

**Perceptions of managers regarding the barriers to implementing the
Employment Equity Plan of the City of Cape Town: An exploratory study**

A research report submitted in partial fulfilment of the requirements for the degree of
Magister Commercii in the Department of Management, University of the Western
Cape (UWC).

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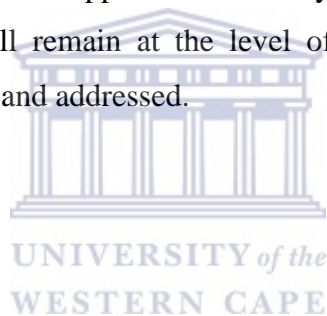
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KEYWORDS

Affirmative Action, Apartheid, Barriers, City of Cape Town, Discrimination,
Employment Equity, Inequality, Perceptions, South Africa, Workplace

ABSTRACT

The Local Municipality, City of Cape Town, is a service organisation employing a diverse group of employees. During the amalgamation of the seven substructures within the City of Cape Town specific problems arose around employment equity issues and consequently the City of Cape Town has introduced an Employment Equity Plan. This study investigated the perceptions held by managers regarding the barriers that can mitigate against the successful implementation of the Employment Equity Plan. A qualitative research design was adopted. The methods of data collection used were focus groups and individual interviews. From the literature review barriers were categorised into strategic and operational barriers. The findings highlighted three possible strategic barriers and three possible operational barriers. Based on the literature and findings, recommendations were made around communication, top management support and diversity management workshops. The Employment Equity Plan will remain at the level of policy unless barriers to its implementation are identified and addressed.



DECLARATION

I declare that “*Perceptions of managers regarding the barriers to implementing the Employment Equity Plan of the City of Cape Town: An exploratory study*” is my own work, that it has not been submitted before for any degree or examination in any other university, and that all the sources I have used or quoted have been indicated and acknowledged as complete references.

Freddie Prince

May 2006

Signed:



DEDICATION

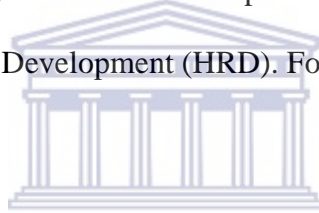
This research report is dedicated to my mother Dinah Sauls and my step father Joseph Sauls.



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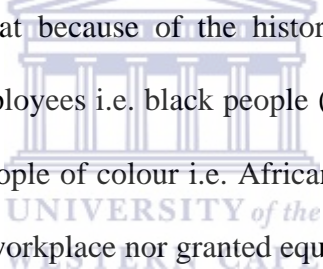
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CHAPTER 1: INTRODUCTION

1.1 Background to the study

The Employment Equity Act (EEA) of South Africa was promulgated in 1998 to address the inequalities that exist in the workplace. Seven years later, during June 2005, the City of Cape Town approved its Employment Equity Plan. This plan was drawn up to address the inequalities that exist within its organisation. From 1998 until 2005 the City has undergone restructuring with very little impact on employment equity. The interpretation of the Employment Equity Act's objectives varies from who ever is in power. This study is about the barriers that hamper the successful implementation of the City of Cape Town's Employment Equity Plan.



Bendix (2001:419) argues that because of the history of discrimination in South Africa, the majority of its employees i.e. black people (for the purposes of this study, the term black refers to all people of colour i.e. Africans, Coloured and Indians) was not regarded as equals in the workplace nor granted equal opportunity to employment. In its attempts to address the discrimination the Employment Equity Act No 55 of 1998 was passed to address this legacy and has two main objectives (1) to ensure that our workplaces are free of discrimination and (2) to ensure that employers take active steps to promote employment equity.

Although the Employment Equity Act was passed in 1998, the Commission for the Employment Equity of South Africa in their Annual Report of 2002 reported that **“even though blacks (African, Coloureds and Indians) constitute 77% of the economically active population in the Western Cape, whites (males and females) still hold 75% of top management positions in organisations. At a professional level and middle management level, whites still dominate this level with 62%. The Legislative and Senior Managerial levels still see whites**

occupying with 72%. In technical and associate professions, the tally for whites is 41% and at elementary level 25%” (Annual Employment Equity Progress Report – 2001-2002: p11)

Despite the Annual Employment Equity Progress reported in 2002 that whites occupy the majority of senior positions the City of Cape Town did not address these imbalances as an organisation. In 2003 the City of Town Employment Statistics indicated that 80% of top management within the City of Cape Town are still white males. At a professional and middle management level white males and white females dominated this level with 69.5%. In the technical and associate professions, the tally for whites is 38% and at elementary level 6.5% (Department Human Resources – HRD IT System, July 2003).

Both the Annual Report of 2002 and the City of Town Employment Statistics (July 2003) recommended that employers should implement employment equity not only as a legal requirement, but good human resource management. Human resource management is increasingly being regarded as the differentiating factor between businesses. Having a workforce that reflects the demographics of the Western Cape Province, may improve the ability of the Local government to provide an effective, efficient and equitable service to the community they serve. The City of Cape Town uses the Cape Metropolitan Administration’s (CMA) Economically Active Population (EAP) demographics of 2001 to meet its targets in terms of demographics (see table 1).

African Females	16.4%
African Males	17.7%
Coloured Females	21.4%
Coloured Males	24%
Indian Females	0.5%
Indian Males	0.8%
White Females	8.8%
White Males	10.4%

Table 1: CMA EAP Demographics of 2001 (source – adopted from the City of Cape Town’s Employment Equity Plan).

1.2 Problem statement

The problem statement of this study is based on the premise that there are currently barriers which impede the implementation of the Employment Equity Plan in the various departments of the City of Cape Town. This study investigates the perceptions held by managers of these barriers.

1.3 Research question

The main research question is:

What are the perceptions of the managers regarding the barriers which they feel impact negatively on the implementation of its Employment Equity Plan?

1.4 Main aim of the research

The primary aim of this study is to investigate the perceptions held by the City of Cape Town’s managers regarding the barriers they feel negatively influence the implementation of the Employment Equity Plan of the City of Cape Town.

1.5 Specific objectives of the study

The specific objectives of the study are as follows:

(1) To determine interpretations of the Employment Equity as held by the managers in the City of Cape Town’s Department XYZ,

(2) To investigate possible barriers which hamper the implementation of the Employment Equity Plan of the City of Cape Town as perceived by the managers in the City of Cape Town's Department XYZ, and

(3) To identify recommendations for addressing these barriers investigated in (2).

1.6 Related Studies and Debates

Masembate's (2005) research findings show that in the former City of Tygerberg, which now forms part of the City of Cape Town, not many black people were employed in management and supervisory positions in the City of Tygerberg. According to Pick (2005) the terms Affirmative Action and Employment Equity were virtually unknown until a few years ago in South Africa. He continues by stating that Affirmative Action and Employment Equity can thus both have a corrective purpose and a compensatory purpose. Corrective in the sense that Affirmative Action and Employment Equity aims to correct the past imbalances and compensatory in that Affirmative Action and Employment Equity attempts to make up for wrongly concentrating on the employment needs and interests of a particular group.

In addition, Pick (2005:21) states that it stands to reason that the application of fair discrimination has both a positive and neutralising effect in the creation of equity. For example, the effect is positive if the discrimination applied advances the individual to an equitable position and the effect is neutralising if it reserves privileges that were previously unfairly obtained.

According to the Employment Equity Act employers are therefore given the mandate to identify and remove the barriers to the employment of those under-represented in

the workplace. The researcher has decided to do research on the barriers that may hamper the implementation of the Employment Equity Plan of City of Cape Town, focussing on the Department XYZ. This research aims to investigate perceptions the employees have around the barriers that hampers the successful implementation of the Employment Equity Plan.

1.7 Chapter Overviews

In Chapter One the background to this study is introduced. Followed by (1) the problem statement, (2) research question, (3) aims of the research, (4) related studies and debates, and (5) definitions of major terms.

Chapter Two highlights the Employment Equity Act and the roles and responsibilities of local government. Secondly, the study focuses on the City Of Cape Town's Employment Equity Plan and the purpose of the plan. Lastly, the various interpretations of Affirmative Action, Diversity Management and Employment equity as offered by the literature have been described. In addition, the relationship between these concepts is outlined and the way they contribute to or serve as barriers to the successful implementation of Employment Equity Plan.

Chapter Three identifies the barriers which may affect the successful implementation of the Employment Equity Plan within the Department XYZ. The barriers are divided into strategic and operational barriers as implied by the literature reviewed. Recommendations as offered by the literature on how to deal with the barriers are outlined.

Chapter Four introduces the research methodology of this study. It covers the aim of this study, the target group, method of data collection and procedures and the data analysis strategies used. Furthermore, it offers a statement of ethical considerations.

In Chapter Five the responses of the participants about their perceptions regarding the barriers that impact negatively on the implementation of Employment Equity Plan of the City of Cape Town are discussed. Their responses are dealt with under the themes as defined by the three specific aims of this study, this is.

Chapter six concludes this study followed by the recommendations.

1.8 Definitions of Major Terms

The following key terms and concepts are specific to this study.

AFFIRMATIVE ACTION

Human (1999) argues that Affirmative Action (AA) is a proactive development tool to assist with the creation of, inter alia, greater equal employment opportunity.

DIVERSITY MANAGEMENT

According to Gilbert, Stead and Ivancevich (1999) diversity management is a voluntary organizational program designed to create greater inclusion of all individuals into formal social networks and formal company programs.

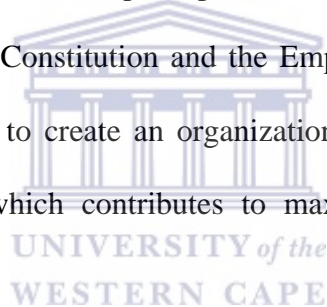
DESIGNATED GROUP

The designated groups are the groups who have been discriminated against before 1994 i.e. during the apartheid era in South Africa. In this study the designated groups are:

- Black people – referring to all Africans, Coloureds and Indians
- Women of all races
- People with disabilities

EMPLOYMENT EQUITY PLAN

The Employment Equity Plan is a plan where the City of Cape Town indicates how Employment Equity will be reached in their place of work. As an employer, the City of Cape Town is committed to the principles of equity, anti-discrimination and diversity as enshrined in the Constitution and the Employment Equity Act of 1998. Therefore the City will seek to create an organization that reflects the diversity of South Africa society, and which contributes to maximising the human resource potential of all our people.



LOCAL GOVERNMENT

It is the sphere of government located closest to the people and tasked with delivery of basic services.

STRATEGIC BARRIERS

Strategic barriers are the factors that create barriers to the effective implementation of the Employment Equity Plan on a macro-level in South African organisations. In this study the literature overview highlights for example, legislation, race classification, and shortage of skills, procedures and rules.

OPERATIONAL BARRIERS

Operational barriers are the factors that create barriers to the effective implementation of the Employment Equity Plan on a micro-level at the workplace. The literature overview of this study found that operational barriers include lack of trust and lack of communication.



