AN ANALYSIS OF THE AFFIRMATIVE ACTION POLICIES AND STRATEGIES OF OOSTENBERG MUNICIPALITY.

by

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A Research Report submitted to the School of Government, Faculty of Economics and Management Sciences, University of the Western Cape, in partial fulfilment of the degree Master in Public Administration.

DEDICATION

To my heavenly Father, the Almighty, who is all powerful, all forgiving and all merciful. Praise be to Your holy Name.

To my wife Loretta, words are not enough to explain my gratitude.

To my late father, Jacob and my mother Catherine for your blessings.

To President Nelson Mandela for your unselfish struggle.

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DECLARATION

I declare that this Research Report is my own, unaided work. It has not been submitted for any degree at any other university or higher education institution of learning.

I therefore submit this Research Report for the degree Masters in Public Administration at the University of the Western Cape.

James George Phillip Rhoda

May 1999

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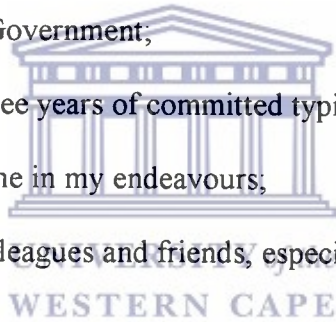
ABBREVIATIONS

AA   : Affirmative Action

LRA   : Labour Relations Act

OM   : Oostenberg Municipality

RDP   : Reconstruction and Development Plan

RSA   : Republic of South Africa

WPHRM   : White Paper on Human Resource Management

WPLG   : White Paper on Local Government

WPTPS   : White Paper on Transformation of the Public Sector

USA   : United States of America

NOTES

Human Resources Directorate in the study means the Human Resources Department of the Oostenberg Municipality.

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ABSTRACT

Local authorities in the Western Cape have all initiated affirmative action policies to address past discrimination and ethnic inequalities, however ineffectual they may have been up to now. The debate arises; what kind of programme should be adopted to address issues such as discrimination, economic and social upliftment for disadvantaged groups and individuals? Oostenberg local authority organisation in the Western Cape is a functionary in the socio-economic rejuvenation of the poverty stricken, formerly deprived and most oppressed people of the Cape Metropolitan area. Transformation has not heralded the implementation of developmental strategies or the initiation of programmes, to address the huge inequalities that exist between black and white communities. This study argues that Affirmative Action should address holistic transformation of disadvantaged groups and individuals, to utilise the development potential of society to it's maximum.

The racial inequalities that pervade all aspects of life in South Africa are major factors contributing to racial hatred and civil disobedience. Apartheid has been formally eradicated from the South African Constitution, however, the vast differences between the opulent white minority and the increasing black majority is a reason for concern. Legislation has been promulgated to ensure that all private and public sector organisation adhere to, and commit themselves to the elimination of unfair discrimination in the workplace, however no amount of legislation can assure peace and harmony in a society filled with hatred. Affirmative action has been recognised as an agency to eradicate inequalities in income and status and to develop the human potential and ability.

Those who benefit from affirmative action policies should be defined in terms of objective socio-economic principles, such as living conditions, education and income levels, to ensure that programmes target the genuinely disadvantaged. The growing feeling of discontent in the Western Cape is cause for concern and this is fuelled by the incorrect implementation of affirmative action.

This study will utilise statistics, records, documents and interviews to obtain a detailed and descriptive analysis of strategies and policies thus far implemented in the Oostenberg Municipality. It is also the contention of this study that this organisation has applied limited policies and strategies to overcome the corrosive effects of discrimination.

CHAPTER 1

INTRODUCTION

Background

The democratic transition in contemporary South Africa has heralded a period of expectations for the majority of South Africans. The introduction of this period signified a gradual, but abrupt end to self-aggrandising apartheid rule, which was characterised by an institutional and bureaucratic machinery which protected the interests of the white minority. By the same token, local authorities had to undergo a process of fundamental restructuring to meet the demands of communities and legislation. One such demand is affirmative action. While local authorities have been engaged in efforts to implement affirmative action policies and strategies as a method of making their bureaucracies more representative, it would appear that very little tangible progress in this regard has been made up to now.

Although national government has provided numerous practical and strategic guidelines to affirm the opportunities, possibilities and rights to engage in every avenue of social progression, as articulated in the White papers on Reconstruction and Development, Transformation of Public Sector, Human Resource Development, and the Employment Equity Act of 1998, transformation has been slow. Affirmative Action (AA) has been

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recognised as a measure to eradicate discriminatory practices, redress past imbalances and improve the conditions of individuals and groups who have been disadvantaged on grounds of race, colour, gender, or disability (White Paper on Public Sector Transformation, 1995:53). AA should thus be seen in the context of broader re-constructive and development policies as discussed by authors such as Sachs (1991), Levy (1992), Adams (1993) and Ncholo (1994).

Understanding AA in the South African context, is indeed a formidable and complex task, because of past apartheid policies, which elevated the status of one race group over several others. These apartheid policies, which were denounced and repudiated by even the morally impoverished governments of the world, has resulted in the current policy formulations which set out to transform and reform the public service to be representative, accountable and responsive to the needs of all.
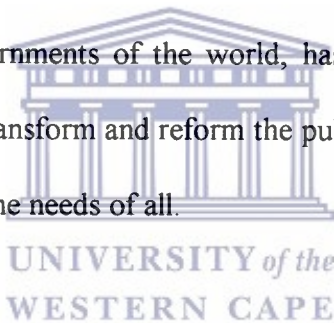
Oostenberg Municipality, which is the focus of this study is located in the Western Cape. It's structural dimensions were formulated in terms of Section 155 of the New Constitution, Act 108 of 1996, which makes provision for different categories of municipalities. The municipality falls into category C, which means it has both executive and legislative authority, in an area where there is more than one municipality (Ismail et al 1997). It was established with the amalgamation of Kuilsriver, Brackenfell and Kraaifontein municipalities which existed under apartheid. Other areas incorporated into this conglomeration included Blue Downs, Scottsdene and North Pine. The amalgamation heralded a period of transformation and change, in that it introduced of a more effective

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https://etd.uwc.ac.za

and efficient local authority organisation, as prescribed by the White Paper on Local government (WPLG: 1998). In terms of the WPLG(1998:115), 'Municipalities need to proactively ensure that the gender and racial composition of management reflects the composition of South African society. Municipalities should develop affirmative action programmes in line with the National Labour Relations Forum framework and develop mechanisms to support and monitor the implementation of their programmes.'

With due consideration to the aforementioned discussion and quotation, this study will examine the affirmative action policies and practices of Oostenberg Municipality, it's efforts to attain representativeness and its ability to adhere to national policies and guidelines to achieve broader transformation.

Statement of the problem

Local government in South Africa is faced with daunting challenges. Economic constraints, political restructuring and social transformation are causing communities to make increasing demands on these institutions. In their efforts to implement transformation strategies, local authorities have experienced various forms of disruption and resistance, because of, among other things, ethnocentric attitudes, nepotism, racism, structural manipulation and other forms of interposition, that have rendered affirmative action policies ineffectual. Ambiguity in conceptual, structural and procedural elements of legislation on AA, have allowed some local authorities to adopt a laisses faire approach to change and transformation, thus subverting the transformative effects of AA.

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Oostenberg municipality formulated a vision statement committing itself to be "a leading municipality by reflecting community pride through dynamic partnerships." Affirmative action has thus become a prerogative for this local authority, in its efforts to redress the imbalances of the past and also to creating employment equity. In this connection, Oostenberg municipality has engaged in transformational processes to give content to its new developmental role in the Cape Metropolitan area (CMA).

This study will thus examine the affirmative action policies and practices of Oostenberg municipality's Human Resources component, to determine to what extent it has achieved representativeness and to what extent it meets the criteria of employment equity and equality. The Human Resources Department in this municipality, which is responsible for driving the AA process, receives considerable attention in this study.

Hypothesis

The Oostenberg municipality does not have a comprehensive AA programme or policy and as result the status quo in terms of skewed representation remains the same. Token gesture appointments have come about as a result of the pressure on the organisation to reflect the demographic composition of its municipal areas. This does not mean that all the AA incumbents who have been appointed were not chosen on merit or do not have the requisite competencies. On the contrary, some of these incumbents were selected precisely because of their abilities and leadership potential. The failure of this organisation to appoint a Programme Officer to accompany the legislative and statutory demands of the

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Employment Equity Act (1998) and the Labour Relations Act (1996) has resulted in the slow pursuit of AA. The lack of commitment to AA policies and practices have come about, because of the failure of senior officials in the organisation to actively pursue such policies and practices.

Objective of the study

The primary objective of the study is to analyse the AA policies and practices of Oostenberg municipality in the context of transformation and human resources development.

Other objectives include:

- To evaluate to what extent this local authority has achieved representativeness.

- To review previous appointments and examine the criteria for future appointments in advancing affirmative action policies.

- To examine to what extent the policies of the Human Resources Department of this municipality have focused on the main target groups of affirmative action, black people, women and people with disabilities.

- To establish the inadequacies and shortcomings of the present AA strategy of Oostenberg municipality, and provide practical and strategic recommendations to overcome these constraints.

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Significance of the study

This study is one of the first research studies undertaken of the Oostenberg municipality's AA policies and strategies. The study is an evaluation of this municipality's efforts to achieve representativeness three years after its formation into a democratic, integrated and prosperous, non-racial institution. The results of this study could be used by other local authorities who are embarking on AA strategies, to provide increased access to resources and employment opportunities. This study is likely to influence changes in the institutional culture of the local authority, so that it recognises diversity, where the contributions of all its citizens are acknowledged. It should also provide Oostenberg municipality with information to conceptualise policy making processes, with a view to facilitating a better understanding of the dynamics driving these processes. Primarily, this study should make a meaningful contribution to the development of the Human Resources Department of Oostenberg municipality, by identifying strengths in technique, strategy and capacity, which may be utilised in future AA policies and strategies.

Research methodology

The research design of this study had an exploratory nature, since such a research topic had previously never been undertaken of Oostenberg municipality. This study enlisted both qualitative and quantitative research methods. These include, a review of relevant secondary sources of information, such as library books, policy documents, journal articles

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and conference papers. Primary sources include interviews with personnel and councillors of Oostenberg municipality.

The questionnaire was informed by the semi-structured interviews. According to Leedy (1997:199) the semi-structured interview allows for "closed-form questions with probes to obtain additional, clarifying information." The purpose of the interview was, among other things, to evaluate the AA policies and practices of Oostenberg municipality. They comprised of open ended questions, which aimed to elicit the necessary information which would inform the research.

Literature review

This study addresses AA from a view, where it is but one element of a more encompassing strategy of human resource development, which in turn forms part of broader socio-economic transformation. South African analysts have recognised the need to develop policies and programmes to address the problem of racial, ethnic, and gender inequality, thus there are various conceptual interpretations of AA in South Africa. Singh (1994), for example, makes a clear distinction between the maximalist and minimalist views of interpretations of AA and their implications for societal change. Minimalist positions on AA involve some version of company view. According Alperson (1993) they include the advancement for individuals of discriminated groups, within existing or modified structures and relations. Such a view will be located within an acceptance of wide ranging constitutional, legal and political changes, that will in fact be an interpretation and

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application of those changes. The maximalist position encompasses some version of the labour movement view - widespread restructuring involving an improvement in the life conditions and opportunities of the majority, as well as more inclusive decision-making.

According to the interim constitution of South Africa, Act 200 of 1993, AA can be defined as laws, programmes or activities, designed to redress past imbalances and to ameliorate the conditions of individuals and groups, who have been disadvantaged on the grounds of race, colour, gender or disability. Various authors such as Sachs (1993), Levy (1995), Cloete and Mokgoro (1995) and Singh (1996) belabour similar maximalist conceptual analysis of AA.

Singh (1996:38) elaborates on the following attributes of the maximalist views of AA thus:

> It must be viewed as part of a comprehensive set of restructuring
> strategies, which effectively alter power relations, in the political and
> economic sphere, rather than replace some individuals with others.
> Similarly it must affect the majority of South Africans on issues ranging
> from land redistribution to skills training. It is about generating large state
> educational opportunity and skills training, rather than about targeting a
> select group of individuals for advancement. Overall democratisation and
> transformation is essential, if institutional and organisational culture is to
> change, as opposed to including a few more individuals in decision making.

