argue that organisational justice is composed of 3 main components namely:

- **Distributive justice** – is theorized as the equality associated with judgment outcomes and movement of resources. The consequences of resources disseminated may be tangible (e.g. salary) or intangible (e.g. praise). Insights of distributive justice can be fostered when outcomes are perceived to be equally applied.
- **Procedural justice** – is demarcated as the impartiality of the procedures that lead to outcomes. When individuals feel that they have an opinion in the development or that the process involves characteristics such as reliability, accuracy, ethics and lack of bias, then procedural justice is improved.
- **Interactional justice** – refers to the fairness and quality of interpersonal treatment received when procedures are implemented or when individuals distinguish they have been communicated within a sensitive and respectful manner and are treated with civility and dignity by those carrying out the procedures. **See Annexure 2 – Organisational Justice theory illustration (pg.118)**

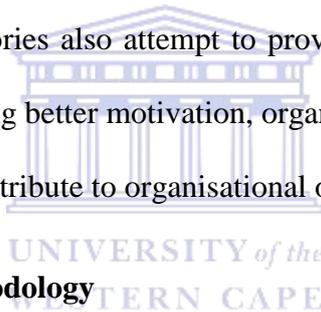
1.10.3 Theory XY – Hackman & Suttle (1977:129) believe that from a motivational standpoint “to arrive at an economic benefit of an organisation an individual has to learn he or she has performed well on a task that they care about. If these are present then employee motivation will be great.

McGregor’s XY theory is a beneficial and unassuming reminder of the natural rules for managing people, which under the burden of day to day business are all too easily overlooked.

McGregor's theory suggests that there are 2 essential approaches to managing people. Many managers tend towards theory X – (Authoritarian management style) and generally get poor results. In addition McGregor also believes that many open-minded managers use theory Y – (Participatory management style) which yield better performance and results and allow people to grow and develop (Koontz & O'Donnel, 1974: 94). **See Annexure 3 – McGregor's theory XY illustration (pg.119)**

1.10.4 Relevance of theories to research

These theories describe, analyse and interpret information about the conditions from unfair treatment and discrimination of employees and designated groups in organisations. These theories endeavour to understand the prevalent and dogged inequalities that employees and societies experienced. These theories also attempt to provide measures that if instituted can enlighten role-players to exercising better motivation, organisational justice and equity, which in turn develop employee and contribute to organisational objectives.



1.11 Research design and methodology

1.11.1 Introduction

The preliminary literature relating to this research was reviewed and also applicable theories relating to EE. The main focus of research design and methodology is the methods that will be used to collect data, the respondents and the instruments used to analyse data.

1.11.2 Research design and methodology

According to McMillan and Schumacher (2006:19), any academic subject requires methodology to reach its conclusions. The research uses a combination of quantitative and qualitative methodology to gather data from the Safety and Security directorate in this Municipality in the Western Cape.

According to Wellman & Kruger (1999:46), the research design is the plan according to which the researcher will obtain research participants (subjects) and collect information from them.

The case study research method was used to obtain relevant information. Yin (1984:23) writes that the case study research method is an empirical probe that investigates contemporary phenomena within real life context. The case study for this particular research is the Safety and Security directorate – A municipality in the Western Cape.

1.11.3 Rationale for this study

The need for this study arises out of the lack of basic information on diversity management practices and why there is a difficulty to achieve a diverse and largely representative workforce in all occupational classifications and echelons in the workplace.

1.11.4 Sampling

The researcher decided to use purposive sampling which is a dominant strategy in a qualitative research approach. According to Patton (1990:169), purposive sampling is a method that seeks information filled cases which can be studied in depth. Therefore, the researcher identified 6 departments in the Safety and Security directorate: A municipality in the Western Cape.

In order to extrapolate adequate data, the population investigated in this study is made up of lower management, middle management and top management in the Safety and Security directorate of a municipality in the Western Cape in the 6 departments. A sample (Arkava, 1983:27) comprises of the elements of the population considered for actual inclusion in the study.

Furthermore, a sample can be viewed as a subset drawn from a population in which a researcher is interested. A sample is studied in an effort to understand the population from which it was

drawn. As such, we are interested in describing the sample not primarily as an end in itself, but rather as a means to help us understand some facet of the population.

1.11.5 Data collection and analysis

Researcher decided to use multiple data collection strategies that include:

- Literature review;
- Participatory observation;
- Interviews; and
- Questionnaires.

The qualitative methodologies will enable the researcher to gain an in-depth understanding of diversity management in the fire department, specifically looking at the case study of the Safety and Security directorate (Bless & Higson-Smith, 1995:43).

In order to ascertain the views and explore the problem of the Safety and Security directorate, the researcher has also observed his respondents. In addition focus groups interviews were also conducted. Caution was exercised to ensure objectivity and attempt to minimise the researcher's preconceived ideas and bias.

1.11.6 Significance of the research

The significance of this research is that it could assess whether this Municipality in the Western Cape: Safety and Security directorate has implemented EE, AA and diversity management and it will also highlight the main contributing factors. It is hoped it can assist this Municipality in the Western Cape: Safety and Security Directorate to develop an understanding of EE, AA, diversity management and ensure adequate representation of designated groups throughout the Directorate.

This research is also significant as not many people of colour (Blacks) have been treated fairly and equally. Few opportunities have really surfaced and low levels of female representation, black representation exists still after twenty years of democracy in management, needless to say in top management. The research is also significant as it can benefit researchers and students who are interested in conducting research in EE, AA and diversity management.

1.12 Clarification of Concepts and terms

Diversity management – Refers to a strategic organisational approach to workplace diversity development, organisational culture change and empowerment of the workforce (Arredondo, 1996: 17).

Employment Equity – According to Tinarelli (2000: 2) employment equity centres on two things: The eradication of unfair discrimination of any kind in recruitment, promotion, training, remuneration, benefits, and retrenchment, in line with constitutional requirements; and measures to encourage employers to remove unjustified barriers to employment for all South Africans, and to accelerate training and promotion of employees from historically disadvantaged groups.

Affirmative Action – Can be viewed as a means of overcoming barriers to equal employment opportunity rather than as a means of unfairly advantaging the interest of various groups at the expense of others (Human, Bluen, Davies, 1999:16).

Designated groups – Means Blacks, women and people with disabilities. Blacks is a generic term for Africans, Coloureds and Indians (Employment Equity Bill, 1989:1).

Unfair Discrimination – To impose burdens on previous victims past patterns of discrimination, or treat people with contempt in such a manner that is significantly impairs their fundamental dignity as human beings (De Waal et al., 2001:213).

Organisational Culture - This term refers to the importance that is attached to the improvement of people and the norms, values and beliefs that strengthen or dishearten people development in general and the advancement of human development in particular (Human, 1996: 49).

Equal opportunity - Mercer (1986:10) defines the concept as:

- Respect for the individual as a distinct and unique human being;
- Equal pay for equal work;
- Equal benefits / prerequisites;
- Equal application of recognition; and
- The absence of racial discrimination.

1.13 Delimitation of the study

This study was confined to the Safety and Security directorate of a Municipality in the Western Cape.



Limitations – Critical factors would get buy in from respondents to complete questionnaires and partake in focus group sessions as majority of respondent's work 12 or 24 hours shifts. In addition, time constraints would have a bearing on date of completion, hence proper time management needs to be executed.

1.14 Framework (Chronology of Chapters)

Chapter 1 – Introduction and background

It will serve as an introduction and background of the study, highlighting the development of the mini thesis and its motivation. Moreover, what will be covered are the significance of study, preliminary review, research design and methodology as well as clarification of concepts.

Chapter 2 – Literature review

The literature review highlight EE and provide overview of relevant theories applicable and applicable legislation.

Chapter 3 - Research design and methodology

This chapter provides an outline of the research design and methodology. It includes research approach, sampling, data collection and research instruments. It also provides a statement of ethical considerations.

Chapter 4 – Analysis of results

This chapter provides analysis of research findings and interpretation of data.

Chapter 5 – Recommendation and Conclusion

The summary of the research findings and recommendations is given, as well as solutions to research questions.



1.15 Ethics Statement

Permission to conduct research was obtained from the University of the Western Cape Senate committee and from the City Manager of a Municipality in the Western Cape who gave directive that their official name cannot be cited in research report nor in any subsequent publications. The researcher agreed that no harm will come to respondents in any way for the data supplied as it is anonymous and it is done voluntarily. According to McMillan and Schumacher (2006:333), qualitative research is more likely to be personally intrusive than quantitative research.

Moreover, Grey (2004:58), asserts that ethics of research concern the aptness of the researcher's conduct in relation to the subjects of the research or those that are affected by it.

Ethical guidelines include policies regarding informed consent, deception, confidentiality, anonymity, privacy and caring (McMillan and Schumacher, 2006:333). Grey (2004:61) adds, in this respect ethical issues, for example, promises and reciprocity, referring to what participants gain from cooperating from the research, data access and ownership, and advice. In the current research confidentiality and anonymity was promised in the covering letter prior to issuing of the questionnaires and also at the start of the management interviews.

1.16 Summary

Employment Equity and other anti-discriminatory strategies and policies are a necessity in the workplace. The scars of apartheid will be eradicated in time. It is almost twenty one years of democracy and the battle ensues to put in place, proper, sound plans and processes to correct skewed actions of the past.

This study is an example in how to explore the eradication of discrimination and put in place EE correctly. This chapter has highlighted the introduction, background to the study, highlighted the research problem and purpose. It also provides the research objectives and significance of the study.

It also provides a preliminary literature review which provides an overview of EE, and illustrates how social and political factors led to the promulgation of EEA. The chapter also highlighted what other countries experienced and lessons that South Africa can learn. The chapter also emphasised the critical factors of EE that is negative and positive and the requirements that are necessary for an EE to succeed.

In addition the research design and methodology and the data analysis is highlighted and it also provides a chronology of chapters.

Chapter Two: Literature review

2.1 Introduction

This chapter is an analysis of the literature relating to Employment Equity (EE). In particular focus will be on its rationale, the need for EE, the stages of EE, the EE plan in more detail and some shortcomings and challenges of EE. It will unpack the advantages and disadvantages of EE and lastly some measures that could be used to assess the effectiveness of EE. Many institutions do not value the inputs that blacks¹, women, indigenous groups, minority groups and people with disabilities can offer. In affect this leads to people being oppressed, treated with contempt and also marginalised.

Furthermore, in a racial and cultural diverse environment, organisations will be diverse because of their demographics. However, according to (Mosala, 2009:8) South African institutions have been skewed in terms of its workforce, especially at the middle to upper echelons of management.

However, Allen (2001:19) postulates that the EE legislation is a key tool that was designed to address the legacy of inequality, disadvantage and segregation of particular groups in the labour market and more specifically this Municipality in the Western Cape. It is against this backdrop that Carrel et al. (2000:48), deduce that eradicating all forms of discrimination and providing equal opportunities in the labour market can be seen as a crucial and fundamental objective of government. He postulate further that the change in the demographic structure of the South African workforce should mirror or reflect the diversity of the South African people as a whole.

According to Govender (2005:23), the aim of the Employment Equity Act 55 of 1998 (EEA) is to ensure that legacies of apartheid in the workplace be redressed. Employment Equity, with

¹ In the reviewed literature, the terms blacks is used for (Black) Africans, Coloureds, and Asians collectively (Dupper, 2004:187-215)

Affirmative Action (AA) measures will thus achieve equal opportunities and fair treatment through the elimination of unfair discrimination so that black people, women and people with disabilities can be advanced.

The EEA endeavours that people from all designated² groups in all occupational categories and levels in the workplace get equitable representation (Republic of South Africa, 1998a). Moreover, according to Locus (2003) employers can increase productivity, motivation, and resourcefulness in the workplace when institutions invest in their workforce and treat them with fairness and equity.

Quinta (2005) states that although progress has been made in reconstructing a society based on equality, justice and freedom, freedom of structural and systematic inequality still persists which undermines the values of constitutional democracy.

It is, therefore, imperative that to work at eradicating such injustices, government should constantly revisit or review, adapt policies and strategies to a changing environment and demands (Bendix, 2001:453). In addition Harrison et al. (2006:1013-1036), believe that these EE policies should represent positive developments in the employment domain because they address discrimination, promote social justice and broaden the pool of qualified job candidates.

Levy (1999: 2) believes that EE will be pivotal for South African institutions. It has to be part of the vision and mission as well as the objectives of organisations. It would be to the benefit of society if it is totally integrated into the strategy development of organisation. If the organisation fail to integrate it, the chances is their equity efforts is most likely to lead to more frustration, inefficiency and wasted resources.

² According to Thompson & Woolard (2002:2), the Employment Equity Bill (1998:1) defines designated groups to mean Blacks, women and people with disabilities. It goes further to describe Blacks as a generic term for Africans, Coloureds and Indians

2.2 Definition and overview of EE

The term Employment Equity (EE) was tabled for the first time in 1984 by Judge Rosalie Abella in her Royal Commission Report on equality in employment. The report was addressing discrimination in employment against woman, racial minorities, aboriginals and people with disabilities (Thomas & Robertshaw, 1999:1). Since then it has been used by several countries throughout the world.

Moreover, according to Elizabeth (2005), employment equity is an on-going process used by employers to identify and eliminate barriers in an organisation's employment procedures and policies, and put into place positive policies and practices to ensure appropriate representation of designated group members throughout their workforce.

Furthermore, Potts (2000:13) asserts that employment equity are positive measures which can empower people who have been discriminated against in the past and most particularly in the workplace. Tinarelli (2000:2) and (South Africa, 1996g) inform that employment equity's foundation is surrounded by two sentiments. The first sentiments emphasise an eradication of unfair discrimination in the form of hiring, promotion, training, pay benefits and retrenchments in line with the constitution. Secondly it focuses on measures which encourage employers to pursue organisational renovation to eradicate unjustified hurdles to employment in South Africa.

In view of the above it can be deduced that employment equity reflects an obligation to a non-discriminatory working atmosphere with a workforce that is truly representative of the myriads of diversity of population and where no-one is denied an opportunity to employment or advancement for reasons other than capacity to do the job.

2.3 Relationship between employment equity and affirmative action

Affirmative action and employment equity are complex terms with varied meanings in the context in which they are used but Bendix (2001:435) postulates that affirmative action refers to the purposeful and planned placement or development of competent or potentially competent persons in or to positions from which they were debarred in the past, in an attempt to redress past disadvantages and to render the workforce more representative of the population.

Adam (2001:8) echoes this view and states that employment equity is a positive measure which empowers people who have been discriminated against. Wingrove (1993) goes further in stating that employment equity is the point reached where affirmative action has eliminated all the disparities between diverse employees and all employees have been brought to a level at which they can compete equally and are afforded an equal opportunity to do so.

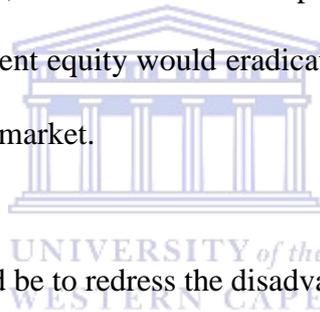
The relationship of affirmative action and employment equity is as Bendix (2001) alludes to the last step towards achieving true employment equity. Employment equity will exist when all discriminatory barriers and past imbalances have been eliminated and everyone is able to compete on equal footing. The objective would then be that the use of fair discriminatory interventions such as affirmative action to achieve employment equity would no longer exist.

2.4 Rationale for employment equity

According to Jain et al. (2003:34), the labour market is very distorted. It is rife with inequality in access to education, skills and managerial and professional work, based on race and ethnicity. He states further that racial discrimination was created in labour legislation; jobs were reserved for whites under the Mines and Works Act 12 of 1911, which stated that Africans, Coloureds and Indians were not legally allowed to work or even receive wages as skilled workers. Adam (2001: 90) notes that the Factories, Machinery and Building Work Act

22 of 1941 led to the segregation of work spaces, as separate facilities were set aside for different racial groups. These examples of discriminatory labour legislation similar to other discriminatory legislation in other sectors of industry form the legacy of discrimination that employment equity legislation is designed to offset or totally eradicate.

These sentiments are shared by Human et al. (1999:24), who state that the apartheid legacy in South Africa has resulted in a scenario where whites generally occupy the top half echelons and the unskilled jobs by the blacks. Another argument is brought forward by Tinarelli (2000:3) who states that the necessity for effective employment equity legislation was also due because time has arrived that the past legacies that contributed to discrimination and inequalities in society and labour be eradicated, in other words the policies and procedures enacted by government to promote employment equity would eradicate deep inequalities still inherent in South African society and labour market.



The objective of legislation would be to redress the disadvantages, injustices that were birthed out of racial policies to ensure that there is proper representation of disadvantaged individuals. It is needed for economic growth and lastly in terms of the International Labour Organisation's (ILO) conventions and standards-South Africa has an obligation to comply.

2.4.1 The need for economic growth

Tladi (2001:48) believes that South Africa is weak in terms of economic growth. He asserts that income and occupation inequalities by race, gender and all other forms of discrimination have had severe economic consequences and that a reduction of those inequalities is a way of promoting economic growth.. The requirements of the Constitution of 1996 and the ILO which is a requirement of Convention number 111 of the convention concerning discrimination in respect of employment and occupation requires member states to declare and pursue a national

policy designed to promote methods appropriate to national conditions and practices, equality of opportunity and treatment in respect of employment and opportunity, with a view of eliminating any discrimination in respect thereof.

The convention also includes special measures designed to meet the particular requirements of persons who, for reasons such as sex, age, disability, family responsibilities or social or cultural status, are generally recognised to require special protection or assistance. It can be deduced that employment equity has been designed on goals of equity and justice and efficiency and economic growth.

It is, therefore, imperative that all are treated equally before law. South Africa being 20 years democratic can no longer exist in isolation and is part of the global village; hence it has to comply with international standards set by the ILO.

Thomas (1996) suggests that some progress has been made through affirmative action and other corrective measures since the 1990's to include in their management structures, people that were previously denied. While some progress have been made in this area management structures are still the domain of whites. It is also evident 20 years in a new democracy the Commission of Employment Equity (CEE) tabled in their Annual Report (2012:11) that the whites still dominate with 65.4% at top management level, which is double the representation of the sum of all blacks at this level. Male representation is 80.9% and merely 4 times that of women which is 19.1%. The representation of people with disabilities reflects reasonable progress but it currently 1.9% in top management.

From the above one can deduce that race, gender and class intersect in myriads of ways and because of the built-in privilege, change will not be rapid unless affirmative action measures is instituted (Human et al., 1999:25). According to Thomas and Robertshaw (1999), employment equity will result in a workforce representative of the demographics of the country. Although

government should set examples, or lead the way in terms of representativity in workforce it is quite evident that many talented, potential employees who can contribute to new and creative ways of thinking and practice are still experiencing various forms of discrimination and disadvantage.

2.5 Employment Equity

Gerber et al. (1998:156), postulate that employment equity revolves around the eradication of unfair discrimination of any kind in hiring, promoting, training pay benefits and retrenchments in line with constitutional requirements. Moreover, to achieve employment equity, every designated employer must implement affirmative action measures for people from designated groups. These measures to be implemented as alluded to by Gomez-Mejia, Balkin and Cardy (2001:109), are measures that identify and eliminate employment barriers including unfair discrimination.

According to Nel et al. (2004:172), more measures need to be designed that will promote diversity in the workplace based on equal dignity and respect of all people, and lastly making reasonable accommodation for Blacks and people with disabilities. It is to this end that there is a need for employment equity that will effectively, efficiently and economically address imbalances of the past.

2.5.1 The need for Employment Equity

The Employment Equity Act was designed to institute Affirmative Action as a corrective measure. This would redress disadvantages in employment experienced by designated groups in order to ensure their equitable representation in all occupational categories and levels in the workforce in terms of the Act. The Employment Equity Act was also designed to achieve equity in the workplace by promoting equal opportunity and fair treatment in employment through

the elimination of unfair discrimination. Although the Employment Equity Act No. 55 is one of the most controversial pieces of legislation, it draws experiences from other countries which also experienced such atrocities and it will definitely contribute to removing such segregationist policies and it is a step in the right direction (Thomas & Robertshaw, 1999:34).

Apart from prohibiting any part of unfair discrimination in employment, the Employment Equity Act directly affects many employers by requiring them to prepare employment equity plans to rectify imbalances between their current workforce profiles and the demographics profile of the national and regional economically active population (EEA,1998:10). It is therefore also imperative that EE and AA are crucially placed on management's strategic planning agendas as it represents a strategy to achieve goals of employment relations for the department or organisation.

2.5.2 Stages to ensure Employment Equity

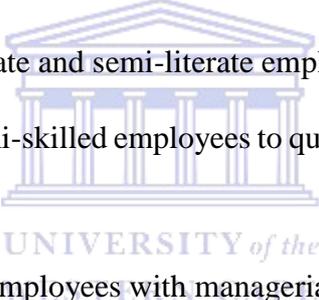
Nel et al. (2004:172), note that the stages to ensuring employment equity are:

- Consult with employees regarding the conduct of the analysis, the preparation and implementation of the employment equity plan and also about the Director- General report (Section 16 of the EEA);
- Conduct an analysis which entails the designated employer collecting information regarding the employment policies, practices, procedures and the working environment (Section 19 of the EEA);
- Prepare an employment equity plan which will highlight the objectives to be achieved, the AA measures to be implemented as well as the numerical goals to achieve equitable representation if designated groups are underrepresented. (Section 20 of the EEA); and
- Report to the Director- General of the department of labour on progress made (Section 7 of the EEA).

2.5.3 Training for Employment Equity.

According to Mosala (2009:14), education and training are also important factors required for successful and effective employment equity plans. He alludes to the fact that if no proper training is done, then an employment equity strategy can fail. It is important that the managers have knowledge and skills to implement EE. In addition what is required is employees need necessary abilities to function meritoriously in an EE environment. To achieve this can be challenging, but possible.

Thomas and Robertshaw (1999: 93-94), concur and note although challenging if attention is given to three training areas, then the competency imbalances can be expedited. It is expedited by giving:

- 
- Literacy training for illiterate and semi-literate employees,
 - Skills training to allow semi-skilled employees to qualify in a specific field of expertise, and lastly
 - Management training for employees with managerial potential.

According to Meyer & Botha (2000:228:229), further training interventions that can be utilised to support employment equity would be:

- To provide career guidance to employees,
- Accelerated development opportunities and career planning to designated employees,
- Developing recognition of prior learning systems to ensure more people from designated groups can qualify for more skilled positions,
- Skills to implement EE and the employment equity plans
- Fair, unbiased and unprejudiced assessment systems of competence,

- Mentorship programmes in which mentors are assigned to mentor coach employees from designated groups to develop their full potential.

2.5.4 Employment Equity Plans

A requirement of the designated employer³ by the EEA is to prepare and implement an employment equity plan. According to Jain et al. (2003:37), Meyer (1999:273), Mtayi, (1999:31) and Van Onselen & O'Connell (1999:1) part of the plan requires that designated employers review all human resource practices to remove all discriminatory practices. This includes recruitment and selection, remuneration, the provision of substantive benefits and conditions of employment.

According to section 20 (2), the provisions and measures of the EEA the plan must, *inter alia*, state:

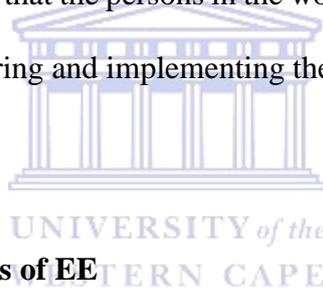


- **Annual objectives:** This is imperative because if the plan is a realistic goal, then the plan can then be designed to achieve this goal and can be modified throughout the year to ensure the achievement of the goal.
- **Measures and strategies:** The plan must set out the AA measures to be implemented. If under representation of people from designated groups has been identified by the analysis, the qualified goals for achieving the equitable representation of suitably qualified people from designated groups within each occupational category and level in the workforce must be specified, as well as the timetable and must include the strategies intended to achieve these goals.

³ The designated employer can refer to the Codes of Good Practice: preparation, implementation and monitoring of Employment Equity Plans and other relevant codes, as per the 18 August 2006 Amendment of the EEA regulations. The employment equity plan should be created after the consultation and analysis processes have been completed.

- **Duration:** The plan is required to be a minimum of one year old and a maximum of 5 years. The motivation for the duration is that it is a period of time that is long enough to allow for growth, development and training, but also not so long causing goals to become obsolete and outdated. The designated employer observing its actions over the 5 years can also create a new plan having learnt from the past mistakes or challenges (Laher, 2007:81).
- **Procedures:** Apart from setting employment equity/substantive equality goals and measures and timetable to achieve said goals, the designated employer must include internal procedures to resolve and dispute anything about the interpretation or implementation of the plan.

In addition, Johann (2004), writes that the persons in the workforce including senior managers, whom are responsible for monitoring and implementing the plan, must be clearly defined.



2.6 Shortcomings and challenges of EE

Ted (2005), argues that the term “visible minority” is not explicitly defined as it assumes homogeneity within race groups. It is postulated that different groups within a designated group have different needs and are not sufficiently addressed in EEA. It would be erroneous to compare Chinese and Blacks as their barriers with regards to employment could be different.

Furthermore, Alexander (1999:5), states that EE is expensive to implement and maintain. It is a management-driven process and requires transformation. It is therefore integral that management understand the imperative for this transformation. More challenges to EE, making it a formidable and difficult task is as Wingrove (1995:153) suggests issues such as:

- A shortage of well qualified, experienced blacks in all fields and at all levels. This issue is worsened by an increased demand, resulting in unrealistic expectations and inflated remuneration, which will result in job-hopping and cause negative implications for employees and organisations;
- It is also stated that many organisations face opposition from their white employees regarding their EE programmes, as the attention would be given to the latter and sufficient time given to on-the-job training;
- White employees may manifest uncertainty and resistance to EE programmes, if their fears are ignored; and
- A lack of genuine commitment from senior management and a lack of understanding concerning the impact of EE processes in the entire organisation are intensified if the process is relegated to a training function.

These sentiments are shared by Alexander (1999:28), who alludes to the fact that employers can also experience the following issues:

- ***Lack of finances***: Money is required for recruitment and training of employees and managers and when creating awareness of EE;
- ***Increasing disputes***: Disputes may arise out of the interpretations of the Act and the requirements of the consultations with employees, the provisions relating to disclosure and unfair discrimination in the Act;
- ***Management apathy or indifference***: EE must be driven by management. It remains a managerial activity that if not implemented effectively or responsibly, it can fail. According to Soave (2000), EE needs good positive publicity in order to make it more acceptable to all citizens; and

- ***Racial attitudes and polarisation:*** These arise where employees feel that they are “working with the enemy”. Employees often view problems as race related, whereas managers view them from an organisation perspective. When people consider cultural and stereotypical mind-set, it could be understandable that the employer could face difficulties when attempting to change attitudes and address historical differences in the workplace.

Regardless of these shortcomings and challenges Alexander (1999:31), states the focus remains on management to be the engine of growth to power and facilitate employment equity within an institution and apply strategy.

2.7 Advantages of EE

According to Jain et al. (2003:39), EE helps employers to focus not only on African blacks but all coloureds, Indians and other designated groups such as woman and people with disabilities. EE encourages more employers to devise new and innovative measures to proactively recruit, promote and train the designated groups. EE motivates employers to develop human resource information systems and lastly EE sensitize employers to the labour market demographics of the designated groups while developing an EE plan.