CHAPTER 2: LOCAL GOVERNMENT AND THE EMPLOYMENT EQUITY PLAN

2.1 Introduction

This chapter discusses the South African Employment Equity Act of 1998 and the roles and responsibilities of local government as a service organisation. This chapter also focuses on the City Of Cape Town's Employment Equity Plan and the purpose of the plan. The various interpretations of Affirmative Action, Diversity Management and Employment equity as offered by the literature will be described. Lastly a relationship between these concepts is outlined and the way they can contribute to or serve as barriers to the successful implementation of Employment Equity Plan.

2.2 South African Legislation

The introduction of legislation is one way in which a government can deal with workplace tension caused by racial and gender inequalities. In South Africa, the Employment Equity Act, No. 55 of 1998 is one such example (Human, 1999). The Employment Equity Act centres on (1) the eradication of unfair discrimination of any kind in hiring, promotion, training, benefits and retrenchments, in line with the Constitutional requirements of South Africa and (2) measures to encourage employers to undertake organisational transformation to remove unjustified barriers to employment for all South Africans, and to accelerate training and promotion for individuals from historically disadvantaged groups. Employers, such as the City of Cape Town, have to develop an Employment Equity Plan as a means to deal with current inequalities which have roots in the apartheid era. According to the Employment Equity Act, may mitigate against the successful implementation of the Employment Equity Plan.

2.3 Local Government

Chapter 7 of the Constitution of 1996 of the Republic of South Africa states that the local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic. The executive and legislative authority of a municipality is vested in its Municipal Council. A municipality has the right to govern the local government affairs of its community, subject to national and provincial legislation. According to the Constitution of 1996 of the Republic of South Africa (Act 108 of 1996), government in the Republic is constituted as national, provincial and local spheres of government that are distinctive, interdependent and interrelated. However, national or provincial government may not compromise or impede a municipality's ability to exercise its powers to perform its functions.

Craythorne (1990:55) states that local authorities are better equip at central authority to identify and address the diverse and conflicting needs of the local communities.

Finally, there is a direct contact between local inhabitants and their elected representatives at local government level that, in turn, tends to enhance flexibility in allocating resources and deciding on priorities. This is supported by Chiviya (1995:50) who declares that it is at local government level where the general public participates in local elections and development activities that decide their fate.

Chiviya continues by stating that the local authority councillors and personnel the public sees delivering goods and services, can arouse feelings of fairness or unfairness in their racial and gender representation.

2.4 The City Of Cape Town

Until 5 December 2000, the Local Municipality (City of Cape Town) operated as seven individual substructures (namely South Peninsula, Blaauberg, Tygerberg,

Helderberg, Cape Metropolitan Council, Oostenberg and Cape Town). After the Municipal Local elections on 6 December 2000, the City of Cape Town was formed where the seven substructures amalgamated. With the amalgamation specific problems such as succession and experience planning, corporate culture, especially around Employment Equity have become an issue. Various other issues are creating barriers to the successful implementation of the Employment Equity Plan.

Although the City of Cape Town was formed in 2000, the new draft organisational design was only discussed by the City's leaders in 2004. The process of transformation was partially finalised in 2005 as reported by the City's Team leader, the City Manager, that "transformation will not take place in 'one big bang' but will be phased in gradually to ensure the least disruption of service delivery" (Contact, 2005:13). The Executive Mayor, at the time, made a public commitment with regard to transformation when she said that she put morale and commitment as her first obligation because the City's ability to deliver depends heavily on the morale and commitment of the City's staff. She continued by saying that the City's failure to complete the transformation process had been a major contributor to the City's poor service delivery over the past years (Contact, 2004:12).

Regarding employment equity at senior levels in 2005, the City Manager, reported that the disparity between the management profile and the City's demographics have to be addressed within two to three years. He continued by stating that the City's priority is to place competent people in the top tiers, although in the interest of greater equity the City will also be sourcing staff from elsewhere in the City and the country (Contact, 2005:3).

In a report dated April 2006, Carol confirms this and points out that the Top Management Team (TMT) of the City of Cape Town was appointed in 2005 after a restructuring process at the Council which was particularly aimed at achieving racial and gender representivity among top management. As on 31 December 2005 the TMT racial representivity was as follows: (see table 2)

	African	White	Coloured	Total	Total percentage gender representation
Male	6	2	2	10	91%
Female	1	0	0	1	9%
Total	7	2	2	11	100%
Total percentage racial representation	64%	18%	18%	100%	

Table 2: Total percentage racial and gender representation (adopted from Contact, 2005, an insert)

As a result of the restructuring process, Carol continues by reporting that several senior African (black) managers were recruited from the corporate world and public sector. The restructuring process brought the earlier retirement or sidelining of many of the Cities' older, experienced white male employees. During 2005, 586 top-level (approximately 90% are white males) employees left the City of Cape Town resulting no transfer of skills.

2.4.1 The City Of Cape Town's Employment Equity Plan

As previously mentioned, the Employment Equity Act requires employers to draw up an Employment Equity Plan for the organisation. The City Of Cape Town is therefore attempting to comply with this provision. In accordance with the Employment Equity Act, the purpose of the City of Cape Town's Employment Equity Plan is to (1) promote equality, (2) eliminate unfair discrimination, (3) redress the effects of discrimination, (4) achieve diverse, representative workforce and (5) promote efficiency. The reasons to implement Employment Equity are, firstly, based on Legislative compliance by drawing up an Employment Equity Plan by setting

quantitative targets such as numerical goals and qualitative targets such affirmative action and diversity management).

Secondly, it will make business sense for the City of Cape Town to reflect its diversity within its (1) workforce, (2) communities (customer based) and (3) potential suppliers. To achieve the objectives of the EEP of the City of Cape Town the implementation of the EEP involved the preparation phase including the setting of short and long term goals.

2.4.2 Implementation of the Employment Equity Plan

2.4.2.1 Preparation phase

2.4.2.1.1 Responsibility for implementation

During the preparation phase the overall responsibility for achieving EE objectives was assigned to Top Management. Top management are to report on the progress of the implementation of EEP on a continuous basis. They will ensure that (1) the finances that are required to implement the EEP are budgeted for and spend against the approved budget, (2) the targets set according to the CMA EAP demographics of 2001 (see table 1 in chapter 1) are met and (3) a communication strategy are developed and implemented that will inform the staff about the EEP.

2.4.2.1.2 Communication and awareness

This phase involved the development of a communication strategy. The purpose of the strategy was to inform, educate, encourage, support and reduce areas of concern around the implementation of the EEP. According to the strategy, communication would be an ongoing process of education and support. The staff would also be informed about the CMA EAP demographics of 2001 that will be used as the targets

to comply with the EEP, creating awareness amongst all stakeholders. In addition, awareness campaigns will be conducted for all employees in order to win their voluntary cooperation and understanding of the intentions and purpose of the EEA and the implementation thereof.

2.4.2.1.3 Stakeholder involvement

All the stakeholders will be involved in the consultation process. EE workplace forums will be established which will deal with EE issues. Information gathered during the consultation process will be analysed to (1) identify employment barriers, (2) mark under or over representation and (3) determine priorities. The preparation process was followed by setting of short and long term goals, according to the Employment Equity Plan for the City of Cape Town (2003 to 2008).

2.4.3 Short term goals of the EEP

The Short term goals of the EEP include its placement process which will ensure that the City implements fair discrimination on the employment practices and to speed up the creation of a representative and equitable workforce that is reflective of the Cape Metro Demographics of 2001 (see table 1 in Chapter 1) in terms of race, gender and disability. Another short term goal is to conduct diversity management workshops to develop diversity competency in the organization and so as to contribute to the creation of an environment conducive to the individual reaching his or her full potential in the workplace and the organization achieving its goals.

2.4.4 Long term goals of the EEP

The long term goals of the EEP include setting of targets. The overall goal of the numeric targets and timeframes should be viewed as a holistic process aimed to

achieve representivity within the City of Cape Town. Targets may be met by, inter alia, natural attrition, voluntary retirement, transfers, and Retirement fund rules (not re-employing pensioners) as well as training and development of existing employees.

Targets were set for the Department XYZ (see table 3 below):

Targets set for Department XYZ								
Race & Gender	Status in 2001		Targets set for 2003		Current staff in 2005		CMA EAP Demographics of 2001	Deviation from Current staff in 2006 vs CMA EAP Demographics of 2001
	Number of staff	%	Number of staff	%	Number of staff	%	%	
African Female	3	0.87%	9	3.98%	1	1.82%	16.40%	-14.58%
African Male	9	2.61%	15	6.64%	9	16.36%	17.70%	-1.34%
Coloured Female	14	4.06%	38	16.81%	12	21.82%	21.40%	0.42%
Coloured Male	47	13.62%	59	26.11%	19	34.55%	24%	10.55%
Indian Female	0	0.00%	1	0.44%	0	0.00%	0.50%	-0.50%
Indian Male	2	0.58%	2	0.88%	0	0.00%	0.80%	-0.80%
White Female	23	6.67%	34	15.04%	4	7.27%	8.80%	-1.53%
White Male	247	71.59%	68	30.09%	10	18.18%	10.40%	7.78%
Totals	345	100.00	226	100.00	55	100.00	100.00	

Table 3: Source: Department XYZ SAP report, 22 March 2006.

In 2001 the white males represented approximately 72% of the top and middle management. The targets being set for were approximately the targets set according to the CMA EAP demographics of approximately 10% was not met in 2005. Although targets have been set in 2001 to employ both male and female Indians, 0% is employed. In 2001 the Coloured males represented approximately 13% of management level and in 2006 the representation is approximately 35%.

The overall changes in race profile of the Department XYZ from 2001 to 2005 are as follows (see table 4 below):

Race	The year 2001	The year 2006
Africans	3.48%	18.18%
Coloured	17.68%	56.36%
Indian	0.5%	0%
Whites	78%	25%

Table 4: Adopted from table 3

In terms of overall changes from 2001 to 2005 in the race profile the Africans and Coloureds have increased from approximately 3% to 18% and approximately 18% to 56% respectively. Whites have decreased from approximately 78% to approximately 25% of its staff complement. No Indians are employed. Coloureds make up more than half of the staff compliment in this department. Whites are more than a quarter of the staff compliment and Africans less than a quarter.

In addition to the overall changes in the race profile, overall changes in the gender profile of the Department XYZ from 2001 to 2005 also occurred (see table 5 below):

Gender	The year 2001	The year 2005
Females	11.59%	30.91%
Male	88.41%	69.09%

Table 5: Adopted from table 3.

In terms of the gender profile of this Department, females representation increased by more than 20% and the males decreased by approximately 20%. It is evident from the data in Table 5 above that since 2001 that males dominate the workforce in this department.

This study will attempt to identify some of the barriers to meeting the EEP objectives and targets set for the successful implementation of the Employment Equity Plan. This study also makes recommendations based on the barriers identified.

