GENDER EQUITY AND CHANGE MANAGEMENT IN THE DIVERSITY EQUITY DEPARTMENT AT THE CITY OF CAPE TOWN

by

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ABSTRACT

The problem investigated in this study is that gender equity and change management in the City of Cape Town and in particularly the Diversity Equity and Change Management Department, has not been adequately assessed and a coherent set of options to address this problem has not yet been adequately researched. In particular, the situation is that senior management is not representative and that recruitment and appointment procedures as well as the change management process are not conducive to gender equity. The nature of this study is qualitative and the case study method has been utilized. The scope of the study is on gender equity and the change management process followed by management and staff at the City of Cape Town, in particular the Diversity Equity and Change Management Department since 2000 to 2007, with the view of proposing options for improvement.

In 2006 the City of Cape Town Employment Statistics indicated that 80% of top management within departments across the City is still white males. At professional and middle management level white males and 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 2006).

In order to equalize employment statistics in the COCT drastic steps should be taken to eliminate imbalances between both Black and white employees in terms of occupational levels. Disadvantaged Black women and men should benefit from employment, recruitment and selection, appointments and training and development processes and the acquisition of knowledge and skills beyond those acquired within the realm of empowerment.

However, women should be adequately represented not nearly in the workplace but overall to enable them to participate in the decision-making of important work related and home related issues. Women should keep on addressing inequality and gender equity to enhance change processes and gender awareness amongst themselves and in the workplace.

The gender institutional framework within the COCT as a whole in particularly the Diversity Equity department and the active participation in decision-making in the various structures of the City combines with their history of politics in the women's movement to augur well for continued gender sensitivity in policy formulation and outcome.

DECLARATION

I declare that Gender Equity and Change Management in the City of Cape Town: An investigation in terms of appointments, recruitment and selection and training and development is my own work and that sources I have consulted have been acknowledged as complete references. I further declared that this research report has not been submitted to any University, College or institution for any degree, certificate or any other qualification.

Full name: Priscilla – Anne Lewis   Date: …………………..


Signed: ………………………….

DEDICATIONS

I thank God for the strength, courage and perseverance that he bestowed upon me to successfully complete my under and postgraduate studies.

I dedicate this thesis to my belated parents Mr & Mrs Jack Lewis for loving me dearly and raising me to the best of their ability, to become the person that I am today. Especially my mother Mrs Emily Lewis, she in her own uniqueness stood and believed in me through a very difficult time of her life, who had the strength, courage and perseverance to empower, motivate, support and pray for me throughout my years of study, she passed away on 01 February, 2008. I will always love you mom and dad.

My loving sisters' Lucia and especially Linda who proofread and edited the first two chapters of my work. To my baby girl Alexandra whom I lovingly refer to as my **liefling**, my brothers' Colin and Courtland, my aunt Lucy Darries, our Reverend JJ Jacobs and his wife, for all your love, understanding, patience, dedication, motivation, support and prayers.

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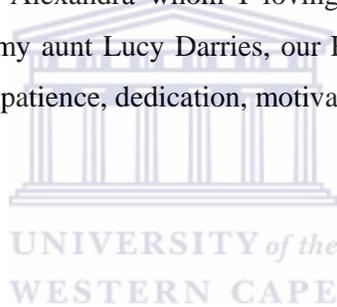
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ABREVIATIONS

AA   Affirmative Action

EEA   Employment Equity

EEP   Employment Equity Plan

LRA   Labour Relations Act of 1995

CGE   Commission on Gender Equality

CEDAW   Convention for the Elimination of All Form of Discrimination JCQLSW

       Joint Committee on the Improvement of quality of Life and Status of Women

SADC   The Southern African Development Community

PEPUDA   Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000

COCT   City of Cape Town

NGO's   Non Governmental Organizations

GFP   Gender Focal Points

SALGA   The South African Local Government Association

UNDP   United Nations Development Programme

UN   United Nation

GAD   The Gender Advocacy Development

GE   Gender Equity

CM   Change Management

DE   Diversity Equity

CC   Constitutional Court

EAP   Economically Active Population

CHAPTER FOUR: GENDER EQUITY IN THE COCT

CHAPTER FIVE: RESEARCH RESULTS IN THE DIVERSITY EQUITY DEPARTMENT COCT

CHAPTER SIX: RECOMMENDATIONS

CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1   Introduction

Behind South Africa's socio-political and economic transformation lies a history of institutional racism, gender discrimination and patriarchy. The worth of individuals, their life changes and distribution of property, goods and services, were determined by the colour of their skin, their association within racial groupings, as well as by their gender designation.

Furthermore, socio-cultural identity of people's positions dictates and most interpersonal relationships designated women in inferior positions to men. Women in general have been negatively affected by racism and in particular, African women have carried a disproportionate burden of under development caused by racism and gender discrimination.

The lack of female representation in decision-making structures has reinforced gender biases in government policy making, and as a result, the bulk of programmes aimed at promoting human rights of women that are currently being carried out in various organizations within the country.