2.8 Disadvantages of EE

The EEA has been in effect for about 16 years and to undo hundreds of years of apartheid, or racial segregation in the workplace will take time to overcome.

Samson (1999), states the EEA treats woman as a homogeneous category. White and black women currently have different levels of education and training, job opportunities and wages. Even amongst black women, there are significant differences. Institutions below the threshold

of the 50 employee limit are not covered by EEA, since the majority of women in the informal sector are for example: domestic workers and will remain uncovered by EEA.

2.9 Employees with disabilities

Smith (2003) argues that employees with disabilities such as visual impairment or a physical disabilities should be treated equally and not with contempt. The visual impaired should be:

- Spoken to in a normal tone of voice,
- You should identify yourself and others around you,
- And also state context of previous encounter to perhaps refresh memory.

The physical disabled employees should be accommodated by means of:

- Furniture should be rearranged to accommodate wheelchairs mobility aids,
- People should be aware what is accessible and what is not accessible to people with mobility aids.
- To assist people in wheelchairs only when they ask for assistance.

Mosala (2009:25), states that all employees should be able to participate and contribute to progress and growth of the market environment. Accessibility is important and a dark or noisy place makes it difficult for people with visual, speech or hearing disabilities to participate in a conversation.

2.10 Effectiveness criteria for EE

According to Jain et al. (2003:108), legislation, compliance monitoring and good intentions are all aided by the development of effectiveness criteria. These criteria are set out in the Employment Equity Index (EEI).

It was developed by Jain & Hackett (1989). The EE and AA legislation in most countries, including South Africa embodies these factors. In 1998 the Department of Labour, to determine the state of EE in South Africa used the EEI.

2.10.1 Identifying EE best practice

It is argued by Jain et al. (2003:109), that these criteria allow employers to develop “best practice” to enable, implement, nurture and evaluate the effectiveness of EE programmes. The EEI consist of the following factors:

- Accountability;
- Numerical goals and timetables;
- Monitoring and control mechanisms;
- Employment practice review;
- Special target or designated group recruitment and training efforts;
- EE committee or coordinator; and
- Resources or Budget.



These factors infer the concept of “better than”. It asks the employers to undertake pro-active initiatives so that there be proper compliance with EE/AA legislation.

2.11 Summary

EE is integral and a definite requirement in the workplace so that fair treatment can take precedence by employers to employees. South African institutions are compelled to comply with relevant provisions of the EEA. South Africa can learn from lessons of the other countries especially with regard to monitoring of progress towards EE. It can be done by taking pro-active measures that will ensure previous disadvantaged individuals benefit from the legislation.

This chapter focussed on a myriad of literature related to the study. Furthermore, researcher discussed the need for EE, the stages of EE, the EE plan, and most importantly the shortcomings and challenges of EE. It also highlighted advantages and disadvantages of EE with specific attention drawn to the factors used to measure the effectiveness of EE. The next chapter discusses the research methodology and analysis of the data.



Chapter Three: Research Methodology

3.1 Introduction

The previous chapter reviewed literature which encompassed Employment Equity in other countries followed by a discussion Employment Equity specifically in South Africa.

This chapter explores the research design and methodology used to expound on the research question. It provides an exposition of the rationale for using a mixed research approach. The main focus of this chapter is on the methodology that was used in the study, the research design, methods to collect data, respondents and instruments used to analyse the data.

3.2 Research Approach: Qualitative research

To gather a more personal perspective of Employment Equity within the Safety and Security directorate of this Municipality in the Western Cape, a qualitative approach was followed. An insider's view or responses directly from participants was gathered. According to Merriam (1986:6), the key concern is to understand what is the perspective of the respondents and not the perspective of the researcher. The idea is to get an insider's perspective or "emic" rather than the "etic" or outsiders perspective.

In addition, according to Babbie & Mouton (2002:53), and Becker (1967:234-247), agree with the viewpoint and use the term "emic perspective" when referring to an insider's perspective. They point out that the objective of qualitative research is to understand and describe rather than to explain and predict.

3.3 Research Approach: Quantitative research

The clinical approach of controlling variables is the main characteristics of the quantitative approach to research. The focus in the paradigm is on variables that are quantified, measured and extreme control is exercised to eradicate error in the research process.

The purpose for a research instrument from the quantitative methodological approach is for its advantage of affording anonymity and confidentiality to respondents, as well as economy in terms of costs. The research question deals with Employment Equity and sensitive issues are raised. It is, therefore, imperative that anonymity is maintained.

3.4 Research Design

According to Brewer & Millward (2001:52), the design of a project refers to the manner in which the research design indicates the levels of investigation. The first level refers to the research approach, namely: quantitative or qualitative. The second level refers to whether it is a case study or an experiment. The third level refers to the research instrument to be used, such as interviews, questionnaires or focus groups.

The first level has been dealt with as it has already been indicated that this research will make use of both quantitative and qualitative methodologies. The second level is case studies as a research design. According to Babbie & Mouton (2002:279), there are three types of research designs that share characteristics namely:

- Ethnographic studies: a detailed engagement with the object of study;
- Case studies: selecting a small number of cases to be studies; and
- Life histories: flexible design features that allow the researcher to adapt and make changes to the study where and when necessary.

Case studies will be discussed and argument will be provided for the case study research design to address the research question. The researcher has chosen the case research design as the strategy to initiate the research. According to Yin (1994:13), case study is an all-encompassing method with the logic of design incorporating specific approaches to data collection and data analysis. Eisenhardt (1969:534), asserts that a case study approach is a research strategy which focusses on understanding the dynamics present within a single setting.

Moreover, Yin in Cassel and Symon (2004:334) and Denzin and Lincoln (1994: 432-436), state that research design is "...that of the detective who must shift evidence (some of it relevant and some not) to build inferences about what has happened, why and in what circumstances. This detective work is undertaken not only to understand the particular features but also to draw out an analysis which may be applicable on a wider basis."

Furthermore, Cassel & Syman (2004:324), determined that detective work involves multiple data collection methods. The methods include techniques such as participant observation, direct observation, interviews, questionnaires and focus groups. To this end Yin (2003:16), refers to case studies such as the careful method of collecting information or evidence about a certain unit of analysis which may include individuals, groups, communities, organisations or even countries.

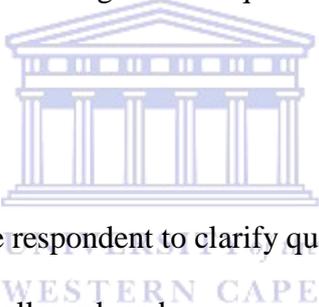
The case-research design is considered the best strategy to answer the research question-ascertain the extent of employment equity in the Safety and Security Directorate of this Municipality in the Western Cape. It provides an insider's perspective of the phenomenon under discussion. The use of multiple data collection methods ensure validity and reliability of the data collected and the findings presented.

3.5 Data Collection Method

A number of data collection methods were used to acquire information for the study. Questionnaires constituted a large part of the data collection to reach as many respondents in the various departments within the Safety and Security directorate of this Municipality in the Western Cape. A standardised interview guide was also used.

3.5.1 Questionnaire survey

As a result of the mixed method approach in collating data, a questionnaire survey was used. According to Kumar (2005:129-130) and Welman et al. (2005:178), the questionnaire is less expensive and provides greater autonomy to the respondents. Bergh (1989:70) and (Leedy (1989:70) do warn against the disadvantages of the questionnaires pertaining to matters such as:

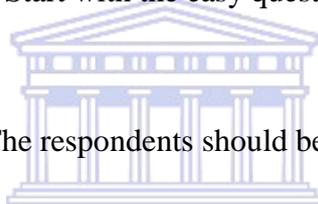
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- Low response rates;
 - Lack of opportunity for the respondent to clarify questions;
 - No spontaneous responses allowed, and
 - The possibility that respondents might consult with other respondents

The researcher considered these disadvantages during the construction of the questionnaire. The use of questionnaires is motivated by the advantages it offers in terms of cost to the researcher and also to assure confidentiality and anonymity of the respondents.

3.5.2 Questionnaire Design

According to Welman et al. (2005:174-180) and Kumar (2005:132-140), a few points should be considered when designing a questionnaire. These are:

- Choose between open-ended and close ended questions. Open-ended questions allow respondents to answer without any guidance. Close-ended questions require respondents to choose from a range of answers;
- Take the respondents literacy levels into account. In addition the use of jargon, slang and abbreviations should thus be avoided;
- Be careful not to offend – Ensure that terms that can give offence to any person in terms of status, culture, religion or political views are avoided;
- Be brief and focussed- questions needs to be clear, concise and unambiguous;
- To maintain neutrality- questions should not be asked in a manner that suggests a preferred way of responding;
- Use a justified sequence – Start with the easy questions, followed by more serious and complex questions; and
- Pay attention to layout – The respondents should be able to follow all the instructions.



According to Brewerton and Millward (2001:106) attention must be given to highlighting a brief cover letter which outlines who is conducting survey with contact numbers to clarify uncertainty, the purpose of the questionnaire and the study, what is expected of the respondent, a deadline and a word of gratitude for their time and effort must be supplied to respondents.

Moreover, Brewerton and Millward (2002:102), mention that the Likert-type scale is one of the most common scales and also the scale used in this research. In the Likert-type scale a set of statements is presented to which each of the respondents has to indicate one of the reaction Huysamen (1998). The Likert-type scale has respondent's rate level of agreement to various reactions which include:

- 1 - Strongly agree
- 2 – Agree

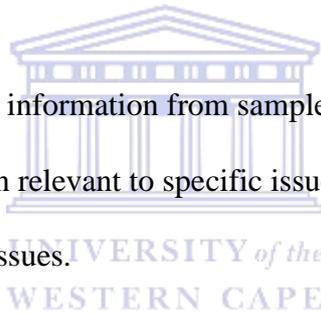
- 3 – Neutral
- 4 – Disagree
- 5 – Strongly disagree.
- The questionnaire is attached as **Annexure 4**.

3.5.3 Interview

The main objectives of using the interview as a data collection instrument is to understand the “emic” perspective of the phenomenon under discussion.

Semi-structured interviews were administered which allowed for focussed, conversational, two way communication. The main purpose of semi-structured interviews according to Welman et al. (2005:166), is:

- Obtain specific qualitative information from sample of the population;
- Obtain general information relevant to specific issues, and
- Gain insights on specific issues.



The researcher found that the semi-structured interviews is beneficial in that it is not intrusive as it encourages two-way communication and it gives voice to the interviewee. The information was analysed daily after interviewing. In addition brief notes were recorded during interviews, and immediately following the interview the researcher elaborates on notes (Rubin & Rubin, 1995:31). See (Interview Schedule) - **Annexure 5**.

3.5.4 Research population

The people working within the Safety and Security directorate of this Municipality represent the research population.

3.5.4.1 Target population

The target population for the research was drawn randomly from a selected population in the Safety and Security directorate which comprises Law Enforcement and Security; Traffic and Licensing Services; Metropolitan Police Services; Fire and Rescue Services, Disaster Management Services and 107 Public Emergency Communication Centre. They have various occupational levels constituting male and female. In all instances, the respondent's anonymity and voluntary participation was maintained.

Permission was granted by the City Manager to conduct a survey in this Municipality in the Western Cape with reference to the Safety and Security Directorate.

3.5.5 Sampling

A sample is a part of the target population, carefully selected to represent the population (Cooper & Schindler, 2001:77). Furthermore, according to Cooper and Schindler (2001: 163) the basic idea of sampling is that by selecting some of the elements of the population, we may draw conclusions about the entire population. A sample of 66 subjects was drawn from members of staff in the Safety and Security directorate.

There are 2 types of sampling techniques, namely: probability and non-probability sampling. Probability sampling as described by Cooper and Schindler (2001:166) is based on concept of random selection. In probability sampling each member of the population has a known chance of being selected (Salkind, 2000:86). Non-Probability sampling is non-random, subjective and each element does not have a known non-zero chance of being selected.

The stratified random sampling and purposive sampling approach was used. Moreover, Babbie (2004:135) describes purposive sampling as a form of non-probability sampling where one selects the units of analysis on the basis of own judgement about who will be the most

useful representative. The determining factor in selecting who are interviewed is on the ability of the person to provide the data needed to answer the research objective.

The technique requires the sample to be broken down into “strata” or groups that are sampled separately to ensure that adequate numbers are achieved in each group that are of importance (Welman, Kruger & Mitchell, and 2005:61). Therefore, the researcher collected enough respondents in each group to facilitate statistical comparisons. The selection of the members of the population who will take part in the sample was drawn randomly from a complete list of members of the population. This Municipality in the Western Cape provided the lists of heads of departments and employees at each department in directorate by means of the (SAP) systems application product.

3.6 Data Analysis

One of the core activities of research namely data analysis, is described as the process where inferences are made from the collated data and a conclusion is made. According to Richie & Spencer (1994:186), it appears that data analysis is a very structured and mechanical process, this process requires leaps of imagination. However, De Vos et al. (2004:344), asserts that the process of analysis is not mechanical but rather based on hunches, insight and intuition.

In view of the mixed research approach that the study is using, specific provision must be made for analysing the data collected by means of the quantitative method of the questionnaire survey on the one hand, and the standardised interview on the other.

To this end, Sarantakos (2000:314), stresses that an analysis of data provides researchers with the information that enables them to interpret results and make statements about the significance of the findings to society.

3.7 Summary

In this chapter a perspective was provided on the research methodology used to answer the research questions. Data were collected from the Safety and Security directorate of staff to determine similarities and differences in the application and implementation of Employment Equity as well as progress made thus far. This empirical exercise helped to identify and isolate the chief areas which could serve as points of departure for the planning, research and investigation.

The next chapter discuss the case of this Municipality in the Western Cape, Safety and Security directorate by the collation of data collected in exploring the effectiveness of Employment Equity. Moreover the next chapter is guided by core themes as indicated earlier in the discussion on the questionnaire guide. The first theme address knowledge, understanding and perception related to Employment Equity and Affirmative Action. The second theme address strategic alignment. The third theme highlight staffing and people management. The fourth theme determine how well informed the respondents are about the Employment Equity Act, Affirmative Action and Employment Equity policy in the various departments.

The fifth theme probe the extent of satisfaction/dissatisfaction of the respondents with the success and communication and also the manner in which Affirmative Action/ Employment Equity is implemented in their institution. The sixth theme focus on provisions made by the respective institution to ensure the success of Affirmative Action / Employment Equity policies and procedures. The seventh theme address feelings of respondents about institutional issues with regards to the implementation of Affirmative Action and Employment Equity. The eight theme address constraints, barriers and challenges facing Employment Equity at their institution.

Chapter Four: Data presentation, analysis and interpretation

4.1 Introduction

Employment Equity holistically as discussed in the previous chapters has demonstrated the government's commitment to transfer and create a conducive work environment. The true test will be whether the municipalities or in this case study, this Municipality in the Western Cape also support the same sentiments. This chapter presents and discusses empirical research findings which are both qualitative and quantitative and addresses the research questions which cover the following themes:

- Biographical information;
- Affirmative Action;
- Strategic Alignment;
- Staffing and people management;
- Knowledge of Affirmative Action and Employment Equity;
- Status of Employment Equity;
- Provisions for Affirmative Action/ Employment Equity;
- Perceptions on Affirmative Action and Employment Equity; and
- Constraints and barriers to Affirmative Action and Employment Equity.

According to Babbie & Mouton (2007:49-53), quantitative research places emphasis on quantifying theory to understand phenomena and qualitative research seeks insider's perspective to gain understanding of phenomena. The mixed method is supported by Warfield (2005:30) who agrees that mixed methods can be utilised as the validity of the findings of two or more research methods, enhance the belief that the results are valid and not artificial results of a single methodology.

This chapter presents the quantitative which is illustrated in various chart layouts which contain actual data and presented by qualitative and narrative data. Moreover, for the purpose of this study the Safety and Security directorate is branched into six departments that will also make the consolidation of data easy and without compromising the validity of the research results.

The six departments are:

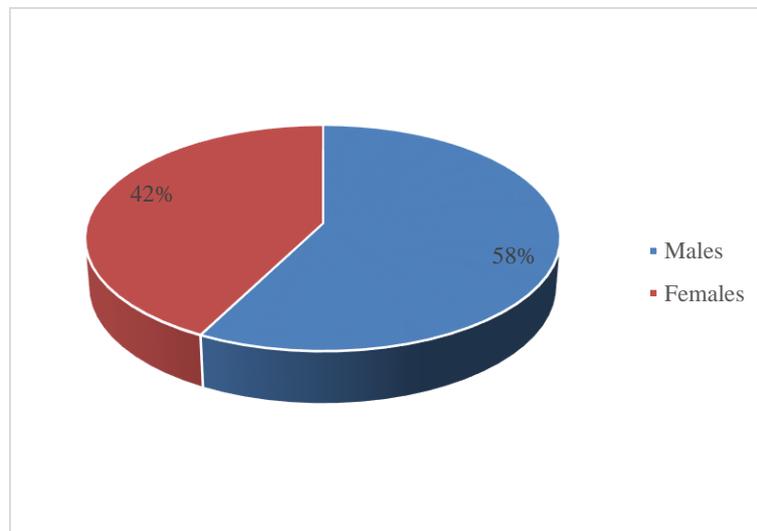
- Law Enforcement and Security;
- Traffic and Licensing Services;
- Metropolitan Police Services;
- Fire and Rescue Services;
- Disaster Risk Management; and
- 107 Public Emergency Communication Centre.

4.2 Section A: Biographical questionnaire data

The total sample population was 66, which consisted of 60 respondents for quantitative questionnaires and 6 respondents (senior management) for qualitative semi-structured focus group interviews. Of the 66 questionnaires that were issued, all were returned and completed correctly thus making it a 100 % response rate.

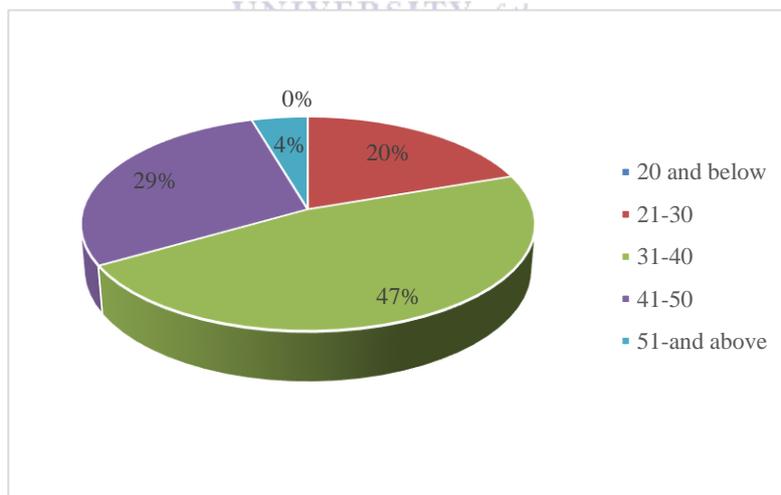
Section A: Biographical Information

Chart 1: Gender distribution

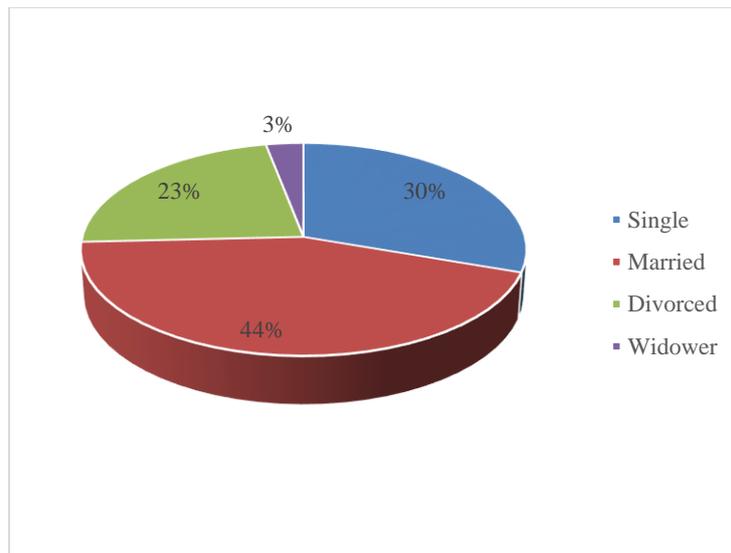


The gender distribution that is provided is to demonstrate the equitable representation of the participants. Chart 1 demonstrates that 42 % of the respondents is female and 58 % is male. All departments are represented but males are in majority.

Chart 2 : Age distribution



The breakdown in Chart 2 revealed that 21-30 age group represents 20%. The 31- 40 age group who was in the majority was 47%. The second largest age group of 29% is the 41-50 age group. The last age group is 51 and above which was 4%.

Chart 3: Marital status distribution

The respondents in Chart 3 indicated that 44% are married. Moreover 30% of respondents are single. The divorce respondents indicated a 23% and the widower respondents are 3%.

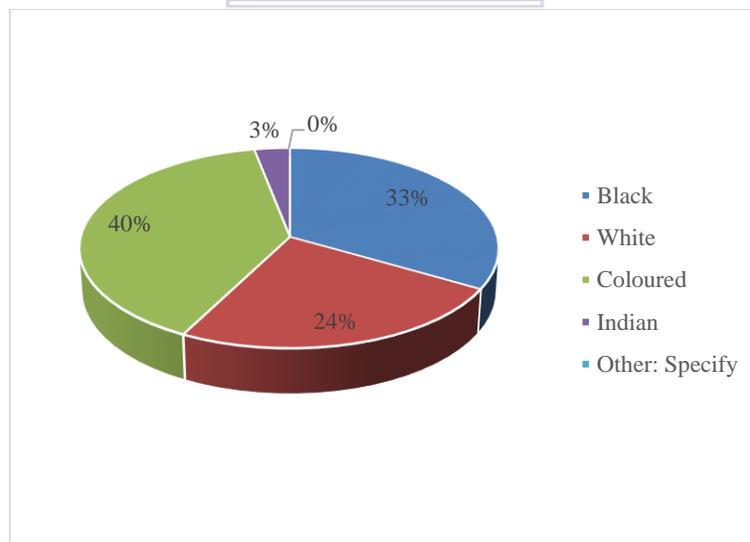
**Chart 4: Ethnicity distribution**

Chart 4 revealed that 40% of respondents are coloureds, followed by blacks 33%. Furthermore, 24% are white and Indians at 3%.

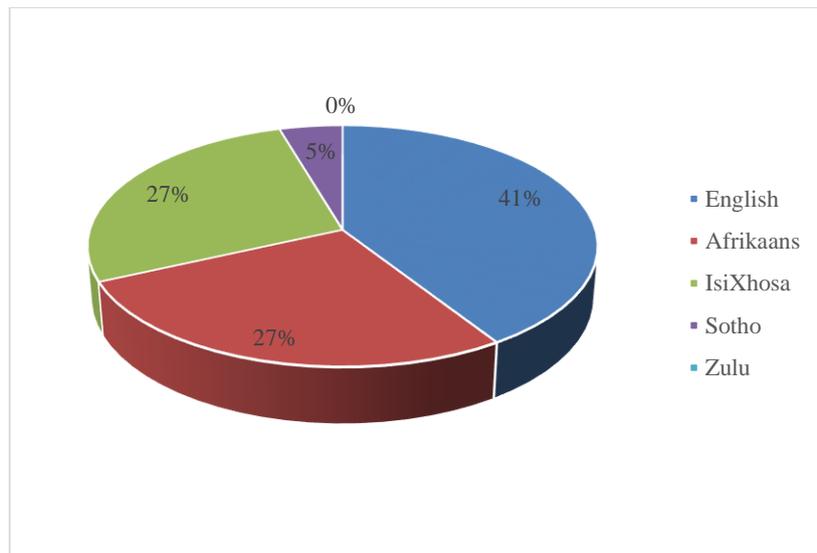
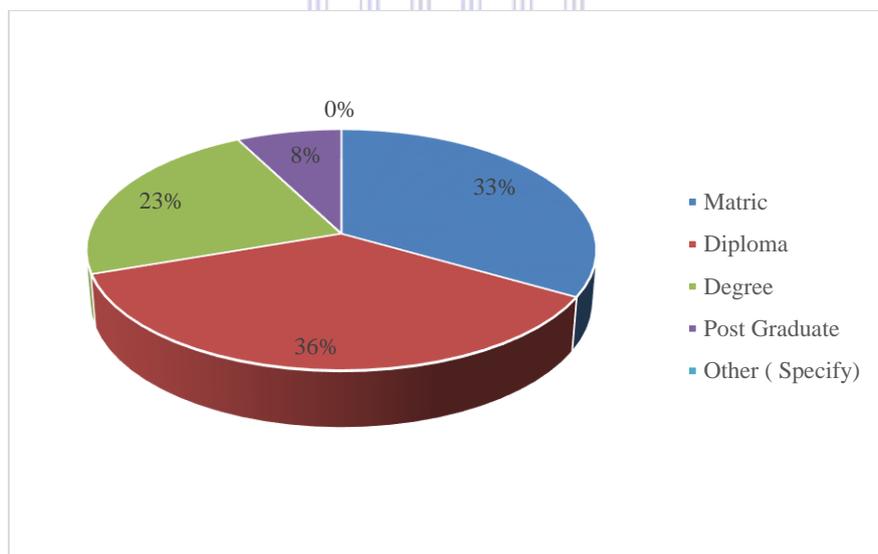
Chart 5: Home Language distribution

Chart 5 indicates that respondent's language distribution in English is 41%. Afrikaans is 27% as well as IsiXhosa also at 27%. Sotho is 5%.

Chart 6: Level of education distribution

In chart 6 respondents indicated that 36% have diplomas. 33% have matric and 23% have Degrees. Furthermore 8% of the respondents have post-graduate degrees. On enquiry it was noted that some respondent's studies is other than their core-function to make them diversified and assets to the Safety and Security directorate.

Chart 7: Category of employment distribution

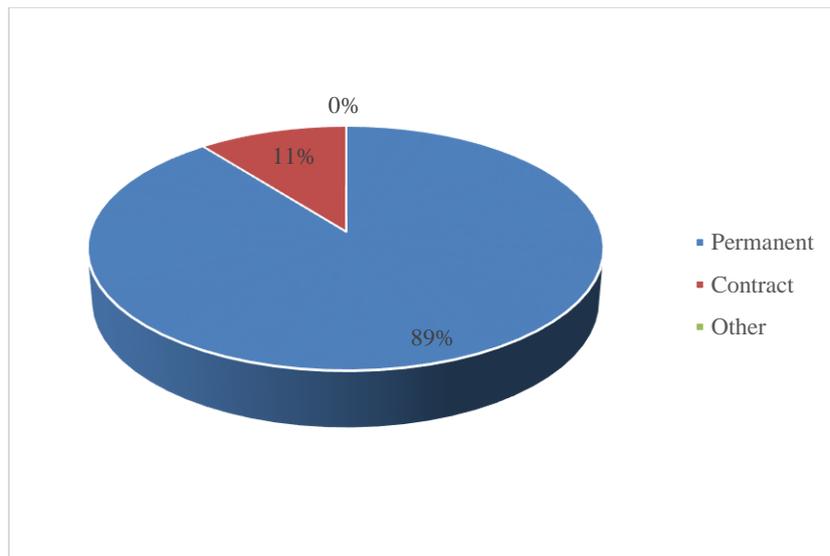


Chart 7 indicated that the majority of respondents are permanently employed at 89% and only 11% were on contract.