2.5 Interpretations of Affirmative Action, Diversity Management and Employment Equity

Agocs and Burr (1996) claim that strategies around Affirmative Action, Employment Equity and Managing Diversity started in the 1960's in developed countries such as the United States of America. For them Affirmative Action is a process that allows organisations to address the inequalities of the past by correcting existing discriminatory practices.

2.5.1 Affirmative Action

Affirmative Action, according to Chiviya (1995), is critical at local government level in the South African context. Chiviya further discusses the role human resources management play in promoting Affirmative Action in local government and that in its corporate plan a local authority should have policies that guide the implementation of Affirmative Action. Chiviya states that the solution lies in implementing an objective and systematic human resources planning programme in line with policies. As far as the human resources function is concerned, Chiviya concludes that Human Resource Managers should spearhead the process of organisational restructuring and development, diagnosing organisational problems, identifying the barriers of resistance to change, search for appropriate change strategies and evaluate the results continuously.

In support of Chiviya who states that barriers to change must be identified, the findings of the research conducted by Kravitz, Harrison, and Turner (1996) suggest that people judge Affirmative Action both positively and negatively. It would seem that people have a positive attitude towards Affirmative Action when it gives preference to merit and not to the particular race. The negative attitude is based on claims that Affirmative Action results in reverse discrimination.

In this regard, in South Africa the assumption is that white males will now be at the receiving end of the discrimination. In support of the findings by Kravitz et. al. (1996), Mhobe, Humber, Gault and Mokhobo (1998) state that in the South African context the historically advantaged groups, such as white males, also view Affirmative Action in this way. Mhobe et. al. (1998) argue that perceptions amongst historically favoured groups are that Affirmative Action leads to reverse discrimination. According to Kravitz et. al. (1996) white males feel that they are not responsible for the past discrimination and organizations act unfairly by excluding them when they recruit and promote candidates on the basis of race (this is people of colour) rather than individual merits.

Building on the research findings of Kravitz, Harrison and Turner (1996), Konrad and Hartmann (2002) conducted their own study into the barriers to the successful implementation of Affirmative Action programs, especially amongst women. Females of colour form part of the designated group qualifying for Affirmative Action as defined by the Employment Equity Act of 1998. Thomas (2002) also identified several barriers with the introduction of Affirmative Action strategies. These barriers include negative expectations about abilities of candidates from the designated groups

as well as, token appointments of people lacking the necessary skill. The fact that Affirmative Action measures have not been regarded as strategic business priorities is also considered to be a barrier.

The results of the findings of the abovementioned authors indicate that barriers exist that hamper the implementation Affirmative Action programs. This implies that Affirmative Action has shortcomings. To address the shortcomings Agocs and Burr (1996) offer an intervention program or tool to assist the process of Affirmative Action, namely the management of diversity.

2.5.2 Diversity Management

According to Jackson (1992), Cox (1991) and Thomas (1991) efforts to deal with diversity related issues have been termed diversity management. Agocs and Burr (1996) state that diversity management focuses on the interactions between managers and the employees they supervise. This will result in improved human relations which will result in an increased understanding and acceptance of those who are different from advantaged white male. For example, people of colour, and all females. They however add that diversity management ignores the realities of the most difficult and resistant barrier such as race.

According to Langer (1989) diversity management includes a range of activities aimed at making managers more aware of the unique needs held by groups targeted for Affirmative Action in their organizations. As stated by Langer diversity management activities are aimed at managers. Human (1999) does not support this view. She feels that this must apply to all staff, irrespective of race, gender or level. In

other words, each individual in the workplace must be represented within the diversity management programmes. According to Sessa (1992) the effective management of diversity means that “a corporation must value diversity; it must have diversity, and it must change the organization to accommodate diversity and make it an integral part of the organization”. Gilbert, Stead and Ivancevich (1999) are in agreement and claim that voluntary organizational diversity initiatives may be particularly important.

2.5.2.1 Diversity Management Programs

Agocs and Burr (1996) are of the opinion that in theory, singling out “diversity” as an issue means it must be managed. This may incorrectly communicate the message that diversity, not inequality, is the problem which organizations need to address. However through the adoption of management diversity programs employers will seek to decrease conflict and stress in an organisation as well as enhanced productivity of heterogeneous teams and improvements in morale. It will also encourage job satisfaction and retention qualified staff. The diversity management programs will act as intervention tool. According to the City of Cape Town’s Annual Report, less than 2% of the 24 500 staff compliment of the City of Cape Town during 2004/5 attended diversity management workshops in 2004 (Annual Report 2004/5).

According to Horwitz, Bowmaker-Falconer and Searl (1996) managing diversity extends beyond understanding of teamwork. They are of the opinion that it should aim to improve organisational effectiveness by building capacity whereby all staff will get an understanding of the differences that exist amongst themselves and how to manage these differences. Introducing managing diversity programs will allow the employer to enable the employees to work together and understand their differences. This will encourage staff to appreciate the differences that exists. Diversity management as an invention tool may contribute to the successful implementation of employment equity.

2.5.3 EMPLOYMENT EQUITY

Ziehl's (2000) discussion on the different types of bureaucracy offers useful insight into the way interpretations of concepts impact on the effectiveness of their implementation. In this regard she refers to the relationship between South African policies on Affirmative Action and equal opportunity. The South African Employment Equity Act came into existence in 1998 and Ziehl explains that although Affirmative Action and equal opportunity have been part of long and serious public discussions for more than two decades, there is still a lack of theorizing around these concepts.

She continues that Affirmative Action and equal opportunity policies have contradictory implications for the ideal type of bureaucracy, the notion of bureaucratic impersonality. She explains further that the equal opportunity aspect of the Employment Equity Act prohibits discrimination on the grounds of non-competence criteria. However, this seeks to expand that principle by making it illegal to disadvantage individuals on the basis of ascribed statuses such as white male. According to Clegg (1990) the principles of bureaucracy

'insist that one should be treated solely in terms of the rights and responsibilities, rules and duties appropriate to one's position as a member of an organization. Whether one is black or white... should be irrelevant' (1990:5).

Contrary to Clegg (1990), Ziehl (2000) argues that it is impossible for employers to draw up employment equity plans and to devise strategies aimed at changing the present race profile of their workforce without paying attention to those aspects of an individual's identity. The analysis can be interpreted to mean that there are apparently

rational reasons for recruiting from a small pool of people with the appropriate ascribed statuses. This implies that such behaviour is not in line with the ideal type of bureaucracy as described by Weber. This is because Affirmative Action as dealt with in the Employment Equity Act can be seen as an attempt to reverse the value placed on ascribed statuses such as white males. In contrast to the previous tendency in South Africa of placing a positive value on being male and white, Affirmative Action currently in South Africa, requires that a positive value now be placed on being female, black or disabled. This is in the interests of bringing the demographic profile of organizations in line with the society at large where blacks represent the majority.

Falkenberg and Boland (1997) state that advocates of employment equity emphasise the lack of progress in achieving equity for visible minorities, in the Canada. While critics focus on quotas, reverse discrimination and the destruction of merit also occurs in the workplace. Falkenberg and Boland further state that the cornerstone is that Employment Equity is based on quotas. They are of the opinion that quotas will lead to the decline of professional and occupational standards and the eventual competitiveness of Canadian business. Their concern is that the concept of numerical targets often gets confused with regulatory quotas. They explained that numerical targets are goals set by organizations and provide a base for evaluating whether women and other visible minorities are being treated equitably in selection and promotion decisions.

In Canada, according to Falkenberg and Boland, there are no quotas to meet and reverse discrimination has not been a significant consequence of Employment Equity. However, in South Africa, targets are set instead of quotas and reverse discrimination may act as a barrier to the implementation of Employment Equity Plan.

2.6 Conclusion

This chapter discussed the South African legislation around Employment Equity, followed by the roles and responsibilities of the Local Government to promote the successful implementation of Employment Equity. In addition, the various interpretations of Affirmative Action, Diversity Management and Employment Equity, as offered by the literature have been described. The relationship between these concepts has been outlined and the way they serve as barriers to the successful implementation of employment equity plans was discussed. The following chapter will focus on barriers that hamper the successful implementation of the Employment Equity Plan.



CHAPTER 3: BARRIERS THAT HAMPER THE IMPLEMENTATION OF EMPLOYMENT EQUITY PLANS

3.1 INTRODUCTION

This chapter discusses the strategic and operational barriers that mitigate against the successful implementation of the Employment Equity Plan. It is assumed that the existence of barriers may also result in the resistance to change therefore recommendations are made on how to deal with these barriers.

3.2 STRATEGIC AND OPERATIONAL BARRIERS

Dickman (1998), Jafta (1998) and Thomas (2002) categorise the barriers that exist in the implementation of employment equity as strategic and operational concerns which be referred to in this study as barriers. Although their arguments around strategic barriers focus mainly on the private sector, they are also relevant to the public sector. The following section will provide a literature overview on strategic and operational barriers, followed by a summary on strategic and operational barriers.

3.2.1 Literature overview of Strategic and Operational barriers

Dickman (1998) and Jafta (1998) argue that the overregulation labour market, coupled with the government's role of "watchdog", will result in a decrease in overseas investments. The decrease of overseas investment may negatively impact on the governments' budget which may have an impact on the (in) direct cost of implementing the Employment Equity Act.

In addition, Dickman (1998) and Jafta (1998) argue that indirect and opportunity costs, a strategic barrier, may result in, for example, operational barriers such as (1)

poor hiring decisions, to reach employees targets, and (2) the declining morale of white employees. Another operational barrier as identified by Jafta that results from a strategic barrier such as unrealistic short term expectations around the implementation of employment equity may result in an operational barrier such as reverse discrimination which may lead to a decrease in employee loyalty and the lack of retention of skilled employees, primarily white males. Another strategic barrier according to Thomas (2002) is the shortage of skills in some sectors which will make black skills more expensive and unaffordable.

In addition, Thomas (2002:239) state that the cost to government to enforce employment equity will be increased by the administrative burden of monitoring and and legal structures will be overburdened and unable to cope with the cases where legal rulings will be required. Furthermore, the shortage of skills in some sectors will make blacks more expensive. Jafta (1998) confirms that rather than creating new jobs for new entrants to the labour market, employees will shift from some employers to another to 'follow the money' where their skills are required. In support of Jafta (1998), Thomas (2000) reported that while black managers may leave companies for higher salaries and related perks, issues relating to not fitting into historically established corporate cultures seem also to have a bearing on what has become known derogatively as 'job hopping'.

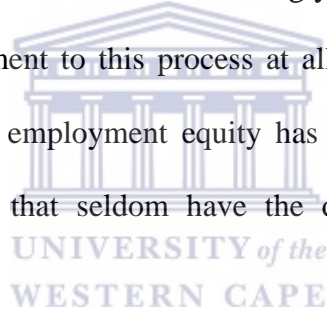
Thomas (2002) refers to the excess of labour legislation as a strategic barrier to the implementation of Employment Equity. For example, in South Africa we have legislations such as the Employment Equity Act, Skills Development Act, Basic Condition of the Employment Act and the Labour Relations Act. Thomas continues

by stating that the abovementioned legislations exist in South Africa to govern unfair discrimination and regulate fair employment practices but he says that a multiplicity of legislation dealing with Employment Equity is confusing and unlikely to be adhered to due to gaps and loopholes that exist in separate acts governing different beneficiaries. Not only strategic barriers hamper the implementation of Employment Equity, operational barriers exist too. Based on the Employment Equity Report submitted to the Department of Labour in 2001 the City of Cape Town identified the strategic barriers as (1) no corporate policy that exists for the succession and experience planning of its staff and (2) the corporate culture results in the flight of black employees especially at management (top) level.