Former President Nelson Mandela in his State of Nation Address of 1994 applauded the women of South Africa for having the strength, courage and determination during the struggle to fight together with the men of this country for democracy. President Mandela further mentioned that:

> It is vitally important that all structures of government, including the President himself, should understand fully, that freedom cannot be achieved unless women have been emancipated from all forms of oppression. All of us must take this on board that the objectives of the reconstruction and development programme (RDP) will not have been realized unless we see it in visible and practical terms that the condition of the women of our country has radically changed for the better and to highlight the importance of constantly lobbying the increase of women

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within Parliament as well as all public organizations such as the City of Cape Town.

The fourth world conference on women, held in Beijing in 1995, brought about significant changes pertaining to gender equality. For the past two decades, increasing attention has been given to the situation of women within the context of the world of work in the light of the many changes that have taken place in world economy. One should however, note that there has been some progress in as far as economic issues are concerned, especially in terms of the increase in female labour force participation over the past ten years. This however, has not been maintained by gender equality in opportunity and treatment in the work place.

1.2 Background to the Problem

In post apartheid South Africa, the City of Cape Town (COCT) fell under the jurisdiction of Local Government. The COCT was based on the traditional, conservative rule-driven Westminster system for e.g. departments were dominated by white males and females. Some with less academic qualifications used to occupy all the senior management and professional positions while their black counterparts with qualifications occupied all the low level positions and casual jobs simply because of the colour of their skin (Cape Times. 14 July 1992, p.12, Cape Town).

The employment of African black females was not an option within the COCT as a whole at that point in time. Racial discrimination and a myriad of protection mechanisms ensured that white males and females reaped the benefit of good education and health care facilities. Recruitment & selection of employees in the COCT was largely based on nepotism and favoritism for example white people who were family members and friends of managers was fortunate to occupy half day positions with a full days salary, whereas black counterparts were working a full day and was paid above the norm.

Policies were marginalized and racial and language barriers made it impossible for African blacks to work in administration as clerks or officers within Departments. The Local Government Act of 1992 was amended to make it illegal for employees to become union members without permission of the Mayor or Town manager, to actively participate in any strike

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activity. The COCT was demarcated into eight municipalities. The heads of departments of these municipalities reports to the Town manager and the Town manager report to the Mayor. Local Government is located in the COCT known as a Metropolitan Municipality before it merged.

1.3   Statement of the Problem

The problem of gender inequality and discrimination has been a stumbling block since the apartheid era and it still persists despite the fact that the new democratic government encourages the implementation of gender equity and change management policies (Makgoba 1997:73). Structures have reinforced gender biases in government policy making, and as a result, the bulk of programmes aimed at promoting the human rights of women which are currently being carried out by public and private spheres of government. However, the policy has not been executed very well and has raised concern on how it was implemented. The central problem being investigated in this study is that gender equity and change management in the Diversity Equity Department (COCT), has not been adequately assessed and a coherent set of options to address this problem have not been properly researched.
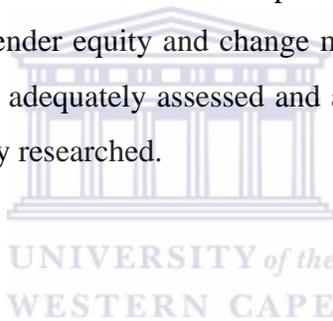
1.4   Objectives of the Study

The primary objective of this study is to develop options for improved gender equity and change management process at the COCT.

The secondary objectives of this study include;

i)   To develop a theoretical perspective on gender equity and change management

ii)   To develop perspectives on policy and legislation concerning gender equity and change management in the COCT.

iii)   To record and develop a case study of gender equity and change management in the COCT. in terms of appointments, promotion, recruitment and selection and training and development.

iv)   To develop research findings on the change management at the COCT.

iv)   To provide conclusions and a practical set of recommendations of how gender equity and change management can be improved in the COCT.

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1.5   Research Design and Methodology

This research uses qualitative methods, which is applicable in this case given that it is a descriptive study as apposed to a rational or experimental design (Mouton, 2001:72). According to Yin (2003:16) in descriptive research the goal of the investigation tends to be the careful mapping out of a situation. The research must have ways of analyzing and producing data so that theoretical or analytical suppositions can be examined, tested and accepted or rejected. It is argued that case studies are appropriate study designs to descriptive studies and that they offer stakeholder interviews to give a voice to all participants (Babbie, 1995:61).

This study used qualitative research methods including questionnaires and semi-structured interviews and group discussions to ascertain the view points of stakeholders. The quantitative aspect of the study utilized open ended questionnaires which were piloted on random sample of participants working in the Diversity Equity Department (COCT). An open ended questionnaire is designed to encourage a full meaningful answer using the subjects own knowledge or feelings of respondents. The qualitative aspect of the study used interviews and discussions with stakeholders and other local government officials and a sample of the managers who have already benefited due to senior, middle and junior management employment since the year 2000.