The minimalist view of AA as expressed by Maphai (1993) argues in favour of such a minimalist view, which is "temporary preferential treatment for women and blacks." According to him the broader meaning of AA is seen as encompassing reconstruction, and the eradication of overall inequality and poverty, which should constitute "an ordinary, permanent feature of responsible government" (Maphai, 1993:7).
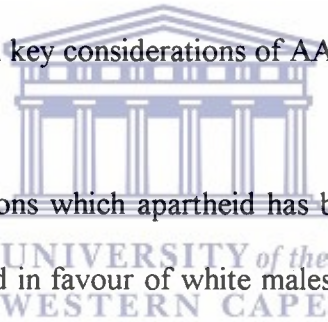
According to Schreiner in Motala (1994) the maximalist approach to AA is regarded as a transitional strategy within the struggle for women's emancipation from oppressive gender relations. It is an organised challenge to unequal relations of power between men and women. In South Africa, the interaction and interconnections of class, racial and gender inequalities pose particular challenges to affirmative action programmes. A different maximalist view is expressed by Bird (in Motala,1994) who proposes a process of holistic political and economic restructuring which promotes transformation. She argues for a sustained link between structural transformation, basic needs and educational and employment opportunities.

The conceptual thrust of maximalist and minimalist views of AA, however, is essentially similar, in that it refers to selective policies and programmes by public and private institutions to redress inequalities that exist in societies along racial, ethnic, gender and caste groups. According to Weiner (1993:2) 'The debate is not whether one should have some programme to redress ethnic inequalities, but what kind of programme should be adopted to address these issues.' To this end, Skweyiya (1996:8) states, "In South Africa affirmative action is not driven purely by political factors, but by social and economic

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imperatives." Thus recognition is given to the fact that in South Africa AA has to be given a conceptually unique definition, that considers the dynamics of our circumstances and our experiences, and aims to ensure equity, equality and redistribution.

Alternative interpretations are reflected by Sikhosana (1996) who is of the view that perceptions of AA are limited to the elimination of inequalities based on race and gender, while ignoring inequalities based on class or socio-economic position. Nzimande (1996) supports this view, moreover, he states, 'the most important obstacle to the reproduction of a black managerial class is its white counterpart.

Ramphaele (1995:10) reflects on key considerations of AA in South Africa thus:

- The need to redress the distortions which apartheid has bequeathed to our society. 'Our human resource base is distorted in favour of white males who constitute a minority of a minority.'
- It is vital to locate the debate about affirmative action within an equity framework.
- It is crucial to acknowledge that affirmative action cannot be a panacea for all past wrongs.
- AA has to be targeted carefully, if it is to succeed. It has to create the environment for success, but cannot guarantee personal success.

According to Levy (1995) AA has to be linked to practices which actively enable employees to acquire the skills needed to enter all levels of employment, including the

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posts from which they were previously excluded. He contends that AA would be ineffectual, if it was not accompanied by institutionally backed programmes of action, that redressed the de facto preponderance of white officers already in intermediate and senior levels of local government services. He further intimates that AA legislation on its own, is inadequate to the task of ending discrimination and that training and reorientation programmes are essential to back up formal regulation.

Such enabling legislation was promulgated by the Employment Equity Act of 1998 (EEA 1998) and is supported by numerous authors, such as Ramphaele (1995), Wocke (1996), Shilowa (1994), Ngcuka (1994), Human (1993), Cloete and Mokgoro (1995). Moreover, Singh (1996:55) makes a distinction between formal equality of opportunity as is articulated by the EEA of 1998 and actual equality of opportunity. Formal equality of opportunity requires "the elimination of legal barriers and obstacles relating to discriminatory resource allocation." Actual equality of opportunity involves, "enabling people to use new opportunities in ways that equalise the levels of self respect, autonomy and decision making powers of those who have been formerly excluded from the enjoyment of such powers."

Employment

The South African government has taken numerous steps to effect employment equality amongst South African workers and this was probably best illustrated by the Employment Equity act of 1998. This Act seeks to promote and sustain employment equality and overall fairness in line with the intentions of AA policy and strategies of the South African government. In essence, the Act seeks to promote equal employment opportunities, by

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requiring designated employers to initiate essential steps, crucial to attaining formal equality of opportunity, thus promoting transformation and redistribution.

Employment

Pons (1996:1) reflecting on the central proposals for employment equity in the Green paper states, "They establish a continuous process of human resource development, with an ethos of equity for all. Ultimately, employment equity will form an integral part of the strategy and culture of every employing organisation, and the country as a whole. It becomes a leading goal in practice around the world." ,

In South Africa the Employment Equity Act of 1998, which regulates AA, is itself contentious. According to the Labour Minister, Shepherd Mdladlana; "the EEA(1998) may be legislated, but the infrastructure to put it in to place was non existent" (Sunday Times: Appointments section. 1998: p1).
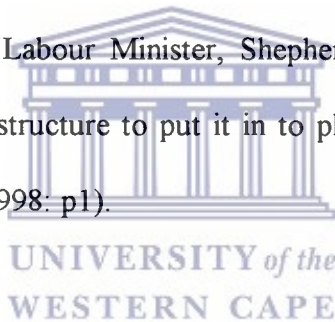
Williams (1998:10) contends that the EE bill of 1997, did not comprehensively deal with issues, like discrimination, because "referring to discrimination against Blacks and discrimination against white females in the same vein is to conflate this materially-driven distinction." He argues that all blacks did not suffer equally under apartheid and that a differentiation should be made on grounds of gender, as white females did not suffer to the same extent as black males and females under apartheid. He further reflects on the lack of conceptual clarity contained in the EE Bill (1997) which could lead to exploitation. Williams (1998:10) makes the following suggestions:

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- Employment equity in terms of access to employment opportunity.

- Employment equity in terms of equality of participation in job category once access is achieved.

- Employment equity in terms of equality of outcome a measured in relation to rewards, benefits and payment for performance of tasks with a specific job category.

Such circumstances reflect the urgent need for AA legislation to be conceptually clear and unambiguous, as to avoid creating confusion. The strategic and practical infrastructure within organisations must also exist, to proactively apply such legislation, if it is to be effective.

Delimitation of key concepts and terms

In order to facilitate an understanding of the issues discussed in this paper, it is necessary to define the following terms:

Local governance

A system of governing found at the lowest tier / sphere of a country's political system.

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Local authority

It is an organisation comprising of elected and appointed officials, which operates within a specific geographical area to provide services to local communities (Ismail et al, 1997:3).

Racism

Combs and Gruhl (1986:10) distinguish between two types of racism.

Procedural racism, which involves the conscious decision by members of the dominant race to discriminate against members of the subordinate race. Members are denied equality of opportunity and in such a system, subordinate groups are explicitly denied political economic, social and cultural opportunities, because of their race.

Substantive racism denies them equality of conditions and it is a process, by which members of subordinate racial groups are denied these opportunities, because of the handicaps of poverty and ignorance. Such racism may involve no discriminatory intent at all. In the South African context both substantive and procedural racism exists, although the major difference between the South African and American contexts, is that the subordinate race is represented by the black majority of South Africa.

Discrimination

Discrimination has various conceptual definitions and according to Ncholo (1994:198), discrimination means affording detrimental treatment to persons, attributable wholly or

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mainly to their respective descriptions by sex, race, colour, ethnic origin, religion, language or creed. Ginsberg (1976:241) views discrimination as the most corrosive of all societal arrangements, which distracts from the full development and utilisation of human potential and skill. Lombard (1984:27) reflects on the impact of discrimination at both the micro and macro levels of society thus:

> At a macro societal level the impacts of intense and prolonged discrimination find expression in mass frustrations, conflicts and tensions, leading to overt behaviour such as riots, strikes, sitdowns, work slowdowns, street violence, crimes and provocative acts. At a micro societal level the effects of discrimination may be found in the break-up of individual and family structures, insubordinate feelings and attitudes, lower attainments of educational levels, cyclical patterns of unemployment, poverty, and a general limitation on the increase of a black labour force.

Nzimande (1996:65) expresses the view that 'discrimination based on race and gender is never merely statutory and with time, it acquires social and institutional characteristics that stubbornly survive beyond the abolition of statutory legislation.' This implies that discrimination can take overt characteristics. Redress and redistributive strategies are thus the agreed methods to combat the imbalances caused by apartheid.

Human Resources management

Human resources management also has various conceptual definitions. For example Hall and Goodale (1986:6) state that, " It is the process through which an optimal fit is achieved among the employee, job, organisation, and environment so that employees reach their desired level of satisfaction and performance and the organisation meets its goals. Cascio (1995) makes a distinction between personnel management and human resources management, where personnel management is confined to the administration and implementation of human resources management policy; human resources management, however, is concerned with strategic aspects and involves the total development of human resources within the organisation.

Organisation of the study

Chapter 2

This chapter provides a historical overview of affirmative action in the public service, and focuses on the theoretical constraints of practical implementation in local authorities.

Chapter 3

This chapter focuses on AA in Oostenberg municipality and determines to what extent its human resources department has implemented such a policy. It also reviews the processes,

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problems and constraints facing this organisation.

Chapter 4

This chapter presents the analysis of the data and puts forward recommendations before concluding the study.

Chapter summary

This chapter suggests that the conceptual definitions, and the theoretical application of AA may be problematical and subject to numerous interpretations. Nevertheless, racism and discrimination was, and still is a living experience for the majority of South Africans. AA in the South African context is seen as a strategy to address the imbalances of the past. It is viewed as a justification by those who suffered the consequences of past discriminatory practices to assert their right to equality of opportunity.

Local authorities are obligated by legislation to apply AA as an intervention strategy to redress the historical imbalances caused by apartheid. This chapter suggests that local authorities have not applied a systematic AA programme, as a means to assist the public service to be more relevant in the context of a democratic South Africa. Moreover, the Oostenberg municipality, which is the focus of this research proposal has made a scant attempt to achieve representativeness amongst its officials, particularly those at middle and senior management levels.

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This chapter also highlighted the need for an AA strategy, as a comprehensive process of strategic planning and human resource development in Oostenberg municipality. The objective being a representative labour force reflecting the organisations demographic makeup to effectively and efficiently provide services to all communities.

The Oostenberg municipality has by its own admission committed itself to improving organisational structures, refining job descriptions and establishing a new work ethic (Oostenberg Municipality Annual Report 1996). While AA has been implemented by this institution, the racial, gender and disabled component of the organisation does not comply with the stipulations of the WPTPS(1996) or the EEA (1998). Thus far this organisation has not registered an AA programme with the Department of Manpower and it would appear that it has no intention to do so in the near future. The lack of commitment to AA is further reflected by the failure of this organisation to appoint an official to oversee such a process, despite it having advertised such a position in October 1998.
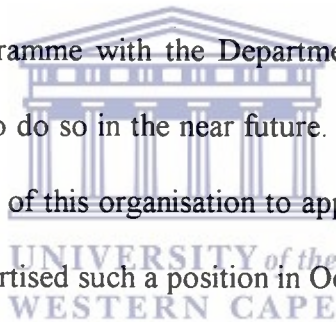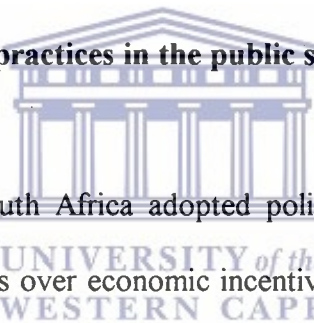
CHAPTER 2

OVERVIEW OF AA AND ITS IMPACT ON LOCAL GOVERNMENT

Introduction

This chapter reviews the historical issues relating to AA in the public service and focuses on the policies, practices and discrimination within local authorities, which impede practical implementation.

The origins of discriminatory practices in the public sector

Early imperialist regimes in South Africa adopted policies of racial bigotry, to ensure political domination of minorities over economic incentives. Driven by these incentives, it became necessary to intensify the application and practice of racist and discriminatory policies. Although segregation was already policy in 1948, segregationist policies were further entrenched by the nationalist regime. The nationalist government used the full machinery of state to implement and apply racist and discriminatory policies.

Local authorities became a vehicle to ensure the differentiation of systems and structures, according to population groups. The fulfilment of these structures were realised through white local authorities, black local authorities and management committees, for Coloureds and Indians. Policies incorporated into the segregationist strategy of apartheid included

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spatial separation, influx control and separate development. The white minority was afforded a more privileged position in terms of socio-economic and political development, at the expense and to the detriment of the black majority. The root causes of apartheid can thus be founded in racism and discrimination. Prior to and immediately after the democratic elections of 1994, the prolonged impact of discriminatory practices demanded that a strategy such as AA be implemented to give legitimacy to transformation and redistribution in a democratic South Africa.