Operational barriers may also affect the strategic barriers. Cox and Blake (1991), Morrison (1992) and Thomas and Ely (1996) noted that the economic costs, strategic barrier, of not fully utilising all employees in corporations are evidenced by operational barriers such as (1) absenteeism, (2) staff turnover, (3) poor morale, (4) under-performance, and (5) sub-optimal customer service. As far as absenteeism is concerned it was found that individuals who are racially and ethnically different from others in the work units tends to be less psychologically committed to their organisation, less inclined to stay with the organisation and more likely to be absent (Tsui, Egan and O'Reilly, (1992)).

The BMF (1993) and Thomas (1996) have identified both strategic and operational barriers that have surfaced with the introduction of Affirmative Action in South Africa:

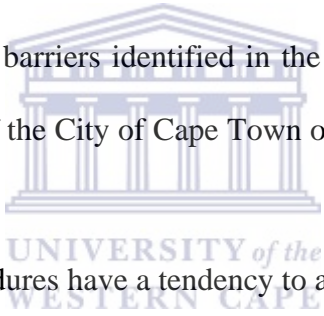
- Token appointments of people lacking the necessary skills have been made by organisations to appear acceptable in terms of race and gender. The result is that this has led to a decline in service delivery and people being given meaningless jobs;
- A prevalence of negative expectations about candidates from designated groups, heightened scrutiny of them, fears and resentments on the part of those who stand to lose promotional opportunities and the resultant overt and covert sabotage of the process, for example, by withholding of information that assist in job progress;
- Employment equity and Affirmative action measures have not been regarded as strategic business issues and accordingly, there has been a lack of management commitment to this process at all levels in companies. Rather, the task of achieving employment equity has been delegated to the human resources department that seldom have the delegated authority to ensure progress;
- No business imperative has been identified by management with regard to the competitive advantage that a diverse workforce can afford. Rather, the diversity created by strategies to achieve employment equity has been regarded as a response to moral or legal compliance issues and, accordingly, as a 'necessary evil' with which business has to contend;
- Performance management, as a means to training and developing people from designated groups into fully productive employees, has been poor, especially in the areas of managerial commitment to performance management, the recognition of potential and non-traditional skills, mentoring and coaching and career planning; and



- Informal networks, functional in promotions and advancement, exist in the South African workplace.

As far as operational barriers in the South African workplace is concerned, Adams (1993) state that operational barriers are characterised by: (1) adversarial relationships; (2) lack of trust and communication between individuals and groups; (3) poor team work; (4) apparent absence of employee commitment and motivation of organisational goals; (5) high staff turnover (especially amongst those from designated groups); (6) industrial conflict, (7) low levels of productivity, (8) profitability, (9) quality and (10) customer service. The abovementioned operational barriers are supported by Thomas (2002).

In addition to the operational barriers identified in the South African workplace, the Employment Equity Report of the City of Cape Town of 2001 identifies the following operational barriers:

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- The recruitment procedures have a tendency to appoint internal candidates as a result of frozen posts
 - The work environment and facilities in terms of people with disability
 - Not identifying staff for training and development
 - Transfer of staff to the new organizational structure
 - Current restructuring process

In addition to the barriers identified earlier, Human (2001) has also identified potential operational barriers that may hamper the implementation of Employment Equity (EE), for example: (1) lip service versus the genuine understanding and commitment from top management; (2) lack of effective communication of roles and

responsibilities. Considering both the strategic and operational barriers mentioned earlier, the implementation of the Employment Equity Plan may be hampered by management and/or staff which may resist the change in the workplace.

Dessler (1986:446) states that resistance to change can probably be considered the single greatest threat to the effective implementation of policy decisions and will usually manifest itself in operational barriers such as (1) high staff turnover, (2) absenteeism, and (3) low morale or hostility.

According to Kotter and Schlesinger, in Thompson (1993:706) there are a number of reasons why change efforts may be resisted under certain circumstances where the implementation of change will have to be planned carefully, taking into consideration the needs of individuals affected by the change. Kotter and Schlesinger states that resistance to change may be prominent in the following instances: (1) where employees have mastered tasks and feel in control of their jobs, (2) where particular policies, procedures and practices have been established and accepted for a considerable period of time, (3) where change involves considerable cost in terms of material and human resources and (4) where there are perceived flaws or weaknesses in the proposal for change.

Dessler (1986) argues that resistance is not necessary concomitant of change in that a change may evoke little or no resistance if managed effectively. David (1993:271) supports this by stating that resistance to change can be minimised or overcome if senior officials succeed in developing a climate conducive to change, wherein change is perceived as an opportunity for growth and development rather than a threat

Fox (1991:166) state that individuals and groups fear that change adversely affect their interests and will raise barriers to change, even though these fears may prove to be unfounded. In support of Fox (1991), David (1993:271) states that no institution can escape change, yet the thought of implementing change within the institution often raises anxieties as employees fear economic loss or inconvenience.

3.2.2 Summary of Strategic and Operational barriers

As can be seen from the literature overview, strategic barriers can include: shortage of skills; cost to government to enforce employment equity regulations will be increased; black people may leave companies for higher salaries; black skills becoming too expensive; unrealistic short term expectations are set to meet employment equity targets; and legislation. Operational barriers refers to: lack of trust or communication; lack of teamwork; conflicts; resistance to change; absence of commitment and motivation; staff turnover; job hopping; absenteeism; poor morale; decreased loyalty and lip service by management.

However, it is assumed that a relationship that exists between strategic and operational barriers. Strategic barriers may lead to operational barriers, for example, indirect and opportunity cost may lead to poor hiring decisions to reach employment equity targets and the declining morale of white employees. In the same way operational barriers informs strategic barriers, for example, absenteeism, staff turnover, poor morale and underperformance of the staff informs the economic costs of not fully utilising all employees in an organisation.

3.3 DEALING WITH BARRIERS

In dealing with barriers to the implementation of the Employment Equity Plan the Employment Equity Report of 2002 offers the following recommendations: (1) visible and committed leadership is essential to the optimal implementation of employment equity. (2) along with authentic management support, regular and accurate communication of the employment initiative must be heard throughout the organisation, (3) Structures and systems should be introduced to ensure the maximum participation of employees, at all levels in the formulation, implementation and monitoring of the Employment Equity policies and practices, (4) rewards for the implementation of Employment Equity should not appear to involve only senior management, since implementation involves many layers in an organisation, both rewards and accountability should be cascaded down, and (5) measurement for the holistic implementation of employment equity should go beyond the measurement of targets, to include: the development of people, the practice of effective interpersonal skills with diverse groups and the skilled management of employee diversity.

In addition to the abovementioned, Falkenberg and Boland (1997) offer the following recommendations to improve implementation of the Employment Equity Plan: (1) eliminate discrimination through increased government intervention; (2) eliminate discrimination through self-regulation; (3) focus on changing attitudes towards Employment Equity.

To address the barriers that prevent the successful implementation of the Employment Equity Plan the Employment Equity Reports of 2002 concludes that the Employment Equity Plan must be prepared and communicated. In this regard all employees should

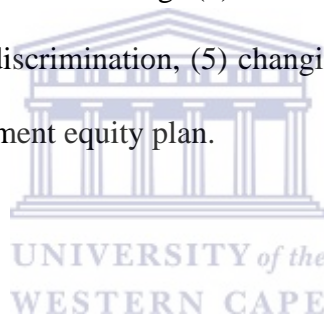
(1) be made aware and informed of the content and application of the EEA, (2) be sensitised with regard to EE, (3) be informed regarding the process to be followed, and (4) understand the importance of their participation in the process. After the preparation and communication of the Employment Equity Plan, Employers must then consult with the all the stakeholders including the employees and Unions. Finally, based on the User's Guide (1999), consultation should start as early as possible in the process. Consultative forums should be established. All stakeholders such as representative trade unions, employee representatives from (1) designated groups, (2) non-designated groups and (3) all occupational categories and levels must be included in the consultative forums.

In dealing with the barriers, human resource development can play an important role. This is confirmed by Horwitz, Browning, Jain and Steenkamp (2002) who insist that employment equity is not possible without human resource development and education as a fundamental national priority. Horwitz, et. al. (2002) state that South African Human Resources practices under apartheid focused on personnel administration and industrial relations. Currently this has shifted to emphasising employment equity and performance management, and the new labour laws aimed at redressing past discrimination.

Thomas (2002) concludes that to overcome the barriers encountered by other countries, South Africa should pay particular attention to the sound monitoring of progress towards Employment Equity. He continues by stating that proactive measures must be taken to ensure that the majority of the historically disadvantaged groups benefit from the legislation and to complement target setting, holistic human

resources practices should be introduced. Thomas (2002) also reviewed broad practices of employment equity in both developed and developing countries. The results of the investigation provide lessons for the effective implementation of Employment Equity in South Africa such as monitoring of progress to be done by a credible authority is important for the implementation of target setting and strategies.

Careful consideration should be given to these barriers. In addressing the barriers the resistance to change was also investigated and highlighted. To remove the barriers that hamper the successful implementation of the employment equity plans the literature makes reference on how to deal with the barriers. The literature recommends amongst others the following: (1) leadership, (2) management support, (3) incentives, (4) eliminate discrimination, (5) changing of attitudes and (6) prepare and communicate the employment equity plan.



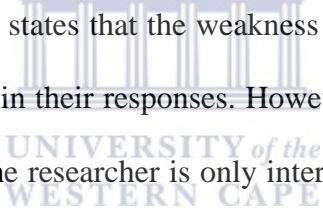
3.4 CONCLUSION

In this chapter an attempt was made to address the strategic and operational barriers that may hamper the successful implementation of the Employment Equity Plan. From the literature it is evident that strategic barriers lead to operational barriers, and in the same way operational barriers inform strategic barriers. The literature makes reference on how to deal with strategic and operational barriers too. The next chapter focuses on the research method.

CHAPTER 4 RESEARCH METHOD

4.1 Research Approach

This study follows a qualitative research approach. Clarke and Proctor (1999) claims that qualitative data are used to obtain details of the subjective experiences of programme planners in process-oriented evaluations. The qualitative approach enables the researcher to focus on the subjective experiences of the individual and is sensitive to the contexts in which people interact with each other. The fact that a qualitative approach allows for the studying of people in terms of their own definition of the world (Mouton, 2001) makes this a relevant approach to this study since the participants in this study will discuss their own understanding around the barriers that hamper the implementation of Employment Equity in their own workplace.