According to Cresswell (2003:5), qualitative research cannot be reduced to a simple and prescriptive set of principles. This type of research is systematic, rigorous, strategic, flexible and contextually conducted. Qualitative research is 'grounded in a philosophical way which is broadly interpretive in the sense that it is concerned with how the social world is interpreted, understood, experienced and produced' (Yin, 2003:16).

Yin (2003:16) refers to case studies such as this as a careful method of collecting information or evidence about a certain unit of analysis which may include individuals, groups, communities, organizations or even countries. Denzin and Lincoln (1994:432-436) also noted that what is important in a case study is what can be learned from a single case with emphasis on "designing the study to optimize understanding of the case rather than generalization".

Knight and Arkey (1999:57-58) support the argument of non-generalization but points out that some findings from the case may be generalized to some extent but that depend on the readers' own interpretation whether, according to their understanding, they find information that they can generalize about. The advantage of a case over other research techniques is that it attempts to conduct an in-depth inquiry of the subject matter. However, the essence of a case study is that it broadens the researchers' understanding of the subject under investigation.

In order to obtain relevant information the researcher had group discussions with employees with the permission of the director and participants of the Diversity Equity and Change Management Department in the COCT. Semi-structured questionnaires were used to obtain descriptive information from the interviewees while open-ended questions were used to encourage the interviewees to offer explanations on certain issues.

Data from questionnaires were transcribed and tabulated manually before coding and categorizing the responses from participants. To ascertain and ensure credibility, final and thorough interpretation of findings was done.

Prior visits, coupled with both informal and formal interactions with directors and managers at the Diversity Equity Department (COCT) played a big role in accessing the relevant information for this study. Spot on check-ups after every completed questionnaire helped the researcher to minimize the risk of biased research results. Fifteen interviews were conducted with senior, middle and junior managers with regard to gender equity and change management processes and since the qualitative method is regarded as an effective technique for collecting data, the researcher was able to involve and engage key participants and focus on the beneficiaries. The selection of key informants was carefully done after consultation with executive director and managers respectively in the (COCT). In this study the principle participants interviewed included the Director, middle and junior managers of the Diversity Equity Department.

Insights gained from this study may serve a variety of purposes and contribute to the improvement of gender equity and change management transformation processes in the COCT. It hoped that this study may assist the Department in developing an understanding of the employee's perception regarding the success of gender equity and change management in

general and ensuring female representation in senior, middle and junior management positions in particular.

1.6   Limitations of the Study

Because the research focuses on gender equity and change management processes in the COCT, the research is only limited to the diversity equity and change management department and is not necessarily applicable to all departments in the COCT. Findings are also specific to Cape Town and may not necessarily be applicable to other South Africa Metropolitan areas. Findings may also be used in other organizations and may have policy implementations for gender related policy in future.

1.7   Composition of Chapters Outline

This study will be divided into six chapters as briefly outlined below;

Chapter 1: Introduces the introduction and background of the study and provides details of the problem, objectives and research methodology. It also outlines the contextualization of the problem for e.g. women in management and senior management positions, women's representation, gender equity and change management processes.

Chapter 2: Provides the literature review and theoretical overview of gender equity and a literature review of scholarly articles have been undertaken. This literature provides an overview of gender equity and change management factors relevant to the COCT in particular the Diversity Equity and Change Management Department.

Chapter 3: Discuses policy and legislation issues as well as intervention instruments and national policy machinery.

Chapter 4: Provides analysis of research findings in the light of the current gender equity and change management policy information and dynamics at senior, middle and junior management level in the context of COCT and for e.g. the findings of this study pertains to the COCT in particular the Diversity Equity Department and is not necessarily applicable to all organizations of a similar nature etc. and the analysis of problems and potential strategies to overcoming the issues of gender equity and change management processes.

Chapter 5: Presents the fieldwork results based on interview materials and questionnaires collected from the field. It will also provide information in terms of gender equity and change management transformation processes.

Chapter 6: Provide the conclusion and recommendation of the study.

1.8   Conclusion

Against the backdrop of the research problem the Constitution compels all spheres of government in particularly the COCT to actively establish gender equity in the workplace, through eradicating and replacing (internal and external) practices that systematically discriminate against women on the basis of their sex. A comprehensive strategy is required to bring about fundamental change as required by the Constitution. There are a number of ways that public and private spheres of government can promote gender equity and change management processes in the workplace, including the development of a Gender Policy in conjunction with its Affirmative Action policy, as required in terms of the Labour Relations Act. A Gender Policy should clearly express the commitment of the COCT to the principle of gender equality and specify concrete strategies in all aspects of operation, in systems and procedures, to advance women's interests, participatory governance and human resources policies and practices. Such a policy should further specify procedures for consultation and mechanisms to ensure that staff, managers and representatives have an opportunity to monitor the implementation of the policy. It should also be linked to clear performance targets.

CHAPTER TWO: THEORETICAL PERSPECTIVES ON GENDER EQUITY AND CHANGE MANAGEMENT

2.   Introduction

This chapter describes the theoretical perspectives on gender equity and change management in public and private spheres of government in particular the Diversity Equity Department (COCT).