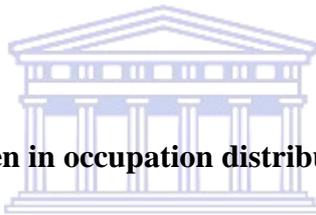


Chart 8: How long have you been in occupation distribution

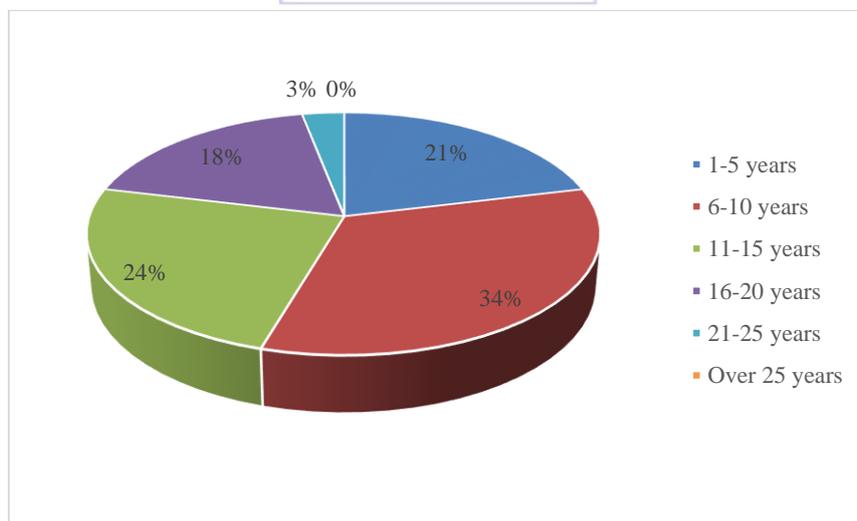
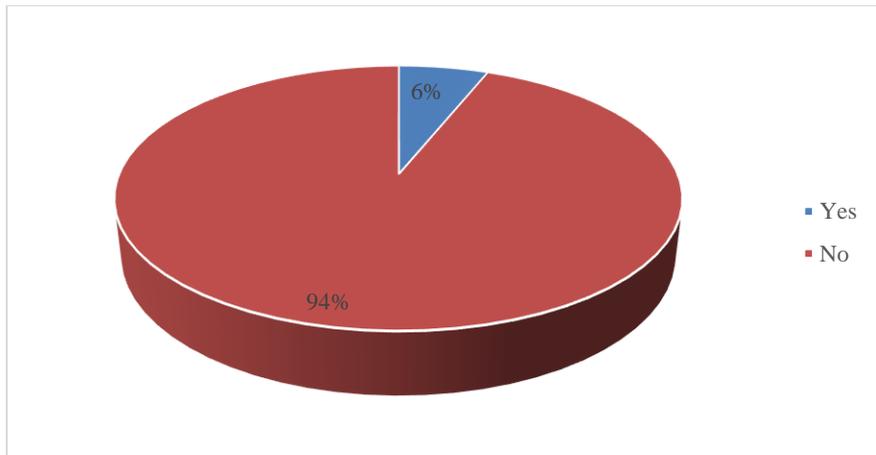


Chart 8 indicated that 34 % have been in occupation 6-10 years. 24% in occupation between 11-15 years. 21% of respondents is between 1-5 years in occupation. 18% is between 18-20 years and 3 % is between 21-25 years in occupation. None of the respondents participating was over 25 years. Job

Chart 9: Disability distribution

Only 6 % indicated that they had a disability while 94 % indicated they had no disability. By means of observation also noted low % of staff with disabilities.

4.3 Section B: Affirmative Action

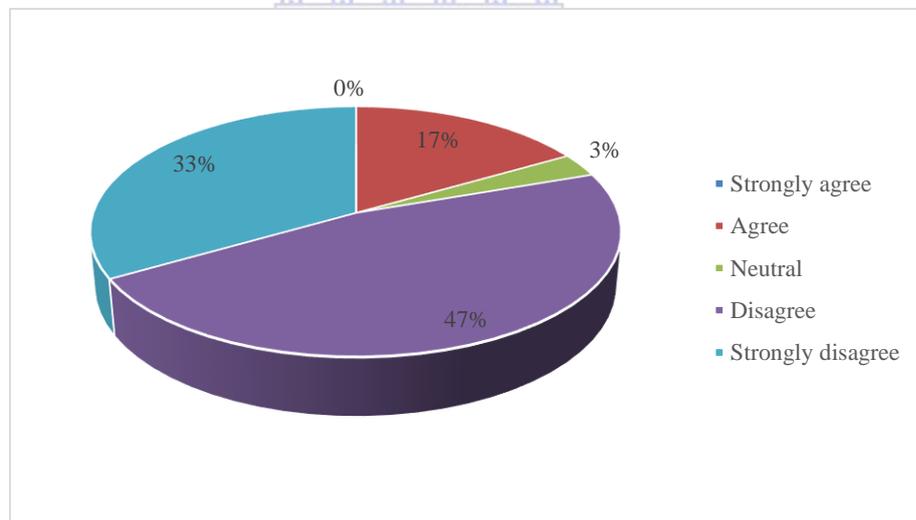
Chart 10: AA and “reverse discrimination” means the same thing

Chart 10 indicated that 47% of the respondents disagreed with statement that AA and reverse discrimination mean the same thing. 33% strongly disagreed. In addition, 17% agreed with statement while 3% remained neutral.

Chart 11: AA and tokenism means the same thing

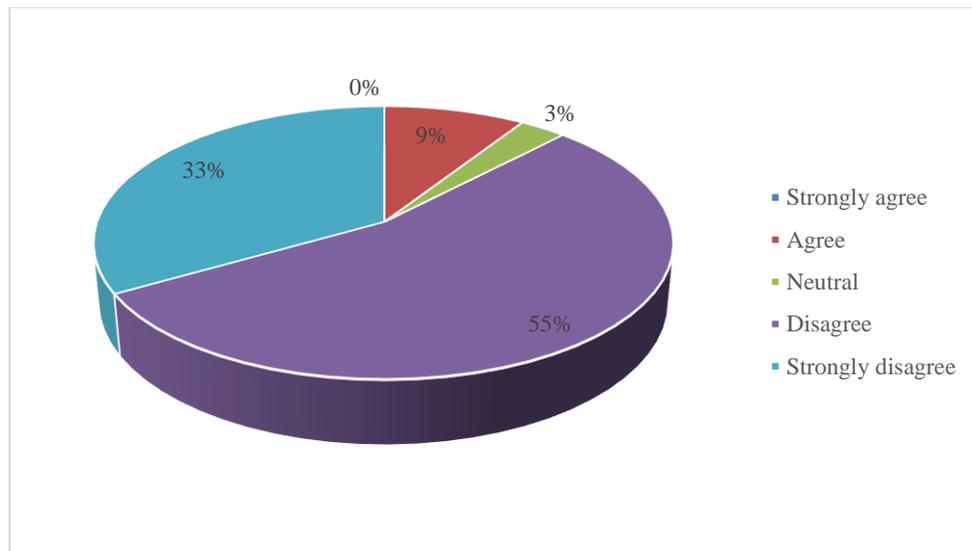


Chart 11 indicated that 55% disagree with statement and 33% strongly disagreed. Moreover, 9% agreed and 3% remained neutral. The sentiments at hand is although policies is to address disparities, individuals wants to be acknowledged for what they can contribute and how they can be valued and not just on the basis of their skin colour.

Chart 12: Degrees of disadvantage should be taken into account when providing opportunities for the designated groups

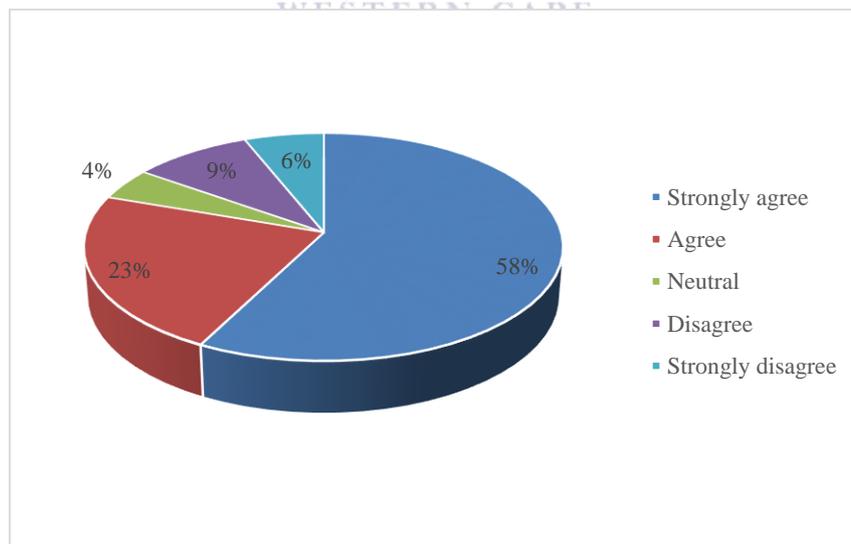


Chart 12 indicated that 58% strongly agreed with the statement that the degrees of disadvantage should be taken into account when providing opportunities. In addition 23% agrees to the statement, but 9% disagreed and a 6% strongly disagreed, whilst a 4% remained neutral. By taking disadvantage into cognisance when providing opportunities, it should be noted

individuals are not trying to get a free ride to accomplishment, but that it bring a sense of dignity and respect that was often overlooked under apartheid.

Chart 13: AA/EE efforts should be based on potential to succeed rather than academic merit alone

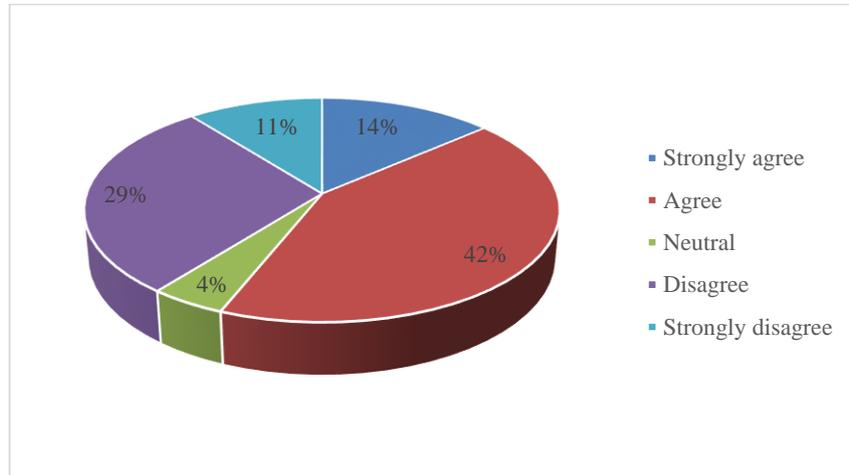


Chart 13 indicated that 42% agreed while 29% disagreed with this statement. In addition 14% of respondents strongly agreed and 11% strongly disagreed. Also 4% of respondents remained neutral. The outcome of this statement highlights the fact that respondents feel that the Safety and Security directorate should consider that even if individuals don't have the necessary skills that they should consider looking at individual's potential as well.

Chart 14: A rigid quota system is the only method of ensuring the appointment of persons from the designated group.

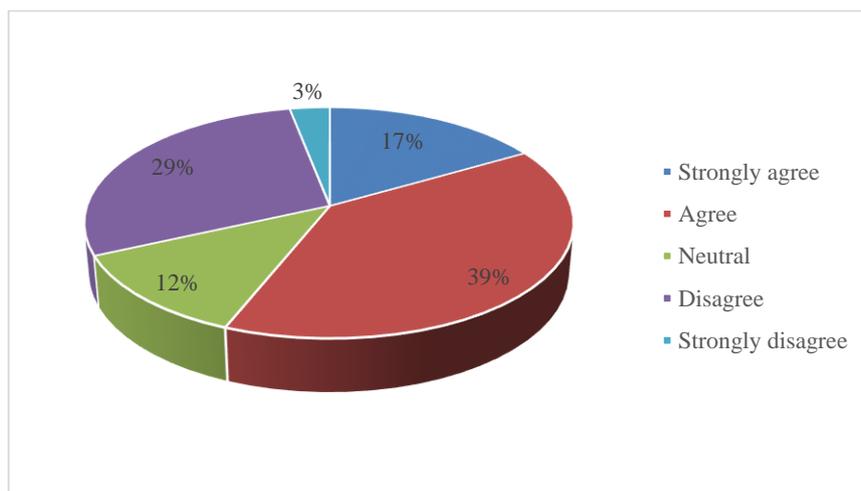
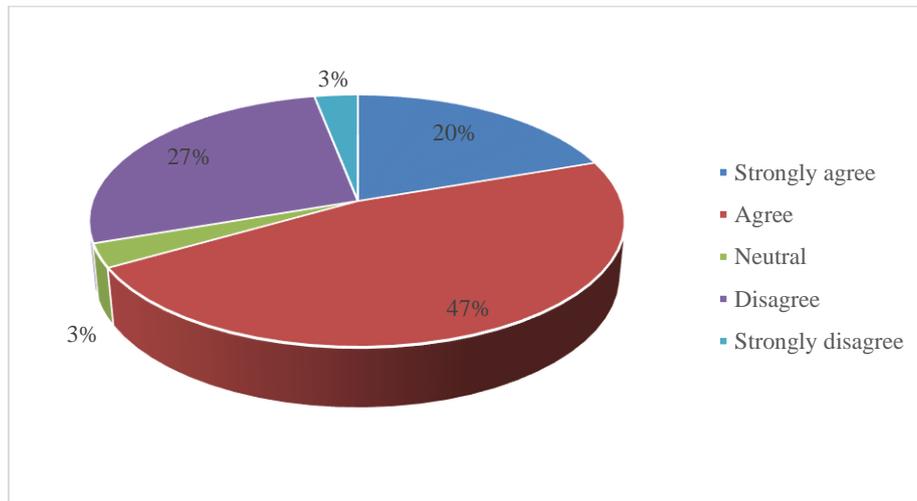


Chart 14 indicated 39% agreed and 29% disagreed. Moreover, 17% strongly agreed and 12% remained neutral whilst 3 % strongly disagreed.

Chart 15: Goals and timetables are more acceptable methods of ensuring progress in AA/EE efforts

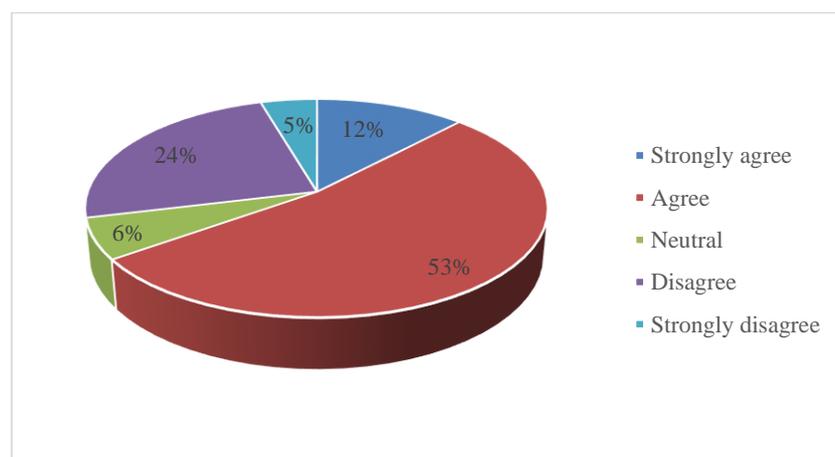


The respondents indicated that 47 % agrees with statement whilst 27% disagreed. There is a 20% that strongly agreed and 3% strongly disagreed and a 3% remained neutral.



4.4 Section C: Strategic Alignment

Chart 16: Management are committed to racial equality



In chart 16, more than half of the respondents (53%) agreed with the statement that management is committed to racial equality while 24% disagreed. Also 12 % strongly agreed and 5% strongly disagreed whilst 6 % remained neutral.

Chart 17: Management are committed to gender equality

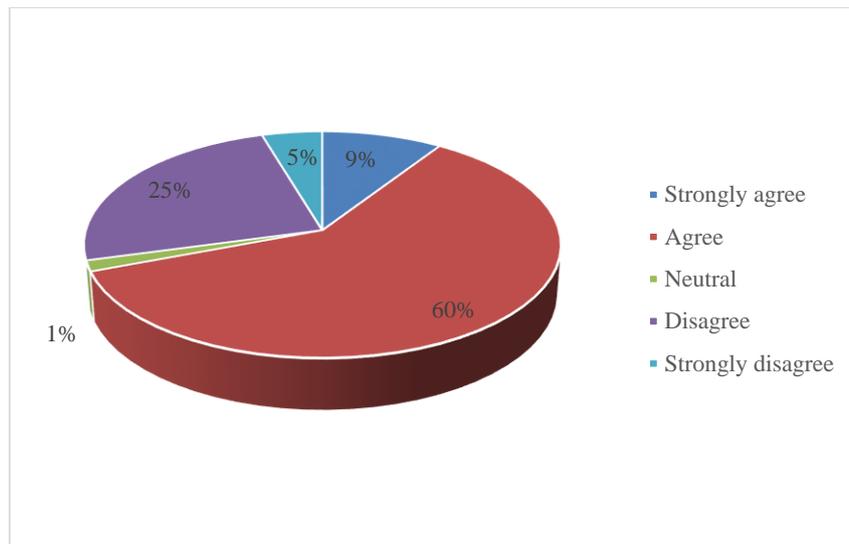


Chart 17 indicated that 60% agree with statement and 25 % disagree. Moreover, 9% strongly agree and 5% strongly disagree, whilst 1 % remained neutral. This is clearly an indication that the Safety and Security directorate is committed to these issues. This Municipality in the Western Cape also acknowledges that if gender and racial equality is not driven by management, then EE will fail.

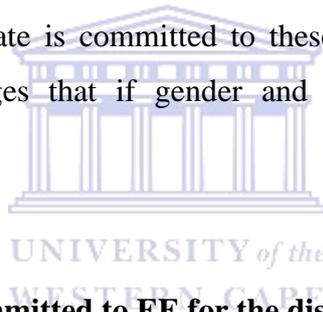
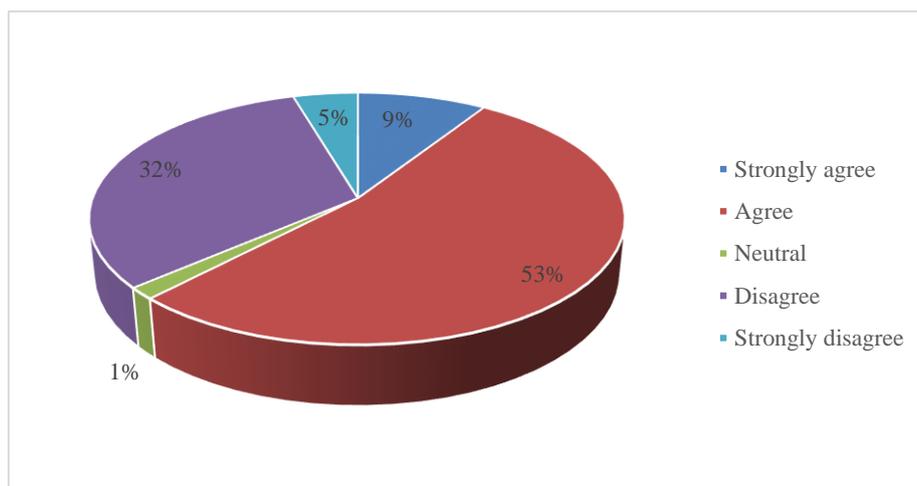


Chart 18: Management are committed to EE for the disabled



In chart 18 respondents indicated that 53% agree that management is committed to EE for the disabled, yet an alarming 32% disagreed and a further 5% strongly disagreed while 9% strongly agreed. Only 1% remained neutral. On requesting more information it was noted that only 4 of

the respondents in the sample was disabled and some say that some changes have been made to buildings and some vehicles, it is however quite disconcerting to see so few disabled staff accommodated in the Safety and Security directorate.

Chart 19: EE is regarded as a strategic matter (i.e.: A matter of great importance)

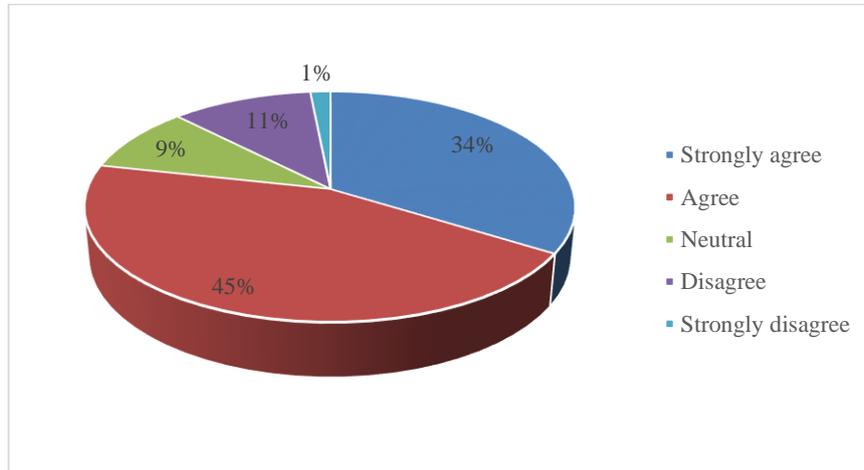
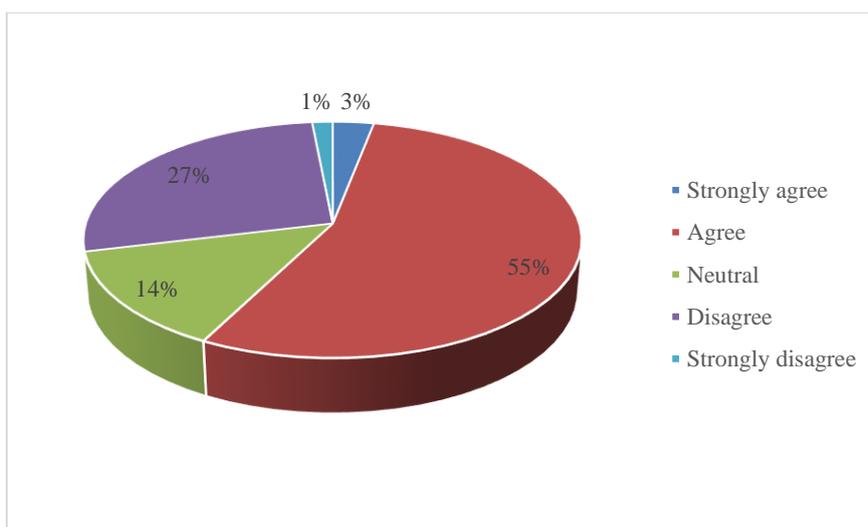


Chart 19 indicated that 45% of the respondents agreed with statement while 34% strongly agreed. Some of the respondents do note although EE is regarded as a strategic matter, care should be taken that it not only remain on paper but it should be evident in practice or operation as well. Furthermore it's noted that 9 % remained neutral and 11 % disagreed, with 1% remained neutral.

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Chart 20: Communication on EE issues is effective



In chart 20 more than half of respondents (55%) believe EE issues is communicated effectively. It is cemented with a further 3% who strongly agreed. However, 27% disagreed and 14%

remained neutral while 1 % strongly disagreed. It is of note that can be speculated as to why such high percentage of individuals remained neutral. It is imperative that the Safety and Security management realises that it can only be to its credit if EE is effectively communicated to all staff. It should not be limited to management meetings. If it is communicated to every individual, it will instil the EE culture and strategy.

Chart 21: There is clear understanding amongst most people in the organisation about what the EE policy is about

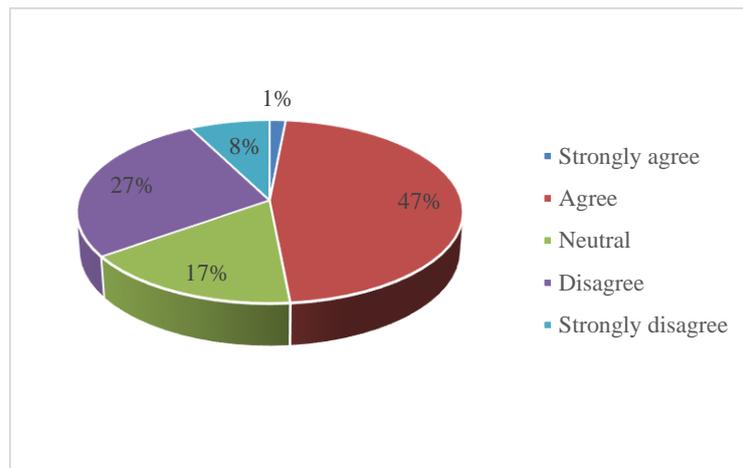


Chart 21 revealed that 47% of the respondents agreed with statement while 1 % strongly agreed. 27% disagreed and 8% strongly disagreed whilst 17% remained neutral. This research revealed that respondents have understanding regarding EE.

Chart 22: Line management have objectives relating to EE in their performance appraisals

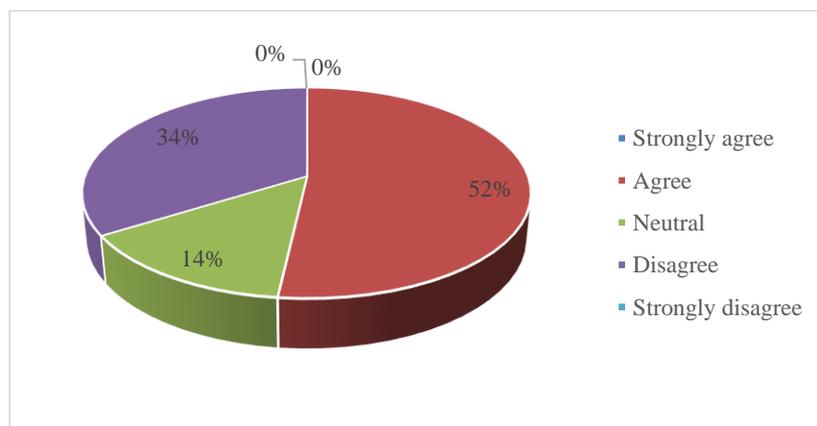
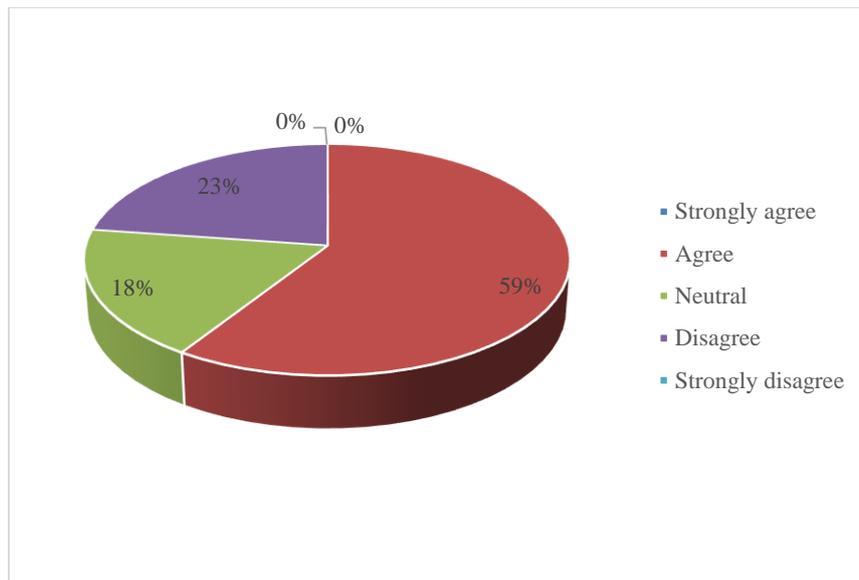


Chart 22 indicated that 52% of the respondents agreed and 34 % disagreed whilst 14% remained neutral with statement.