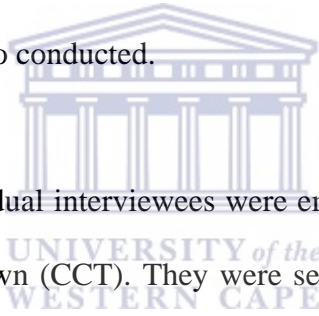


In addition, to Mouton (2001) states that the weakness of qualitative approach is that the participants can be biased in their responses. However, biasness in a study of this nature is not a weakness, as the researcher is only interested in the perceptions of the participants regarding the barriers to implementing employment equity in the Department XYZ and not what they think the barriers are in South Africa. In other words, the intention in this study is not to generalise the findings to be representative of any other group or even any other Department within the City of Cape Town. Rather, the aim is to explore the views of management of one particular department in the City of Cape Town in order to obtain more insight into the challenges experienced by this department in their ability to implement the City Of Cape Town's Employment Equity Plan. However, while the findings might be specific to this department, other departments can obtain valuable insights regarding the barriers that

may hamper the successful implementation of the City Of Cape Town's Employment Equity Plan.

4.2 Study Participants

Both the focus group method and semi-structured interviews method were used. Bloor, Franklin, Thomas and Robson (2001) stress that the interaction between participants is a key feature of the focus group method. Therefore careful consideration of group composition is vital. Groups that are too diverse may result in conflict and the repression of views of certain individuals may cause some views to be silenced. For example, groups where individuals may vary in status and power. For this study of the participants participated in the focus groups. However, semi-structured interviews were also conducted.



Both focus groups and individual interviewees were employees from the Department XYZ in the City of Cape Town (CCT). They were selected from senior and middle management in the Department of Social Development. The appropriateness of selecting this target group lies in the fact that the employees in this department are responsible for the implementation of the City's Policies and Procedures. Decisions in this regard are directly affected by the Employment Equity Plan.

The total amount of senior managers in this department is seven and the middle management staff amounts to 55(See table 3). Out of the possible 55 senior and middle management, all were approached. Only two black females, two white males, 18 black males agreed to participate in the focus group meetings. In addition two white males, two white females and three black females participated in the semi-

structured interview. They were selected because they were not represented in the focus groups, or were either not available during the time of the focus group meetings or who were not willing to participate in the focus group meetings. It was not necessary to distinguish between senior and middle management because the City of Cape Town is in the process of finalising its placement process.

4.3 Method of Data Collection

Focus group and semi-structured interviews were used to collect data. The focus group method is located within the qualitative approach to research.

Morgan (1997) defines a focus group as:

... a research technique that collects data through group interaction on a topic determined by the researcher. In essence it is the researcher's interest that provides the focus, whereas the data themselves come from the group interaction.



Clarke and Proctor (1999) agrees with Morgan (1997) that the focus group method of data collection is especially useful when the researcher is primarily concerned with obtaining an insight into the attitudes and opinions of groups, as is the case with this study rather than acquiring specific information about individuals. The selection of the focus group method was selected for reasons as highlighted by Morgan (1997), Clarke and Proctor (1999) and Wall (2001).

In addition, as mentioned earlier, the semi-structured interview were held to include those approached but did not participate in the focus group meetings due to their unavailability or unwillingness to participate in the focus group meetings. Saunders,

Lewis and Thornhill (1997:212) state that in semi-structured interviews a list of themes and questions, similar to the focus groups, will be covered, as in this study. Saunders et. al. state that the benefits of this approach provides the researcher with the opportunity to probe answers when the interviewees are required to explain, or build on their responses.

Venues that were available in the department where the participants were employed were used. According to Wall (2001) the researcher must create a permissive environment in the interviews that encourages the participants to share perceptions and points of view without pressuring participants to vote or reach consensus. The disadvantages include that it may be difficult to schedule six or eight people together. The three main questions which guided the focus group discussion and individual interviews can be found in Appendix A. The focus group sessions was approximately 90 minutes long and the individual interviews approximately 75 minutes long. When the participants experienced difficulties in participating in interviews (individual or group), then the researcher used cue questions to reinforce participation, see Appendix B.

4.4 Data Analysis

According to Yin (2003) data analysis consists of examining, categorizing, tabulating or otherwise recombining the evidence to address the initial proposition of a study. In the light of this study, the researcher will analyse the data collected by using thematic analysis as outline by Aronson (1994) for both the focus groups and individual interviews. According to Aronson (1994) the first step involves the collection of data. From the transcribed conversations patterns of experiences were listed. The patterns

came from direct quotes or paraphrasing of common ideas. The second step involves the identification of all data that related to the already classified patterns. The third step was to combine and catalogue related patterns into themes. The last step involves the building of a valid argument for choosing the themes according to the related literature. In addition, Aronson is of the opinion that thematic analysis focuses on identifiable themes. The themes in this research project are interpretations, barriers and recommendations for change which can be used round the implementation of the City of Cape Town's Employment Equity Plan.

4.5 Validity

According to Hussey and Hussey (1997) "validity means the extent to which the research findings accurately represents what is really happening in the situation".

To increase the validity the researcher will compare the findings with what the literature has to say about the barriers that could hamper the implementation of EE.



4.6 Reliability

Reliability means that if a similar research project is conducted using the same approach, method of data collection and analysis then similar results must be identified. The research process was well documented and all the interviews were tape-recorded and the recordings may be made available for future research. The research findings on barriers were analysed with respect to the literature review to ensure reliability.

4.7 Ethical consideration

The following process was followed to address the ethical considerations. Permission to conduct the research was obtained from the Director Department XYZ of the City

of Cape Town by letter (see Appendix C). Participation was on a voluntary basis and participants were informed as to the aims and process of the research.

Participants completed an employee consent letter (see Appendix D and E) in which the background, objectives and intended outcomes of the research will be clearly stated. The participants were informed about the anonymity of those involved in this study and that they could withdraw at any time. It is the intention that the findings of this study will be distributed to the participants for comments. Anonymity and confidentiality were treated with great sensitivity.

4.8 Conclusion

In this chapter the adoption of a qualitative research approach used in this study was detailed and the use of focus groups and individual interviews as the method of data collection was explained. Themes were identified as a result of the findings and the themes were analysed through the method of thematic analysis. The interpretation of each theme followed the analysis. The findings will be presented and discussed in the next chapter.

CHAPTER 5: RESULTS

5.1 Introduction

The Employment Equity Plan was approved in June 2005 by the Council of the City of Cape Town to offer Policy on the issue of Employment Equity. This plan was only approved seven years after the Employment Equity Act was promulgated.

Focus groups and semi-structured interviews were conducted to investigate the perceptions held by the City of Cape Town's employees in the Department XYZ regarding the barriers they feel could be hampering the implementation of its Employment Equity Plan.

The interpretations offered by the participants are around Affirmative Action, Diversity Management and Employment Equity are followed by the perceptions the participants have around the barriers that hampers the implementation of the Employment Equity Plan. Following the perceived barriers as identified by the participants, the recommendations they make in this regard, are summarised. Their responses are discussed under the three specific aims of this study, this is:

- Theme 1: Interpretations of terms
- Theme 2: Perceived barriers that hamper the implementation of the EEP (divided further into strategic and operational barriers)
- Theme 3: Recommendations for the successful implementation of EEP

5.2 Theme1: Interpretations of terms

In this section, the interpretations of the terms Affirmative Action, Diversity Management and Employment Equity as offered by the participants are outlined and compared to that of the literature.

5.2.1 Affirmative Action

It was claimed that Affirmative action is a process, for example **“Affirmative Action programmes were introduced to solve or alleviate inequalities that exist in the workplace”** (Focus group 1). Other comments given were **“process where you create job opportunities for females”** and **“a policy that aims to redress the composition of management teams”** (focus group 2). Other comments included **“to employ people of disadvantaged background”**, and **“positive discrimination”** (Focus group 3).

The comments from the focus groups are confirmed by the individual interviews. Responses included: **“employing people of colour (blacks)”**, and **“concentrate on appointing people from the previously disadvantaged group”** in order for them to benefit from the changes.



The participants view on Affirmative Action is consistent with Human (1996) who defines Affirmative Action as the process of creating greater equality of opportunity. Although Kravitz et.al. (1996) suggested that Affirmative Action is judged both positively and negatively, the dominant view of the participants are that **“candidates with the suitable qualification from the designated group”** should be given first option for promotion or the filling of vacancies. However, the white participants view this as reverse discrimination, for example, **“white males will either have to resign or retire or be retrench”** to create a vacancy to be filled by candidates from the designated group. This is consistent with Mhobe et. al. findings. The response from the majority indicates that they refer to individuals instead of groups. The majority of the participants were not aware of the targets that have been set to reach equity within

each racial group within the City of Cape Town. As previously mentioned, the lack of knowledge of the CMA EAP of 2001 could also be seen as a barrier.

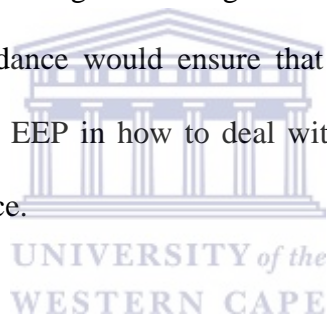
In support of the abovementioned response, Gilbert et. al. (1999) in their study state that if Affirmative Action fails, then organizations must consider implementing Diversity Management (DM) programs to capitalize on an increasingly heterogeneous workforce. Based on the staff compliment of the Department XYZ (see table 3 in Chapter 2) in 2005 Africans represents approximately 18% of its staff compliment, Coloureds approximately 56%, Indian 0% and Whites approximately 25%. It is evident that although the EEP has not met its targets, some progress has been made since 2001. In 2001 the staff compliment represented approximately 3% Africans, approximately 8% Coloureds, approximately 0.5% Indians and approximately 78% Whites.

It is evident that targets set according to the CMA EAP demographics of 2001 have not been met, but some progress has been made in terms of the overall race profile of the Department XYZ. It is evident that the African representation in 2005 deviates by approximately 16%. This means that 16% more Africans must be employed. Coloureds deviate by approximately 11%. This means that the Coloureds representation must decrease by approximately 11%. Indians deviate by approximately 1%. This means that the Indians representation must increase by approximately 1%. Whites deviate by approximately 6%. This means that Whites must decrease by approximately 6%. Over correction has taken place as far as Coloureds are concerned and under correction as far as Africans are concerned. It is evident that the Department XYZ attempts to meet its targets by reducing the Whites and increasing its African representation in its workforce.

Each race brings different values and traditions to the workplace. It is there important that they need to become tolerant of each other at their workplace. An intervention needs to take place such as conducting Diversity Management workshops.

5.2.2 Diversity Management

The data seems to suggest that participants felt a need for the introduction of diversity management workshops in the workplace. The participants claim that Diversity Management is an initiative whereby **“all employees of different backgrounds, culture, upbringing, races, gender and ages”** try to work together **“as a unit”** (focus group 2). They feel that **“unity makes strength”**. All the focus groups’ responded that attendance of Diversity Management Programs should be compulsory and not voluntary. Compulsory attendance would ensure that all personnel are offered the same messages regarding the EEP in how to deal with the different cultures of the different races in the workplace.