Before the democratic government came into power in 1994, women were oppressed and discriminated against according to their race, sex and cultural background and was deprived of opportunities and rights and in the workplace and society as a whole. White males held most of the senior middle and junior management positions in organizations whereas women in particular black women were not given a chance to lead organizations as it was erroneously assumed that they are incompetent and are unable to perform at the same level as white males and females. After the democratic elections of 1994, all discriminatory laws that epitomized apartheid were abolished. Disadvantaged groups in particularly women were afforded their human rights and opportunities to participate in decision-making processes at management level in public and private spheres of government and in society as a whole.
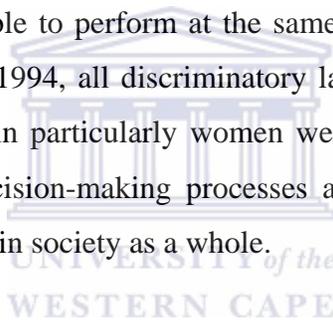
2.1   Gender Equity

Fester (1997:24) observed that in various departments of government women emerged as a powerful force challenging contrary matters such as gender equity, incompetence, illiteracy, women's representation and denial of employment to certain categories of disadvantaged groups. The continuous pressures, struggles and debates in the 1980's by women and other marginalized groups paved a way for leadership involvement of these groups at all levels. However, for this to happen, Acts and policies such as the Bill of Rights of the Constitution of the Republic of South Africa, Act 108 of (1996), Affirmative Action Plan, Employment Equity and various Gender Equity & Change Management Policies have been implemented to ensure that both women and men enjoy equal opportunity in all spheres of life. By implementing these acts and policies, white males assumed that it is a reverse discrimination whereas this was not the case. Rather it was to eradicate injustices of the past to enable and ensure that both females and males of colour reaped the benefit to share in opportunities and privileges that white males and females used to

enjoy. With the transition of this society from a previously apartheid system to one that upholds principles of democracy, non-racialism and non-sexism and gender equity, change management is at the very center of transformation in South Africa. This is within all structures, institutions, policies, procedures, practices, and programmes of government, its agencies and parastatals, civil society and the private sector (African National Congress 1993:23).

According to Morna (2004:72) gender is the concept that seeks to realize the importance of women in this male dominated world by bringing them in the mainstream participation in all spheres of the public. It also analyses women not as subordinates but equal partners in contributing towards women's representation in decision-making processes and upholding the democratic principals in this changing world. Morna (2004:73) further states that gender refers to the social roles allocated respectively to women and men in particular societies at particular times. Such roles, and the differences between them, are conditioned by a variety of political, economic, ideological and cultural factors and are characterized in most societies by unequal power relations. Gender is distinguished from sex, which is biologically determined

Maganya (1990: Vol. 24, no. 4 p.889) observed that gender awareness is a state of knowledge of the differences in roles and relations of women and men and how this result in differences in power relations, status, privileges and needs. In the standard literature on economic development and gender equity there is frequently a noticeable reluctance to consider the position of women as a separate problem of importance of its own. Gender based analysis is often seen as unnecessarily divisive, poverty, undernourishment, escapable morbidity, avoidable mortality, strikes by men against women and all members of a certain category at the bottom of the pile are plagued by severe deprivations.

Wells (2004:105) points out that women in South Africa have been central to the struggle against apartheid for decades. Gender equity and transformation boycotts started as early as the 1950's. According to Fester (1997:24) the 1980's opposition to apartheid began to manifest itself more openly as mass strikes and popular protests against local administrations become more frequent. Within the trade unions, women began to voice their concerns with regard to the conditions of women workers and the lack of representation of women in leadership positions.

According to Amartya (1990:56) the systematically inferior positions inside and outside the household as well as in private and public spheres in many societies point to the necessity of treating gender as a force of its own in development. The fact that the relative deprivation of women vis-à-vis men of a certain category to be appointed or promoted in responsible positions is by no means unified worldwide. The variability of gender equity in developing countries is so big as compared to developed countries. For example gender equity is at the ratio of 1:2 where one man against two men in most appointments, promotion, recruitment & selection and training in both private and public sectors in developed countries. Whereas in developing countries such as Sub-Saharan Africa and in the Middle East the ratio of gender equity stands at 1:3.

Mtinso (1999:43) states with the convenient "push" and demand for equality women is creating a huge change in terms of employment equity. This current effort is geared towards reconciling the issue of equal representation in terms of appointments, promotion recruitment and selection and training and development as an empowerment process. Empowerment is manifested as the distribution of resources, power and equal job opportunities irrespective of gender, race, class or individuals. The goal of women's empowerment is to remind the colonial patriarchal belief of women doing household work and tilling in the garden. This created male domination and women's subordination to transform the structures and institutions that reinforce and perpetuate gender imbalance and social inequality.