Chart 23: Line management are rewarded for good performance on EE objectives



In chart 23 the respondents indicated that 59% agreed with the statement. 23 % disagreed and a further 18% remained neutral. The results also revealed that 0% strongly agreed and strongly disagreed respectively.

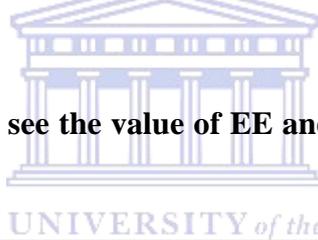
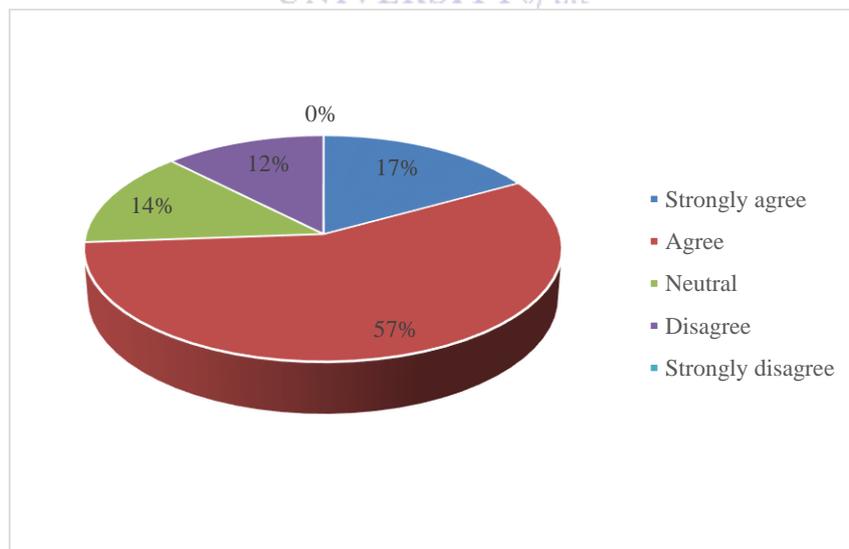


Chart 24: Most of management see the value of EE and see where the department wish to go in terms of redress



In chart 24 the respondents indicated that 57% agreed while 17 % strongly agreed. 12 % of the respondents disagreed and 14% remained neutral.

4.5 Section D: Staffing and people management

Chart 25: The organisation has a workforce plan which indicates what kind of people will be needed in the future

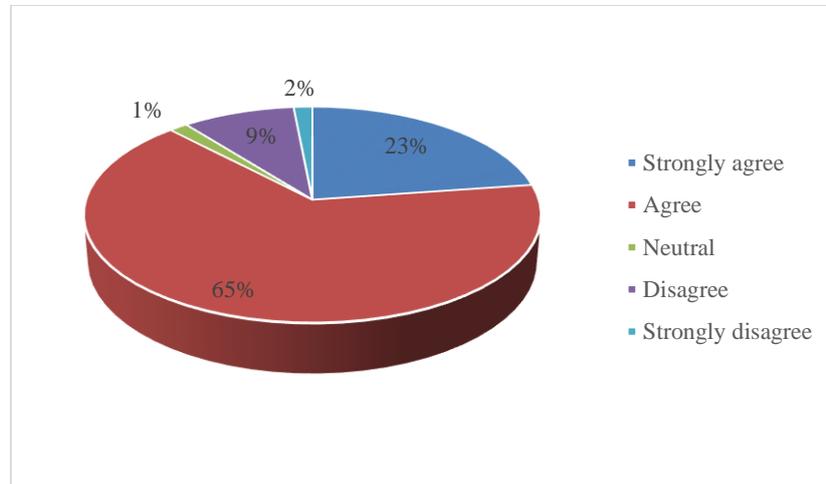


Chart 25 indicated that 65% of the respondents agreed with statement while 23% strongly agreed. Only 9 % disagreed, 2% strongly disagreed and 1% remained neutral.

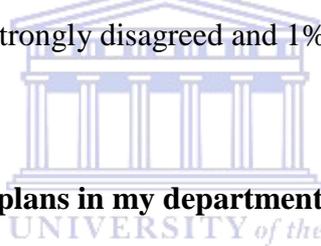


Chart 26: There are succession plans in my department

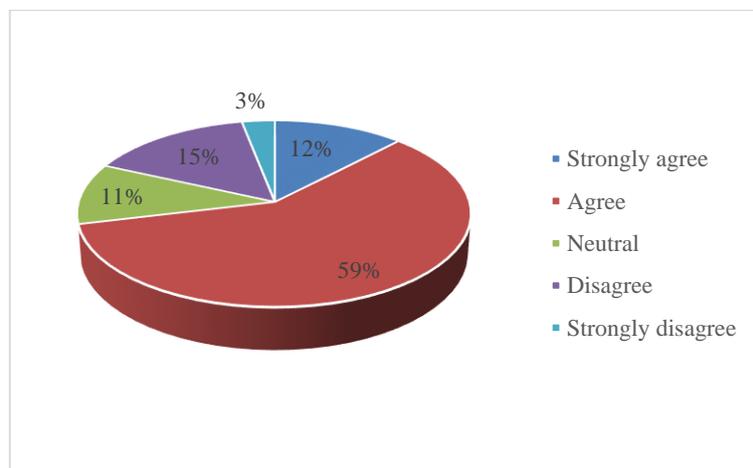
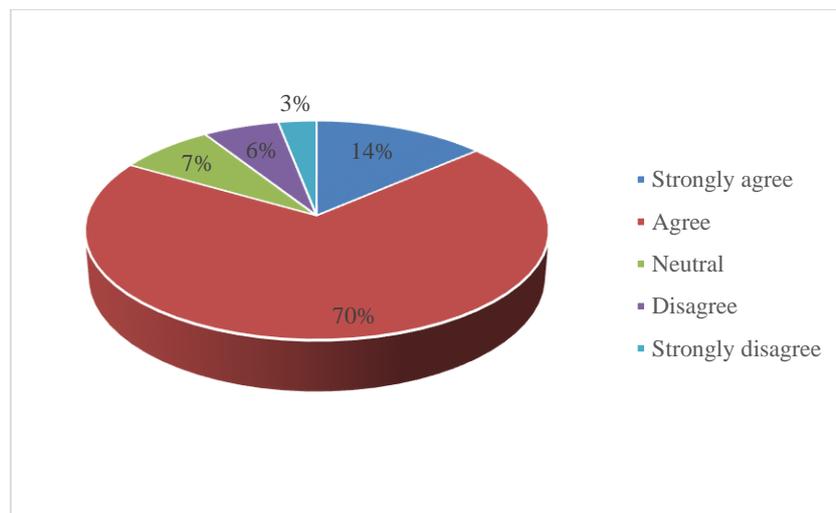


Chart 26 indicated that 59% of the respondents agreed with statement while 12% strongly agreed. Only 15% of the respondents disagreed, 11% remained neutral and 3 % disagreed. In some departments succession plans is new and some have never heard of it.

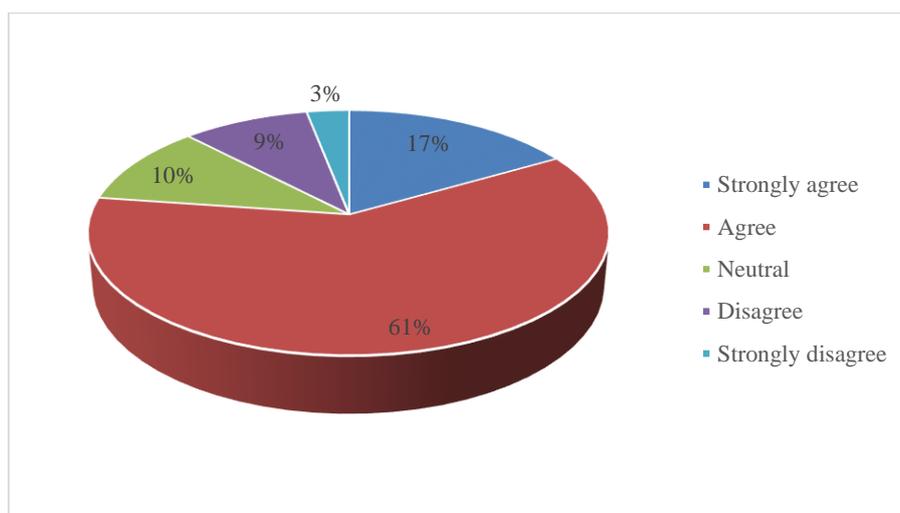
Chart 27: Personal development plans are in place



In chart 27 the respondents indicated that 70% agreed with the statement as well a further 14% strongly agreed. 6 % of the respondents disagreed and 3 % strongly disagreed with 1% remaining neutral. The respondents note that the personal development plan is linked to employer's plan of controlling staff training which in turn frustrates staff who wish to become diversified with other skills. The majority of the staff indicated that they want the personal development plan to be linked to their request first, as it is employer's wish for staff to take ownership of their own development.

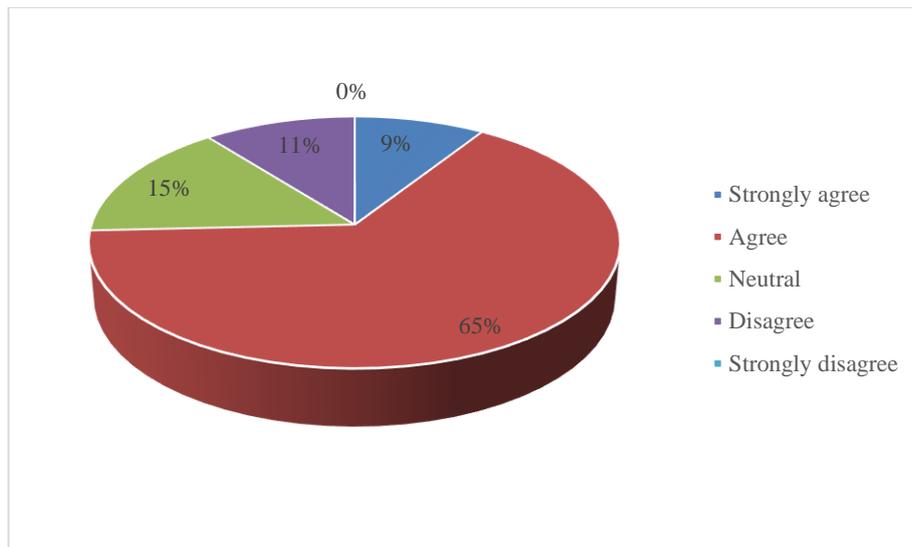
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Chart 28: Racial targets have been set in line with organisational realities



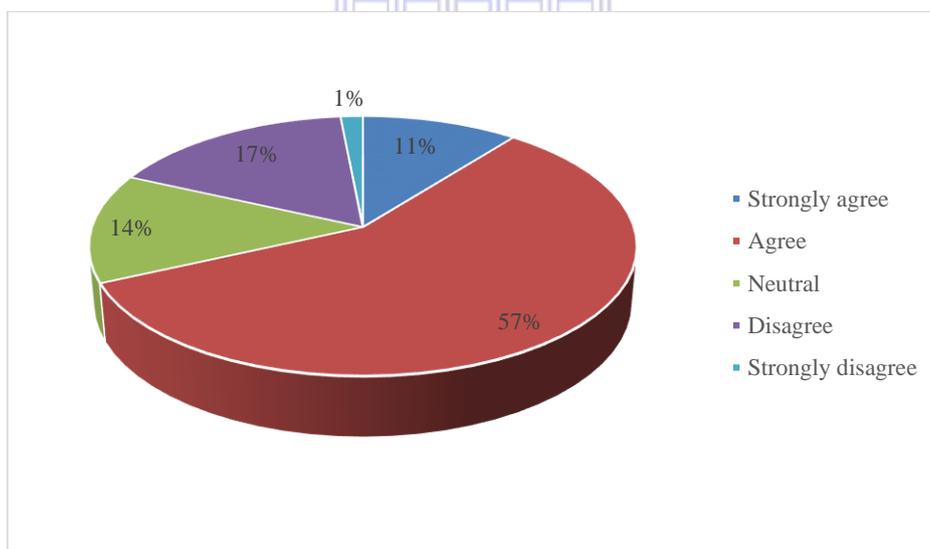
In chart 28 the respondents indicated that 61% of the respondents agreed with the statement, 17% strongly agreed while only 9% disagreed. A further 10 % of the respondents remained neutral and a 3% strongly disagreed.

Chart 29: Gender targets have been set in line with organisational realities



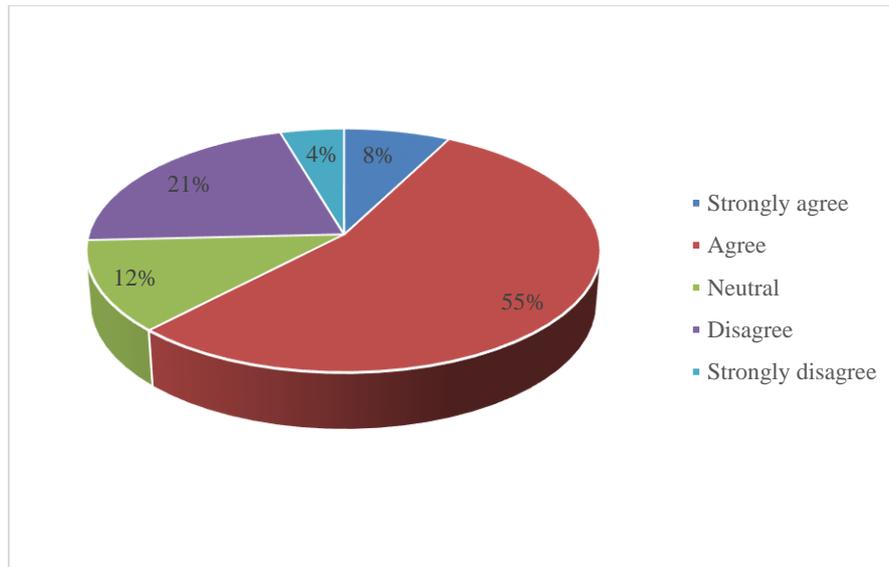
In chart 29 the respondents indicated that 65% agreed with the statement and 15% remained neutral. 11% disagreed while only 9% strongly agreed.

Chart 30: Targets have been set for the disabled



The respondents indicated that 57% agreed with the statement while 11% strongly agreed. Furthermore, 17% disagreed and 14% of the respondents remained neutral. Only 1% strongly disagreed. The respondents noted that care should be taken that whatever targets been set in line with EE, that it don't remain on paper, but that such decisions be expedited.

Chart 31: Recruitment and selection policies are fair



In chart 31 that 55% of the respondents agreed with statement while 21 % disagreed. 12 % of the respondents remained neutral and 8% strongly agreed. Only 4% strongly disagreed. It was noted that the Safety and Security directorate be an institution that are inclusive and try not to lose staff or skills by propagating and executing recruitment and selection processes that is flawed.

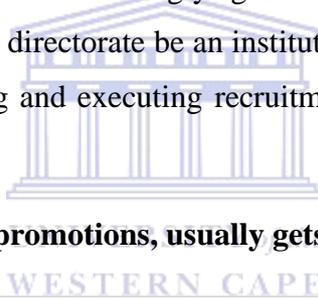
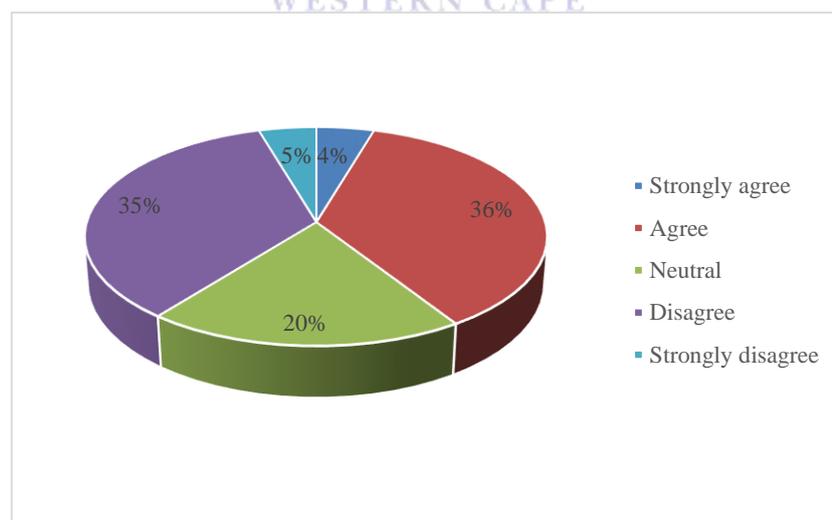
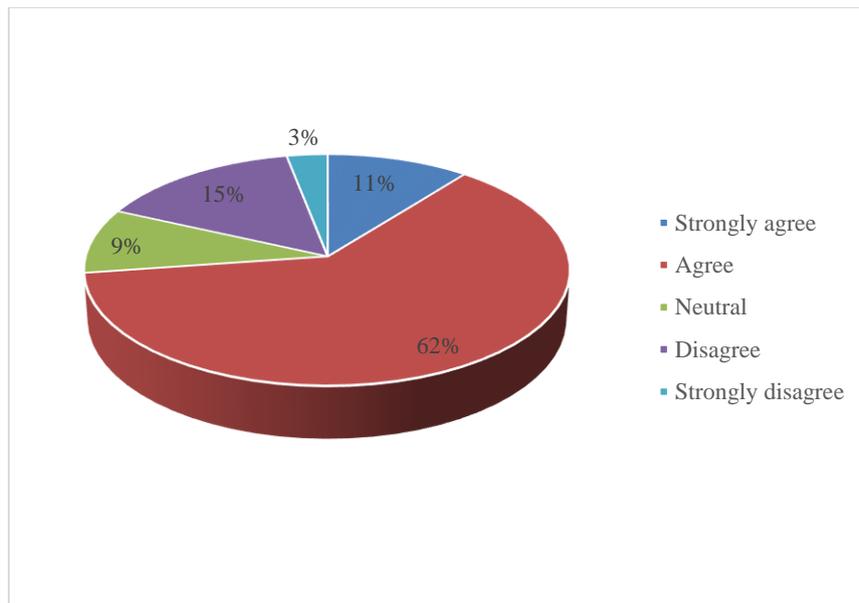


Chart 32: People who deserves promotions, usually gets them



In chart 32 the respondents indicated that 36% agreed with statement while 35 % disagreed. In addition a staggering 20% remained neutral. 4% of the respondents strongly agreed while 5% strongly disagreed.

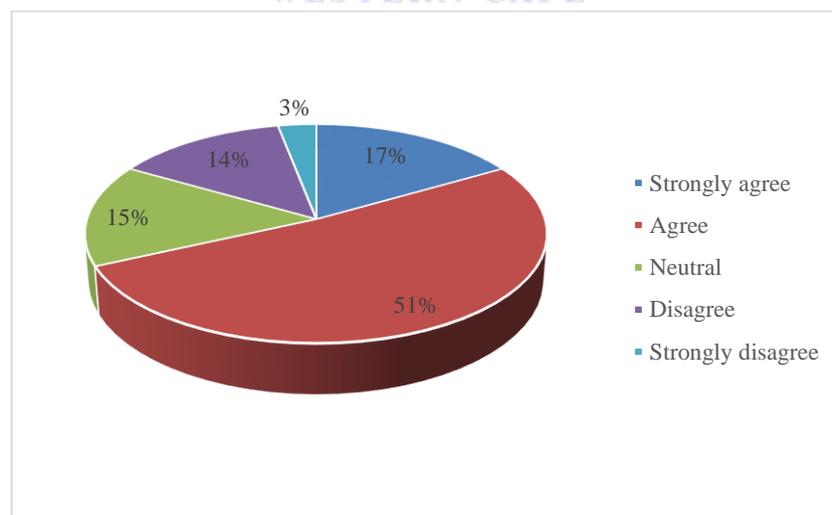
Chart 33: I am satisfied with how my many talents and potential have been assessed



According to Chart 33, 62% of the respondents agreed with statement while 11% strongly agreed. In addition 15% of the respondents disagreed, while 9% remained neutral. 3% strongly disagreed with the statement.

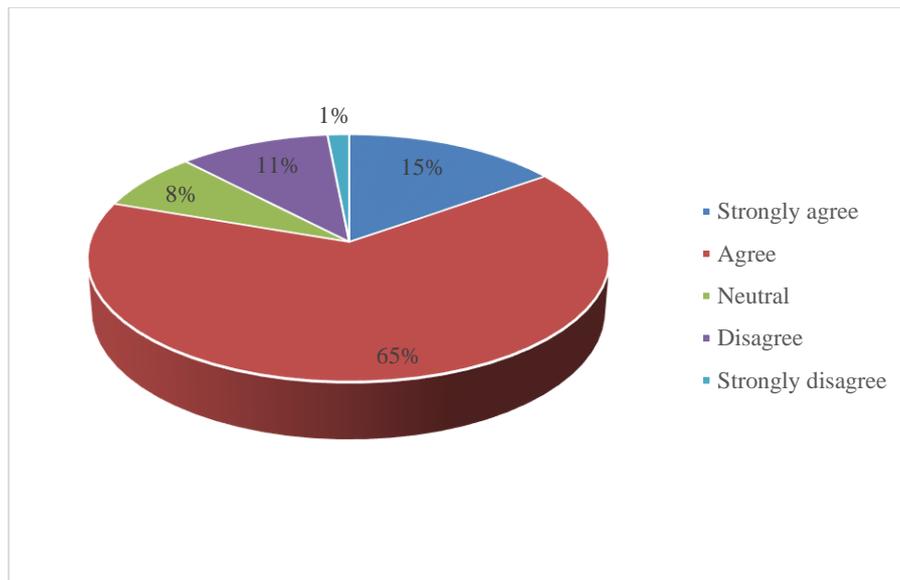


Chart 34: I believe that line management have the skills to develop lower level staff



According to Chart 34, 51% of the respondents agreed with statement and 17% strongly agreed. In addition 3% of the respondents disagreed while 15% remained neutral. 3% strongly disagreed with the statement.

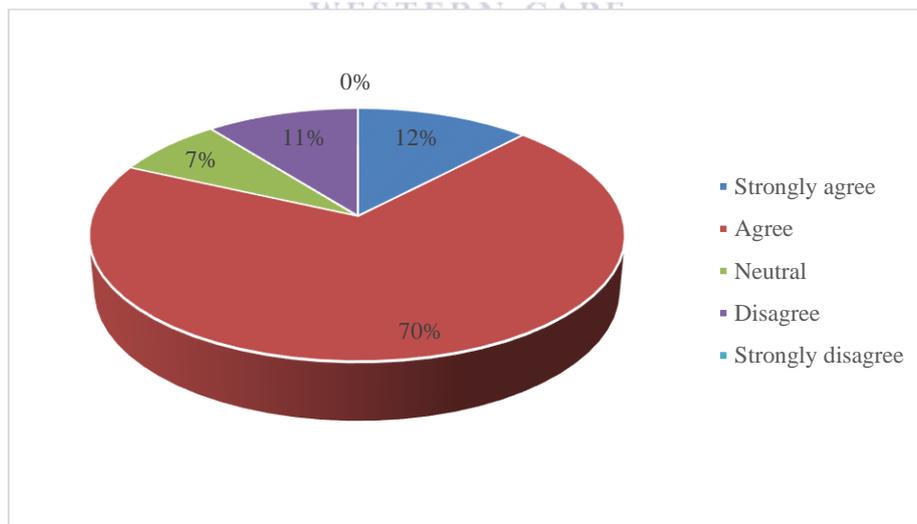
Chart 35: I have clear job objectives



According to Chart 35, 65% of the respondents agreed with statement while 15% strongly agreed. 11% of the respondents disagreed. 8% remained neutral. 1% strongly disagreed with the statement.

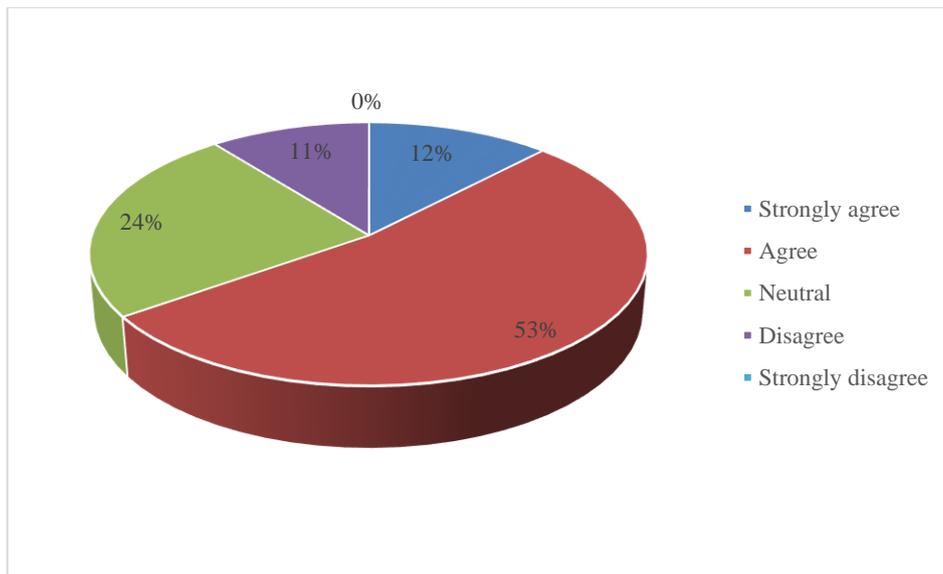


Chart 36: I have clear performance standards



According to Chart 36, 70% of the respondents agreed with statement while 12% strongly agreed. 11% of the respondents disagreed. 7% remained neutral. 0% strongly disagreed with the statement.