The responses from the individual interviews were similar to that of the focus groups. The interview responses included, **“staff will be able to ‘open up’ on how they feel freely”**. They strongly feel that staff members should become tolerant towards each other in dealing with for example religion, **“understand each other’s culture”**, and **“embracing of each others’** differences.

Jackson (1992), Cox (1991) and Thomas (1991) argue that the participation in diversity management workshops must be voluntary. This is not consistent with the view of the majority of participants. The dominant view is that attendance at **“diversity management workshop should become compulsory because the**

employees may postpone attendance". According to the Annual Report 2004/5 of the City of Cape Town less than two percent of its staff complement attended Diversity Management workshops. It would therefore seem as if voluntary attendance may well serve as a barrier to the implementation of employment equity if the staff within the Department XYZ are not compelled to attend these workshops. It was further felt that if it is not compulsory then only people of colour may attend. The participants' view is consistent with Human (1999) who points out that attendance and participation in Diversity Management should apply to all staff. Furthermore, the participants felt that **"diversity management can assist in combating racism and sexism in the workplace"**. This is consistent with Agocs and Burr (1996) and Gilbert et. al. who claim that managing diversity is an intervention tool to achieve Employment Equity.



The views of the majority of participants are contrary to that of Agocs and Burr (1996) who argue that Affirmative Action, Diversity Management and Employment Equity lies on a continuum. The contradiction is reinforced when these authors argue that Affirmative Action is the process, Diversity Management the intervention tool and Employment Equity the end result. The consistent view from the participants is that Diversity management acts as an intervention tool and the inconsistency is that Diversity Management should precede both Affirmative Action and Employment Equity.

5.2.3 Employment Equity (EE)

The participants highlighted three key issues around employment equity. The first is that employment equity is about levelling the playing fields due to past discrimination

in the workplace. The following comments capture the participant's interpretation of employment equity in this regard:

“It’s an attempt to make things equal for every staff member” and **“system in place to redress imbalances of the past”** (focus group 2), and **“Creating opportunity for people who have been discriminated against”** (focus group 1) and **“equal chances for all”** (focus group 3).

The responses from the interviews were that employment equity is about groups and not individuals. The targets have been set for each group based on the CMA EAP of 2001 (see table 1, chapter 1). The responses from the white males include the following: **“as far as employment equity is concern, the then ruling party, the African National Congress, of the City of Cape Town, will use employment equity to appoint Africans in top management”**. Their fears are evident in the composition of top management (see table 2), in chapter 2 where Africans represents 64% of the top team management. This is not complies with the Affirmative Action quotas which suggest 34%. They have therefore over-corrected their representation.

The responses in both focus group and individual interviews seem to encapsulate the essence of the Employment Equity Act of 1998 with respect to equal opportunity and fair treatment in employment. The majority of the participants feel that employment equity is about redressing the disadvantages in employment opportunities for all people of colour in South Africa. In other words equal opportunities in the workplace must be promoted for all people of colour in the workplace. However, the Employment Equity Act is more than equal opportunities in the workplace because it refers to: (1) the elimination of unfair discrimination; (2) implementing positive

measures and (3) ensuring equitable representation in all occupational categories and levels in the workforce.

The participants, people of colour, in this study were not happy that women of all races should form part of the designated group. They felt that **“only women of colour should get preference”** (Majority view of both focus group 1 and 2). They further commented that **“white females reaped the benefits”** while their white husbands were advantaged. Other comments were that **“women of colour should first be catered for, then black males, then white females”**. This however is not what the Employment Equity Act states. The whites interviewed felt unhappy about this. The views expressed by the white females are that **“we have been also discriminated against”** in the workplace by white males. It is felt that only white males occupied top management positions. The views of the majority of the participants are inconsistent with the Employment Equity Act of 1998 as far as the females are concerned. This may also constitute a strategic barrier if their concerns are not addressed because the black females may resist the Employment Equity Plan. However, according to table 3 in Chapter 2 Coloured females must be reduced from 21.82 to 21.40%, White females must be increased by from 7, 27% to 8.80% and black females must increase from 1.82% to 16.40% of the total staff compliment of Department XYZ. The views of the majority of participants are inconsistent with the targets set according to the CMA EAP demographics 2001 (see table 1 in chapter 1). The targets indicate that more black females must be appointed and the amount of white females must also increase.

The interpretation of the terms as highlighted by the majority of the participants are consistent with the views of Human (1996), Mhobe et. al. (1998), Kravitz et. al.

(1996) and Gilbert et. al. (1999). However, the participants strongly felt that Diversity Management workshops should have preceded Affirmative Action as well and they therefore contradict Agoos and Burr (1996). The implementation of Employment Equity in the South African workplace is currently supported by the introduction of Employment Equity Plan. The implementation of the City of Cape Town's Employment Equity Plan may however be hampered by strategic and operational barriers. The next section will discuss these barriers as perceived by the participants.

5.3 Theme 2: Perceived barriers that hampers the implementation of the EEP

All the participants agreed there are currently barriers to implementation of Employment Equity Policy. Their responses as guided by the literature are categorised into strategic and operational barriers. These were the findings of both the focus groups and the interviews. Regarding strategic barriers the participants highlighted the following: (1) short-term expectations were set to meet Employment equity targets, (2) The resignation, retrenchments or early retirement of skilled staff due to the change in political powers may result in a lack of service to deliver and (3) Policies around employment equity is not easily available or communicated to the staff. However, the findings around the operational barriers include (1) the lack of communication, and (2) lip service by management and (3) reverse discrimination.

5.3.1 Strategic barriers

5.3.1.1 Short-term goals

One of the strategic barriers that hamper the successful implementation of the City of Cape Towns' employment equity plan according the participants was that short-term goals have been set to meet employment equity targets. Their responses include

“goals have been set whereby targets must be met in five years since 2000” and **“the top team management has been ‘Africanised’”**.

The changes in the top management team, dominated by Africans males only, are contrary to the EEA and the CMA EAP of 2001. Although the top management team were appointed in a short period of time, the placement of the rest of the staff or the restructuring process **“they are still outstanding”**. The majority of the participants felt that short-term goal that must be set by the City is that that they **“need to finalise their placement process”**. This will then enable the City to get a “true reflection of their staff complement”. Following the placement of staff, the realistic goals must be set to meet employment equity targets for each group.

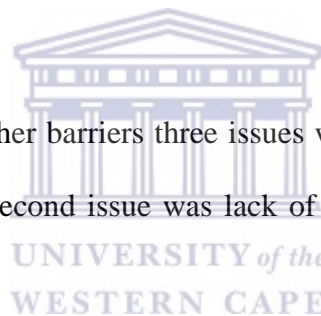
5.3.1.2 Political authority

The second strategic barrier identified by the majority of participants is the resignation, retirement or retrenchments of staff due to the “change in the political powers of the City due to elections or ‘walkovers’ since 2000”. The political changes have therefore resulted in vacancies. However, “vacancies were not filled” and “only the top management appointees reflect the political parties’ goal”. The ruling party failed in implementing the objectives of the EEP. For example, participants are unhappy around **“political appointees”** (focus group 1) that have been made, **“the government gives millions of rands for training of staff, however, the white males withhold information purposefully”** (focus group 1) and **“staff act as barriers”** (focus group 2) in their unwillingness to change. This is consistent with the view of Dessler (1986) who states that resistance to change can be considered as the single greatest threat to the effective implementation of policy decisions.

5.3.1.3 Legislation requirement – Employment Equity Plan

The last strategic barrier identified by the participants is the implementation of the Employment Equity Plan (EEP) of the City itself. The majority of the participants felt that EEP took “**approximately five years to be finalised**”. They felt that that it “**took too long**”. One of the interviewees said that “**although the plan was authorised in June 2005, the plan was not easily available or not communicated to all the staff**”. Although one of the interviewees knew about the plans the majority participants were unaware about the existence of the EEP until September 2005. The majority of the participants indicated that the political power of the City of Cape Town may be the single most influence on whether the implementation of Employment Equity policies are successful or not.

When asked to discuss the other barriers three issues were highlighted. The first was lack of communication, the second issue was lack of executive support and the last was reverse discrimination.



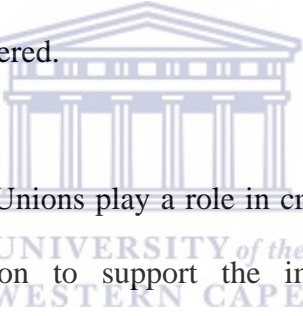
5.3.2 Operational Barriers

5.3.2.1 Lack of communication

In the discussion the participants referred to the inaccessibility, invisibility of circulars and documents around Employment Equity. For example, “**a language barrier exists in communication**” and “**Communication is only in English**”, although the language policy of the City requests all communications to be in the three official languages i.e. English, Xhosa and Afrikaans. Further comments included “**communication of the summarised version of Employment Equity Act is only via posters**”. It should be noted that the EEP is not advertised although it has be

implemented since June 2005. It would seem that communication via posters is not effective because approximately 40% of the labour staff is illiterate and the posters are only written in the English medium.

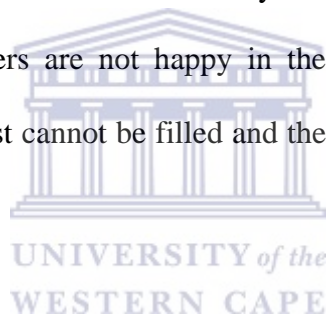
The lack of communication is the dominant view of the participants who also includes the language issue. This is consistent with the views of Christie (1996), Adams (1993), Thomas (2000), Thomas (1996) and Human (2001) who says that operational barriers in the South African workplace is characterised by lack of communication. The gap that exists is that the abovementioned authors do not address the language issue maybe they take it for granted that the preferred language is English. Therefore, as far as the communication medium is concerned, the Western Cape Province's language policy must be considered.



It was also discussed how the Unions play a role in creating communication barriers despite their claimed intention to support the implementation of the City's Employment Equity Plan. For example, although the City wanted to proceed with **“road shows to communicate their EEP, the unions halted the road shows”**. The reason given was that they were not involved in the early development of the roll-out plan of the Employment Equity Plan. Considering the non inclusion of the Unions who represent the majority of the workers management may not see the EEP measures as a strategic business issue. This is consistent with the views of the BMF (1993) and Thomas (1996) who states that Employment Equity and Affirmative Action measures have not been regarded as strategic business and there has been a lack of management commitment to this process at all levels in companies.

It was clear from the discussion in Chapter 3 that without effective communication around employment equity could be very difficult to implement the Employment Equity Plan. This is supported by Falkenberg and Boland (1999) as well as Human (2001) who have reported on the way that lack of communication can become a barrier to Employment Equity.