Local government in terms of the White paper on Local Government (1998) has been given 'a distinctive status and role in building democracy and promoting socio-economic development'. The Constitution of South Africa (1996) mandates Local government to:

- Provide democratic and accountable government for local communities.

- Ensure the provision of services to communities in a sustainable manner

- Promote social and economic development

- Promote a safe and healthy environment

- Encourage the involvement of communities and community organisations in

  the matters of local government (WPLG,1998:15).

However these organisations have experienced numerous problems in the form of reconciling tensions within their own structures and from the external environment; which include national and provincial governments, and international institutions. These tensions

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centre around the need for greater democratic functioning and becoming more relevant, within South Africa's democratic context.

Underpinnings of Affirmative Action in South Africa

In South Africa numerous theories and viewpoints exists on AA exists, the objective being, to overcome manifestly racist policies and practices, and the urgent need to implement transformation and redistributive policies. Inequalities in South Africa between blacks and whites and men and women are quite substantial and differences in income and status have parallels with race and gender. On the impact of inequality, Swanepoel et al (1998:113) state, "Massive inequalities in income and status affect social cohesion, undermine efficiency and economic growth, and have a devastating impact on families and individuals. South Africa cannot sustain the current level of inequalities related to race and gender."
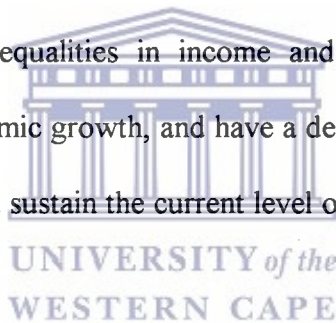
AA thus emerges as a concept to capture the essentials of the conflict about different propositions to resolve the dilemmas of racism, discrimination and inequality in South Africa. The origins of the term AA is derived from the United States of America (USA), where such policy prescriptions were used to address discriminatory practices against minority and marginalised groupings. Due to differences in South African and the USA's socio-political and economic conditions, numerous authors call for the South Africanisation of AA. These authors include Human (1993), Levy (1994), Weiner (1996), Fitzgerald (1996), Ncholo (1997). To this end, the Black Management Forum (1996:4)

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states: "Affirmative Action needs to be defined in a way that has meaning within the South African context and that reflects the particular historical origins of inequality in this country."

Maphai (1996:11) views AA within the broader context of a national human resource development strategy. For him it cannot be a substitute for the principle of equity for fair competition, but it should be an instrument for effecting and enhancing such principles. Similarly, Cloete and Mokgoro (1995:72) view AA as addressing specifically the exclusion of the majority from decision making, controlling and managerial occupations in the government. 'It is an attempt to make the public service more representative and to reduce inequality.' Langa (1994) perceives the importance of AA to overcome the retrogressive effects of discrimination, both within and outside the labour market, which limit the advancement of black people and women along the occupational ladder. He argues further for participant planning of all people in planning, design and delivery processes and calls for statutory and non statutory institutions to support a comprehensive human resources development programme. Fitzgerald (1996) expresses the view that South African institutions have to be brought into the mainstream (African-majority) of society and AA in isolation from a broader strategy of institutional transformation, may have an extremely limited impact on development. Most authors on AA in South Africa agree that organisations have to implement such a strategy, to function successfully in the context of a democratic South Africa.

The principle of representative bureaucracy, in an effort to reflect all racial groups to articulate the interests of those it represents, is common to most democratic countries. Similarly, Levy (1995), Nicholo (1994), Fitzgerald (1993), Lungu (1993), Mokgoro (1992) support the view that the composition of the nation as a whole, should be reflected by the public service. Representativeness thus allows for a balance of all groups, to express their concerns and aspirations within society. Levy (1995) reflects on the dichotomy of AA policy, firstly as a means to develop a representative bureaucracy and the need to empower the public service through focused training and skills development. While representative bureaucracy may result in the rapid expansion of the public service, training and skills development may require rationalisation and strategic reorientation. Levy (1995) also states that AA should promote procedures, which render colour irrelevant and encourage the institution of practices, which proactively foster attributes of accountability, openness, competency, efficiency, non sexism and equity in all areas or local government service. Wooldridge (1992) seems to support this view, and is of the opinion that AA addresses only one aspect of human resource development and it should be implemented in conjunction with other components, such as training focused on empowerment, structural change within the present training environment and change management.

From an international perspective the Malaysian examples provides valuable insights as to how AA has to be applied for ultimate rewards. Swanepoel et al (1998:175) reflects on the following:

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- AA policies based on race/ethnicity can cause great rifts along ethnic lines and undermine efforts to foster a national rather than a sectoral identity among all groups in society.

- AA plans founded on group based notions of disadvantage do little to benefit the poor.

- Irrespective of political protestations to the contrary, once AA measures are introduced, it may be very difficult to remove them.

- Neglecting the needs of the poor masses, even while vastly improving the number of entrants from the disadvantaged group into the bourgeoisie may lead to social unrest and serious class conflict.

Other Malaysian experiences on AA are illustrated as:

- The effectiveness of targets and quotas in redressing racial imbalances.

- The effectiveness of fast track promotion procedures in achieving representativeness at all levels in the public service (UWC conference paper, 1996:39)

The Namibian experience of AA in terms of legislation in employment practices provides the following insights:

- The goal of AA is to create equal employment opportunity.

- The target groups of AA are blacks, women and the disabled.

- Employment quotas which require the hiring of unqualified persons are rejected.

- Preferential treatment under carefully planned AA programmes should only be given to suitably qualified persons.

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- AA measures should not be used as an absolute bar on the employment or career prospects of those who are not members of target groups. (Gerber et al, 1998:162).

The North American experience in terms of AA reflect the importance of:

- Specific goals and timetables for departments.

- Carefully delineating target groups.

- Establishing clear grievance clearing procedure.(UWC, 1996:39. Conference paper on AA)

Although AA policies and strategies may vary from country to country, it is still recognised as an effective mechanism for ensuring social justice in civil society, the public sector and the work place.

AA Legislative Framework

In South Africa, inequality and the practice of discrimination permeate all structures of civil organisations and administrations. National government has consistently provided legislation to overcome the disempowering effects of apartheid, for example, The Constitution of South Africa, The White Paper on Local Government (1998), The White Paper on Transformation in the Public Sector (1996), The Labour Relations Act (LRA) of 1996, and the Equal Employment Act of 1998. In terms of AA, such preferential policies are aimed at promoting individuals from disadvantaged and marginalised groups to achieve employment structures which are more representative of the available and

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qualified labour market supply. The Constitution of South Africa, Act 108 of 1996, in section 9(3) of contains what is known as the AA clause. It states, "Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons, disadvantaged by unfair discrimination, may be taken. The LRA (1996) similarly supports corrective action and distinguishes it from discrimination. It states, " The provisions of sub item (1) shall not preclude any employer from adopting or implementing employment policies and practices, which are designed to achieve the adequate protection and advancement of persons or groups or categories of persons disadvantaged by unfair discrimination, in order to enable their full and equal enjoyment of all rights and freedoms" (LRA,1996:253).

Local authorities, as vehicles to facilitate the development of formerly disadvantaged communities, are of critical importance for future upliftment programmes. The Reconstruction and Development Programme (RDP) for example has provided the framework for upliftment, and socio-economic and political development should have been a natural progression of such a programme. However, socio-economic development has been slow due to factors, such as financial constraints, inadequate resource and infrastructure, and the will to perform more effectively and efficiently within local authorities.

Strategic interventions, such as human development strategies and AA policies will inevitably have an impact on the economy of South Africa. Similarly, the emergence of

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racial divisions of labour has had a profound effect on the economy. Both the studies by Cloete and Mokgoro (1995) and Fitzgerald (1996), reflect on the fact that white males occupied most senior managerial positions in the public service, determining that resource allocation was skewed in favour of the privileged class. Job reservation and other discriminatory labour practices also formed part of the evolution of apartheid resource allocation. Motala (1994:33) therefore is of the opinion that 'a narrow and supremacist allocation of resources has negative economic and social effects.' While always enjoying the status of preferential resource allocation, it becomes inevitable that elements within the formerly privileged sections of the population will be critical of and resistant to redress and remedial strategies, such as AA.

Boase et al (1996) call for an employment equity strategy and make comparisons between South Africa and other developing countries, on the lack of investment in human capital, as an indication of resource commitment to be globally competitive. Lombard (1981) however, focused on the overutilization of individuals in certain sections of the labour force and the underdevelopment and underutilization of Black's potential, skills and capabilities.

Moreover Boase et al (1996:18) reflect on issues within the South African environment that have to be addressed in terms of employment equity. These are:

- Social deprivation and low levels of literacy.

- White dominance of wealth.

- Covert and overt discrimination.

- Massive poverty.

- The Reconstruction and Development Programme.

The development of the human resources potential was recognised as a key objective of the RDP, which underpins the capacity to democratise and renew society in South Africa. To this end, the Growth, Employment and Redistribution strategy (GEAR) calls for a redistribution of income and opportunities in favour of the poor (WPLG, 1998:40). AA is thus not a single strategy, but can be seen as a set of strategies to overcome the inequalities of the past and to eradicate the discriminatory practices, which still prevent individuals from one or more groups to compete for employment opportunities.
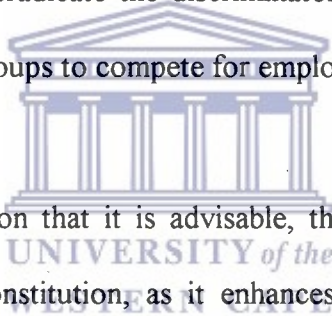
Faundez (1994) is of the opinion that it is advisable, that the basic framework of AA policies be contained in the constitution, as it enhances its political legitimacy. South Africa has followed this example by reflecting on it in Section 9(2) of the Constitution of South Africa. The Employment Equity Act of 1998 articulates such legislation, which has the objective of ensuring the amelioration of conditions of disadvantaged individuals or groups, including those that are disadvantaged, because of race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.

The Employment Equity Act of 1998 (EEA) seeks to effect employment equity in South Africa. It articulates the aspirations of the majority of South Africa and its main objective is to promote and sustain employment equality and overall fairness with regard to:

- recruitment procedures

- advertising and selection criteria

- job classification and grading

- remuneration

- performance evaluation systems

- promotion.

- employment benefits and terms of conditions of employment

While AA policy in South Africa has been legislated by various legislatory statutes, the form of legislation has always been problematical. Human (1993:4) is concerned with the form of legislation and refers to 'minimal' legislation i.e. 'voluntary AA' and leaving the definition of such policy to the courts. 'Detailed AA', which specifies the scope of AA, and legislation, which allow the collective bargaining process to define the scope and limitations of AA. Levy (1995), however, is of the opinion that regulatory mechanisms will be ineffective unless senior management takes on a major responsibility for the transformation process. In the South African context this is highly problematical as there is still a preponderance of white males at senior management level, unwilling to implement holistic or meaningful change (Levy, 1995).

Equally, at local government level, Williams (1998:9) highlights the problem of white functionaries occupying strategic positions, who use bureaucratic machinery to protect their apartheid derived privileges.

Labour movements reflect that legislatory innovations in the EEA (1998) are vague about certain conceptual aspects of legislation. An example of such a problematical conceptual aspect, is the term 'positive measures', without providing clarity as to what it entails (TULEC 1998:4). Similarly, Williams (1998) also reflects on the problematical nature of conceptual, structural and procedural elements in the EEA (1998) needing clarification, to avert conflicting interpretations of such policy, which provide employees with a scapegoat to manipulate such policy.

By the same token that the EEA (1998) is problematical, so too is the implementational phase of such legislation. Levy (1996), Ramphele (1995), Ncholo (1996), Human (1993), all provide critical components for the successful implementation of AA. The Institute of Personnel Management (1994: fact sheet 236) provide the following guidelines:
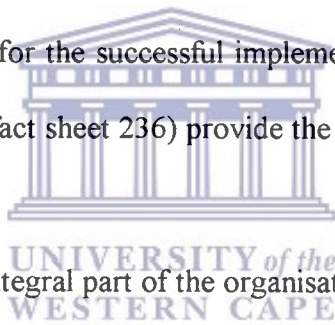
- AA strategy must form an integral part of the organisation's overall business plan.

- Top management commitment to the development, implementation and progress of the process is non-negotiable.