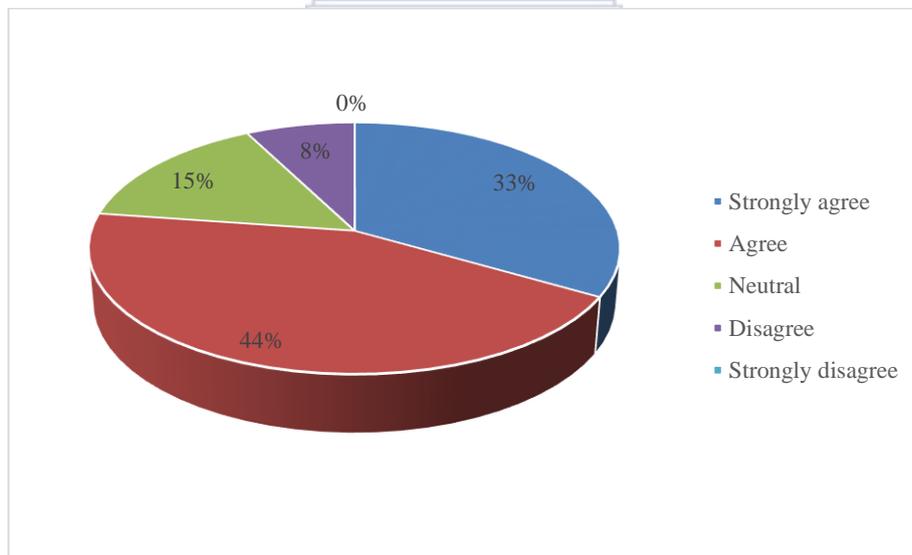
Chart 37: I receive open and honest feedback on my performance



In chart 37, 53% of the respondents agreed with statement while 12% strongly agreed. 11% of the respondents disagreed. 24% remained neutral and 0% strongly disagreed with the statement.

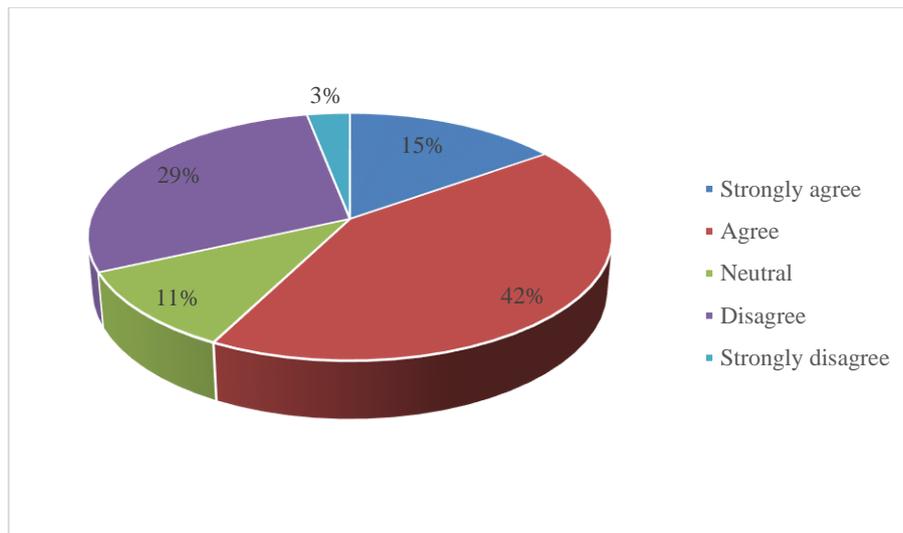


Chart 38: My performance is appraised regularly



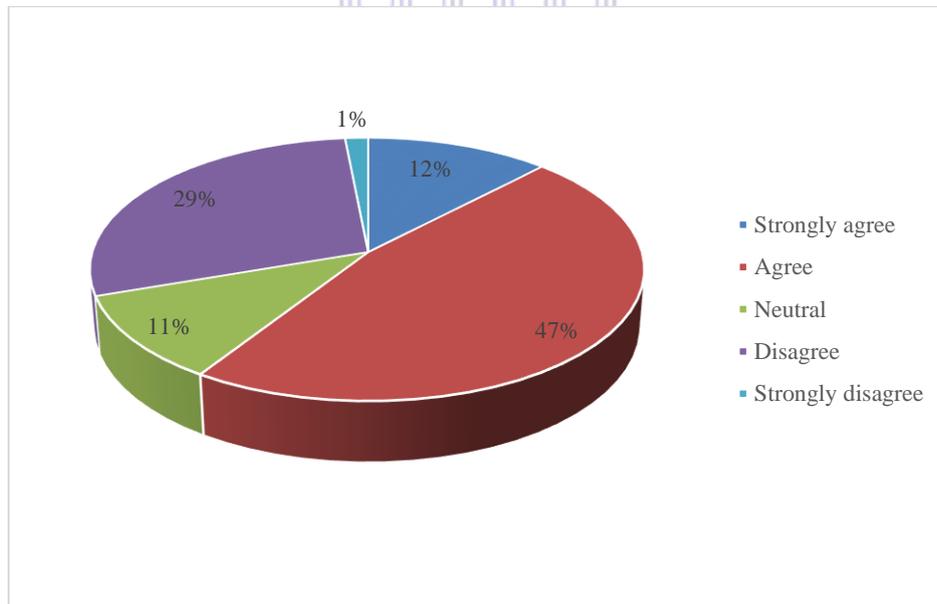
According to Chart 38, 44% of the respondents agreed with statement while 33% strongly agreed. 8% of the respondents disagree. 8% remained neutral.

Chart 39: Training is based on individual training needs



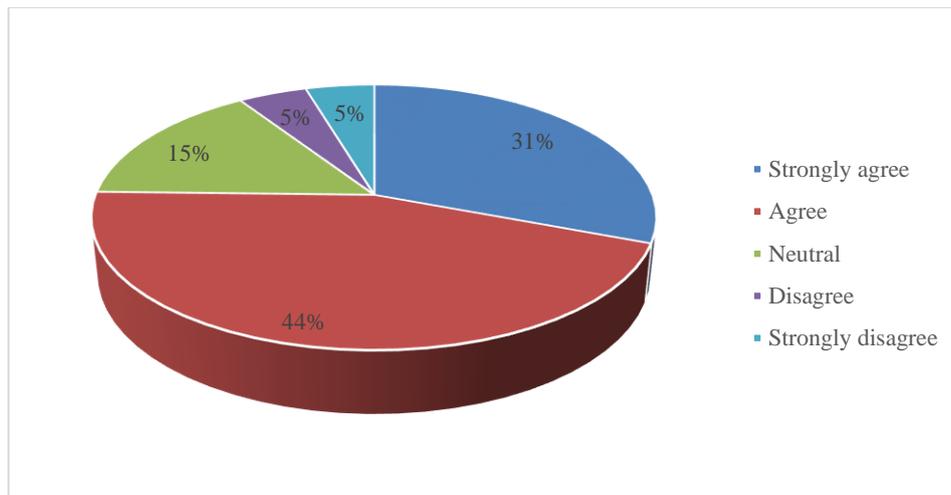
According to Chart 39, 42% of the respondents agreed with statement while 15% strongly agreed. 29% of the respondents disagreed with the statement and 11% remained neutral. 3% of the respondents strongly disagreed.

Chart 40: Employees is regularly consulted about the EE strategy



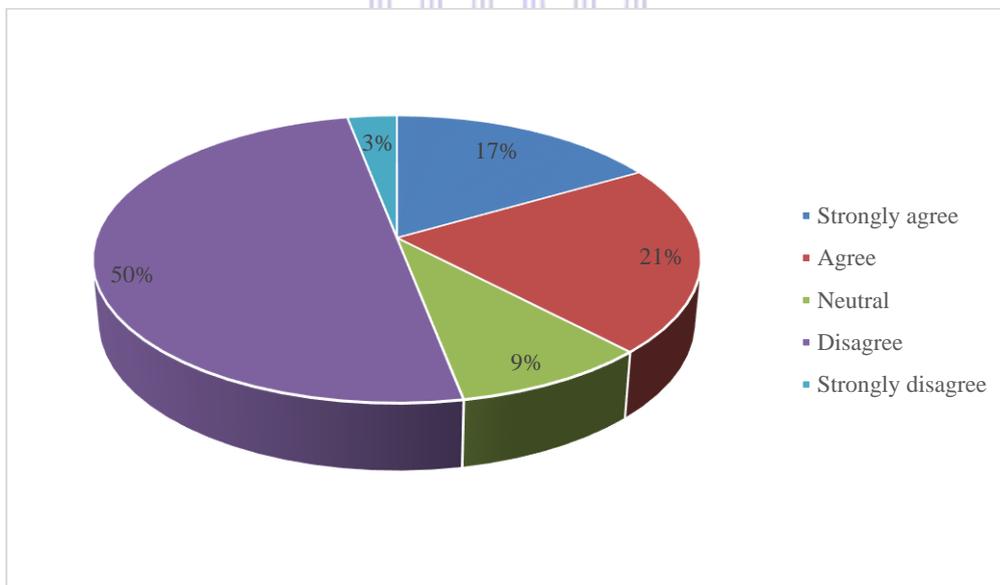
In chart 40, 47% of respondents agreed with statement while 12% strongly agreed. 29% of the respondents disagreed and 11% remained neutral. 1% of the respondents strongly disagreed with the statement.

Chart 41: Certain demographic groups are underrepresented in high paying occupations



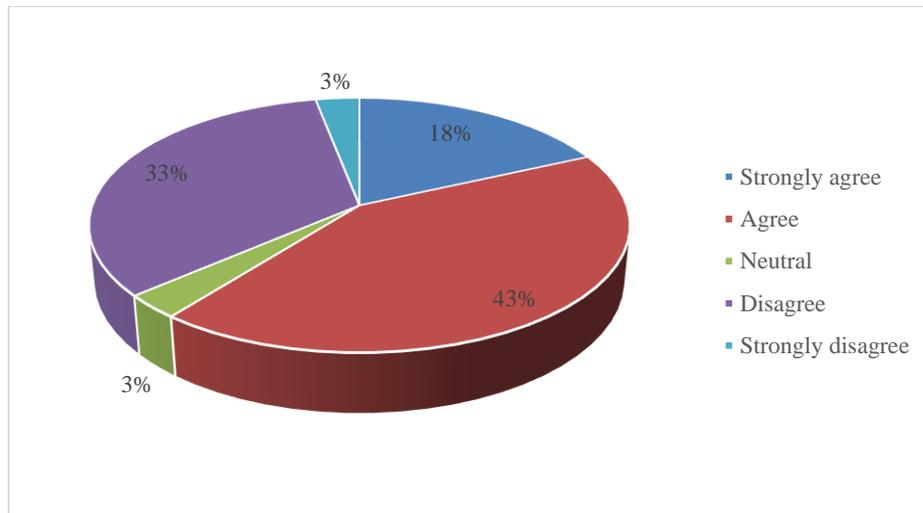
According to Chart 41, 44% of respondents agreed with statement while 31% strongly agreed. 5% of the respondents disagreed with the statement and 15% remained neutral. 5% of the respondents strongly disagreed

Chart 42: Education, training and development of staff is exercised to advance individuals from designated groups



According to Chart 42, 50% of the respondents disagreed with statement while 21% of the respondents agreed. 17% strongly agreed and 9% of respondents remained neutral. 3% strongly disagreed. This result highlights the fact that respondents know that although designated groups are to be favoured, the case of that is very slow.

Chart 43: Should certain race groups in the designated groups receive preferential treatment above others



According to Chart 43, 43% of the respondents agreed with statement while 18% of the respondents strongly agreed. 33% of the respondents disagreed and 3% remained neutral with the statement. 3% strongly disagreed with the statement.

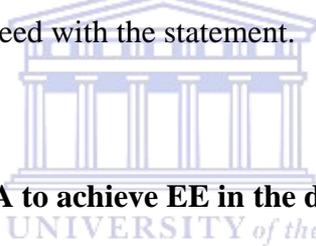
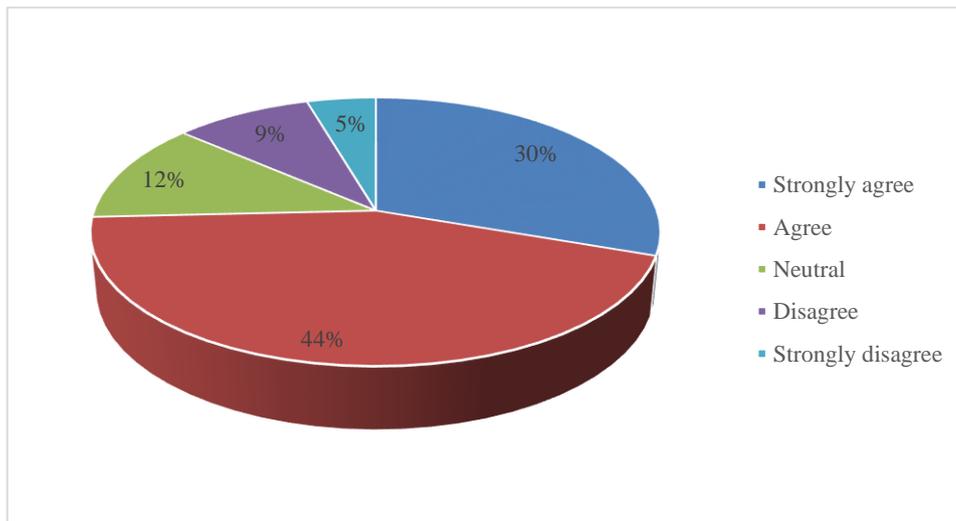


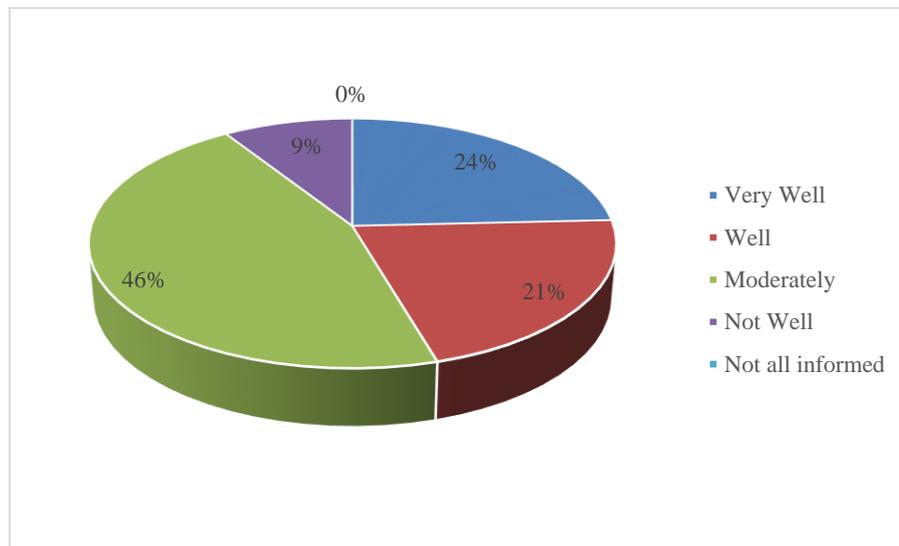
Chart 44: There is a need for AA to achieve EE in the directorate



According to Chart 44 indicated that 44% of the respondents agreed with statement and 30% strongly agreed. 9% of the respondents disagreed while 12% remained neutral. 5% of the respondents strongly disagreed.

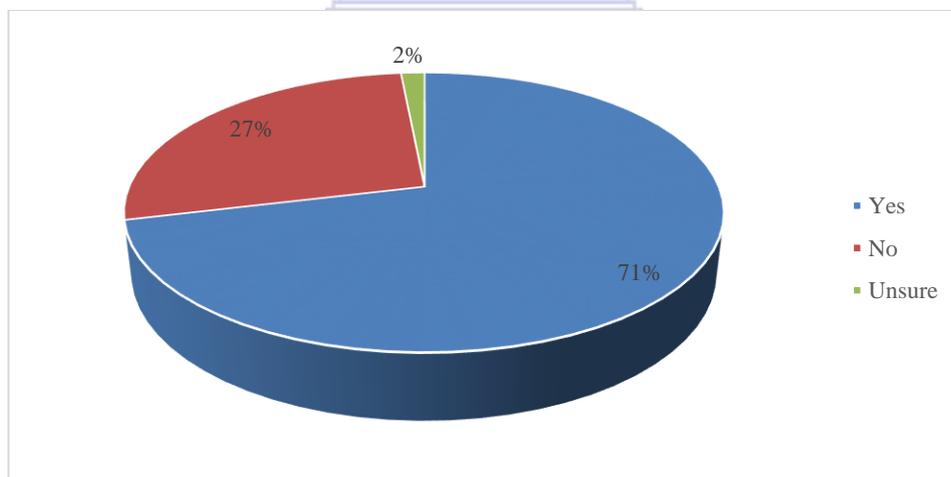
4.6 Section E: Knowledge of AA/ EE

Chart 45: How well are you informed about the Employment Equity Act 55 of 1998?



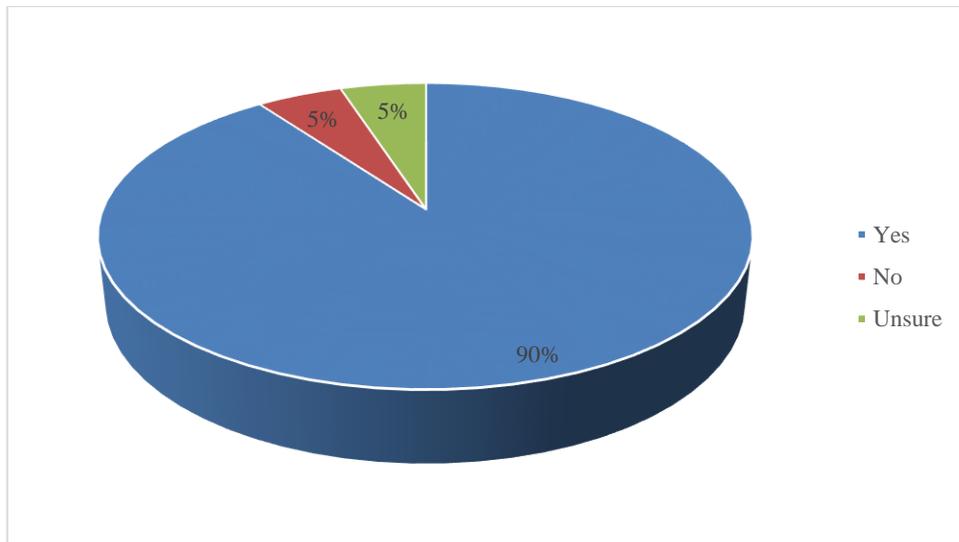
According to Chart 45, 46% of respondents is moderately informed while 21% of respondents are well informed. 4% are very well informed and 9% of respondents are not well informed.

Chart 46: Does your institution have an AA / EE policy?



According to Chart 46 indicates that 71% of respondents said yes and 27% of respondents said no. 2 % of respondents remains unsure.

Chart 47: Did your institution disseminate information about its AA/EE policy to the Safety and Security Directorate?



According to Chart 47, 90% of the respondents said yes, while 5% said no. 5% of the respondents remains unsure.

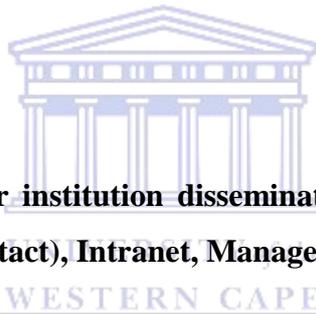
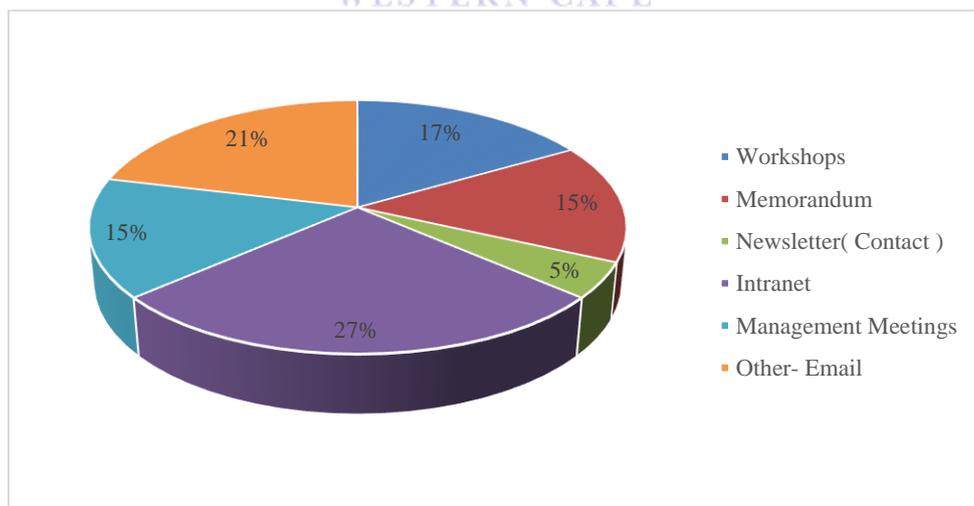


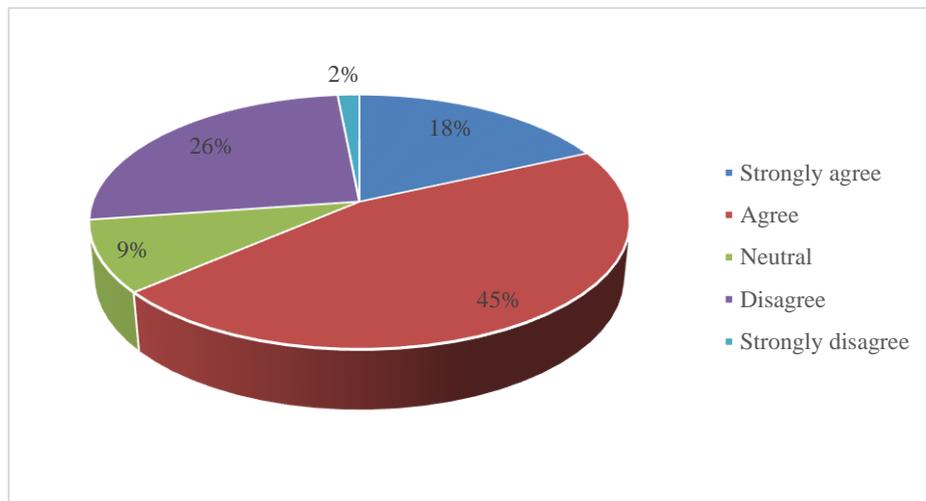
Chart 48: If yes, how did your institution disseminate the information, (Workshops, Memorandum, Newsletter (Contact), Intranet, Management meetings, other: specify)?



According to Chart 48 which indicated that 27% of the respondents received information through Intranet, 21% through email, 17% through workshops, 15% through management meetings, 15% through memorandums and 5% through newsletters.

4.7 Section F: Status of AA/EE

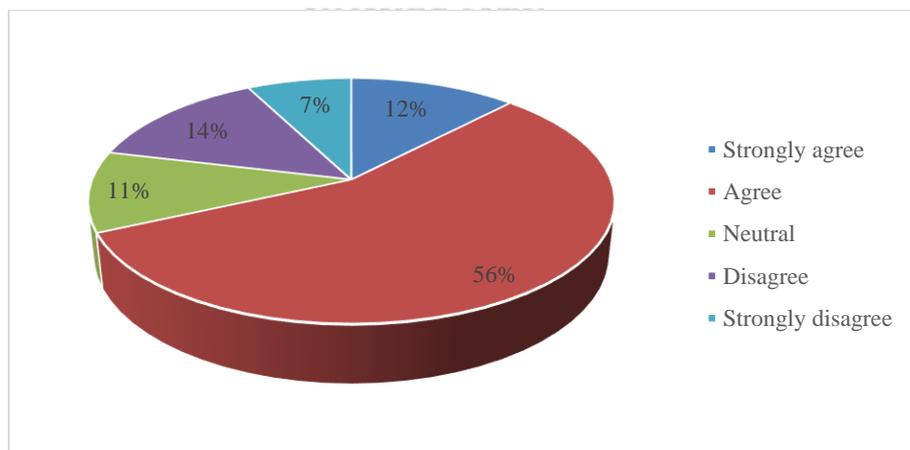
Chart 49: The AA/EE policy is successful in this Directorate



According to Chart 49 which indicated that 45% of the respondents agreed with statement and 18% strongly agreed. 26% disagreed and 9% remained neutral while 2% strongly disagreed.

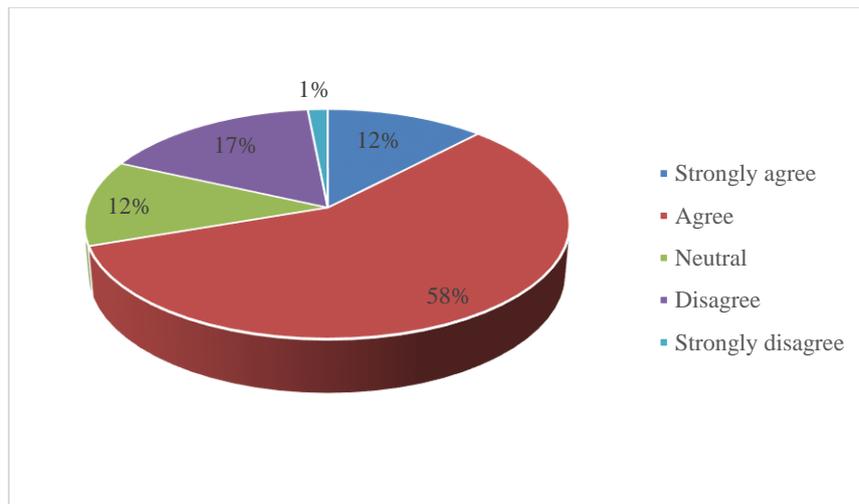


Chart 50: The communication of the AA/EE is successful



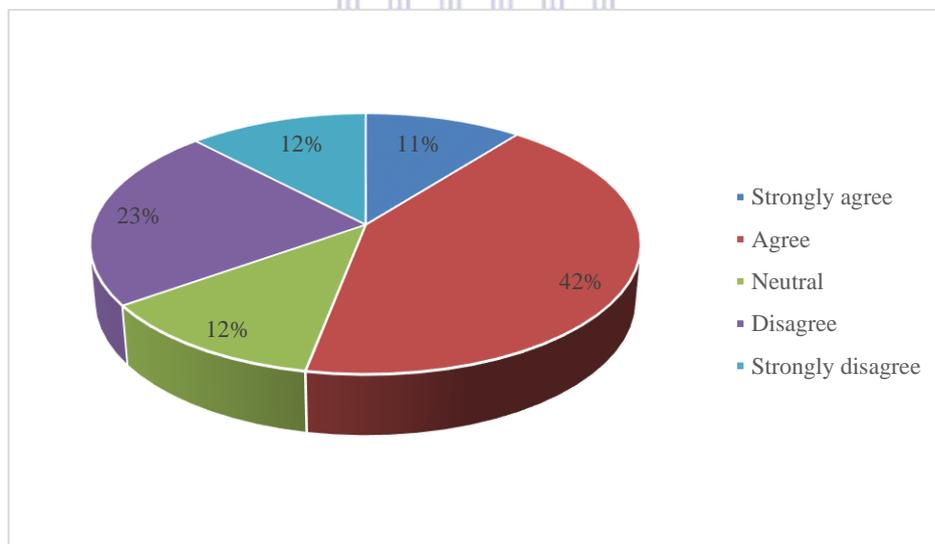
According to Chart 50, 56% of the respondents agreed with statement while 12% strongly agreed. 14% of the respondents disagreed and 11% remained neutral. 7% strongly disagreed with the statement.