Charlotte (2000:4) while presenting a paper at an international conference in New York about the Problem of Women's Rights and Inequality, noted that the United Nations has been God Mother to the Global Women's Movement through such women's conferences between (1975–1995) followed by the Beijing Conference on the 5th June 2000. While Parpart (1989:33) argues that an investigation into the gendered nature of the state reveals that the state was historically based on a male referent, and so institutionalizes male privilege within its structure, strategy and culture as also explained by Dr. Ginwala, Former Speaker of the National Assembly of the South African Parliament, at the 5th International Conference of Women Presiding Officers over National Parliaments in July 1998 in Cape Town. "This is evident in the practices and procedures, the dress code, the style and organization of work, the language, the content of the debate, the priorities and standards and in almost every facet in which Parliaments around the world operate".

Phillips (1995:250) observes that "…gender relations affect women's political effectiveness. Women's disproportionate responsibilities in the domestic sphere impose enormous constraints on the time they can devote to politics". Parliamentarian women in South Africa who were interviewed by Mtintso (1999:43) reported that they had found "professional fulfillment are at the expense of personal fulfillment", and that "the expectation of Parliament contradicts with the expectations in terms of socially defined gender roles". Gender relations constitute institutions so that they produce gender inequities to varying degrees.

Goetz and Hassim (2003:30) argue that gendered preferences are embedded in the norms, structures and practices of institutions and those are not irrational choices on the part of individuals, unintended oversights in policy or deliberate policy outcomes. In this regard locally, nationally or internationally transformation is taking place to legitimize equal representation of women at all levels in private and public sectors.

However, Townley (1994:157) observed that the issue of gender equity is central to employment equity policies. She contends that what constitutes equity whether it is, for example, equal opportunity of numerical equality, equal access to higher paid male and female jobs or equal shares of jobs or whether equity involves equal rewards for equal efforts, as in equality of pay or the recognition and mitigation of differences in access. In essence, equal opportunity policies influenced by liberal feminism stress equity of opportunity relevant equity of results.

Walby (1988:115) argues that in their study the sample of affluent workers is entirely composed of men, yet despite a detailed explanation of how the sample came to be chosen, there is no attempt to justify the maleness of the sample. Walby indicates that these authors do not consider women to be members of classes in their own right, implicitly assuming that the class of women is determined by that of a husband. Walby constantly refer to "workers and their families" and the worker is always referred to as male. For example when referring to the class situation of the industrial worker in present society and despite current societal changes, the worker remains to be perceived as a man who gains his livelihood at the mercy of the employer. Walby (1988:116) further reports that attempts were made during 1979 to justify the neglect of gender relations and

that resource constraints were sometimes cited as the reason for the omission of women from the sample of workers drawn, but the theoretical justification for this major decision is not given. According to Guy (1990:40) the central role played by women as producers in pre-colonial agricultural society accorded them a status with a limited degree of authority, however, colonial state interventions restructured the homestead economy to serve the migrant labour system and women lost much of both their economic centrality and their social status. Nevertheless, since migrant labour was never able to subsidize the rural economy, women's productivity continued to be vital for rural survival.

According to Goetz and Hassim (2003:16), institutions have "forms of prejudice deeply embedded in organizational cognitive systems and work cultures." This study is concerned with an assessment of the embeddedness of gender equity and will argue that institutional transformation is a key objective so as to ensure that an institutionally enabling environment can lead to gender equitable participation outcomes that will accompany the current access of women.

2.3   Transformation

Given the transformation context in South Africa, the question arises as to whether Parliament in fact represents a transitional culture that includes, on the one hand, a traditionally conservative gender culture based on exclusions of women, whilst on the other hand, the existence of gender commitments through policy acceptance and a range of institutional gender packages to address gender issues. However, as Itzin (1995:59) notes: "There will be a little space or support for doing things differently until the power relations within organizations become part of the transformational agenda".

According to Waghid (2001:14) argues that transformation can be defined as a fundamental change in an institution for improving or understanding all substantive processes and structures so that it may develop and perform any tasks as well as pursuing any goals and objectives. Transformation and change is interchangeable words because an institution requires managers to exercise transformational leadership in implementing changes, empowering staff members and enhancing participation in management processes so as to become agents of change.

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However, Albertyn (1994:6) observed that transformation is a reflex action, seeing new problems and imagine new ways of approaching all problems and deconstruction and reconstruction beneath the surface of the institution. Transformation is one form into another. Gender and racial equity and transformation are fundamental issues which have been addressed to bring about change in institutions. This change refers to addressing promotion and training and development in institutions. According to former Mayor Nomaindia Mfeketo, government and private institutions in South Africa are also undergoing transformation processes whereas they have to address gender imbalances in appointments in managerial positions and representation at management level (Cape Times, 2 June 2000:6).

2.3   Change Management

According to Nickols (2006:2) managing change refers to the making of changes in a planned systematic manner. The aim is to more effectively implement new methods and systems in an organization. The changes to be managed lie within and are controlled by the organization.
Tushman and Romanelli (1985:83) states that change management can be defined as a process, tools and techniques to manage the people-side of change processes, to achieve outcomes, and to realize the change effectively within the individual change and the inner wider system. This chapter has focused on primary and theoretical perspectives on gender equity and change management processes with views and perceptions of different authors regarding transformation, women and management, principles for governance and change, a new approach to governance, women and governance, women and local government and approaches to managing change. Any change process can be seen to involve a series of identifiable stages of which some is complex, others simple.