- Involve top management, line management, employees and unions in the initial development of the strategy (a top-down approach will result in lack of acceptance and commitment).

- Ensure that the affirmative action process is in line with the organisation's culture.

From the above mentioned objectives, and AA legislation, it can be seen that implementation strategies must be established on the basis of the larger objectives, such as

an overall strategy of transformation and redistribution. Institutions obtain such empowerment cues through legislation, and thus it can be concluded that AA as legislation, is implemented by local authorities to achieve transformational goals.

Even though AA has been legislated, it has had a limited impact on the implementation of such strategies. An example of this is reflected by the largest local authorities in the Western Cape, who have all failed to register an AA policy with the Department of Manpower, despite committing themselves to such legislation in terms of the WPLG (1996). As AA strategies are applied and implemented in the public service numerous criticisms and other concerns of such strategies have arisen, particularly in circumstances where majority groups are excluded from senior management and strategic posts.

Criticisms of Affirmative Action

While most analysts in South Africa agree on the necessity of AA as a remedial strategy to overcome the retrogressive influence of apartheid, such strategies have also been heavily criticised. Contentious issues surrounding AA involve matters such as tokenism, discrimination in reverse, the lowering of standards and quota systems.

Sikhosana (1996:38) who reflects on these criticisms, believe that they are not justifiable and states, " To view AA as discrimination in reverse could only be valid in instances, where no discrimination existed or exists against members of those groups to whom policy is applied."

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The critique of tokenism has come about, because of efforts to give legitimacy to organisations that have to implement AA to be more representative. Faundez (1994) states that the appointment of members who do not have the requisite skills or qualifications to do a particular job is the most controversial of AA measures. By the same token, Lungu (1993:12) is of the opinion that manipulative strategies, such as tokenism leads to more bitterness among affected groups and is used by appointing authorities to reduce pressure for more representation from concerned groups.

Sikhosana (1996:39) is of the opinion that target setting and quotas, could serve as a mechanism, 'which does not leave the implementation of AA to the goodwill of the very people who are threatened by it.' Nzimande(1993) also argues that AA will occur as long as it does not threaten the white status quo.
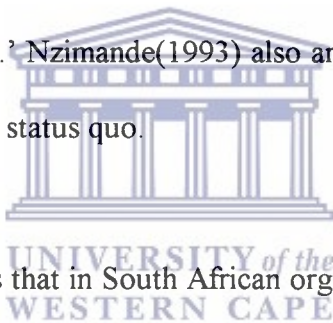
In contrast, Nyati (1992) argues that in South African organisations, black managers were initially promoted too quickly in response to demands of 'black advancement' the result being, many of these managers were incompetent; thus re-enforcing white prejudice about black incompetence.

Chapter summary

This chapter focused on the historical underpinnings of the problem of disempowerment in South Africa and why AA policies and strategies are necessary. Confusion has arisen about AA in South Africa because of the a-historical and decontextualised way in which

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such strategy is viewed. This has allowed numerous authors to provide various conceptual definitions regarding such policy. The general thrust of such definitions have centred around the need for democratic functioning, redress and remedial strategies, redistribution of resources and employment equity. Nevertheless as Motala (1994:26) correctly asserts, "In South Africa deeply entrenched practices, bolstered by legislative, political, socio-cultural and ideological preconceptions have, over the last three centuries, particularly with the onset of industrialisation, given rise to a crippling disempowerment of the majority of the population." The cumulative effect of discriminatory practices have therefore determined that most blacks are excluded from institutional structures, decision making processes, wealth creation and productive activities. Prior to democratic transition in 1994, it was recognised that redistribution and remedial strategies were needed to negate the socio-economic and political imbalances brought on by apartheid. Affirmative action was recognised as a vehicle to address such imbalances.
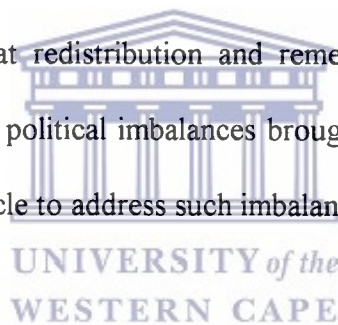
Legislation was provided by various regulatory measures to ensure that such policies were adhered to, especially in the public sector, nevertheless implementation has been slow. Implementation has also been effected in a manner contrary to and inconsistent with the spirit of redistribution and reconciliation. Criticisms of such policy have thus come about because of the manner in which such policy is applied and implemented. This chapter suggested that local authorities are an essential feature of socio-economic and political development in South Africa and have an important role to fulfil. It is imperative that AA is applied and implemented in a systematic manner to ensure that the local authorities are committed to social engagement and societal change.

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CHAPTER 3

AA IN OOSTENBERG MUNICIPALITY

Introduction

This chapter examines AA policy implementation and practices within the Human Resources Department of Oostenberg municipality. In terms of its commitment to overall transformation, this organisation has embarked on numerous redistributive and redress strategies. However, this chapter will focuses mainly on the human resources department to examine to what extent AA is implemented to achieve representativeness within the organisation. Achieving representativeness should give effect to the objective of equality of opportunity, which is crucial to those who had been denied such opportunities, on grounds of race, gender or disability. It is essential to reflect on the historical background of local authorities and local governance, to understand the challenges and constraints facing this organisation when applying AA strategies and policies.

Overview of Local Government in South Africa

During apartheid rule local government was characterised by fragmented and differentiated municipal structures throughout South Africa. Prior to the amalgamation process in the Oostenberg municipality, the fragmented local authority institutions of this municipal area typified the apartheid era structures.

Employment before 1994

Racial segregation had been entrenched by apartheid policies, which aimed to limit the extent to which affluent white local authorities had to suffer the financial constraints placed on them by servicing disadvantaged black areas. A lucrative revenue base for white municipalities was secured through the pass law system, which restricted the permanent presence of Africans in the urban areas. Apartheid policies and practices demarcated local government boundaries in a manner that major commercial, industrial and mining centres were excluded from the jurisdiction of black local authorities. A general characteristic of white municipalities was small populations to serve, and large concentrations of economic resources to tax. Ismail et al (1997) also reflect that during the apartheid period, nepotism was especially prevalent in the public service, where the protection of racial interests led to ethnic mobilisation and safeguarding of individual interests. They state further that, "It resulted in the crude manifestation of corrupt practices in recruitment procedures."
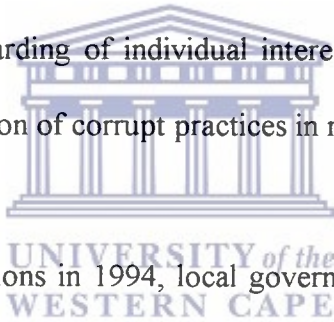
Since the first democratic elections in 1994, local government institutions have operated under considerable strains, because of pressing economic and societal demands. Tensions within communities centred on services, housing and other socio-economic inequalities that existed in municipal areas. Nevertheless, local government in South Africa has a defined role, whereby the general welfare of people and communities are promoted in line with democratic functioning. By the same token the Oostenberg municipality is delegated with the indispensable task of providing essential goods and services in an equitable manner. Human resources, as an essential feature of this organisation, therefore plays a major role in terms of the productive contribution of employees.

The New Constitution of South Africa, the RDP and the WPLG (1998) provide the impetus and framework for democratic functioning within municipalities, to provide communities with a more equitable form of service delivery and service provision. Legislation in the form of the Local Government Transition Act (Act 209 of 1993) provide a framework to address inequalities, structural deficiencies and financial legitimacy problems in line with the New Constitution. Similarly, the Act promotes the development of local government by ensuring that local authorities work towards achieving the objectives of the RDP, such as providing basic services, capacity building and redistributing public resources. The Urban Development Framework (1997:39) reflects on the tripartite role of municipalities, thus:

1. An instrument for democratic participation and accountable governance for local communities.

2. An agency for the promotion of local social and economic development .

3. A key organ for ensuring service delivery.

Key programmes such as 'The Masakhane' and 'Project Viability' were initiated by National Government to assist municipalities in their new role. The Masakhane operates primarily at a political level, emphasising the need for services to be paid, while Project Viability seeks to identify municipalities in financial difficulty (Municipal Infrastructure Investment Framework,1997:27). AA was similarly legislated and such programmes had to be applied by municipalities in terms of the White Paper on AA(1998) and understood within the framework of the EEA of 1998. The development of Human Resources was

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also given recognition in the RDP as a crucial feature of redistribution and democratisation as to ensure that the public service became more representative of the communities which it intended to serve.

Local authorities, more specifically, Oostenberg municipality needed to develop and apply AA to improve the utilisation of previously disadvantaged groups. The white paper on AA (1998:8) specifies 8 minimum, but mandatory requirements, which Oostenberg Municipality would have applied in terms of AA legislation and in terms of its commitment to overall transformation. These included:

(a) Numeric Targets.

(b) Employee profile.

(c) Affirmative Action Survey.

(d) Management practices review.

(e) Performance management.

(f) Affirmative action plan.

(g) Policy statement.

The extent to which Oostenberg municipality wanted to or could implement the above-mentioned objectives was dependent on factors, such as the will to perform more democratically, the financial constraints and the existing ethos amongst the present workforce.

The Oostenberg Municipality

Transformation within the Oostenberg Municipality (OM) required a sound theoretical framework to ensure that effective and efficient mechanisms of service delivery could function within the context of democratic principles. The initial planning of the Oostenberg Municipality's macro organisational design reveals meticulous planning and detailed proposals of how the organisation perceived its future. Initial project consultants for the development of a strategic plan and integrated development was done by academics from the University of Stellenbosch (Oostenberg Municipality IDP document,1997:4). This tertiary institution, interestingly, is also renowned for having provided the architects of apartheid and other devious discriminatory measures in South Africa. The determination of the macro-organisational design, formed part of the larger local government restructuring process, as provided for in the Local Government Transition Act, Act 209 of 1993. Section 8.1(b) of the Cape Metropolitan Further Enactment, (27) of 1996 obliged all local authorities in the Cape Metropolitan area to determine and adopt their organisational structures before 30 June 1997. The OM was therefore responsible for its own macro-organisational design and amongst the strategic tasks recognised by strategic managers in the organisation were:

1. Institutional transformation and change management.

2. Preparation and review of a service delivery strategy.

Executive Committee report, OM (1996:8).

The OM also enlisted the firm Communicon as consultants to assist it with its macro organisational design. At various workshops, thorough planning of the macro organisational action plan was initiated and various proactive recommendations were made. In terms of the broader transformational goals the OM committed itself to Integrated Development Planning as contained in the WPLG (1998) and Land restitution, with the aim of empowering formerly disadvantaged communities (Strategic Planning workshop report, OM 1997). The identification of a training needs analysis and a skills audit was also recognised as a major priority for the organisation and would take place within a predetermined time frame.

In 1996 numerous appointments were made within the OM in an effort to make the organisation more representative. The Human Resources Directorate however, was mainly concerned with the restructuring process and the placement of personnel into various directorates. The short term vision established for this directorate stated, 'The Human Resources directorate is to provide support with the establishment of a positive new work ethic for all personnel assigned to OM. (OM annual report, 1996:28). Planned activities included an induction programme for all personnel and the formation of an organisation and work study group.

Representativeness in the Oostenberg Municipality

Currently the Human Resource Directorate has been functional for approximately three years and it performs the recruitment, selection, training and various administrative

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functions required by the organisation. The directorate is headed by Mr Amensure and he is assisted by two senior managers Mr. E. Williams and Ms.Bett. The appointment of the Chief Executive Officer Mr Cedras in the OM can be considered an AA appointment, because during apartheid local government, such positions were exclusive to white officialdom. Various other directorates in the OM reveal similar organisational structures, where a formerly disadvantaged individual or an AA candidate holds the key position. OM could indeed consider this as an achievement in terms of its commitment to transformation. However, in terms of gender and disability the organisation reflects very little progress, because none of the top management positions are held by women, or disabled bodied persons.
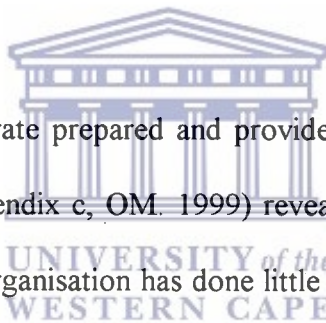
The Human Resources Directorate prepared and provided a race profile in terms of the EEA (1998). This profile (Appendix c, OM. 1999) reveals various statistical facts about the OM and confirms that the organisation has done little to achieve representativeness. It also confirms that this organisation adopted a laisse faire approach to redistribution and transformation, as there is still a preponderance of white males at managerial level posts.