The findings do show that the lack of communication may result in a lack of trust between staff members. According to the participants, both focus group and individual interviews, top management do not communicate to staff about the changes around the implementation of Employment equity. Team work may lack bonding due to the conflict that may arise due to the insecurity and uncertainty that exists within the department. Staff members are not happy in the workplace. When a vacancy become available then the post cannot be filled and the workload is perform by his or her immediate supervisor.



The findings also indicate that the lack of communication may also result in resistance to change whereby the staff members “**deliberately stay away from work**”, “**staff is less committed to their work**”, and “**staff apply to jobs in other departments in the City**”. The abovementioned is consistent with Kotter and Schlesinger, cited in Thomas (1986) who claims that individuals resist change when they feel they have mastered their tasks and where there are perceived flaws of weaknesses in the proposal to change.

5.3.2.2 Lack of executive support

The second issue is around the belief that the executives in the Department XYZ only give “**lip service**” to Employment Equity. It became increasingly clear from the

discussions that the participants were of the opinion that top management was more concerned about their key performance areas. For example, the participants held the view that top management **“care about Employment Equity only when it forms part of the performance contracts”** or **“when it can further their career”**. This is consistent with the views of BMF (1993) and Thomas (1996) that EEP is not regarded as a strategic business issue. In other words if Employment Equity is not part of their key performance areas then they will not focus on Employment Equity. For example, it was strongly stated that if **“Employment Equity was removed from their business plans then it became irrelevant”**. This translates into a possible reality that if top management fail to support the implementation of Employment Equity, then middle management staff may not promote the implementation of the Employment Equity Plan.



The issue around lip service is consistent with Human (2001) whose findings show that lip service versus the genuine understanding and commitment from top management are potential barriers that hamper the implementation of Employment Equity. Lack of executive support even exists with the moratorium that has been placed on filling of vacancies. It would appear that top management focussed their performance on bonuses by placing a moratorium on filling of vacancies. In this regard participants commented that **“performance bonus is one of top management’s main concerns”** and the **“reduction in staff budget over 5 years is critical”**. By not filling vacancies may result in a lack of human resource development. This is consistent with Thomas (1996) who argues that if performance management with respect to human resource development is non existent then the training and development of people from the designated groups in fully productive

employees may fail. This is consistent with Horwitz et. al. (2002) who argue that South African human resources development focuses on employment equity and performance management and they conclude that employment equity is not possible without human resource development. It is further assumed that if no human resource development takes place then the perceptions on reverse discrimination may be reinforced.

5.3.2.3 Reverse discrimination

The third issue, reverse discrimination, raised a lot of questions in the focus groups. Research by Mhobe et. al. (1996) and Kravitz et. al. (1996) show that perceptions amongst white males are that Affirmative Action leads to reverse discrimination. The white male participant in this study also feared that they might be subject to reverse discrimination. One of white participants shared his concern as follows **“I fear that my daughter, who is 14 years old, will not find a job after the completion of her studies”** and the **“white males may be excluded from the implementation process”** (white participant). When reverse discrimination was discussed the majority of the participants expressed their concerns that **“the playing fields must be levelled”** and **“that the white males will have to vacate their cosy jobs”** (focus group 2). Other comments include **“now is the time to look after the historically disadvantaged, like the advantaged look after themselves”** (focus group 3). However, from the individual interviews the participants agreed that addressing inequalities of the past must not be **“implemented in a big bang approach”**. The responses of the participants indicate that they are unaware that the target being sets per racial group representation (table 1 in chapter 2). By implication if the target of a particular racial group has been met at present or in the future then the particular racial group member changes of filling vacancies may also be hampered.

The responses of the participants indicate that reverse discrimination against white male employees may act as a barrier to the implementation of Employment Equity Plan. In addition, Unions to which the white males belong may take the City of Cape Town to court. Consequently the process of implementing the Employment Equity Plan may be delayed.

5.4 Recommendations for the successful implementation of EEP by the participants

It is possible that these barriers to the implementation of the Employment Equity Plan as identified by the participants may be overcome. To this end, the participants were invited to offer recommendations for addressing the barriers which they had previously identified. They offered recommendations for change which could add value to any guidelines in Employment Equity implementation. From the discussions three recommendations were made by the focus groups and the individual interviews. The first one of the recommendations being improved communication, secondly top management support and lastly the introduction of diversity management programmes.

5.4.1 Communication

The feeling was that **“communication must be improved”**. The participants emphasised the importance of communication by involving **“key staff regarding the development of road shows”** to promote the Employment Equity Plan. Furthermore, communication must to be done **“via documents, pamphlets and newsletters”**. For the illiterate **“Adult Basic Education Training must be provided”** thereby making it possible for all employees to become aware of the implementation of the

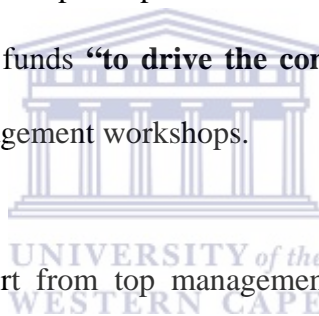
Employment Equity Plan. Awareness around the Employment Equity Plan through is definitely not sufficient on its own, in addition, **“feedback must be provided since people need to know what is going on”** and to **“address their concerns and questions”**.

From the responses it is evident that the implementation of Employment Equity Plan has been hampered mainly by the lack of communication between the City of Cape Town and its staff. The participants further suggested that **“Unions and Human Resource Department must keep an eye on the implementation of the Employment Equity Plan”** and **“offer feedback to top management”**. There was a general feeling that communication about Employment Equity Plan of all employees should be the responsibility of the Human Resource Department. As mentioned previously in Chapter 2, a communication strategy must be developed to inform, educate and reduce concerns around the implementation of the EEP including the feedback around the meeting of the targets. The communication strategy was consistent with the views of the majority of the participants who recommended that feedback from the employees about their concerns or suggestions must be provided from the Human Resource Department. It was felt that resistance could be avoided if employees had their fears addressed as soon as possible. Further, the participants were of the opinion that the implementation of the Employment Equity Plan should be monitored, evaluated and reviewed by top management.

5.4.2 Top Management Support

With regard to the successful implementation of the Employment Equity Plan, participants claimed that **“top management support”** was of paramount importance.

They felt that the absence of top management support would be a barrier to implement the EEP. Furthermore, the participants were of the view that top management support would enable all functional areas, especially Human Resource and Finance, to allocate some of their key performance areas to the implementation of the Employment Equity Plan. The majority of the participant's views are consistent with the responsibilities of the Top Management responsibilities as highlighted in the preparation phase of the implementation of the EEP in chapter 2. This is also consistent with Horwitz et. al. (2002) who argue that South African human resources development focuses on employment equity and performance management. In their opinion employment equity is not possible without human resource development. It was proposed by the majority of participants that the Human Resource Department should receive the necessary funds **“to drive the communication process”** for the presentation of diversity management workshops.



As far as the lack of support from top management is concerned the individual interviews suggest that the Executive Mayor (the head of the City of Cape Town), ensures that the notion of Employment Equity forms an integral component of their business plans and that the implementation of the Employment Equity Plan is monitored.

5.4.3 Diversity management

Another recommendation offered by the focus groups was that an intervention program such as diversity management must be introduced. It was claimed that **“diversity management workshops should be conducted”**. It was felt that diversity management programs have become a matter of priority because the

“communication may become ineffective if there is a lack of understanding of each other amongst the staff” as discussed in chapter two. One of the aims of Diversity Management is developing an understanding of the different cultures that exist in the workplace. In addition, the feeling was that Diversity Management Programs could enable the staff **“to handle individual differences”** that may result from reverse discrimination. For example, when the white males may realise how they have benefited from the apartheid policies and the designated group will develop an understanding of what happened in the past to all the people and how to manage the changes.

Such views about the need for Diversity Management Programs are consistent with the findings of Horwitz, Bowmaker-Falconer and Searl (1996). Their study showed that a failure to understand each other’s differences in the workplace can lead to misguided assumptions around employment equity and discrimination.

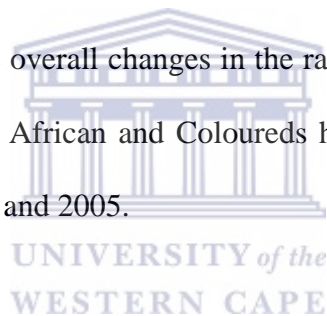


5.5 CONCLUSION

The objectives of the EEP as mentioned previously promotes equality, eliminates unfair discrimination and ensures a representative workforce by making top management responsible for the implementation of the EEP. Top management support requires that they are to report on the progress of the implementation of EEP on a continuous basis approving that funds are available to implement the EE, meeting, the targets set according to the CMA EAP demographics of 2001 (see table 1 in chapter 1) and developing a communication strategy that will inform the staff about the EEP. However, the findings indicate that a lack of executive support exists. As far as informing, educating, encouraging support to reduce areas of concern around EEP

according to the EEP implementation process the findings indicate that a lack of communication exists since the majority of the participants are not aware of the targets being set to meet the EE targets, insufficient feedback are provided and no corporate communication strategy exists around the implementation of EEP.

Although the findings indicate that the lack of executive support and lack of communication has taken place for the implementation of EEP, yet there have indeed been some changes in terms of the race and gender profile within the Department XYZ. According to the EEP the transformation of the City of Cape Town must be a non-racial and non-sexist institution. The majority of the participants' views are that it will be difficult but not impossible to transform the City of Cape Town around race and gender. According to the overall changes in the race profile of Department XYZ (see table 4 in chapter 2) the African and Coloureds have increased and the Whites have decreased between 2001 and 2005.



In addition, the overall changes in the gender profile of Department XYZ (see table 5 in chapter 2). The overall gender profile of the Females deviates by approximately 20%. This means that the Female representation in the workforce of this department must be increased by approximately 20%. This means that the Male representation must therefore decrease by approximately 20%. It is evident that males dominate the workforce representation since 2001 in Department XYZ. This clearly indicates that little or no changes have taken place as far as male representation in this Department.

The overall race profile for Africans deviates by approximately 16%. This means that approximately 16% more Africans must be employed; the overall race profile of the

Coloureds deviates by approximately 10%. This means that the coloured staff compliment must be reduced by approximately 10%. The Indians are not employed in this Department on management level; however, their representation must increase to at least half percent of the total staff compliment. The race profile of the whites deviates by approximately 6,25%. This means that approximately 6.25% of the white staff must be reduced. It is evident that the coloureds and whites are in the majority therefore both race groups will have reduce their number of staff members to ensure that more Africans are employed in this Department.

The next chapter offers some conclusion and recommendation based on the findings.



CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

6.1 CONCLUSION

As previously stated since the publication of the Employment Equity Report in 2002 very little change have taken place as far as the implementation of the Employment Equity Plan within the Department XYZ of the City of Cape Town. In fact, it is clear from the staff profile of this department that the requirements according to the Cape Metropolitan Administration's (CMA) Economically Active Population (EAP) demographics of 2001 are not being met are not being met, yet some progress has been made. According to table 3 in chapter 2, the from 2001 to 2005 the percentage of African Females increased by approximately 1%, the African Males increased by approximately 12 %, the Coloured Female increased by approximately 21%, the Coloured Male increased by approximately 20%, no Indian Females were appointed since 2001, the Indian Male decreased by approximately 0.5%, the White Females increased by less than a half percent and the White males decreased by approximately 55%. However, according to the CMA EAP demographics only the coloured males must decreased by more than 10% and the African Female must increase by approximately 15%.

This study investigated barriers which may hamper the implementation of the Employment Equity Plan of the Department XYZ as perceived by the employees. To this end three key focus areas were explored: (1) the interpretation around the terms Affirmative Action, Diversity Management and Employment Equity, (2) the perceived barriers that hampers the implementation of Employment Equity Plan and (3) the recommendation made for the successful implementation of EEP. Focus group meetings and individual interviews were used to collect the data.

The findings highlighted three possible strategic barriers. These are (1) Short-term goals, (2) Political authority and (3) Legislation requirements, and three operational barriers, this is (1) Lack of communication, (2) Lack of executive support and (3) reverse discrimination. As discussed in chapter three, an inter-relationship exists between strategic and operational barriers. For example a strategic barrier having short term expectations, may result in an operational barrier such as reverse discrimination or an operational barrier, absenteeism, flows into a strategic barrier the economic costs of not fully utilising all employees.

The following recommendations were offered by the participants for reducing the impact of these identifying barriers by:

- Improving communication
 - According to the EEP communication must be ongoing to inform, educate, encourage, support and reduce areas of concern. The findings highlight that feedback must be provided. The feedback should also address the staff's concerns and also highlight if targets were met or not. The targets were not met, however progress has been made and the progress around the gender and race profile of this Department. The progress made should be clearly communicated to all stakeholders my means of a communication strategy which informs, educate and reduce areas of concern around EEP.
- Commitment from top management
 - According to the EEP the Employment equity process was assigned to the Top Management Team to report on the progress or lack thereof. Although targets have been set to meet EE in the workplace the

majority of the participants are not aware of the targets and what criteria has been used. Top Team Management should develop a communication strategy on how to educate and inform the staff around the EEP and by making funds available to assist with the implementation of the EEP. The findings indicate the absence of the Top Management Team support for the EEP since no communication strategy is in place to educate the staff around EEP.

- Conducting Diversity Management workshops.
 - According to the EEP one of the short term goals were set to conduct diversity management workshops to contribute to the creation of an environment conducive to the individual reaching their potential in the workplace. The findings indicate that voluntary attendance of diversity management workshops must be compulsory and not voluntary. If the attendance becomes compulsory then the percentage of staff attending the diversity management workshops will definitely increase from the overall 2% of the staff compliment who attended these workshops in 2004/5 as highlighted in Chapter 2.

Three contributions were made by this study. Firstly, this study provided an overview of the literature on perceived barriers that exist to the implementation of Employment Equity. Secondly, it offers the relationship between Affirmative Action, Diversity Management and Employment Equity and the research done in South Africa around these terms. Thirdly, it showed the interrelationship in the area of barriers explored in the City of Cape Town.

This study has shed additional light on the barriers which hamper the implementation of the Employment Equity Plan within the Department XYZ of the City of Cape Town.

6.2 RECOMMENDATIONS

The recommendations made by the literature were discussed in chapter three. These included: (1) visible and committed leadership, (2) authentic management support, (3) maximum employee participation in the formulation, implementation and monitoring of the EEP, (4) employees incentives and (5) human resource development.

In addition to the recommendations made by the literature, participants offered their own recommendations and these were discussed in chapter five. They included (1) improved communication, (2) top management support and (3) diversity management workshops.

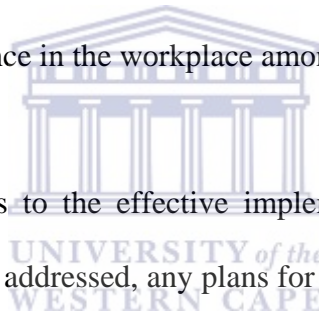


Based on the literature and the findings as discussed in chapter five three recommendations are offered. Firstly, the findings show that lack of communication to meet employment equity targets created a barrier. The consequence of this could be that there would be no commitment from the staff to make the implementation of the Employment Equity Plan possible. Top management should develop a communication strategy that educate, inform, encourage, support and reduce the areas of concern around EEP. It is recommended that the communication strategy of the Department XYZ to improve significantly especially around its employment equity plan educating the staff around the EEP focusing on providing what criteria has being used for the targets and providing them with feedback around the progress or lack thereof..

Secondly, the findings show that lack of top management support can serve as an additional barrier to the implementation of the Employment Equity Plan. Top management should ensure that sufficient funds are available to implement the EEP. The consequence of this could be that the annual budgets will have insufficient funds available to address employment equity issues. Therefore, it is recommended that the budget should be realigned to meet the requirements of the Employment Equity Plan.

Finally, the findings show that the interpretations of employment equity and related terminology can lead to different understandings of their meaning. It is therefore recommended that diversity management workshop attendance should be compulsory to prevent conflict or intolerance in the workplace amongst the staff.

In conclusion, unless barriers to the effective implementation of the Employment Equity Plan are identified and addressed, any plans for addressing it will remain at the policy level and will have very little affect in changing the current situation with respect to employment equity within the City of Cape Town.



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8. APPENDICES

8.1 Appendix A

8.1.1 Discussion Question

Discussion Question 1 (INTERPRETATIONS)

What do you understand by the Employment Equity Plan?

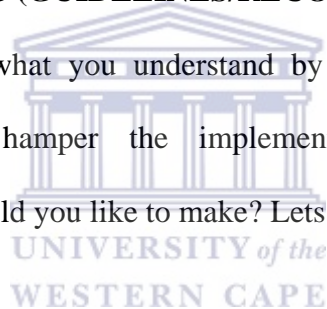
Discussion Question 2 (BARRIERS)

Often barriers hamper the implementation of the Employment Equity Plan. Do you agree? If yes, what kinds of barriers are you aware of in your department?

Let us discuss. If no, why do you think the City has not experienced any difficulties in implementing its employment equity plan?

Discussion Question 3 (GUIDELINES/RECOMMENDATIONS)

We have discussed what you understand by EE, EEP and the perceived barriers that may hamper the implementation of the EEP. What recommendations would you like to make? Lets discuss.



8.2 Appendix B

8.2.1 Cue questions

The following cue questions will be used, depending on the situation to stimulate discussions.

Cue question to discussion question 1

- a) What does employment equity means to you?
- b) Does the City have employment equity Plan? If yes, what does it entail? If no, why not?
- c) What are the benefits of implementing EE in the workplace?

Cue question to discussion question 2

- a) What do you understand by Affirmative action (AA)? Can AA alone redress the inequalities of the past?
- b) What do you understand by Diversity Management? Does AA complement Diversity management. If yes, why? If no, why not?
- c) Does South Africa have a multiplicity of labour legislation? If yes, what are the benefits or the drawbacks thereof?
- d) Is the City's top management committed to the implementation of the EEP? If yes, how? If not, why not?
- e) Is the communication with respect to the implementation of the EEP effective? If yes, discuss? If no, why not?
- f) Vacancies that are filled, does the City give preference to the suitably qualified staff from the historically disadvantaged group. If yes, motivate. If no, motivate.

Cue questions to discussion question 3

What you like to recommend in terms of:

- Monitoring and evaluation of the progress towards Employment Equity;
- Proactive measures to ensure that the historically disadvantaged groups benefits from the labour legislations;
- Introduction of a holistic human resource practice that complement target setting; and
- The demands of creative vision and will on the part of top management to fully tap into the potential of all employees of the workforce.



8.3 Appendix C

8.3.1 Letter requesting permission

To: The Director: Department XYZ)

From: Freddie Prince

Subject: **REQUESTING PERMISSION TO CONDUCT RESEARCH**

Date: Friday, 10 November 2006

I, Freddie Prince, am a research student from the Department of Management at the University of the Western Cape. I hereby request permission to conduct interviews within your department. In this study, I will investigate the perceptions held by employees regarding the barriers that hamper the implementation of the City's Employment Equity Plan. Approximately 30 employees will be involved in a discussion groups and individual interviews in which they will be able to share their perceptions regarding the barriers that hamper the implementation of the City's EEP. There will also be an opportunity to make recommendations to provide guidelines for the successful implementation thereof.

The discussion will be approximately one and a half hour long and participation is voluntary. Participants may withdraw at any time and no names will be attached to specific responses.

Thanking you in anticipation.

Freddie Prince

8.4 Appendix D

8.4.1 Consent letter for employees

DEPARTMENT XYZ

Friday, 10 November 2006

BARRIERS THAT HAMPERS THE IMPLEMENTATION OF THE CITY OF CAPE TOWN'S EMPLOYMENT EQUITY PLAN

CONSENT LETTER FOR EMPLOYEES

I, Freddie Prince, am a research student from the Department of Management at the University of the Western Cape. I am inviting you to be a part of this study. If you are willing, you will be invited to attend a focus group meeting of approximately 2 hours. Participation is voluntary and you may withdraw at any time. You agree to participate in the focus groups you will be invited to read the report before the findings are distributed. No names will be attached to specific responses.

If you are willing to be part of this study please sign this consent form in the space provided below and return it to the researcher at the beginning of the focus group meeting.

If you have any questions or complaints about this study, you may contact Freddie Prince on 788 7881.



Statement of agreement to participate in the research study

I, _____, am willing to participate in the project. I understand that participation is voluntary, that I may withdraw at any time, that the responses will be treated in confidence, and that names will not be directly linked to specific responses.

Date: _____ Signature of employee: _____

The extra copy of the consent form, which is attached, is for your records

Freddie Prince

8.4 Appendix E

8.4.1 Consent letter for employees

DEPARTMENT XYZ

Friday, 10 November 2006

BARRIERS THAT HAMPERS THE IMPLEMENTATION OF THE CITY OF CAPE TOWN'S EMPLOYMENT EQUITY PLAN

CONSENT LETTER FOR EMPLOYEES

I, Freddie Prince, am a research student from the Department of Management at the University of the Western Cape. I am inviting you to be a part of this study. If you are willing, you will be invited to attend an individual interview of approximately one and a half hour. Participation is voluntary and you may withdraw at any time. If you agree to participate in the interview you will be invited to read the report before the findings are distributed. No names will be attached to specific responses.

If you are willing to be part of this study please sign this consent form in the space provided below and return it to the researcher at the beginning of the focus group meeting.

If you have any questions or complaints about this study, you may contact Freddie Prince on 788 7881.



Statement of agreement to participate in the research study

I, _____, am willing to participate in the project. I understand that participation is voluntary, that I may withdraw at any time, that the responses will be treated in confidence, and that names will not be directly linked to specific responses.

Date: _____ Signature of employee: _____

The extra copy of the consent form, which is attached, is for your records

Freddie Prince