Chiviya (1995:46-50) eludes that the recent political climate, has reshaped all sectors of the province in the last few years, and has brought drastic changes to the management of gender issues. The general management of gender has a permanent task and challenge to deal with change, superficial issue management can only achieve results at a level consistent with the acceptance that is below the surface. The base for change management is in both the

interpersonal and behavior dimension and the normative and cultural dimension and it is sub to power and politics management, and to the management of perceptions and beliefs.

Bowman and Asch (1987:223) add that women's participation of various stakeholders in the decisions relating to the proposed change will probably result in improved decisions, since all relevant sources are exploited. The information provided through participation may relate to various aspects such as alternative ways of implementing gender equity and change management in the workplace as well as equal employment opportunities for disadvantaged groups.

Despite the benefits of involving those affected by the implementation of gender equity, change management and equal employment opportunities in the process of planning women's participation is as much important as those of men where a rapid reaction to an unexpected event is required in order to solve a problem within the institution.

Child (1984:68) adds that women's participation is unlikely to culminate in a mutually acceptable solution in situations where there are deep-seated conflicts of interest between the parties involved. In this instance it is not advisable to plan change for a mutual solution to the problem on a participative basis if those affected by the change perceive the change as clearly contrary to their interests. Furthermore, it must be stressed that women's participation should not be used in a manipulative manner. This entails those affected by the change to "participate" in planning the change, to create the perception that their views are being taken into account, when in fact a decision has already been made.

Bowman and Asch (1987:24) argues that this approach inevitably leads to skepticism concerning women's participation and may render to genuine attempts to include women in the design phase of change unworkable due to lack of trust. In short the women's participation approach to change management is not easy to apply. It is associated with certain problems, and is not functional in all situations. However, the consequences of not adopting this approach can be costly, particularly when women are in a position to resist or even sabotage the change, but where they would probably accept the change constructively if involved and consulted in the decision-making process.

Makgoba (1997:73) observed that growth of women in organizations and the empowerment leading to political mobilization and popular education is very important for gender equity and change management. Managerial positions in South Africa will be very slim hence, it is indisputable that if the status quo remains, and young women continue to be encouraged towards a pink color career, the chances of women reaching the high level management careers in South Africa will continue to be the converse of the demographics of the South African population.

2.4   Affirmative Action

The African National Congress (ANC 1993:22) and its allies proposed that new systems of professional policies primarily based on race and secondarily on gender should be implemented within institutions across South Africa. The ANC addressed the under-representation of black people, in particularly women in low paid positions. It also addressed the under representation of women in black owned businesses and encourage Affirmative Action (AA) & Employment Equity (EE) policies to be followed. The ANC government promoted strategies favouring black people and women in the public and private sector, and promise to make it top priority to apply AA principles by means of legislation to secure women's rights.

Adams (1993:69) eludes that AA has been seen as a means of correcting imbalances of the past and creating a level playing field where everyone can compete based on equal access to education, training and development and other opportunities formerly restricted to the white minority population. It is assumed that women would have the opportunity to contribute to the workforce and would be able to share their skills and knowledge and at the same time contributing to their own development and to that of the country as a whole.

The employers who must practice AA must therefore be given the mandate to identify and remove the barriers to the employment of those under-represented in the workplace. In this regard, (Innes, Kentridge and Perold, 1993:16) states that AA does not constitute unfair preferential treatment, but rather those active steps taken to remove obstacles preventing disadvantaged groups from advancing into positions previously denied to them. It is stressed that equal employment policies are not adequate proving equality of opportunity in a work place and society where discrimination has prevailed. They continue to argue that AA affirms the value

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and importance of women's contribution to the workforce. AA means not forcing women into the mould of the opposite sex in order for them to be treated as equals, but allowing women to be equal on their own terms.

Makgoba, Nzimande and Sikhozana, (1996:81) argues that AA is a mere replacement of white male Afrikaners with black men and women, but should be seen as a process that leads to socio-economic transformation and alters the balance of power within the public and private sector and in society as a whole. They also state that AA in South Africa is part of the transformation away from apartheid and exploitation towards a non racial, non sexist and democratic society in which the socio economic conditions of the majority (that is black working class women and men) are substantially transformed in a manner which is empowering. AA should be used as a tool to transform the situation of the country, by being given the necessary skills, so that people (black women in particular) would be able to contribute to the development of the country.