The senior management echelon reveals an equal amount of white and black males, however, no women or disabled persons are represented at this level. It would appear that at this level the organisation was intent on achieving representativeness in terms of race, but disregarded gender and disability. While at post level 1, the position of Chief Executive Officer, is held by a coloured male, white males still outnumber coloured males at the other senior management post levels.

In the middle management echelon white males are in the majority at 64% with coloured males representing 23% of the workforce. Coloured females, however, represent only 3.4% at this level, while white females are represented by 5.5%. No Black African males or females are represented at this level of the organisation and no statistics are provided for disabled bodied persons, although information provided by the deputy director, reflects that no disabled bodied persons are represented at top and middle management levels.

The lower management or caretaker level echelon also reveals that white males are in the majority at 46.5 % of the work force. Together males make up 71.4 % of this sector. White females are the second largest group at 14.46% and coloured females at 13.37%. The patterns of representativeness at this level are essentially similar to the middle management echelon. Women are most represented at the operational level, however they still represent a minority grouping. Black males and females represent 0.64% of employees at this level.
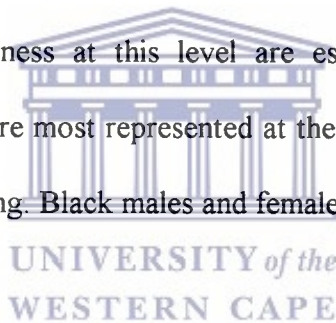
In terms of demographic representation in the organisation the black African female is the least represented group, with 1 employee at caretaker level and 4 at the operational level. At the ordinary worker level, only 0.54% of the workforce are black women and this group represents the lowest paid employees within the OM.

It is clear that this organisation has made little attempt to achieve representativeness. While democratic functioning, redistribution, reconstruction and the advancement of disadvantaged groups has been placed high on the agenda of national government, OM

has made little progress in terms of the constitutionally stated objective, that the public service should reflect the composition of the population of the community.

In the Western Cape, the percentage breakdown of the population reflects the following statistics, whites 23.8%, coloureds 57.1 % and blacks 18.2% (Central Statistical Services, 1996). The OM's organisational structure does not reflect a similar pattern.

A distinct feature of the organisational structure of the OM, however reveals the failure of the organisation to appoint blacks to senior and middle management posts. At the operational and worker levels, they are also the least represented groups. In terms of gender, the differences are more pronounced, because black females only represent 0.68% of the entire workforce complement in the OM.
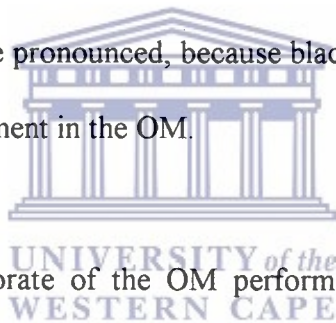
The Human Resources Directorate of the OM performs the recruitment function and should serve as the major functionary in terms of achieving employment equity and determining the human resource capacity of the organisation. However the OM organisational structure clearly does not meet the requirements as set out by EEA (1998) and AA policies. The organisational structure reveals that much more needs to be done to meet the requirements of an AA policy. The OM has to employ more blacks, women and disabled people if it is serious about attaining the goals of representativeness in terms of legislation. Black women and the disabled should specifically be targeted to advance the principle of AA within the framework of the EEA (1998).

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An evaluation of the weaknesses within the OM, which are of concern, is reflected by the following:

- While commitment to AA from the Chief Executive Officer and councillors is important, the process has to be supported by all levels of staff in the organisation for it to be successfully implemented.

- The failure to appoint an AA officer to effectively drive the process.

- Failure to achieve representativeness three years after the formation of the organisation.

- The failure to appoint any blacks in middle and senior management echelons.

- Attitudes amongst staff remain negative and are rooted in the status quo. Control remains with white managers and black employees are regarded as incapable of taking responsibility and accountability.

- There is a lack of clear commitment by senior management to invest sufficient time and effort in an AA programme. Such behaviour communicates the message that failure to reach predetermined AA targets will be condoned because management itself is only going through the motions out of necessity.

- The lack of distinct policy objectives with targets and time tables undermine implementation within the organisation and makes measurement of progress haphazard.

- The capacity of the organisation to apply AA with due regard to financial constraints and cost effective functioning.

- The preponderance of white males at management level echelons.

It will indeed require strategic planning and economic prudence to effectively implement an AA strategy, because thus far very little has been achieved. The recruitment of five senior coloured managers to top positions in the organisation may be a positive step, but it can be regarded as tokenism, because of the lack of representativeness at operational and lower management levels. Thus far the laisses faire approach to AA within the organisation affirms the hypothesis that there is no clear commitment to such a policy.

The Labour Relations Act (1995), the EEA (1998) the Basic Condition of Employment Act (1997) have all provided clear guidelines for the practical implementation of AA. Such legislation provides specific procedures which promote representativeness, achieve equity in the workplace and foster transparency and democratic functioning.
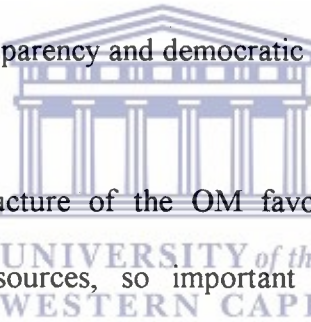
The present organisational structure of the OM favour whites and fails to address redistribution of economic resources, so important to the upliftment of formally disadvantaged communities. The appointment of formerly disadvantaged candidates, to achieve an even balance of whites and coloureds at senior management levels, serves only to reinforce the fact that the organisation, from its inception was not intent on achieving representativeness. For, as has already been alluded to, Blacks, women and disabled persons are not being affirmed in the OM. White males are still the predominant group in the three managerial levels of the organisation, which reflect that the status quo has remained unchanged. If the OM is going to achieve representativeness, then it will have to review its current structures, policies and practices and look at ways in which

unrepresented groups can be trained and skilled to ultimately enter middle and senior management positions.

Transformation in the organisation has thus far been a slow process and research done within the organisation, suggest that employees are nevertheless still motivated to succeed, because of employment opportunities which have been granted to them. Njuguna(in Gerber et al 1996:186) stress the importance of attitudes when defining AA, "adopting management styles conducive to racial coexistence, and developing attitudes that enhance racial co-existence, racial tolerance and racial acceptance." The challenge facing the OM is the need to identify the various stakeholders and to address their fears and aspirations. Presently, the stakeholders are identified as, the intended beneficiaries of the programme; the previously advantaged members of staff and the community within which the organisation is situated. Needless to say, they all have legitimate fears. The organisation will have to address such concerns first if any programme of employment equity is to succeed.

Chapter Summary

AA is an active form of intervention undertaken by to redress historical inequalities, However the OM has done very little to actively pursue such a strategy. Representativeness within the institutional hierarchy of this organisation, reveals that remedial measures are needed to correct imbalances in the workforce and also to address the concerns of the various stakeholders.

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Charlton and Van Niekerk (1994) propose that an AA strategy should adopt a holistic, multifaceted approach, accelerating the development of people in meaningful, responsible positions to the benefit of the individual and the organisation. Obstacles to development should be identified and removed to provide more opportunities to previously disadvantaged groups.

The OM will be engaged in a continual process of organisational development. It is imperative that the organisation take cognisance of its shortcomings, if it intends to be relevant within the context of a democratic South Africa. In terms of its on going commitment to transformation, as envisaged by the Human Resources Directorate it is presently engaged in drawing up a skills audit of the organisation. The need for a comprehensive AA framework is now even more poignant, given the existence of legislation. Thus far the organisation has expressed numerous statements of intent, but in terms of AA policy has proceeded at a very slow pace.
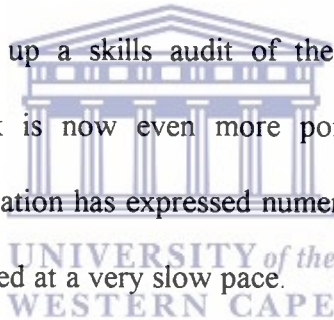
This chapter also revealed that representativeness should also be a major concern within the OM. Another concern is that those who should be targeted for preferential treatment in terms of AA legislation are not receiving preferential treatment. Peron(1992:60) makes reference to this, "Those who receive preferential treatment often are not victims of discrimination, and those who are victims receive no benefit. The idea of group discrimination implies that individual members of the group suffer injury, because of their race. Yet compensation to the group as a whole in the form of preferential hiring is directed at the wrong target." It becomes imperative that when AA policies are

implemented that the target population is clearly recognised so that those who are to receive preferential treatment are targeted.

CHAPTER 4

RECOMMENDATIONS AND CONCLUSION

This chapter analyses data obtained from the Oostenberg Municipality and puts forward recommendations before concluding the study. It should be noted, however, that a critical section of the sample population was unwilling to participate in interviews, because of fears of victimisation. Nevertheless, some employees agreed to participate on the condition that they could remain anonymous. Senior officials within the organisation were evasive about interviews and defensive about AA policies and referred most enquiries to the Chief Executive Officer (CEO) of the OM. Certain officials within the organisation refused to provide information, despite being requested by senior staff members to do so. The CEO of the organisation, however, was most obliging and the research would not have been possible without his assistance.

Presentation of data

Ten interviews were scheduled, however, only five materialised. A large portion of the information plus the documentation on the OM was obtained from staff members in the management echelon of the organisation. Staff members from the Cape Metropolitan Council and Tygerberg Municipality provided information with regard to the transitional phase, during which the organisation was formed.

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Analysis of Data

For the purposes of this analysis all managerial posts are treated as posts ranging from post level 0 to post level 9 as reflected on the race profile provided by OM (Appendix c, OM.1999). The current race profile of the OM reveals that although the organisation has a predominantly coloured workforce, white males represent 51% of the managerial level posts. At this level, Blacks (0.1 %) have extremely limited representation whilst disabled people are not represented at all. In terms of gender, white and coloured males are the predominant groups at the managerial level, with a single black male at the lowest echelon of the managerial levels. Also at the managerial level, white and coloured females constitute 22% and 0.04 respectively. The one black women, as is the case with the one black male, is found at the lowest echelon of the managerial level.
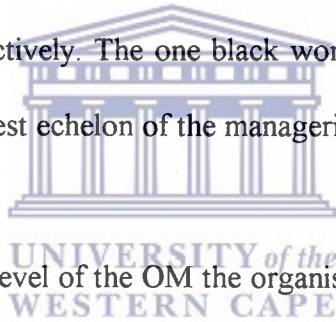
At the operational and worker level of the OM the organisation reflects similar patterns to the managerial level. However at this level, white and coloured males are in the majority, constituting 69% of the workforce. Black males make up 7.2% of the workforce and black females 1.8%. At this level there are 530 employees, however, only 11 of them are black women. Black women are thus the most marginalised group in terms of representation at all levels. In the entire organisation the ratio of males to females is 8: 2.

It is evident from these statistics that although the OM has a few formerly disadvantaged employees at managerial levels, whites to a large extent, determine how the organisation should function. Women have a secondary role within the organisation and are found

mostly at the operational and worker levels. Therefore in terms of income distribution, they receive substantially less than their male counterparts in the organisation. White females, however formed 23% of management, placing them in a more privileged position than coloured and black women. In reflecting on such inequalities, Swanepoel et al (1998:113) state that: "Consistent inequalities in incomes by race and gender are associated with an unusually skew distribution of income. As a result, poverty and inequality (in South Africa) are worse than most Third World countries at a similar level of productivity."

By logical deduction the current race profile in the OM, with its skewed distribution of income, contributes to inequality and poverty. While it is a fact that blacks and coloureds have been marginalised by years of racist policies, the OM with it's current race profile sustains the status quo. Whites, who for years have benefited from racist resource allocation and distribution, still command the more lucrative positions within the organisation.

From the information obtained from the current profile, it would also appear that the preferential coloured labour treatment, which was common practice during the apartheid era, is also reflected by the present race profile. Coloureds make up 68% of the total workforce, whites however make up only 15.75% of the workforce, yet 52% of them hold management positions.

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The fact that some employees within the OM did not want to provide information for fear of victimisation does not reflect well on the functioning of the organisation, in terms of transparency and accountability. The interviews highlighted that the OM functioned in an autocratic manner and that the apartheid styled institutional culture still exists. A common feature amongst the coloured respondents was the view, that despite the autocratic functioning within the organisation, they believed they had the capacity and ability to change the nature and functioning of the organisation.