Chart 51: Is AA/EE successfully implemented in Directorate?



According to Chart 51 which indicated that 58% of the respondents agreed with the statement while 12% strongly agreed. 17% disagreed and 12% remained neutral. 1% strongly disagreed with the statement.

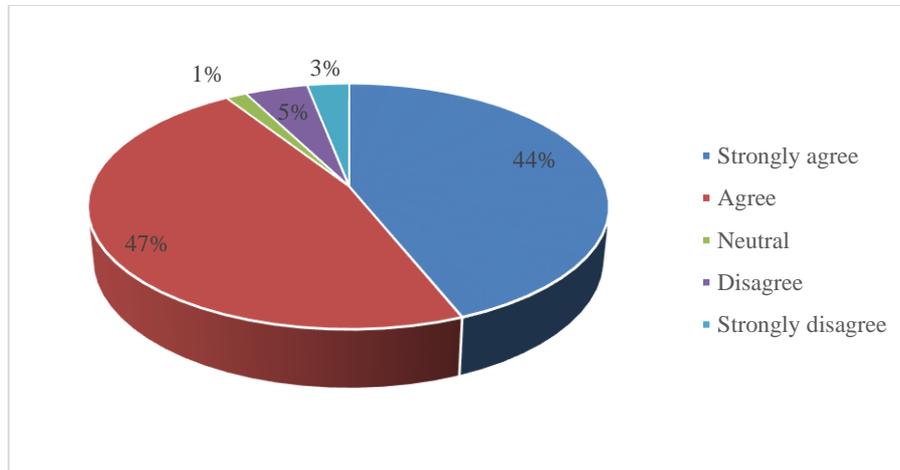
Chart 52: The implementation of AA/EE efforts in Directorate will promote a system of new inequalities in Directorate.



According to Chart 52 which indicated that 42% of the respondents agreed with statement while 11% strongly agreed. In addition 23% disagreed and 12% remained neutral. 12% strongly disagreed with the statement.

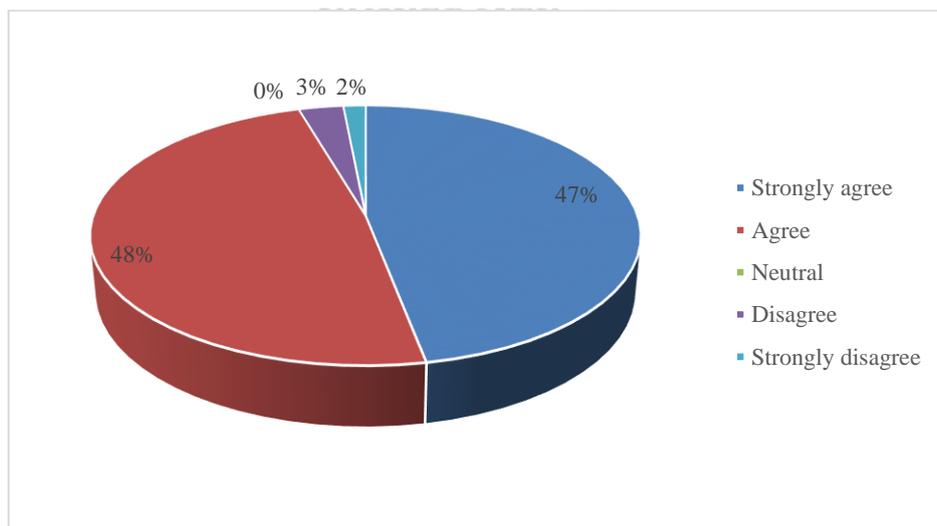
4.8 Section G: Provisions for AA/EE

Chart 53: It is necessary for a coherent staff development / mentoring programme for designated groups.



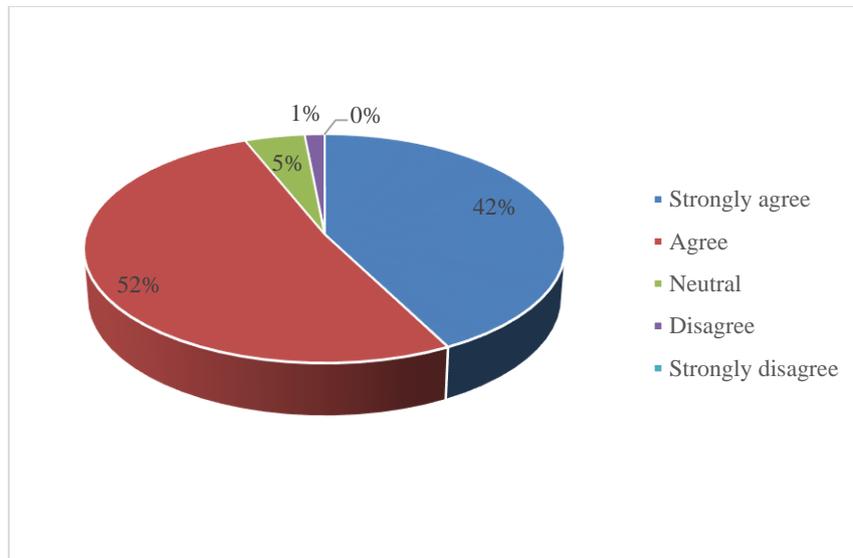
According to Chart 53, 47% of the respondents agreed with statement and 44% strongly agreed. Furthermore, 5% of the respondents disagreed while 1% remained neutral. 3% strongly disagreed with the statement.

Chart 54: It is necessary for a written and communicated AA/EE plan to be advertised.



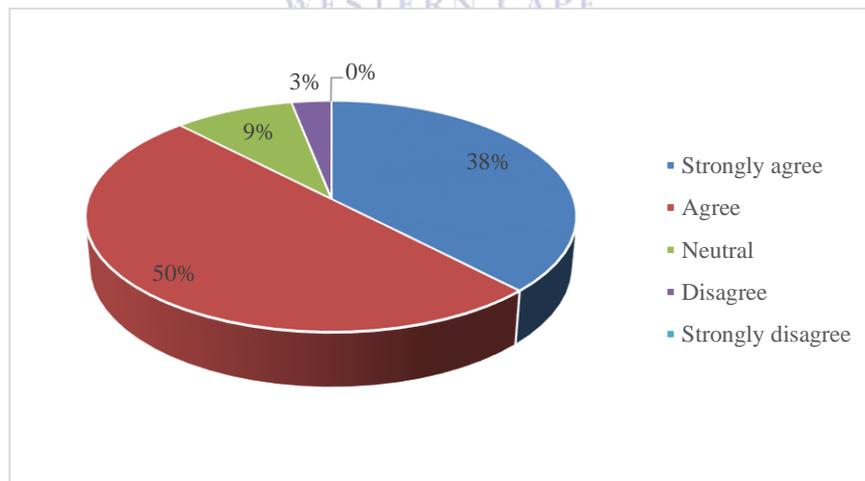
According to Chart 54 which indicated that 48% of the respondents agreed with the statement while 47% strongly agreed. Furthermore 3% disagreed while 0% remained neutral. 2% strongly disagreed with the statement.

Chart 55: Provision should be made for an appropriate procedure to monitor and evaluate progress of the AA/EE plan



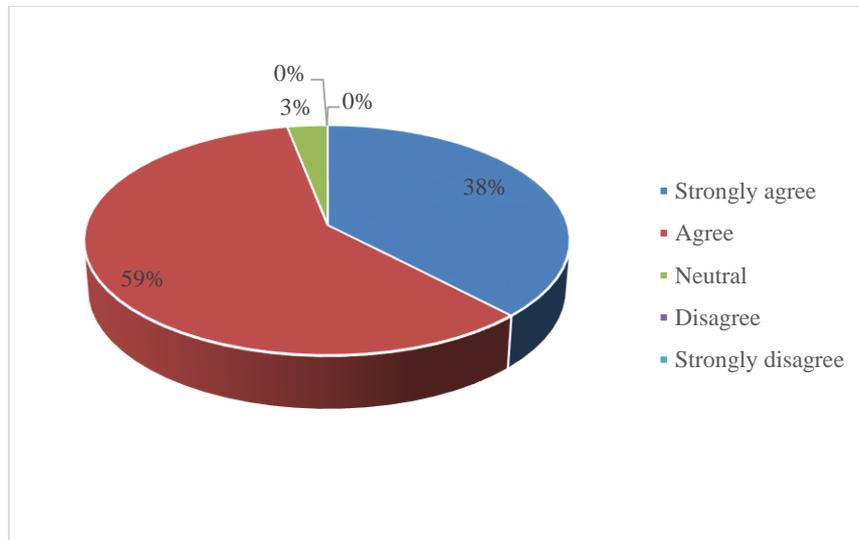
According to Chart 55 which indicated that 52% of the respondents agreed with the statement while 42% strongly agreed. In addition 1% disagreed with the statement and 5% remained neutral. 3% strongly disagreed with the statement.

Chart 56: Equity surveys should be piloted to determine staff perceptions and level of awareness of AA/EE programmes



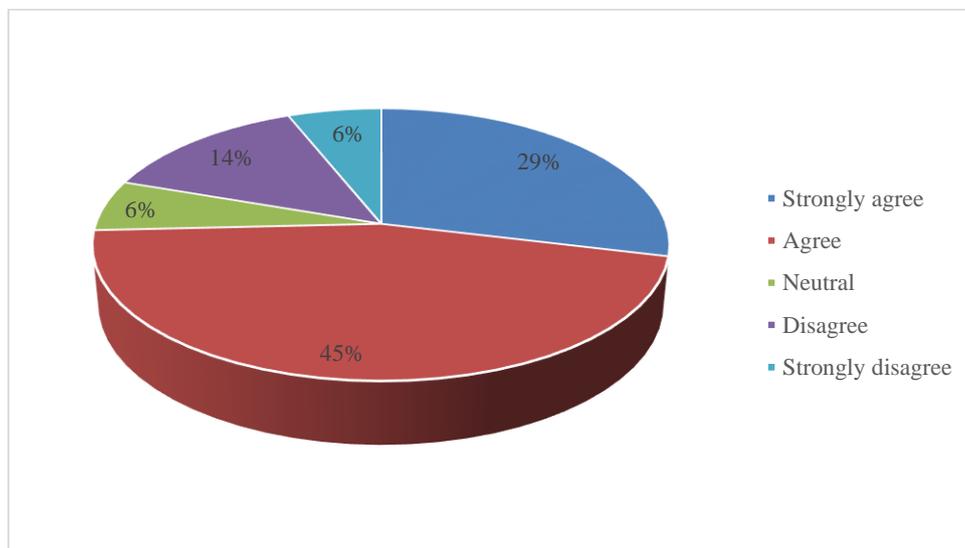
According to Chart 56, 50% of the respondents agreed with statement while 38% strongly agreed. Furthermore 3% of respondents disagreed while 9% remained neutral. 0% strongly disagreed with the statement.

Chart 57: Provision must be made for the dissemination of progress reports on AA/EE in Directorate.



According to Chart 57 which indicated that 59 % of the respondents agreed with statement while 38% strongly agreed. Furthermore, 0% disagreed while 3% remained neutral. 0% strongly disagreed with the statement

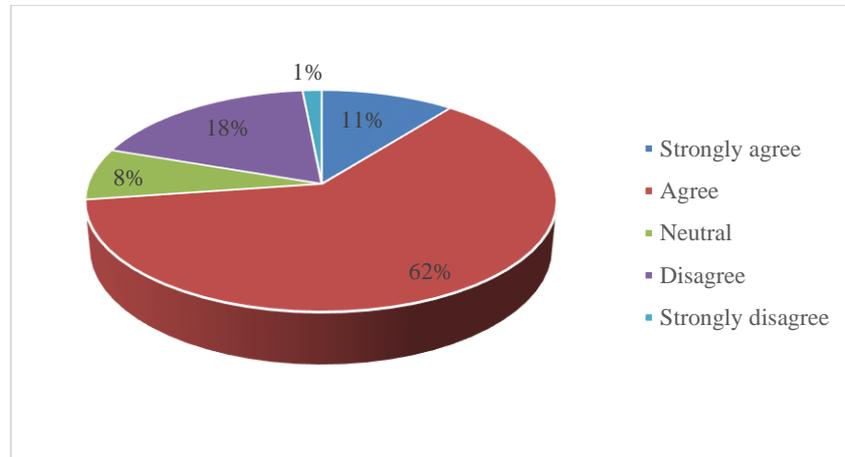
Chart 58: There is a need for staff that primarily deal with AA/EE in Directorate



According to Chart 58, 45% of the respondents agreed with statement while 29% strongly agreed. Furthermore, 14% disagreed and 6% remained neutral. 6% strongly disagreed with the statement.

4.9 Section H: Perceptions on AA/EE

Chart 59: My directorate's internal and external communication reflect a commitment to AA/EE



According to Chart 59, 62% of respondents agreed with statement while 11% strongly agreed. Furthermore, 18% of the respondents disagreed while 8% remained neutral. 1% strongly disagreed with the statement.

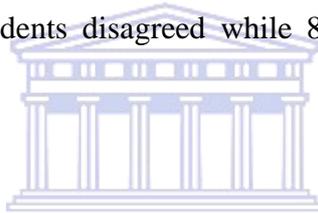
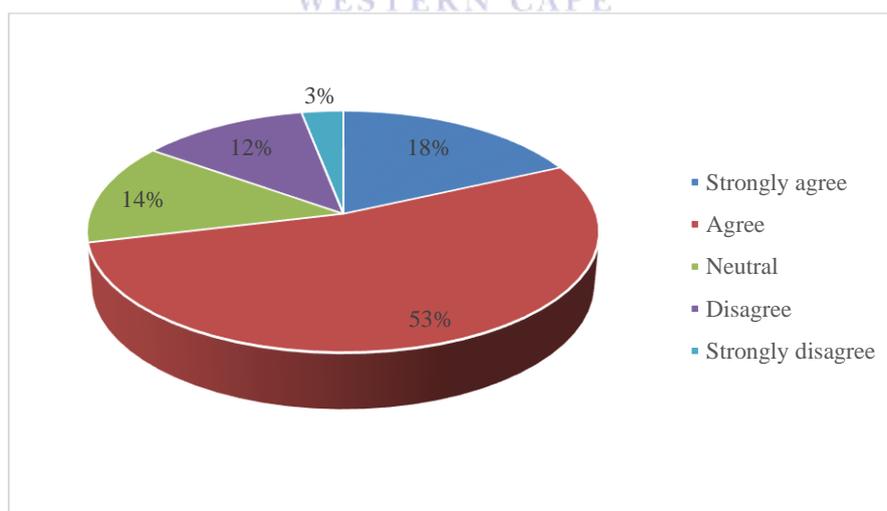
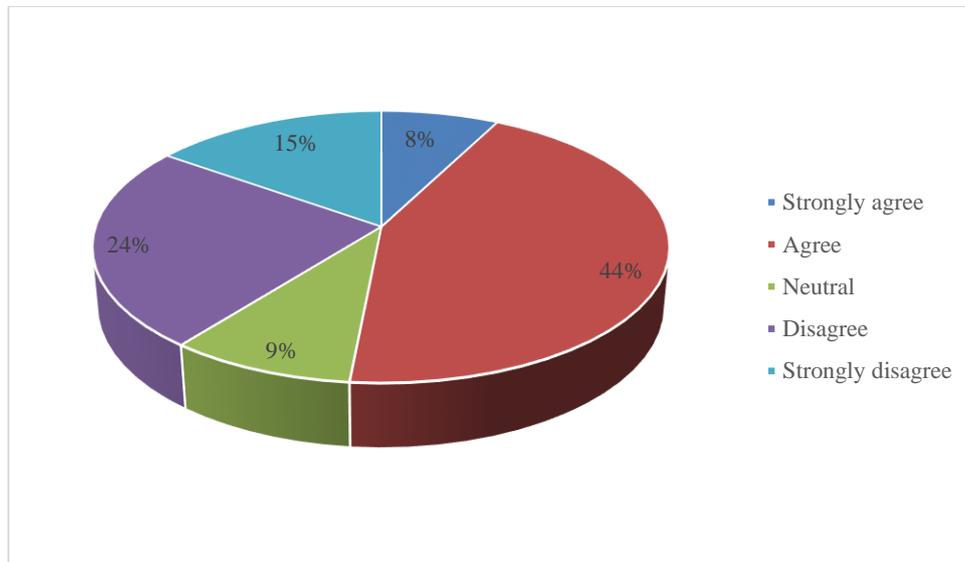


Chart 60: Our directorate is becoming more equitable and a fair place to work in



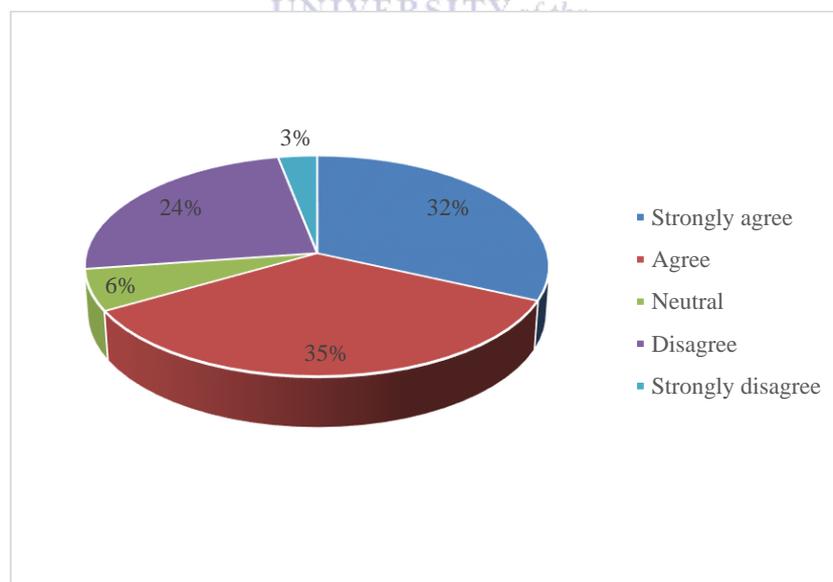
According to Chart 60, 53% of the respondents agreed with statement while 18% strongly agreed. Furthermore, 12% of the respondents disagreed while 14% remained neutral. 3% strongly disagreed with the statement.

Chart 61: The AA/EE efforts at our directorate are more than an attempt to appear politically correct



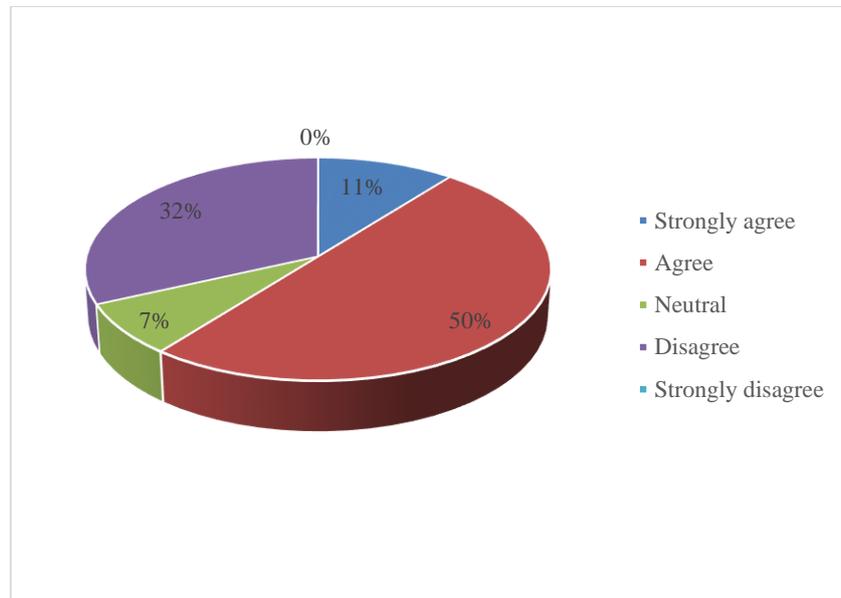
According to Chart 61 which indicated that 44% of respondents agreed with statement while 8% strongly agreed. Furthermore, 24% of respondents disagreed while 9% remained neutral. 15% of the respondents strongly disagreed with the statement.

Chart 62: A diverse workforce will lead to better staff relations



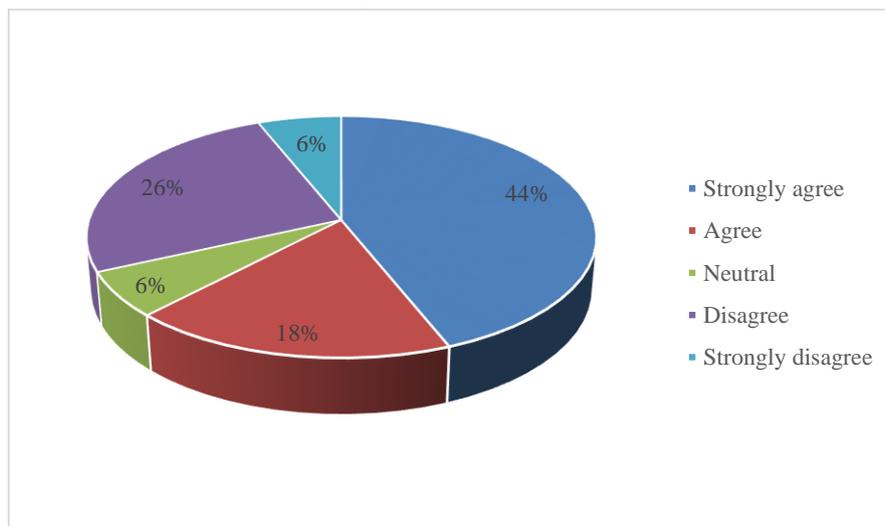
According to Chart 62, 35% of the respondents agreed with statement while 32% strongly agreed. Furthermore, 24% of respondents disagreed while 6% remained neutral. 3% of respondents strongly disagreed with the statement.

Chart 63: AA/EE efforts result in white staff resentment towards the designated group, for being preferred over them



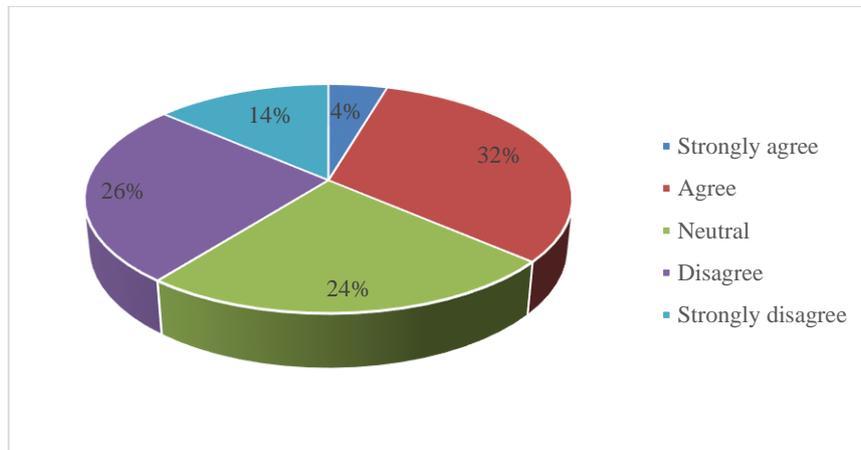
According to Chart 63, 50% of the respondents agree with statement while 11% strongly agreed. Furthermore, 32% disagreed while 7% remained neutral. 3% of the respondents strongly disagreed with the statement.

Chart 64: Top management must drive the AA/EE policy and programme



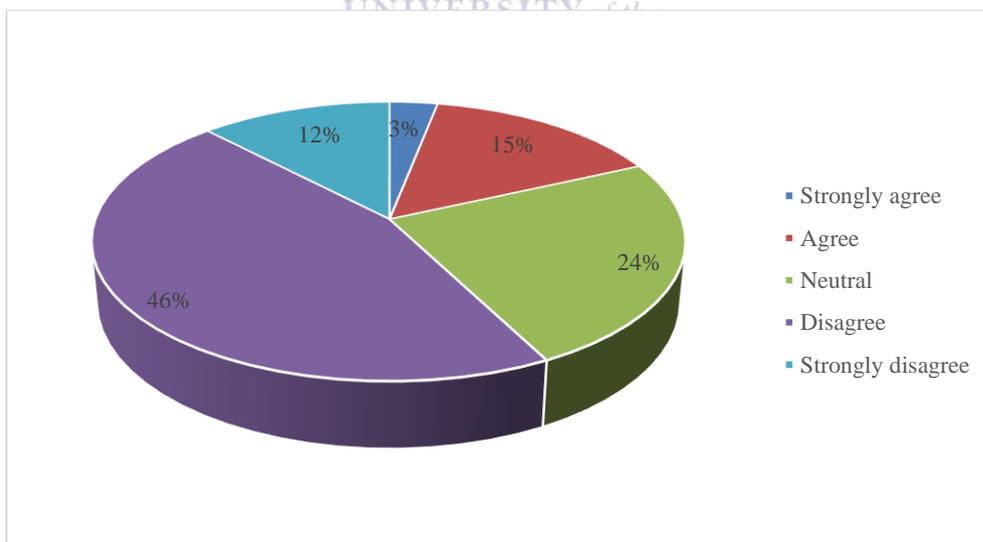
According to Chart 64 which indicated that 18% of the respondents agree with statement while 44% strongly agreed. 26% of respondents disagreed while 6% remained neutral. 6% of respondents strongly disagreed with the statement. This is an indication that top management must drive EE.

Chart 65: My Directorate is fast tracking appointments without providing adequate staff development



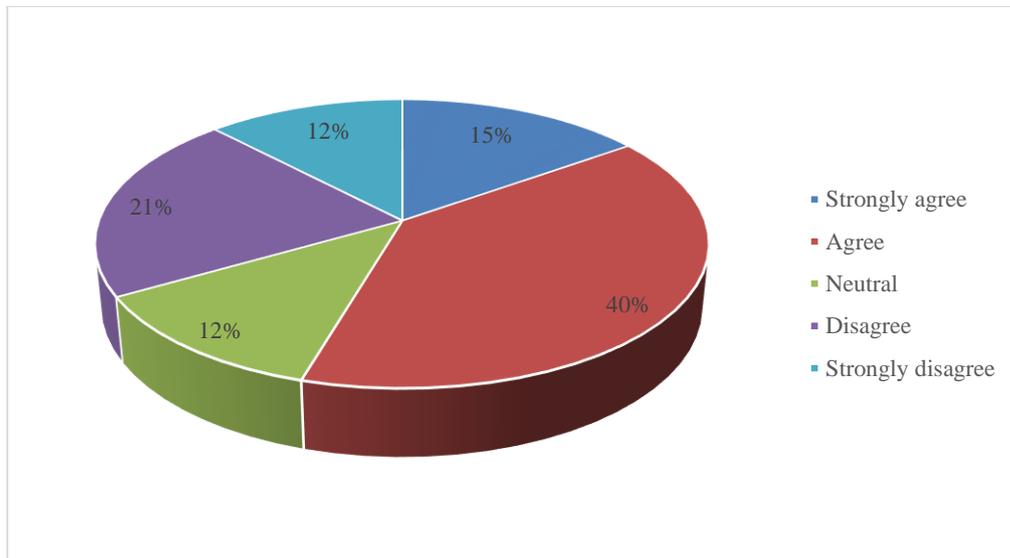
According to Chart 65, 32% of the respondents agree with statement while 4% strongly agreed. In addition 26% of respondents disagreed while 24% remained neutral. 3% of respondents strongly disagreed. This is evident that although we have good policies in place, some of them remain on paper and is not implemented correctly.