Peron (2002:57) contends that Affirmative Action is a programme of preferential policies based on membership of a specific group, usually a racial group. In the South African context the targeted groups for Affirmative Action have nothing to do with discriminating against those who were previously privileged nor is it opting to avenge against certain groups. It aims to offer opportunities to previous disadvantaged people on the basis of merit. Innes *et al*, (1993:17) observed that Affirmative Action as a policy is simply meant to eliminate obstacles for blacks and women. It simply clears away the racial and gender obstacles in the path so that women may use their own skills and initiatives to advancement. Black people and women were not granted a chance in the previous dispensation to contribute to the development of the country, a situation that needs to change dramatically. Although the goal is to achieve a reasonable balance of men and women in the workplace and in society with respect to race and gender the laws which promote equality will require not only non-discriminatory legislation but also positive action. It is clear that non-discriminatory legislation or equal opportunities cannot alone produce equity in employment in a reasonable time frame and this in itself provides a justification for corrective measures such as AA, (Chiviya, 1995:18).

Although racial affirmative action is more often referred to, gender-based employment acceleration should receive the same attention. AA is thus not intended to speedily promote

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women into key positions for which they are not qualified, but it rather should involve a systematic move towards promoting employment and improving security for groups which were previously discriminated against. This process should be bolstered by the necessary education, training and development (Human *et al.*, 1993:12).

The AA Act stipulates that employers should address the imbalances of disadvantaged groups women, blacks and the disabled who previously suffered the social, political and legal disadvantage in society. The basic need for this is that women are perceived to be less productive than men and therefore less committed to their jobs. A lack of training, education and experience exacerbates the problem and affirmative action for women in the workplace is perhaps the most effective method for speedily achieving quality in employment, (Fick, 2000:191).

It should be realized in order for AA to work, the approach should be integrated and holistic, involving all facets of an organisation. AA employers are therefore given a mandate to identify and remove the barriers to the employment of those under-represented in the workplace. AA however, seeks to go beyond equal employment opportunity in that it recognizes that members of disadvantaged groups constitute only a small percentage of the labour pool, passively providing equality of opportunity will not suffice in overcoming the effects of previously discriminatory employment practices (Holloway 1989:74).

In this regard, (Innes *et al.*, 1993:17) state that AA does not constitute unfair preferential treatment, but rather those active steps taken to remove obstacles preventing disadvantaged groups from advancing into positions previously denied to them.

2.5   Approaches to Managing Change

Albo et al (1993:165) observes that there are mainly two approaches that could be used to manage organizational change in the public and private sector. The expert-led approach is characterized by management to formulate strategic plans and design new organograms for the administration, and impose the plans and organograms for the directives. The implementation of this approach has resulted in the top-down imposition of new organograms which fails to involve staff in particular women within the administration. The ideas and experience of frontline

workers, which are potentially a key resource in organizational and workplace design, are ignored.

According to Landill-Mills and Serageldin (1991:172), labour is not consulted in the design or implementation of the change process. This empowers workers and have the following negative consequences, for example i) change is unlikely to be sustainable if there is no active involvement by those affected by the change; ii) the empowerment relations that are inscribed in the change process (through design and implementation driven by management and experts) are reflected in the product of the change process (workers remain disempowered in the new administration); iii) there is no real democratization of the workplace; iv) top-down implementation of change leads to resistance and perpetuates existing conflicts and divisions within the administration; v) the demoralization of the workforce has negative implications for performance, as senior managers, middle managers and frontline workers resist changes to their work that they do not understand and played no role in deciding. Declining performance then leads to citizen-consumer dissatisfaction that inevitably rebound back onto the same officials who have resisted the changes in the first place; and, vi resistance is often exacerbated by unrealistic employee expectations which are raised by a lack of information and engagement in the change process. This resistance can further thwart the intentions of the institutional restructuring programme.

Landill-Mills and Serageldin (1991:173) further extends that the second approach to organizational restructuring is the process approach. This is an alternative to top-down, expert led administrative reform strategies. The approach of the process has two points of departure, for example i) empowerment: before any changes are implemented, senior managers, middle managers and frontline workers need to be brought into inclusive processes that cross-cut existing hierarchies in order to empower them with information and skills to comprehend and handle the complex dynamics of change taking place outside and inside the organization; ii) internal expertise: the technical requirements to design and implement institutional restructuring exists inside the organization rather than in the minds of external experts simply because it is those who work within the organization who best know how that organization works. The use of internal expertise allows for valuable insights from employees to be assimilated into the process, and ensures sustainability when outside expertise withdraws from the organization.

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In considering the question on how to approach change management, the above issues must be seen in the context of the unfolding constitutional models which will become increasingly clear over time, as the work of the Constitutional Assembly progresses; the need to ensure continuity of service delivery while change is occurring; organizational change as a process and not an event; the danger that insensitive management of organizational change can cripple the organization's ability to act, resulting in severe political implications. A strategy-led approach will enable the leadership of new government and the administration to develop incrementally the organization on the basis of integrated and holistic strategies. This would oversee the process of change management in the context of the organization's strategic tasks. A strategic management structure would need to put minimal organizational arrangements in place to ensure the continuity of existing services in the short term while at the same time not compromising longer term change.