The interviews also highlighted the fact that current fragmented municipalities in the Western Cape, may combine to form a single large municipality or a mega city. Such a proposed city would have numerous socio-economic advantages, however public sector organisations will have to become more representative to overcome inequalities and undemocratic functioning. Socio-economic advances will mean very little, if redistribution and transformation does not reach the intended targets. Organisations that retain the status quo, because of the failure to act or lack the will to implement AA, will come under increased pressure because of socio-political demands. Tokenism or window dressing will not be enough to correct the imbalances in the workforce and would rather serve to lower standards and lead to a disregard of the merit principle. As such representativeness will have to increase at all levels of the institutional hierarchy, with due regard for competency and ability. Implementing AA as a comprehensive process of strategic planning and human resource development, will mean that the OM will be proactively involved in promoting and recruiting suitably qualified and competent members of disadvantaged groups.

It is imperative, however that the AA process is not manipulated by functionaries within the organisation, a concern amongst some interviewees. The OM has unambiguously indicated its intentions to be more effective and efficient by forming new partnerships with communities. Thus far, however, the Human Resources Directorate has proceeded very slowly in implementing AA to give effect to the vision statement of the organisation. It is important that the organisation remains on course to achieve its objectives. Also guidelines and time frames must be strictly adhered to.

The management component of the Human Resources Directorate of the OM, who fulfil an essential role in creating an environment conducive to racial integration and developing attitudes that enhance racial coexistence, will also have to re-examine their roles in establishing a climate conducive to learning. Disadvantaged groups should be recognised by merit and competency based principles, to undergo accelerated learning, which adequately prepare them for future positions of responsibility.

Recommendations

It is essential to recognise why AA strategies have to be implemented in the South African public service. The primary reason is that inequalities in the South African labour market have been promoted and sustained by racist, patriarchal and exploitative institutions. These institutions include the state, the private sector, the departments of education and training, the judiciary and other systems of regulation.

Recommendations will therefore firstly focus on the broad base of an AA strategy.

- An AA strategy must not be equated with redress and transformation, but must be considered as a necessary step towards transformation.

- Race and gender based inequalities in the South African labour market should be underpinned by class based inequalities.

- Race and gender should be critically analysed when applying AA policies as to ensure that class inequalities are not further widened by improving the conditions of an already affluent white, black petty bourgeoisie. *middle class*

- AA should be limited to deracialisation, the prohibition of discrimination and race and gender based inequalities. Thus, broader socio-economic transformation should be a natural function of the democratically elected government.

- AA should be proactively pursued as to ensure that race and gender based inequalities are not based on the removal of discriminatory legislation alone.

- Locating AA within broader transformation strategies such as the RDP to ensure that implementation and control is not only a bureaucratic exercise, but people-driven and transparent. Thus human resource strategies will be more focused on human resource development and capacity building needs than rather simply promoting a few in high positions.

- Programme monitoring and evaluation should accompany an AA strategy by setting targets which can be efficiently measured to ensure effective evaluation.

- AA should encourage a "win-win" situation at the institutional level, where participants benefit from the process of change through people orientated management. In such an environment the former beneficiaries of apartheid should be encouraged to assist and develop the skills of those needing to develop their full potential.

- AA must not be implemented as a punitive measure or as a panacea for past wrongs.

- AA must have clear goals and objectives with set time frames.

- AA may have one overriding aim but it should have many objectives such as increasing representativeness and improving diversity.

- AA should be seen as an indispensable part of the process of creating a new and democratic relationship between state and civil society.

- AA strategies should be linked to the expansion of education and training opportunities for black people, women and people with disabilities.

- AA programmes should be implemented to complement other transformation goals rather than be in conflict with them.

- Recruitment, selection and promotion policies should be based on competency and new definitions of merit, rather than an experience or seniority.

- AA policies should be jointly decided by all relevant stakeholders, especially staff and unions.

The OM with due consideration to the broad based recommendations of AA in the public service, will also have to ensure the following strategic recommendations with regard to an AA strategy:

- That they are devised and planned in a feasible, sensitive yet unapologetic way, as part of a broader approach to human resources development and capacity building;

- That they are not just seen as a hiring policy or numbers game, but as a holistic approach that empowers previously marginalised people to enable them to succeed;

- That they are based not only on the eradication of racism, sexism and other forms of discrimination, but also on the development of a uniquely South African corporate culture, therefore entrenching a culture of inclusivity;

- That they are devised and introduced in ways which complement rather than conflict with other transformation goals and programmes;

- That the nature and purpose of such strategies is communicated effectively at all levels. Dedication and committed members of non-target groups within the organisation should be given reassurances with regard to their job status.
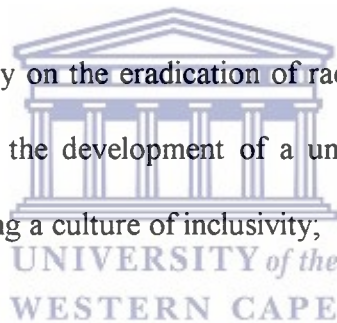
The Human Resources Directorate of the OM can consider the following practical steps in terms of a systematic strategic plan of AA.

• Undertaking of a Needs analysis.

This is necessary to determine the specific type of training procedures, planning and environmental issues to be addressed.

• An audit of the composition of departmental personnel according to race, gender and disability at different levels and across occupational classes.

Such audits are necessary to measure management capacity to address developmental needs and the technical, social, economic, political and environmental problems of the community.

• Goals, objectives and measurable targets and outcomes for the AA process.

While quotas could be counterproductive and lead to a lowering of standards, targets which are measurable are important to the development of programmes.

• Strategies and time-frames for their achievement.

AA must be seen as part of the strategic plan of a particular duration and as an intervention with a particular purpose for a limited time span.

- Methods for the annual monitoring and evaluation of progress, including the production and use of accurate management information statistics.

Monitoring and evaluation are important elements of any programme. They decrease the chances of manipulation and malpractices within the organisation.

- The people and units designated as responsible within departments (including transformation units) for ensuring the effective implementation of AA programmes.

AA must not be disengaged from the functions of existing management who must be accountable for the implementation of such strategies.

- Training programmes to promote AA.

Training must be seen as important in inculcating a new organisational culture which promotes transparency and democratic functioning.

UNIVERSITY of the
WESTERN CAPE
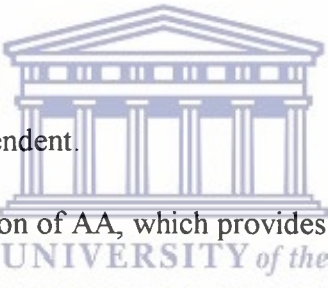
- The introduction of new recruitment and promotion procedures, based on non-discriminatory criteria of competency and performance, rather than on formal qualification and traditionally valued forms of experience.

Disadvantaged groups have been marginalised because of their inability to align themselves with traditionally valued forms of experience and therefore competency and ability are important factors for evaluation.

- Awareness raising and training strategies designed to promote a positive view of AA and to discourage tokenism and the stereotyping of beneficiaries.

AA must be seen in the context of excellence in organisational functioning and performance.

Charlton and Van Niekerk (1996:117) emphasise the importance of leadership for the successful implementation of an AA strategy. According to them, "The accelerated development of competent people into meaningful positions, will never become reality unless we develop leaders at every level of national and organisational life." Important factors for them are:

- AA and leaders are interdependent.

- Leaders need to clarify a vision of AA, which provides hope and focus for people.

- Leaders are vital in creating economic growth and ensuring that wealth is redistributed in the form of opportunity, as well as access to basic resources for black people and women.

- Leadership provides the critical leverage point for organisational growth and change and obtaining the commitment of top management to AA.

- The leader needs to create an environment where AA can take place, and meet the expectations of the workforce for involvement and the quality of life.

In terms of the minimalist focus of AA the Human Resources directorate of the OM is presently working towards the criteria and objectives of employment equity, as contained in the EEA (1998). This should provide the OM with the impetus to implement a systematic AA strategy based on developing leadership and change competence. Charlton and Van Niekerk (1994:205) give the components of systematic strategic development in terms of AA thus:

- Guided by a business plan.

- Identify competencies underpinning success.

- Complementary appraisal, reward systems.

- Audit of existing democratic attitudes and practices.

- Developing a learning culture that rewards competence.

- Marketing people development.

- Generating commitment, personalising the need for change.

- Creative training methodology that impact on the bottom line

- Transferring ownership.

Pons (1996:26) proposes the Nadler Tushman model of organisational congruence in determining how organisations should arrive at an effective employment equity strategy. This model focuses on transformation and examines the parts, which are important to specific outputs. These parts should exist and fit in a relative state of balance. The model suggests that an appropriate strategy is determined through an assessment of :

- The environmental opportunities and threats.

- The organisation's strengths and weaknesses.

- The organisation's current values, culture and vision.

Conclution of AA

These guidelines are significant for an effective AA delivery plan. Similarly, Gerber(1998:167) proposes that the entire organisation must be involved in AA, employment equity and consultation about it. It is thus imperative that all management and operational staff of OM become involved in the change process of the organisation. Other stakeholders, such as the community and labour unions should also be made aware of the objectives of the organisation.

Chapter Summary

This chapter revealed that the current profile of the OM contributes to inequality and poverty. It suggested that the race profiles of the organisation also sustains the status quo, because whites still command the more lucrative positions within the organisation. It is therefore imperative that the organisation re-evaluates its profile in terms of representativeness. This study also argues that Black African and Coloured women are the most marginalised group within the organisation, and therefore should be the main beneficiaries of AA policies. These marginalised groups should thus be progressively recruited and promoted in terms of their skills and competencies.

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The OM has made some progress in terms of AA, however, substantial progress has yet to be made. It is therefore important that the organisational culture changes, so that AA and employment equity are achieved in all the facets of development in the organisation. Gerber (1998:196) recognises two major goals of AA that have significance for the OM. They are:

- To be alert to the previously unobserved abilities of under-utilised groups and to foster a critical re-evaluation of standards and policies.

- To promote substantive equality of opportunity in the workplace.

This chapter also emphasised the need to eradicate the inequalities within the organisation and thereby contribute toward alleviating poverty. AA should produce competent people to meet existing and future organisational needs. The environment should be conducive to learning, productivity and personal growth. A feature of the organisation which was highlighted during the research, was the apartheid styled self-censorship, which contributed to the refusal by some employees of the OM to be interviewed.

CONCLUSION

Human Resources Development is an essential component of economic growth and sustained prosperity in South Africa. As we enter the new millennium the challenges facing the South African public service are immense, nevertheless they are not insurmountable. Extending human resource development to be more inclusive of the population demands, require strategic vision and sound socio-economic planning.

AA as a component of a broader transformation and reconstruction framework provides the public service, as well the private sector with numerous opportunities to promote equity and effectiveness. The demands on our post apartheid democracy are immense and the prosperity of SA will be evaluated by whether it can improve the welfare of the population at large. Competitiveness is central to this argument. In this connection, Landau (in Swanepoel et al, 1998:109) states, "the principal goal of our economic policy is the ability to sustain in a global economy, an acceptable growth in the real standard of living of the population with an acceptable and fair distribution, while efficiently providing employment for substantially all who can and wish to work."

Organisations in both the public and private sectors will have to become more competitive in the context of the global economy. Transition from an apartheid to a democratic state poses unique challenges to the public service. Service delivery has to improve to meet the demands of all South Africans. A shift to performance measurement is needed by both individuals and institutions as the state is confronted by the challenges of rapid globalisation.

In South Africa organisational functioning and management have been dominated by the minority white male group. Expanding standards which deviate and improve upon the white male standard, requires the full development and utilisation of the potential and skills of all South Africans.

Dludlu (Business Day, 1994:3:3) states, "The rationale for AA is that the "dramatic under performance of the SA economy stems from the over-reliance on a diminishing pool of white people." The need to implement an AA strategy proceeds beyond mere economic demands, when discrimination and inequality in South Africa are considered. The public service must achieve sufficient and visible levels of participation of all the previously excluded groups to effectively overcome the limitations brought about by the racist regime.