Chart 66: AA/ EE efforts result in vast numbers of unqualified staff from the designated groups being hired



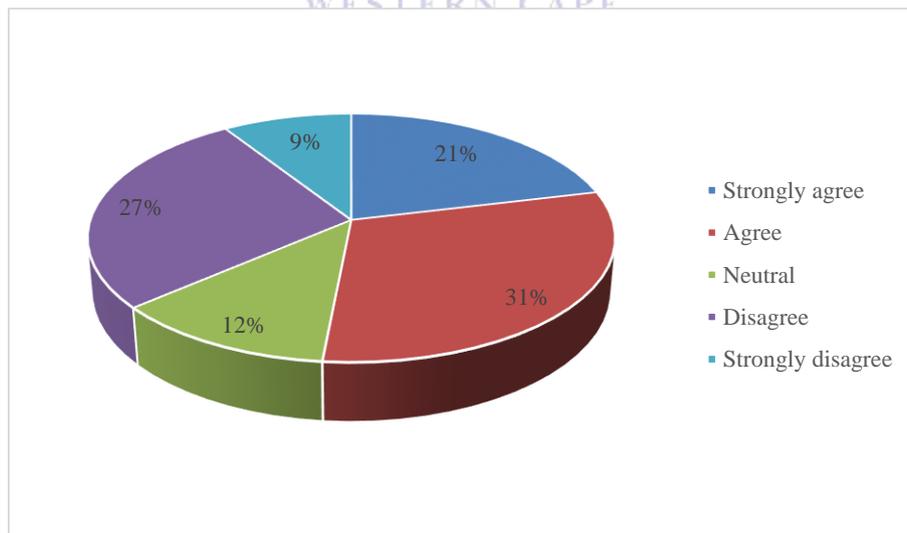
According to Chart 66, 24% of the respondents agreed with statement while 3% of the respondents strongly agreed. Furthermore, 46% of the respondents disagreed while 24% remained neutral. 12% of the statement strongly disagreed with the statement.

Chart 67: White men are not performing to their optimum because they are frustrated about perceived limited opportunities



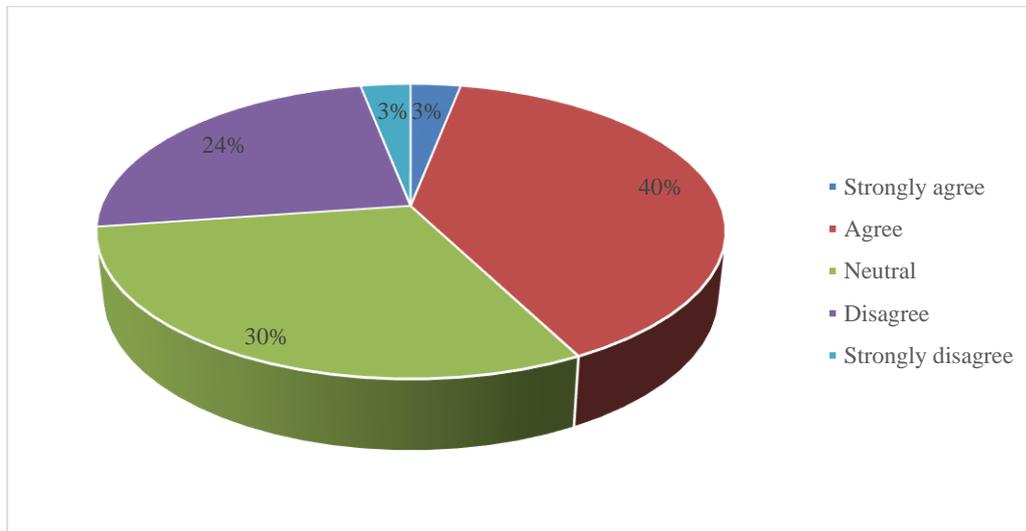
According to Chart 67, 40% of the respondents agreed with statement while 15% strongly agreed. This is more than half of target group and is room for concern and intervention. Furthermore, 21% of the respondents disagreed while 12% remained neutral. 12% strongly disagreed with the statement.

Chart 68: Black women should be given more preferential treatment than white women



According to Chart 68, 31% of the respondents agreed with statement while 21% strongly agreed. In addition 27% of the respondents disagreed while 12% remained neutral. 9% strongly disagreed with the statement.

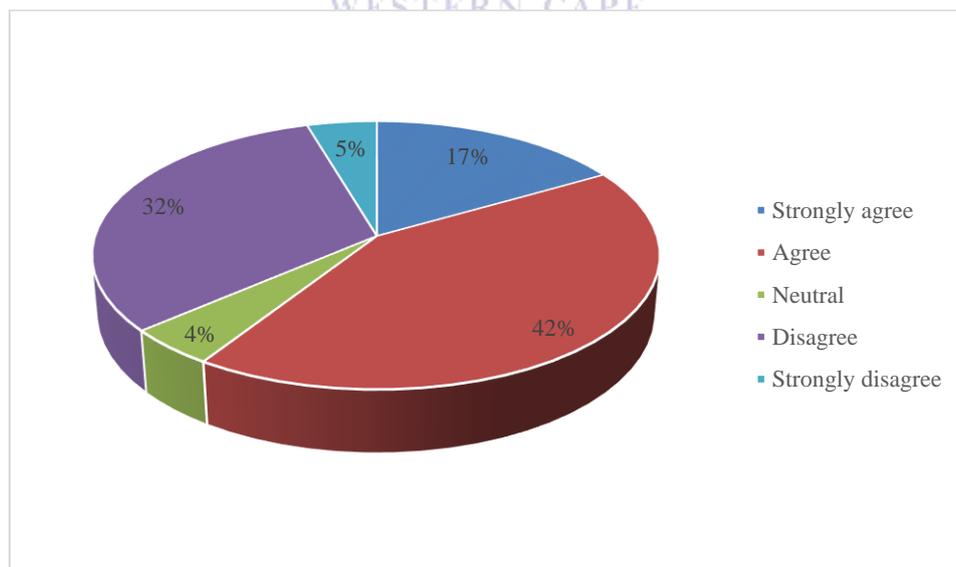
Chart 69: AA/EE efforts has forced the lowering of appointment promotion standards in my directorate



According to Chart 69, 40% of the respondents agreed with statement while 3% strongly agreed. In addition 24% of the respondents disagreed while 30% remained neutral. 3% strongly disagreed with the statement.

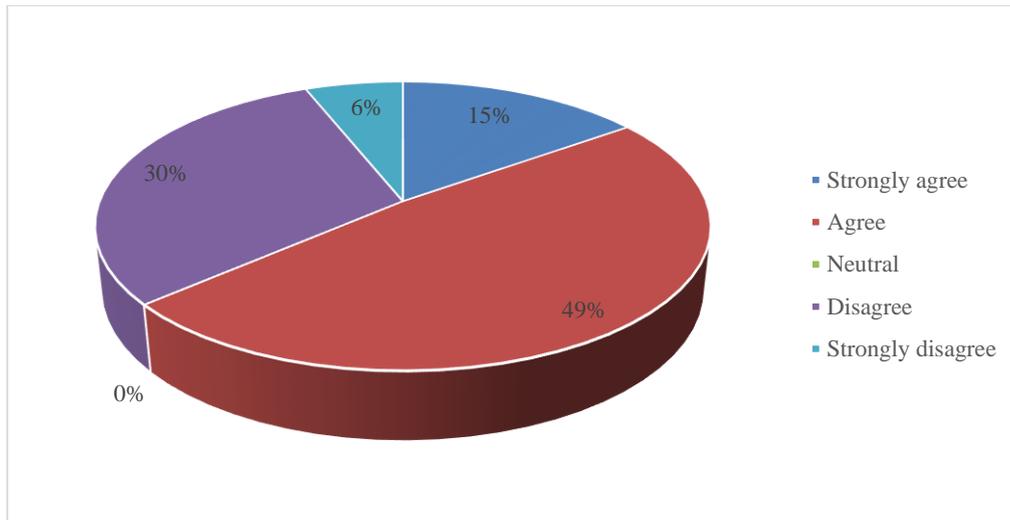
4.10 Section I: Constraints and barriers to AA/ EE

Chart 70: The institutional culture and climate serves as barriers to achieving EE



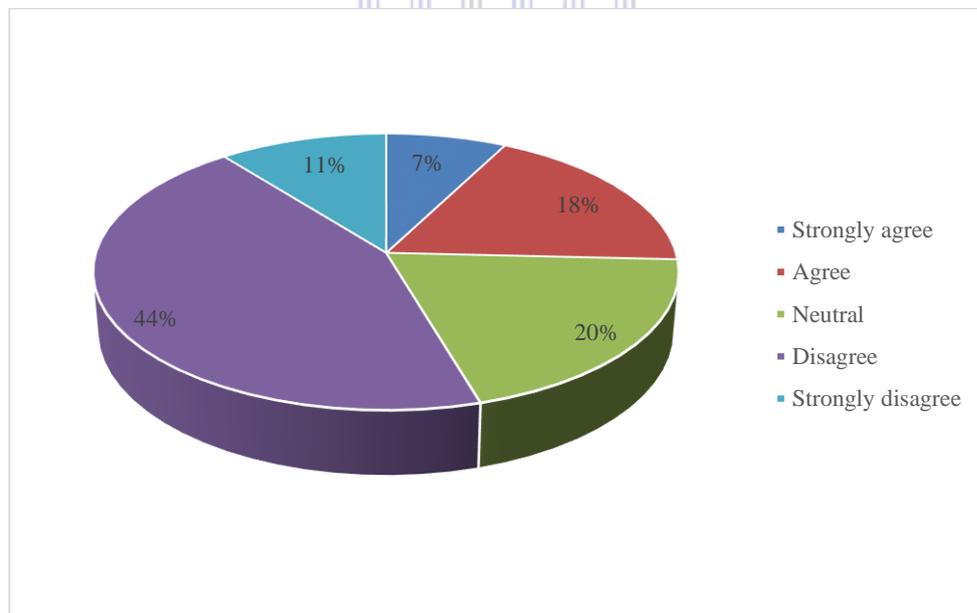
According to Chart 70, 42% of the respondents agreed with statement while 17% strongly agreed. Furthermore, 32% of the respondents disagreed and 4% remained neutral. 5% of the respondents strongly disagreed with the statement.

Chart 71: The identity, reputation and image of the Directorate serves as a barrier to EE



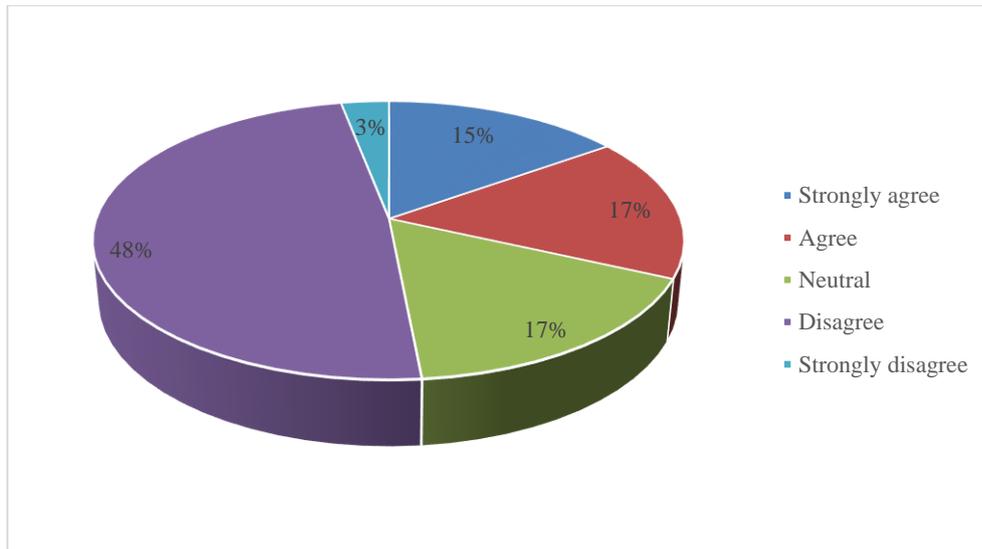
According to Chart 71, 49% of the respondents agreed with statement and 15% strongly agreed. Moreover, 30% of the respondents disagreed while 0% remained neutral. 6% strongly disagreed with the statement.

Chart 72: The Directorate fails to contribute to capacities for AA beneficiaries



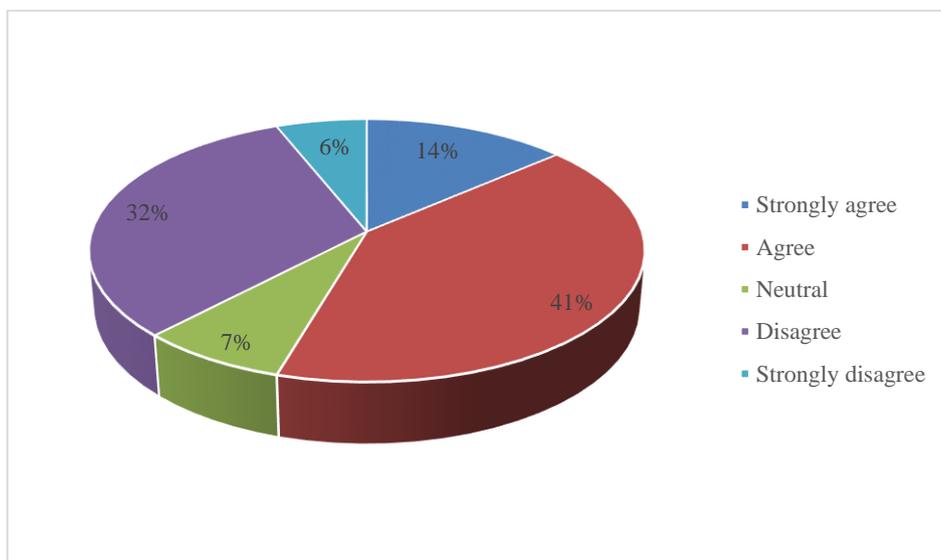
According to Chart 72 which indicated that 18% of the respondents agreed with statement and 7% strongly agreed. Furthermore, 44% of respondents disagreed while 20% remained neutral 11% of the respondents strongly disagreed with statement.

Chart 73: The directorate encourages a fail or succeed culture for designated groups



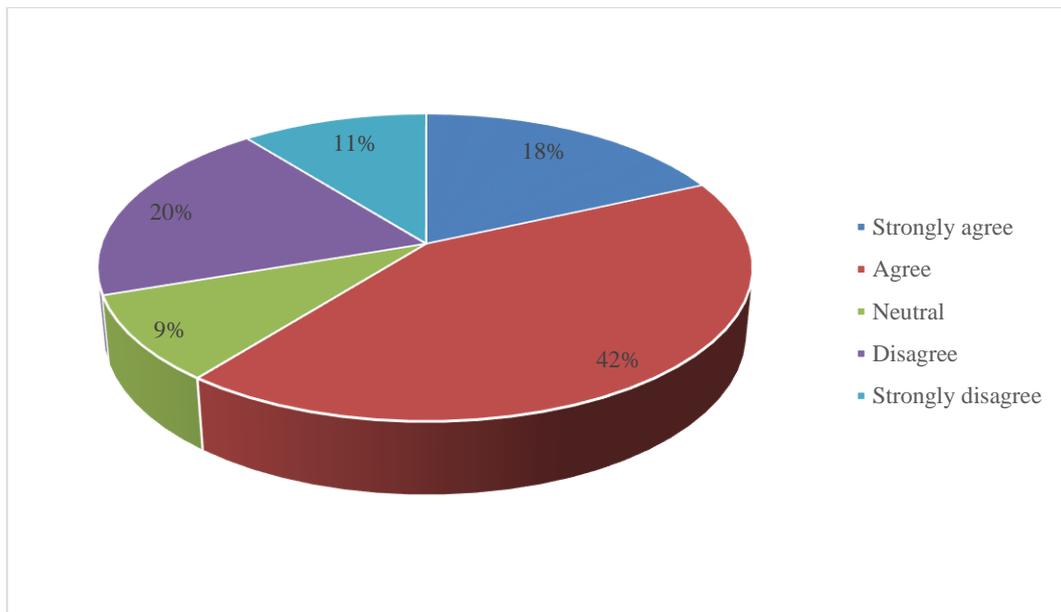
According to Chart 73, 17% of the respondents agreed with the statement and 15% strongly agreed. 48% of the respondents disagreed while 17% remained neutral. 3% of the respondents strongly disagreed with the statement.

Chart 74: There is a lack of advancement opportunities for men and women from designated groups regardless of their core function



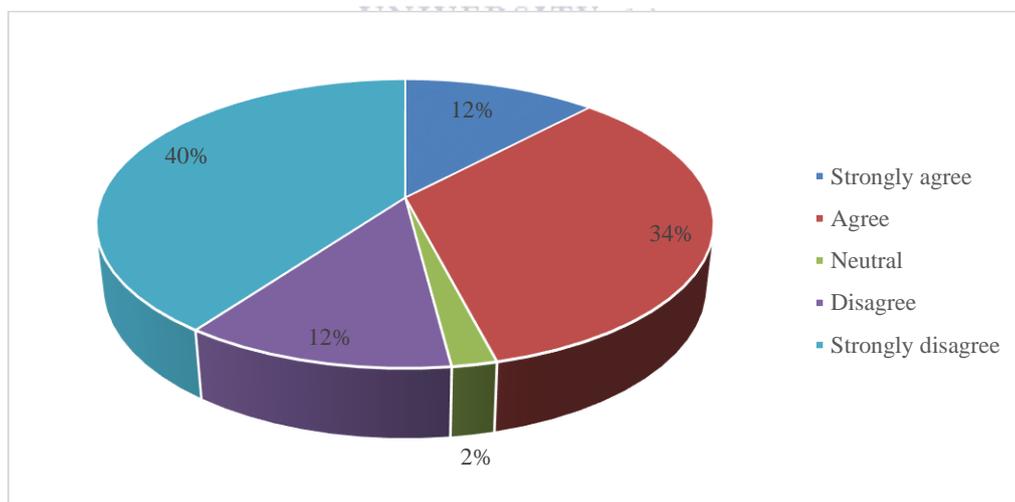
According to Chart 74 indicated that 41% of the respondents agree with statement while 14% strongly agreed. Furthermore, 32% of the respondents disagreed while 7% remained neutral. 6% of the respondents strongly disagreed with the statement.

Chart 75: Advancement criteria's is manipulated at the expense of designated groups



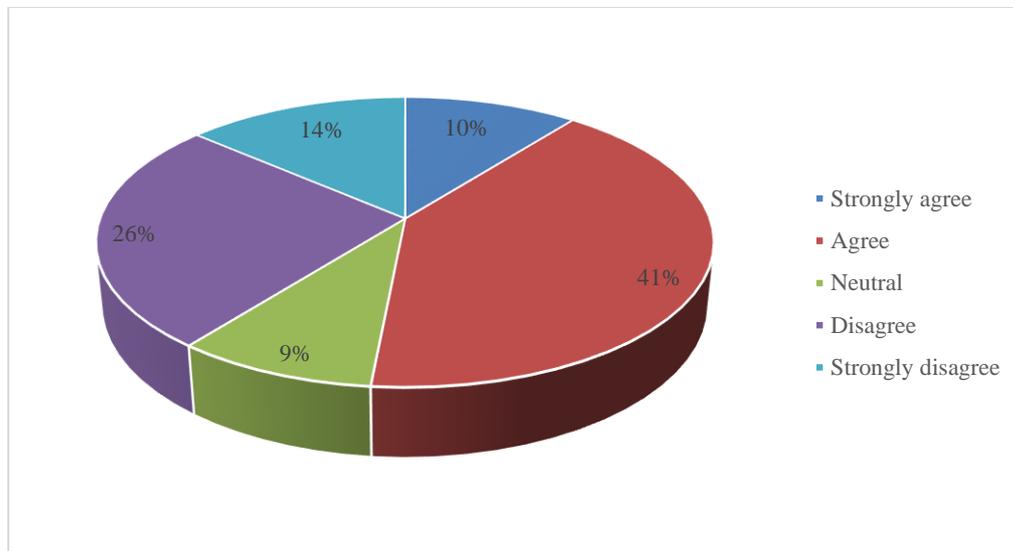
According to Chart 75, 42% of the respondents agreed with statement while 18% strongly agreed. 20% of the respondents disagreed and 9% and 11% strongly disagreed. This result is disconcerting as it highlights that in the process some manipulation do occur.

Chart 76: Negative attitudes and stereotyping of members from designated groups



According to Chart 76, 34% of the respondents agreed with statement while 12% strongly agreed. Furthermore, 12% of the respondents disagreed, 2% remained neutral with 40% strongly disagreed.

Groups 77: Designated groups who are academically qualified with little or no experience in various positions are not fast tracked to diversify skills under EE



According to Chart 77, 41% of the respondents agreed with statement while 11% strongly agreed. Furthermore, 26% of the respondents disagreed, 9% remained neutral while 14% strongly disagreed. The respondents highlighted that in the ranks of the Safety and Security directorate are individuals that have a myriad of degrees and yet have not been utilised or provided with opportunity to grow in organisation.

4.11 Main findings

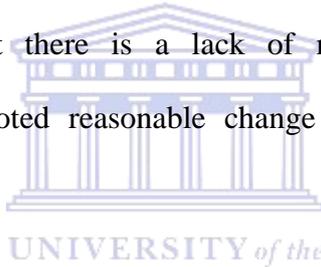
Based on the responses of the questionnaires and focus group interviews, the following main themes were identified.

- Elusive and subtle forms of racism still exist in the Safety and Security directorate.
- Insufficient or incomplete communication is still the norm amongst management.
- Recruitment and selection processes need to be re-examined.
- Integration should not be forced, but people should be made aware or re-educated using other training means, where they are not under duress.

- Development programmes should be empowering to staff and part of their personal development plan.
- Gender and disability issues need more attention from management as well as support and resources.
- The Safety and Security Directorate management need to interact with staff so that management can relate to staff on the floor.

4.12 Summary

From the onset it is deduced that EE/AA was designed to redress the imbalances of the past but due to apartheid institutions which was filled with policies, processes and people, it brought a divide. The quantitative and qualitative data presented for and against some of these notions. Although findings showed that there is a lack of management support or lack of communication, it should be noted reasonable change has occurred in redressing past imbalances.



The research by empirical evidence responded to research questions by showing to what extent EE is implemented. Highlighting what steps are being taken to implement EE and also the challenges the Safety and Security directorate face in implementing EE. Moreover, researcher noted that South Africa has a history of apartheid, a deep-seated historical background which was overshadowed by colonial oppression. It was catapulted into an environment where discriminatory policies, practices, procedures and oppressive attitudes were considered the norm of the day. This, however, was transformed in 1994 when a series of laws was promulgated to bring about a conducive work environment based on non-discriminatory, equitable and fair treatment that contribute to efficient and effective service delivery.

The evidence of the research address the research questions in providing an assessment of EE in the Safety and Security directorate of this Municipality in the Western Cape. The research

highlighted that even though EE, AA were introduced and implemented post-1994, breaches still remain and need to be filled or repaired in the workforce which include the senior management, middle management as well as semi-skilled discretionary and unskilled decision makers.

The data presented in the study revealed that in spite of progress which the government introduced after the birth of democracy, that South Africa still need to address those missing elements to ensure an unbiased and prejudiced free redress. The respondents provided an authentic response to EE, AA and gave an insider's view of EE in the Safety and Security directorate. The overall responses was satisfactory as it demonstrated an understanding of EE and AA. The following chapter will provide a summary of the findings, conclusion and recommendations.



Chapter Five: Summary, Conclusions and Recommendations

5.1 Introduction

The previous chapter presented, analysed and interpreted the data collected. The purpose of this chapter is to present the summary of the research, conclusions and recommendation of the investigation which the directorate can consider to improve identified problem areas and lastly to make suggestions for future research.

5.1.1 Summary of thesis

The study are presented as follows:

Chapter one was directed at orientating the reader regarding the study. The chapter outlined the motivation for the study and highlighted the need for EE/AA in the Safety and Security directorate of a Municipality in the Western Cape. This was followed by a description of the research design, data collection methods, data analysis. Furthermore, it outlined the chapters to follow. This chapter gave reader a glimpse of what is to be expected as study unfolds.

Chapter two encapsulated the literature review or the theoretical description of the topic. Chapter started with historical development of EE/AA abroad and in South Africa. This chapter also highlighted the relevant theories that influence this phenomena of employment equity and made reference to relevant legislation overshadowing EE.

Chapter three presented the research design and methodology and by means of quantitative and qualitative data explored the case study: Safety and Security Directorate in a Municipality in the Western Cape. The main focus in this chapter is the methodology used.

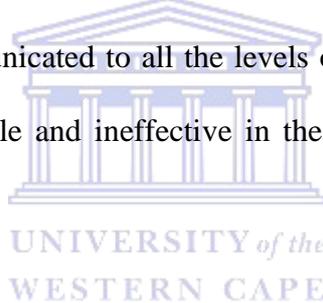
Chapter four presented the empirical research findings of the case study: Safety and Security Directorate in a Municipality in the Western Cape by displaying a thematic analysis of the

following information: Biographical information, Affirmative Action, Strategic Alignment, Staffing and people management, Knowledge of AA and EE, Status of EE, Provisions for AA/EE, Perceptions on AA/EE and constraints and barriers to AA and EE.

Chapter five present the summary of the mini-thesis, summary of research findings, conclusion and recommendations that can contribute to effectiveness of AA and EE in the Safety and Security Directorate.

5.2 Concluding findings

The Safety and Security Directorate is an integral required part of this Municipality in the Western Cape. The research present that EE affect the directorate which include those who have different experiences and attitudes towards their working environment. It is, therefore deduced that if EE is not communicated to all the levels of the workforce it could lead to a workforce that have a low morale and ineffective in the organisation and a people that is resistant to transformation.



5.2.1 Affirmative Action

Many of the respondents also highlighted that elusive forms of racism still exist in the Directorate which affect every race group. The work environment is a diverse and unhealthy environment which can only be addressed if management shows a conscientious effort and commitment to EE, AA and not just look at EE targets. Some respondents mentioned *“Sir, go look who run behind the garbage trucks, go see who are doing the hard labour, so don’t come tell me this institution is looking after me”*. This speaks to the fact that certain demographic groups are underrepresented in high paying occupations.

The respondents also mentioned that the area of contention under the EEA is individuals are recruited and selected and those individuals must be developed which in turn develop some

expectation from the employer as it involves their future. This issue here is that designated groups have to go through tedious processes (under the banner of transparency) for development, but then they find non-designated groups are preferences for development and suitable for quicker advancement.