Mokgoro (1992) identifies the three phases of transformation as " Liberalisation which includes the creation of space for action by those previously excluded; democratisation where full citizenship rights are extended and possibilities for political administrative pàrticipation to all citizens are opened up and socialisation, which calls on newly created democratic institutions to consolidate democracy within society." There will have to be a fundamental change in the public service for AA to have any meaning at all. Local authorities are an essential part of the public service and the people of South Africa have a right to such transformation. While the effective enforcement of AA presupposes institutional and punitive leverage to ensure compliance with the substance and intent of legislation, this could be regarded as a retrogressive step, nevertheless it may be the only practical option for South Africa.

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APPENDICES

A

OOSTENBERG MUNISIPALITEIT

VERSLAG
STRATEGIESE PLAN EN G.O.P
FASE EEN

20-22 NOVEMBER 1997
DENNEHOFOORD, VILLIERSDORP

97/12/02

ADDENDUM TO EXECUTIVE COMMITTEE REPORT

ITEM 7.1.3: COUNCIL MEETING 10 DECEMBER 1996

ORGANISATIONAL DESIGN PROCESS: MACRO DESIGN PHASE

A broad consensus was reached at Melkbos that another work session should be held to finalize the organisational structure of the municipality before final adoption by Council.

At a council/official work session held on 9 December 1996 the following amendments to the Melkbos structure was agreed upon, namely:

(a)   STRATEGIC MANAGEMENT

The need for strategic management was endorsed. However it was agreed upon that the proposed strategic mangement post of four (4) be reduced to two (2), namely:

1.   General Services

- Administration
- Finance
- Public Services & Facilities
- Protective Services
- Human Resources

2.   **Development Services**

- Civil Services
- Electric Services
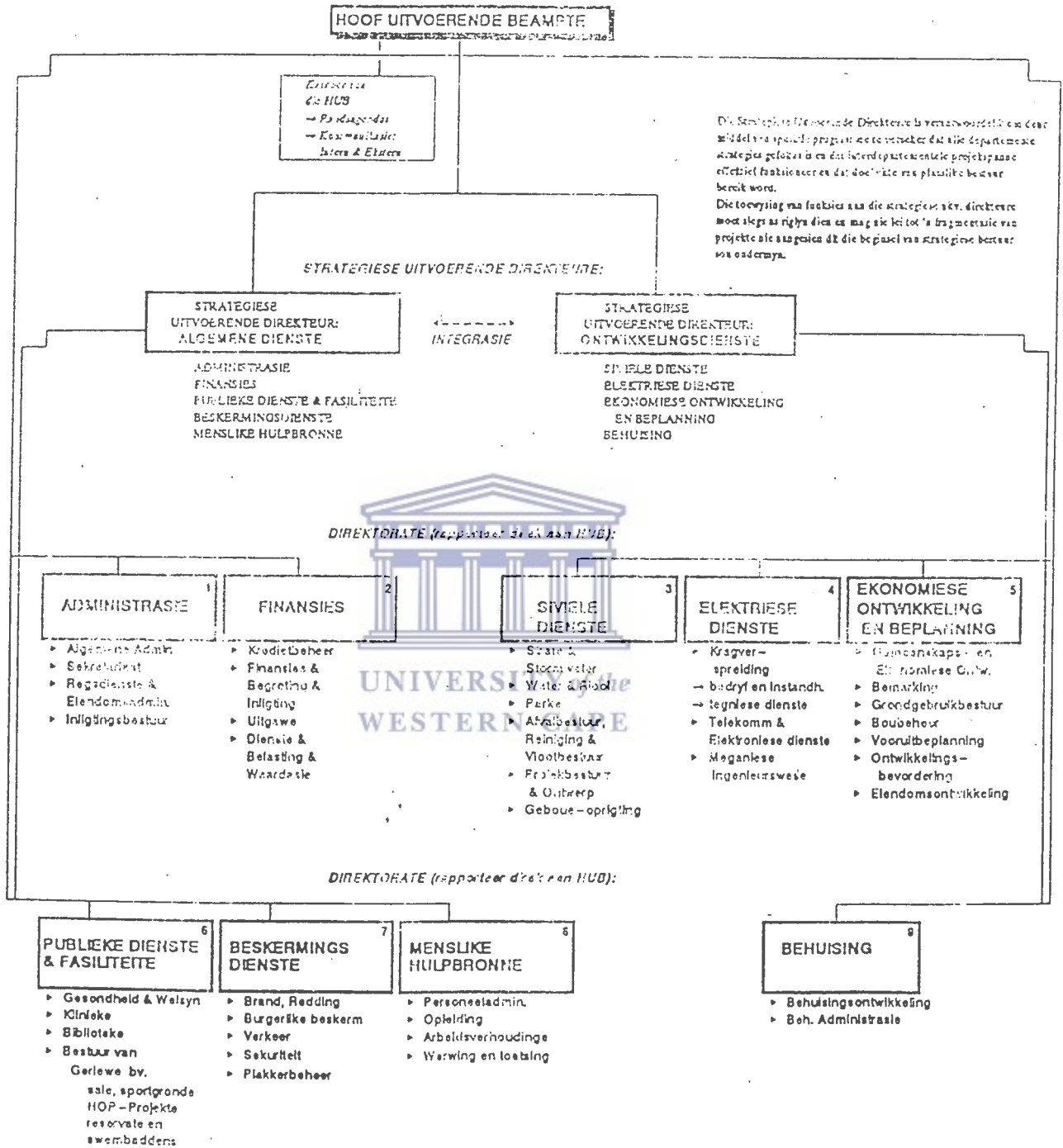- Economic Development & Planning
- Housing

(b)   OPERATIONAL COMPONENTS

Nine departments were endorsed with the following amendments, namely:

- Technical Services were divided into two departments, namely Civil Engineering and Electrical Services.

MAKRO ORGANISATORIESE STRUKTUUR 2B

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┌─────────────────────────────┐
│  HOOF UITVOERENDE BEAMPTE    │
└─────────────────────────────┘
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Kantoor van
die HUB
→ Persbestuur
→ Kommunikasie:
Intern & Ekstern

Die Strategiese Uitvoerende Direkteure is verantwoordelik om deur
middel van spesifieke programme te verseker dat alle departementele
strategieë geïntegreer is en dat interdepartementele projekte gesamentlik
effektief funksioneer en dat doelwitte van plaaslike bestuur
bereik word.

Die toewysing van funksies aan die strategiese uitv. direkteure
moet slegs as riglyn dien en mag nie lei tot 'n fragmentasie van
projekte nie aangesien dit die beginsel van strategiese bestuur
sou ondermyn.

STRATEGIESE UITVOERENDE DIREKTEURE:

STRATEGIESE UITVOERENDE DIREKTEUR: ALGEMENE DIENSTE	INTEGRASIE	STRATEGIESE UITVOERENDE DIREKTEUR: ONTWIKKELINGSDIENSTE

ADMINISTRASIE
FINANSIES
PUBLIEKE DIENSTE & FASILITEITE
BESKERMINGSDIENSTE
MENSLIKE HULPBRONNE

SIVIELE DIENSTE
ELEKTRIESE DIENSTE
EKONOMIESE ONTWIKKELING
  EN BEPLANNING
BEHUISING

DIREKTORATE (rapporteer direk aan HUB):

ADMINISTRASIE ¹	FINANSIES ²	SIVIELE DIENSTE ³	ELEKTRIESE DIENSTE ⁴	EKONOMIESE ONTWIKKELING EN BEPLANNING ⁵
▸ Algemene Admin. ▸ Sekretariaat ▸ Regsdienste & Eiendomsadmin. ▸ Inligtingsbestuur	▸ Kredietbeheer ▸ Finansies & Begroting & Inligting ▸ Uitgawe ▸ Dienste & Belasting & Waardasie	▸ Skoon & Stoom water ▸ Water & Riool ▸ Parke ▸ Afvalbestuur, Reiniging & Vlootbestuur ▸ Projekbestuur & Ontwerp ▸ Geboue-oprigting	▸ Kragver- spreiding → bedryf en instandh. → tegniese dienste ▸ Telekomm & Elektroniese dienste ▸ Meganiese Ingenieurswese	▸ Gemeenskaps- en Ekonomiese Ontw. ▸ Bemarking ▸ Grondgebruikbestuur ▸ Boubeheer ▸ Vooruitbeplanning ▸ Ontwikkelings- bevordering ▸ Eiendomsontwikkeling

DIREKTORATE (rapporteer direk aan HUB):

PUBLIEKE DIENSTE & FASILITEITE ⁶	BESKERMINGS DIENSTE ⁷	MENSLIKE HULPBRONNE ⁸	BEHUISING ⁹
▸ Gesondheid & Welsyn ▸ Klinieke ▸ Biblioteke ▸ Bestuur van Geriewe bv. sale, sportgronde HOP-Projekte reservate en swembaddens	▸ Brand, Redding ▸ Burgerlike beskerm ▸ Verkeer ▸ Sekuriteit ▸ Plakkerbeheer	▸ Personeeladmin. ▸ Opleiding ▸ Arbeidsverhoudinge ▸ Werwing en toelating	▸ Behuisingsontwikkeling ▸ Beh. Administrasie

MAKRO ORGANISATORIESE
STRUKTUUR   2A

UITVOERING, OPERASIONELE BESTUUR, KONTROLE, EVALUERING, IMPLEMENTERING EN AANPASSING VAN STRATEGIESE [...]

STRATEGIESE BEPLANNING, KOÖRDINERING, MONITERING EN EVALUERING

DIR.
MENSLIKE HULPBRONNE

DIR.
BESKERMINGSDIENSTE

DIR.
PUBLIEKE DIENSTE
EN FASILITEITE

STRAT. UITV. DIR.
ALGEMENE DIENSTE

HOOF UITVOERENDE
BEAMPTE

DIR.
ADMINISTRASIE

DIR.
FINANSIES

RAAD

U.K.

KANTOOR VAN DIE H.U.B.
-Kommunikasie
- Agendas

DIR.
BEHUISING

DIR.
EKON. ONTWIKKELING
EN BEPLANNING

STRAT. UITV. DIR.
ONTWIKKELINGSDIENSTE

DIR.
SIVIELE
DIENSTE

DIR.
ELEKTRIESE
DIENSTE

POSSIBLE CONSULTANTS

The following consultants are well-known within local government, namely:

- Gerrit Wagenaar of Wagenaar and Clark, telephone number 9462007.

- Godfrey Fritz, telephone number 5317090, cell number 0824428642

- Prof Jopie van Graan, telephone number (w) (016807)3412 (h)(016807) 321439. Attached to Potchefstroom University. One of the best.

- Communicon, telephone number 8723596. Specialises in local government. According to the Mayor of Helderberg they did an excellant job and is strongly recommended.

RECOMMENDATION

The firm Communicon be approved as consultants. They specializes in local government and did the same exercise for the Helderberg Municipality.

- Community Services was retained, but renamed Public Service and Facilities.

- Administration was retained with information management in one department.

- The following departments were retained namely:

  - Financial Services
  - Economic development & Planning
  - Human Resources
  - Housing
  - Protecting Services

Refer to attached proposed organisational structure.

THE WAY FORWARD

1. The possible appointment of consultants be investigated - see attached report.
2. The renumeration packages to be determined.
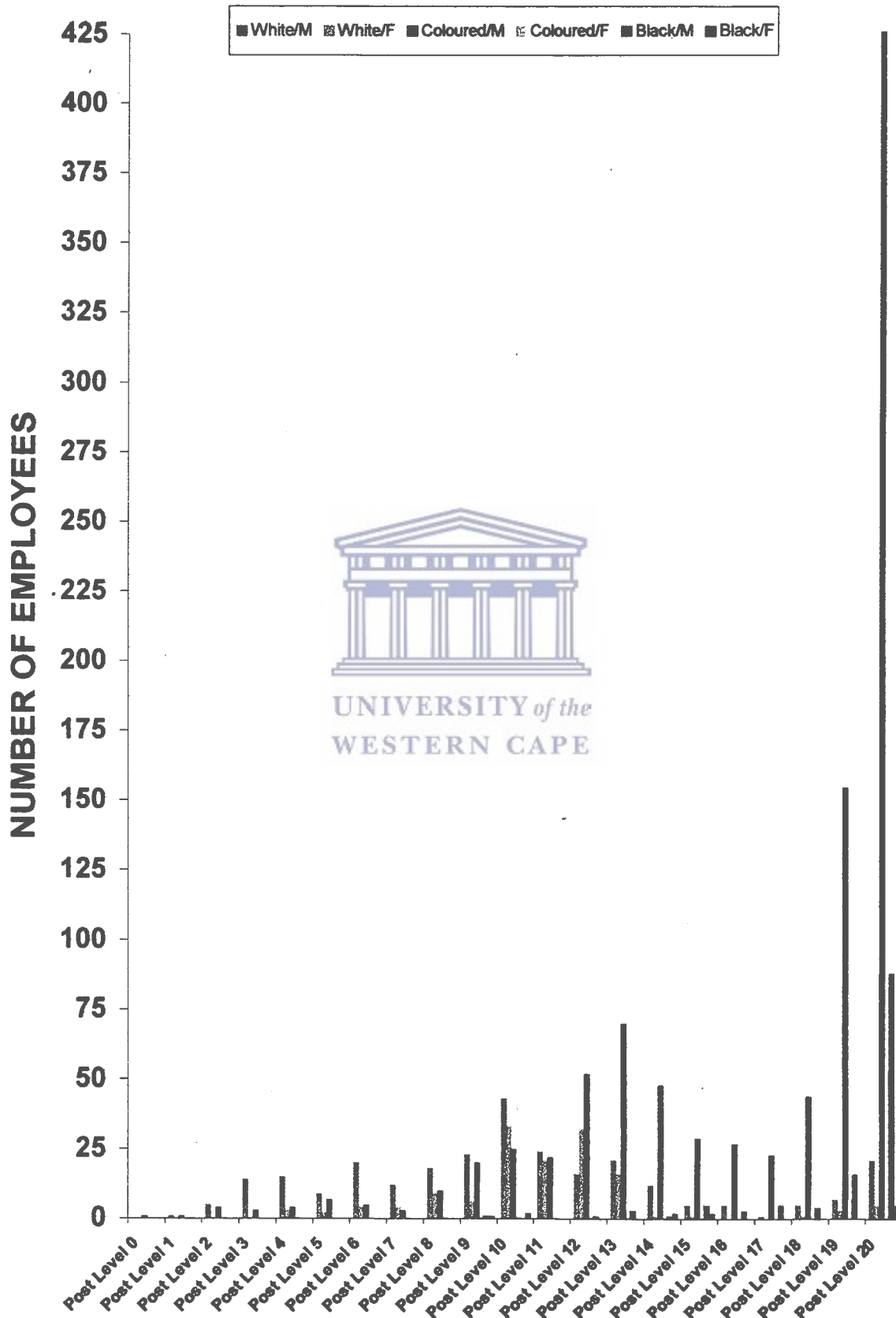3. The job description be compiled.

RECOMMENDATIONS

1. The attached proposed organisational structure be approved.

2. The renumeration package for the posts to be set as follows:

   2.1   Strategic Executive Directors - post level 1 of the Industrial Council norm of a grade 11 Local Authority.

   2.2   Directors - between post level 2 and 3 of the Industrial Council norm of a grade 11 Local Authority.

   2.3   That the package include all the other applicable fringe benefits.

   2.4   That the Personnel Committee be task: with
          2.4.1   drawing up the job description.
          2.4.2   consultation with the consultants.

(Prepared by CEO)

DOEL	AKTIWITEIT	PROGRAM	WERKVE... ...ING
• Identifisering van Opleidingsbehoeftes om kapasiteit van personeel te ontwikkel.	1. Bepaal primêre opleidingsbehoeftes 1.1 Skills-Audit 1.2 Ontleding van Skills-audit 1.3 Lewering van Verslag	• Eerste kwartaal 1998	• Direkteur Menslike Hulpbronne
	2. Bepaal sekondêre opleidings behoeftes	• 30 Maart 1998	• Soos hierbo
	2.1 Behoeftebepaling d.m.v. vraelyste van persoonlike opleidingsbehoeftes	• 25 April 1998	• Soos hierbo
	2.2 Bepaling van Departementele behoeftes		
	2.3 Bepaling van Raadslede se behoeftes		
	2.4 Ontleding en verslag	• 30 April 1998	• Soos hierbo

CURRENT PROFILE: COMPOSITION OF OOSTENBERG MUNICIPALITY

Legend: White/M, White/F, Coloured/M, Coloured/F, Black/M, Black/F

Y-axis: NUMBER OF EMPLOYEES

X-axis: Post Level 0 through Post Level 20

B

QUESTIONAIRE:

Affirmative Action policies and strategies of Oostenberg municipality.

1. Does the Oostenberg municipality have an affirmative action(AA) strategy and what are your views about it.

2. Who determined the current AA strategy in the organisation and is it consistent with your understanding.

3. What do you think of the concept AA and how does it impact on organisational functioning in OM.

4. Do you believe the perceived changes within the OM is taking place at an appropriate pace in terms of:

   Equal and fair employment practices;

   Increasing the numbers of disadvantaged group members in supervisory and management positions;

   Eliminating employment policies, procedures and practices which discriminate unfairly against certain categories of persons;

   Implement training and development;

   Programmes to equip affirmative action beneficiaries for present and future tasks.

5. How do you perceive the above mentioned factors in the organisation.

6. Do you believe that the Oostenberg municipality gives its employees a clear indication of:

   Job description
   Standards of work performance
   Constructive feedback about work performance
   Opportunities to apply skills on the job.
   Career paths indicating possibilities for promotion.

7. To what extent you believe that the Oostenberg municipality is promoting change in terms of :

Communicating the necessity and benefits of AA.
Negotiating the contents of affirmative action strategy with all stake holders.
Facilitating AA though provision of training, development counselling.
Obtaining participation of subordinate employees affected by AA strategy in making decision s relation to the strategy.
Manipulating employees by providing information selectively by emphasising only positive aspects of AA.

8. Does the OM promote an environment conducive to change and what are your perception on change in the organisation.

9. How realistic is an AA strategy for Oostenberg Municipality.

10. Do you believe that an AA strategy in the Oostenberg municipality is fair.

11. Do you have any other comments on AA.

12. What are your views on representativeness.

13. Do you think that the Oostenberg municipality is committed to attaining representativeness.

14. What factors do you consider important in terms of AA in the Oostenberg municipality.

15. How do you perceive your future in this organisation
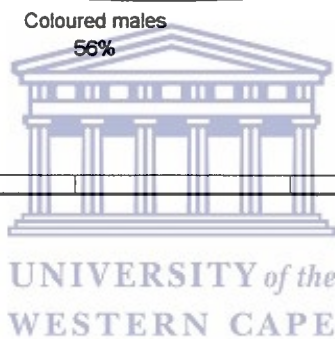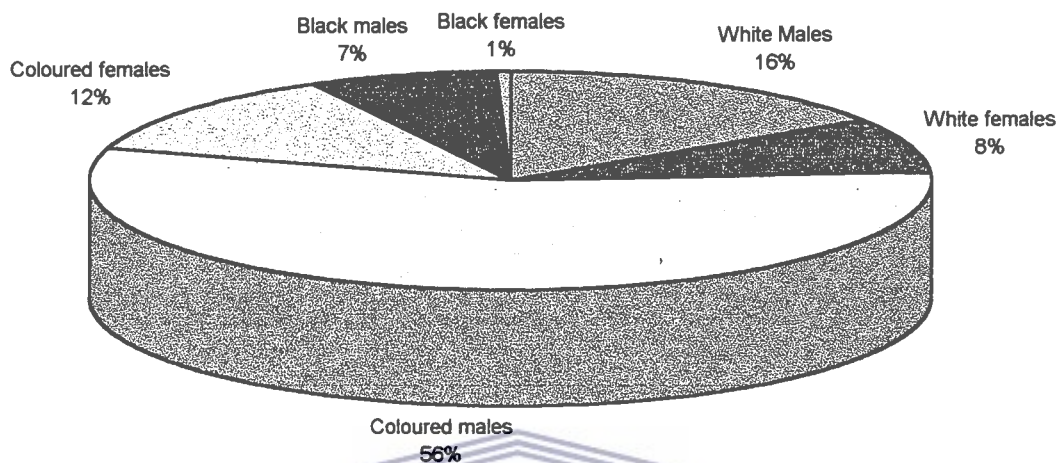
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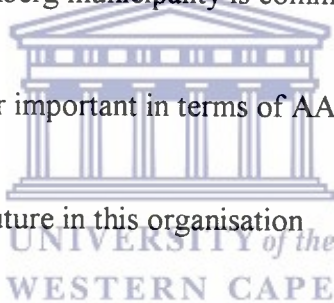
HUIDIGE PROFIEL: SAMESTELLING BINNE OOSTENBERG MUNISIPALITEIT

	BLANKE MANS	BLANKE VROUE	KLEURLING MANS	KLEURLING VROUE	SWART MANS	SWART VROUE	TOTAAL	
POSVLAK 0			1				1	TOP
POSVLAK 1	1		1				2	BESTUUR
POSVLAK 2	5		4				9	
PERSENT:	50%		50%					
POSVLAK 3	14		3				17	MIDDEL-
POSVLAK 4	15	3	4	1			23	BESTUUR
POSVLAK 5	9	2	7	1			19	
PERSENT:	64%	5.5%	23%	3.4%				
POSVLAK 6	20	4	5	1			30	TOESIG-
POSVLAK 7	12	4	3	3			22	HOUDEND
POSVLAK 8	18	9	10	3			40	
POSVLAK 9	23	6	20	14	1	1	65	
PERSENT:	46.50%	14.64%	24.20%	13.37%	0.64%	0.64%		
POSVLAK 10	43	33	25	43		2	189	OPERA-
POSVLAK 11	24	21	22	11			78	SIONEEL
POSVLAK 12	16	32	52	18	1		119	
POSVLAK 13	21	16	70	26	3		136	
POSVLAK 14	12	1	48	10	1	2	74	
POSVLAK 15	5	1	29	21	5	2	63	
PERSENT:	18.36%	15.78%	37.33%	19.57%	1.52%	0.91%		
POSVLAK 16	5		27		3		35	WERKERS
POSVLAK 17	1		23		5		29	
POSVLAK 18	5	1	44	8	4		62	
POSVLAK 19	7	3	155	7	16		188	
POSVLAK 20	21	5	428	53	88	5	600	
PERSENT:	4.3%	0.98%	74.07%	7.43%	12.69%	0.54%		
TOTAAL:	277	141	981	220	127	12	1758	
PERSENT:	15.75%	8.02%	55.80%	12.51%	7.20%	0.68%		

D

PROFILE OF RACE AND GENDER IN OOSTENBERG MUNICIPALITY						
White Males	White females	Coloured males	Coloured females	Black males	Black females	
15.75%	8.20%	55.80%	12.51%	7.22%	0.68%	
					N = 1758	

Profile of Race and Gender in Management of Oostenberg Municipility								
White males	Coloured males	Black males	White females	Coloured females	Black females			
51.30%	25.40%	0.43%	12.28%	10.08%	0.43%			
				N = 228				

Profile of race and gender in management of Oostenberg Municipality
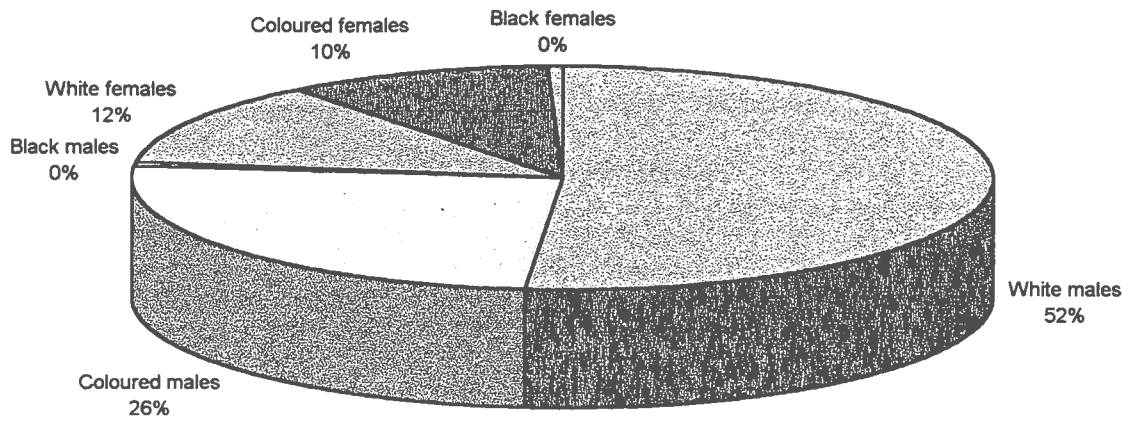
Profile of gender in management of Oostenberg Municipality							
Males	Females						
70%	30%			N = 228			

Profile of gender in management of Oostenberg Municipality

Females
30%

Males
70%

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