5.2.2 Strategic Alignment

The respondents also highlighted that the Safety and Security Directorate under this Municipality provides comprehensive and sound organisational policies. However there is incomplete or insufficient communication on EE issues in the directorate. It is said by a senior management respondent” *it could also be as a result of that function which is not dealt with by directorate directly but by an EE department*”. Some also said *“I think it is as a result of individuals within management keeping staff in the dark about redress as it could escalate into labour conflict”*.

The respondents noted that the Safety and Security Directorate has a complement of disabled staff. Although they are part of the “designated groups” their staff complement is low. It is envisaged by the Director-General of Labour in a corporate service portfolio report of this Municipality in the Western Cape that more disabled staff need to be employed. The respondents agreed with the Department of Labour that although the disabled staff are not able to be employed in core functional areas, that they can fill clerical, control rooms and customer relations streams in a permanent capacity.

5.2.3 Staffing and People management

The respondents also referred to the fact that although the directorate and line departments are provided with staff profiles on a monthly basis to guide them on race, gender and disability

targets. However, the recruitment and selection process remains quite contentious under the Employment Equity Act.

The respondents also noted that although opportunities are made available, recruitment and selection processes is flawed (and although under the banner of transparency it is said to be fair) there is room for concern and needed revision of the current policies. They are of the view that some individuals who are academically qualified or suitably qualified and who might have little or no experience must be given opportunities even if they want to change their core function.

The evidence of the research also highlighted respondents' frustrations. Some said *"Go check out this Municipality in the Western Cape online blog on the intranet of people complaining about getting work internally, it is a mess and these people(employer) think we are a just a personnel number"*. *"We are not numbers, we are people that want to contribute to the success of the City but also want our piece of the pie"*. Some respondents also indicated that those who don't have academic qualifications shouldn't be overlooked but be given an opportunity in any directorate if they want to become diversified in skills.

5.2.4 Knowledge of AA/EE

The respondents also noted that the forums that were started for all the relevant issues such as disability, gender and man and woman empowerment is done when the build-up of EE/AA is shared or when it is time for the EEP to be renewed. It should be encouraged and supported by management on a consistent basis. The respondents also noted that at times the Directorate of Safety and Security is an entity on its own and much needed information is withheld due to ignorance or blatant disregard for people's rights to have information. Unfortunately this behaviour is from people (management) that don't want to embrace change.

5.2.5 Status of AA/EE

The respondents are of the view that EE/AA is successful in the Directorate. It is also proved with the quantitative data presented. However, it is said that many of the different departments try and adhere to get racial balances right on black and white but in reality people are forced to integrate because if they don't then punitive measures are instituted.

Many agree that racial integration should not be forced but people's different views and cultures need to get more platform through diversity management workshops and more team building exercises so that people can see each other in a more relaxed atmosphere. An example was made by one respondent who said a day should be arranged whereby directorates have a fun day with activities, whereby management can say "thank you" face to face and where everyone can experience different cultures.



5.2.6 Provisions for AA/EE

The respondents insist that the directorate should deal with AA/EE on a daily basis and not just sent reports through via the ranks of line management for their own perusal. It should be communicated and provide the platform for staff to provide input.

Much of the information that does filter down address the issue of development and mentoring programmes. However it is required that it contribute to personal development. The respondents highlighted that when development programmes and mentoring exercises is utilised it is for the greater good of meeting targets rather than what staff really wants.

5.2.7 Perceptions on AA/EE

The respondents indicated that the Safety and Security directorate is predominantly male and much needed redress is needed to do away with stereotyping the industry as a male only environment. In a corporate service portfolio report of this Municipality in the Western Cape

where challenges to Employment Equity is discussed it is said that one of the lowest female staff complement was in the Safety and Security directorate with a 27.14%.

The respondents noted and some of them in management positions, that to provide adequate development the standards of training should meet certain baselines however the majority of respondents feel that in order to find a balance between those who were previously disadvantaged that fast tracking individuals based on potential should also be considered, instead of “moving the goal post” every time.

Many agree that the Directorate which is also governed by certain laws and requirements of government use these requirements to hamper the advancement of previously disadvantage individuals instead of finding common ground that will secure growth and satisfaction and in affect retard the low morale attitudes of the multitude.

5.2.8 Constraints and barriers to AA / EE

The respondents are of the view that the barriers and constraints are twofold. It is strategic and operational. Many respondents noted that that although there is an EEP, it is not communicated or explained to them so that they know how it affects them. Although many in management knows about EE/AA, staff feel the success or rather the outcomes based on EEP will highly fall on how it is communicated by management.

Operationally, respondents noted communication is a key emotive issue that needs addressing. It could be as result of language barriers and Rankhumise (2007:141)) agrees that communication gaps can contribute to barriers in AA/EE and lead to prejudices. The respondents also addressed the issue of management support as highlighted in previous data whereby management is only concerned with the numbers, as it is part of their contracts.

5.3 Findings: semi structured interviews

The interview questions are to view the management's view on EE, AA in the Safety and Security directorate. The responses are a summary of their views:

5.3.1 What is your understanding of EE and how are your principles of EE employed or implemented in your department?

Our understanding of employment equity is to treat all individuals the same, no matter their skin colour, sex, religion, beliefs or culture. In the various departments there will be at all times a balance between these different groups. It is enacted within our department following an EE plan. It has to follow these steps as it is to achieve EE over a period of time and providing equal opportunity.

5.3.2 What are your challenges with regards to EE?

Our greatest challenge is to make sure that the individuals who are appointed in their positions have the necessary formal education and skills to perform at their best in these positions. The contention that could arise is when an individual do not have the relevant qualification but are from the previously disadvantage. In addition many of the positions in the Safety and Security cluster is physical and demanding and this respect many females do not make the criteria.

Do I lower the requirements or will position be given to a previously advantage individual. Many of the City owned structures have been made accessible but there is room to do even more as well as proper maintained ablution facilities.

5.3.3 What are the strengths you encounter with EE?

It balances the organization and create more productivity in the workplace and also gives all individuals a fair chance of employment. The greatest strength however is to see that designated groups is represented in every sphere of our directorate but it has to follow a concentrated program

5.3.4 What structures and policies do you have at your institution for the implementation of EE? Explain in detail.

Our structure that deal with EE is employment Equity department. However all directorates work closely with aforementioned department to ensure proper implementation, but more specifically the Training and Development and the Recruitment and Selection department. We have an array of policies that deal with EE. It is the Employment Equity policy and various strategies to enable implementation, which is a disability strategy, a women empowerment strategy, a strategy for retention, attraction and development of skills, and a skills alignment plan. Furthermore, we constantly look at other ways to enhance EE without lowering standards but concentrated in areas where we fall short.

5.3.5 What are the main steps taken by your institution to ensure successful implementation of EE?

The City regularly analyse its workforce profile and its employment equity practices and policies. It develops an EEP and if implemented properly with help of all directorates then it can be successful, however buy in from all role players is required and although we have an EEP implementation, it is subject to management and line management and staff to follow through with relevant strategies.

5.3.6 What are the main constraints in managing EE in your department?

Individuals that are not capable of performing their functions laid out in their job descriptions as required. This is either because of not having the sufficient qualification and/or not having the skills to perform in their positions. Lack of buy in or visible commitment from senior management. Lack of benchmarking of EE with other municipalities local and abroad.

5.3.7 How do you monitor and evaluate the success or failure of EE plans in your department?

This would be seen in our quarterly and annual reports where the status of EE is normally communicated from the Employment Equity and Human Resource offices.

5.3.8 What suggestions for improvements to EE in your department would you make?

We need more involvement from Top Management as well more funding for relevant projects. What can be addressed is the non-development and lack of development of individuals, it has to be addressed to ensure there is equal opportunity.

5.4 Conclusion

From the foregoing it is clear that the Safety and Security directorate: a Municipality in the Western Cape has made progress in complying with the EEA. This is further proved with some of the quantitative data provided. The number of females being employed still need to improve and people with disabilities should also be a key area for attention and inclusion in the Safety and Security workforce.

The Safety and Security directorate should consider making its staff, designated and non-designated more aware of AA/EE. Proper communication mediums should be used which will result in doing away with discriminatory terms such as blacks, coloured and white and instead treating everyone as South African.

Finally the Safety and Security should not just implement these AA and EE policies just to meet EE targets, but promote diversity through creating a variety of opportunities for both advantaged and previously disadvantage staff. We can further deduce from all the evidence that if a proper retention strategy is used for previously disadvantaged individuals coupled with purpose filled development , then there is no doubt that the EEA is effectively implemented.

5.5 Recommendations

As per the findings of the research the following recommendations are made to improve some of the dynamics experienced with regards to EE/ AA in the Safety and Security directorate and also to contribute to the body of knowledge. Based on research it is quite evident that more research is required to also establish to what extent the staff of this Municipality in the Western Cape are exposed to and aware of EE/AA. It would also be critical to do a full assessment of each directorate and see the impact EE have.

5.5.1 Affirmative Action

Many respondents said that the Safety and Security Directorate is a male environment. It is recommended that management work in solidarity with all role players with developing previously disadvantaged females and mentor them into senior roles of responsibility and remove the stigma that it is only for males.

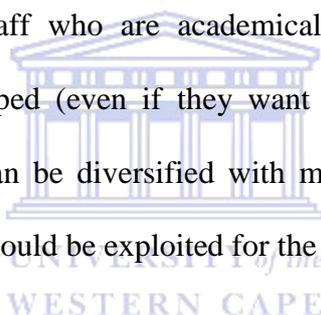
5.5.2 Strategic Alignment

The research from the commencement presented that the Safety and Security Directorate faces a huge challenge in terms of the effectiveness of EE. Although management communicate EE amongst themselves, they need to communicate it to all staff. The issue at hand is when management are not amiable to EE they would not let communicate regarding EE filter down.

Although there is reluctance and lack of commitment in the Safety and Security Directorate to establish gender, disability or EE/AA forums, it should be encouraged and need to be supported by senior, top and middle management on a regular basis and make it contractually binding.

5.5.3 Staffing and people management

It is also recommended that staff who are academically equipped from the previously disadvantaged should be developed (even if they want to change their core-function for whatever reason) so that they can be diversified with more skills. There is a strategy for institution to retain skills and it should be exploited for the improvement of all staff.



5.5.4 Knowledge of AA and EE

It is recommended that when the EE Plan is discussed with organised labour that the involvement of staff be required as they should have buy-in and also contribute to redressing disparities and also at the same time eliminate sabotage or failure to also transform.

5.5.5 Status of EE

Based on Horwitz, Bowmaker- Falconer and Searl (1996) view that if the Safety and Security directorate fail to provide mechanisms for staff to understand each other's differences in the workplace it could lead to misguided assumptions around EE/ AA in the workplace. It is

therefore recommended that teambuilding exercises or fund days as well diversity management workshops be held regularly and not just when information is required to balance out the books.

5.5.6 Provisions for AA/EE

Moreover, it is also recommended that the personal development plan not just be linked to the core function as staff gets older or when health issues develop and they cannot perform the same functions as before that they will not be side-lined with punitive measures, but that before any ill-fate besets individuals that they be afforded the opportunity to develop themselves on their prerogative and gain new skills and still be an asset to organisation with dignity and respect.

5.5.7 Perceptions on AA/ EE

It is recommended that all role players within the Safety and Security directorate contribute to making the legislation, policies, processes and resources work in ensuring that redress do happen. It can be achieved if management realise that every individual have a contribution to make regardless of rank, age, position culture, language and most of all race.

5.5.8 Constraints and barriers to AA/ EE

It is recommended that the Safety and Security Directorate pay attention to other countries mechanism in overcoming barriers. By benchmarking or comparing with Safety and Security directorates in other countries proper proactive measures can be taken and at the same time monitoring and evaluating its status and progress continually. The objective would be that all historical disadvantaged would benefit from the legislation. Moreover the recommendation include that the monitoring and evaluation be done by a credible body which can highlight importance implementation and target setting. If it is not done then the legislation will just be a policy.

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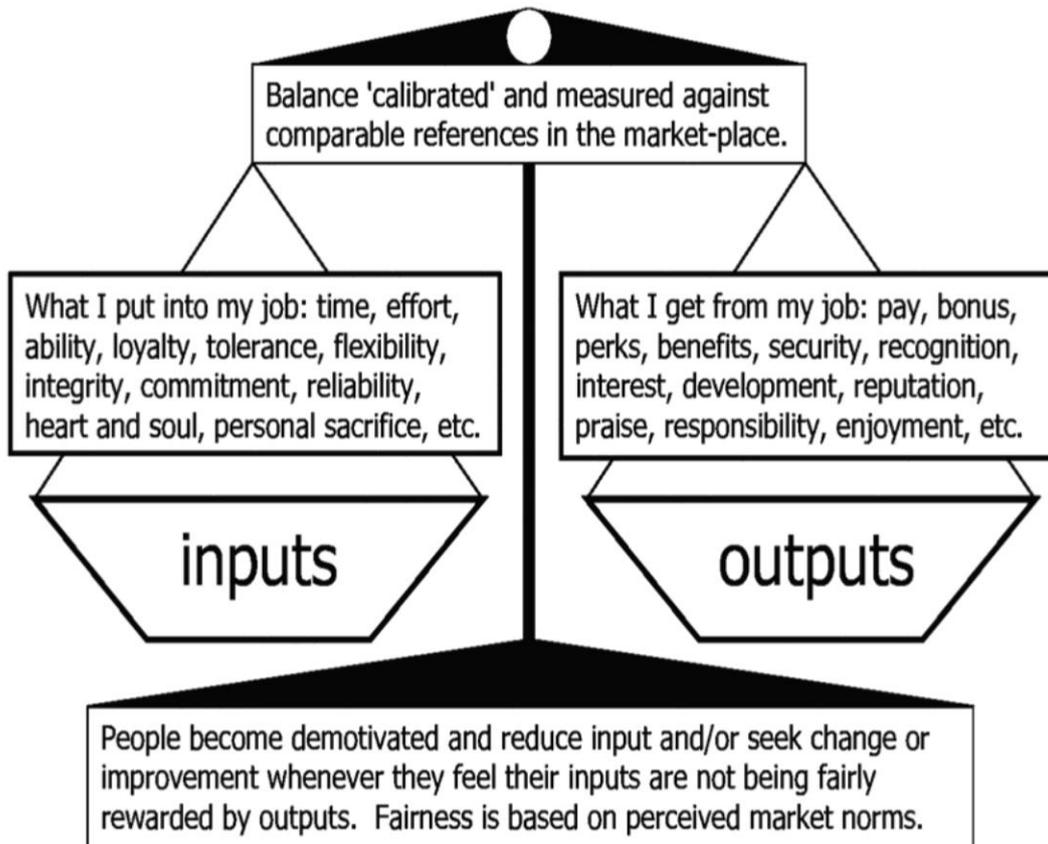
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Annexure 1 – Adams Equity Theory

Adams' Equity Theory - job motivation

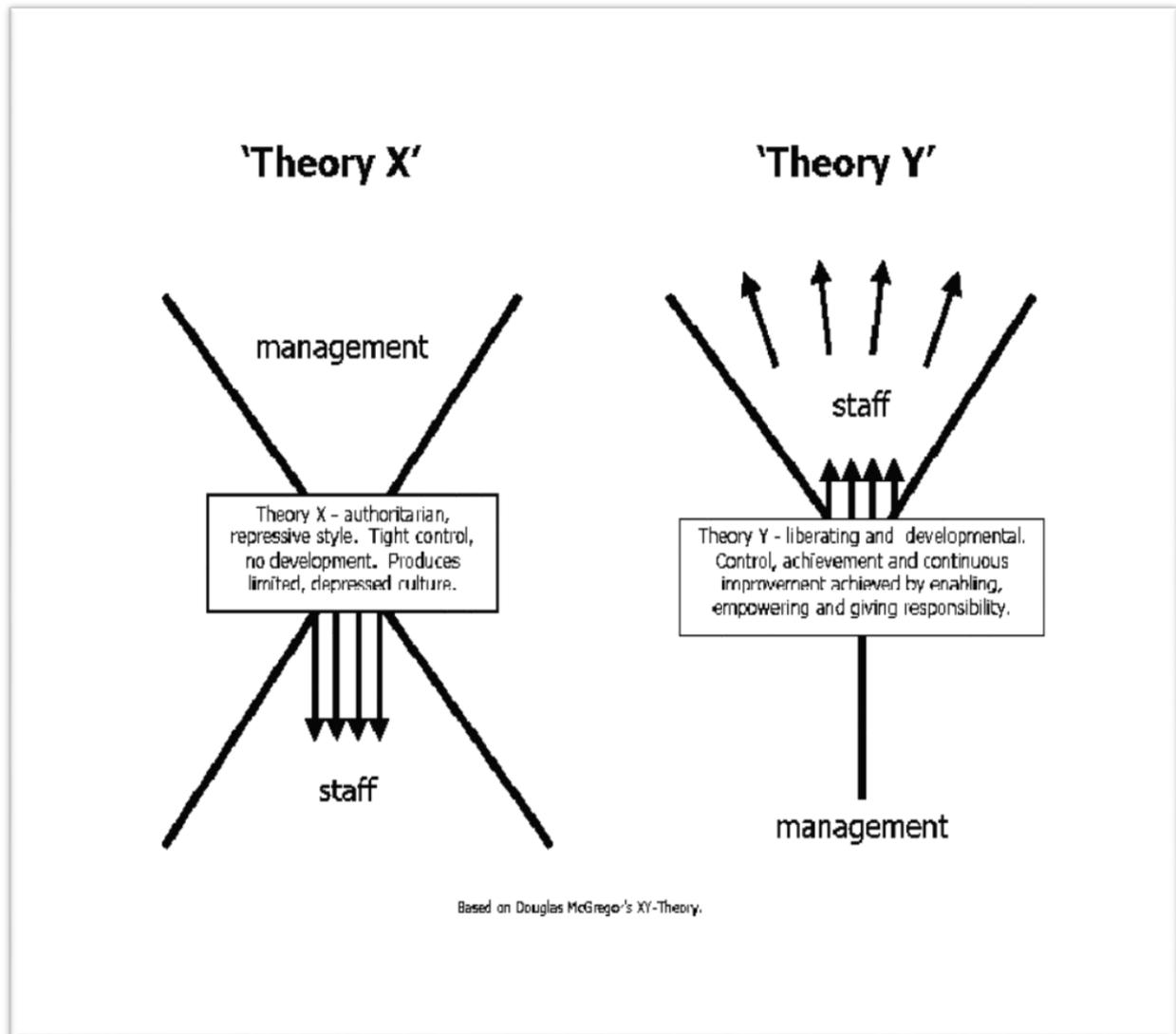


© 2002-07 design alan chapman based on JS Adams' Equity Theory, 1963. See www.businessballs.com/adamsequitytheory.htm
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Source: www.bussinessballs.com/adamsequitytheory.htm

Annexure 2 – Organisational Justice theory

Source: Campbell & Finch, 2004:181

Annexure 3 – Theory X Y

Source: www.businessballs.com/theoryXY.htm

Annexure 4 – Questionnaire



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PLACE A CROSS (X) IN THE APPROPRIATE BOX OF YOUR CHOICE

Section A: Biographical Information

1. Gender

Male		Female	
------	--	--------	--

2. Age

20 and below	21-30	31-40	41-50	51 and above

3. Marital Status

Single		Married		Divorced		Widower	
--------	--	---------	--	----------	--	---------	--

4. Ethnicity

Black		White		Coloured		Indian		Other (Specify)	
-------	--	-------	--	----------	--	--------	--	--------------------	--

5. Home Language

English		Afrikaans		IsiXhosa		Sotho		Zulu		Other (Specify)	
---------	--	-----------	--	----------	--	-------	--	------	--	--------------------	--

6. Level of education

Matric		Diploma		Degree		Post graduate		Other (Specify)	
--------	--	---------	--	--------	--	---------------	--	-----------------	--

7. State the category of employment

Permanent		Contract		Other	
-----------	--	----------	--	-------	--

8. For how long have you been in position?

1-5 yrs.		6-10 yrs.		11-15yrs		16-20 yrs.		21-25yrs		Over 25 yrs.	
----------	--	-----------	--	----------	--	------------	--	----------	--	--------------	--

9. Disability: If applicable (If not applicable - proceed)

Hearing Challenged	Physically Challenged	Partially signed	Any other disability

Section B: Affirmative Action**10. Please place a cross (X) in the appropriate box of your choice.**

	Strongly agree 1	Agree 2	Neutral 3	Disagree 4	Strongly disagree 5
10.1 AA and “reverse discrimination” means the same thing.					
10.2 AA and tokenism means the same thing.					
10.3 Degrees of disadvantage should be taken into account when providing opportunities for the designated group.					

10.4 AA/EE efforts should be based on potential to succeed rather than academic merit alone.					
10.5 A rigid quota system is the only method of ensuring the appointment of persons from the designated group.					
10.6 Goals and timetables are more acceptable methods of ensuring progress in AA/EE efforts.					

Section C: Strategic Alignment

11. Please place a cross (X) in the appropriate box of your choice

11.1 Management are committed to racial equality.					
11.2 Management are committed to gender equality.					
11.3 Management are committed to employment equity for the disabled					
11.4 EE is regarded as a Strategic matter (i.e. A matter of great importance).					
11.5 Communication on EE issues is effective.					
11.6 There is clear understanding amongst most people in the organisation what the EE policy entail.					
11.7 Line management have objectives relating to EE in their performance appraisals					
11.8 Line management is rewarded for good performance on EE objectives.					
11.9 Management see the value of EE and see where department wish to go in terms of redress.					

Section D: Staffing and people management

12. Please place a cross (X) in the appropriate box of your choice

	Strongly agree 1	Agree 2	Neutral 3	Disagree 4	Strongly disagree 5
12.1 The organisation has a workforce plan which indicates the kind of people that will be needed in the future.					
12.2 There are succession plans in my department.					
12.3 Personal development plans are in place.					
12.4 Racial targets have been set in line with organisational realities.					
12.5 Gender targets have been set in line with organisational realities.					
12.6 Targets have been set for the disabled.					
12.7 Recruitment and selection policies are fair.					
12.8 People who deserves promotions, usually gets them.					
12.9 I am satisfied with how my talents and potential have been assessed.					
12.10 I believe that line management have the skills to develop lower level staff.					
12.11 I have clear job objectives.					
12.12 I have clear performance standards.					
12.13 I receive open and honest feedback on my performance.					
12.14 My performance is appraised regularly.					
12.15 Training is based on individual training needs.					
12.16 Employees is regularly consulted about the EE strategy.					
12.17 Certain demographic groups are underrepresented in the high paying occupations.					
12.18 Education, training and development of staff is done to accelerate individuals from designated groups.					
12.19 Should certain groups of the designated groups receive preferential treatment above others?					
12.20 There is a need for AA to achieve EE in directorate.					

Section E: Knowledge of AA/EE

13. Please place a cross (X) in the appropriate box of your choice

13.1 How well informed are you about the Employment Equity Act 55 of 1998

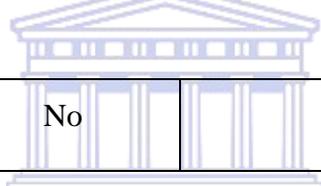
Very Well		Well		Moderately		Not well		Not all informed	
-----------	--	------	--	------------	--	----------	--	------------------	--

13.2 Does your institution have an Affirmative Action (AA) / Employment Equity (EE) policy?

Yes		No		Unsure	
-----	--	----	--	--------	--

13.3 Did your institution disseminate information about its AA/EE policy to the Safety and Security directorate?

Yes		No		Unsure	
-----	--	----	--	--------	--



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13.4 If yes, how did your institution go about disseminating such information?

	YES	NO
Workshops		
Memoranda		
Newsletter (Contact)		
Intranet		
Management meetings		
Other: Specify		

Section F: Status of AA/EE

14. Please place a cross (X) in the appropriate box of your choice

	Strongly agree 1	Agree 2	Neutral 3	Disagree 4	Strongly disagree 5
14.1 The AA/EE policy is successful in this directorate					
14.2 The communication efforts of the AA/EE is successful					
14.3 The manner in which AA/EE is implemented is successful					
14.4 The implementation of AA/EE efforts in directorate will promote a system of new inequalities in directorate.					

Section G: Provisions for AA/EE

15. Please place a cross (X) in the appropriate box of your choice.

	Strongly agree 1	Agree 2	Neutral 3	Disagree 4	Strongly disagree 5
15.1 It is necessary that a coherent staff development/mentoring programme for the designated groups be provided for.					
15.2 It is necessary that a written and communicated AA/EE plan be provided for.					
15.3 Provision should be made for an appropriate procedure to monitor and evaluate progress of the AA/EE plan.					
15.4 Equity surveys should be done to determine staff perceptions, level of awareness of AA/EE programmes.					
15.5 Provision must be made for the dissemination of progress reports on AA/EE in directorate.					

15.6 There is a need for staff that deals primarily with AA/EE in directorate.					
--	--	--	--	--	--

Section H: Perceptions on AA/EE

16. Please place a cross (X) in the appropriate box of your choice.

	Strongly agree 1	Agree 2	Neutral 3	Disagree 4	Strongly disagree 5
16.1 My directorate internal and external communication reflect a commitment to AA/EE.					
16.2 Our directorate is becoming more equitable and a fair place to work in.					
16.3 The AA/ EE efforts at our directorate are more than an attempt to appear politically correct					
16.4 A diverse workforce in directorate will lead to better staff relations.					
16.5 AA/EE efforts results in white staff resentment towards the designated group for being preferred over them					
16.6 Top management must drive the AA/EE policy and programme.					
16.7 My directorate is fast tracking appointments without providing adequate staff development regardless of their core-functions.					
16.8 AA/EE efforts results in vast numbers of unqualified staff from the designated groups being hired.					
16.9 White men are not performing to their optimum because they are frustrated about their perceived limited opportunities					
16.10 Black woman should be given greater preferential treatment over white woman.					
16.11 AA/EE efforts has forced the lowering of appointment and promotion standards in my directorate.					

Section I: Constraints and barriers to AA/EE

17. Please place a cross (X) in the appropriate box of your choice.

	Strongly agree 1	Agree 2	Neutral 3	Disagree 4	Strongly disagree 5
17.1 The institutional culture and climate serves as barriers to achieving EE.					
17.2 The identity, reputation and image of the directorate serves as a barrier to EE					
17.3 The directorate fail to contribute to building capacities of AA beneficiaries					
17.4 The directorate encourages a sink or swim culture for designated groups					
17.5 There is a lack of advancement opportunities for men and woman from designated groups regardless of their core function.					
17.6 Advancement criteria's manipulated at the expense of designated groups.					
17.7 Negative attitudes towards and stereotyping of members from designated groups.					
17.8 Designated groups who are academically qualified with little or no experience in various positions are not fast tracked to diversify skills and for EE.					

Annexure 5 – Interview Schedule



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Department:

Gender:

Race:

Position:

1. What is your understanding of EE and how are your principles of EE employed or implemented in your department?
2. What are your challenges with regards to EE?
3. What are the strengths you encounter with EE?
4. What structures and policies do you have at your institution for the implementation of EE?
Explain in detail.
5. What are the main steps taken by your institution to ensure successful implementation of EE?
6. What are the main constraints in managing EE in your department?
7. How do you monitor and evaluate the success or failure of EE plans in your department?
8. What suggestions for improvements to EE would you make?
9. Any additional remarks you wish to make?