2.6   Principles of Governance and Change

Since 1994, as mentioned earlier all departments have been under-functioning with a few determining the destiny of the majority. Women who constitute about 52% of the population are inadequately represented at various levels of government both in the public and private sector. It should therefore, be generally accepted that the following policy principles should inform the future growth and development strategy of the country. According to Albo (1993: 166) it is accepted that policy and principles should inform the future growth and development strategies for the country as a whole. He further states that an integrated and sustainable programme for women and disadvantaged groups should be on the forefront of management and implementations processes. That it should be a people driven process where all citizens should be consulted in various policy implementation activities whereas the disadvantaged, in particular women, should be involved in decision-making processes as well as in service delivery activities.

The governance approach will best operationalise these principles. However there are elements of other models that can be de-contextualized and utilized within an appropriate framework. A governance model will need to provide a framework for decision-making when complex and non-complex policy choices are to be made in a situation which permeates any change process; a structure of political control and information which is independent of the existing public service

at a time when political-administrative relationships may be difficult; empowerment of the political executive through a synergistic conception of the political administrative interface.

According to Swirling and Woolridge (1991:156), governance involves active cooperation and participation of all citizens irrespective of gender especially on the ongoing engagement in the process of policy formulation and implementation between politicians, senior management and middle management, frontline workers and civil society. The role of political leadership in managing the relationship between government and civil society is a crucial component of shifting from a bureaucratic administration to a representative administration. This engagement is purposely to serve and to ensure that institutional structures enable the marginalized group to exercise a meaningful say that employer's have to respond to citizens needs. However, most public and private institutions have tended to neglect the involvement of women in its planning process. Ultimately this cross abuse has persisted at various levels of management in the public and private sector.

2.7   Women's Representation

Women's representation in public and private spheres of government has improved since the 1994 elections. In 2000 women constituted 8 of 27 Ministers and 8 out of 13 Deputy Ministers in the national government, 30% of the members of Parliament and 24% of members of Provincial Legislators. Women are less represented at local government level, where 19.4% of Councilors and 14.4% of Executive Committee positions are women. In the public service, the proportion of women in senior and middle management positions (director and above) has increased significantly (South Africa's National Gender Policy Framework for Women's Empowerment and Equality 1997:18).

The Framework however, further contends that the proportion still falls considerably short of the target of 30% of new recruits of the management echelon by the year 2000 as laid down in the White Paper of Transformation of the Public Services (1995) and recently reinforced in the White Paper on Affirmative Action in the Public Service (1998). Whilst a number of departments and provinces made considerable progress at gender representivity at management level, others have made little or no progress. With respect to the economy, women account for

25% of all managerial positions. African women account for 23% of these positions, coloured women for 9% and Indian women for 5%. White women account for 62% of all women managers. The proportion of women occupying senior positions within the trade unions is very low (South Africa's National Gender Policy Framework for Women's Empowerment and Equality 2000:22).

Morna (2004:71) further eludes that the position of women in South African organisations has rapidly improved, especially after the Quanta system was introduced to increase the representation of women in government by 30 percent. The quarter has nearly been reached with figures of being 29.8 percent representation of women in parliament as apposed to 27 percent of their representation after the 1994 elections and 2.7 percent previous to that

Currently, in South Africa, women's representation in Parliament have increased to 45% since the country's recent elections. The latest statistics, which are based on political party candidate lists submitted to the IEC, show an 11% increase in the number of women in parliament. For example President Zuma recently appointed 13 females as Ministers in his new cabinet (South African Government Information, http://www.info.gov.za/leaders/ministers/index.html).

The Commission of Employment Equity's Annual Report of 2007 to 2008 indicates that the promotion of Black women in public and private spheres of government in senior management positions increased to 15.9%, whereas middle management positions has increased to 19.7% and junior management positions to 20.4%. Despite such improvements, there is still a long way to go before institutional power is equally between both women and men in the government and corporate sectors. The persistence of a predominantly male culture in most organizations makes it most difficult for those women who have penetrated the "glass ceiling" to ensure that their voices are effectively heard.

2.8   Women and the Labour Market

The Commission for the Employment Equity Annual Report of 2001 reported that women in South Africa comprised 36 percent of the economically active workforce in 1985, which increased to 41 percent by 1991 and decreased to 39.4 percent by 1996. It is argued that even though women formed 54 percent of the South African population, they only constitute two thirds of the service sector and of these more than half of the clerical and sales positions. The report further states that, women are over represented in pink-collar jobs such as secretaries, administrative assistant's, sales people and domestic workers.

Babita (2006:48) points out that her research over the previous six years shows that many white male managers in South Africa believe that blacks and white women are less capable than white men. Qunta (1995:25) concurs with the above views that black professionals who fail or make mistakes are judged more harshly than their white counterparts. Somehow making an error is permitted from them much less than it is for their black colleagues. What is more disturbing is that if a black person fails or makes a mistake it become an indictment in such a manner that they are humiliated or gossiped about in the various departments of the organization, while if a white person fails or makes mistakes, they are judged and dealt with on an individual basis very quietly and in a much subtle manner.

It has been argued that South African black women are the group by gender, which is moving forward most rapidly on the occupational ladder. Davidson and Burke (2005:329) states that whilst women successfully have entered the lower levels of jobs, they have not moved up to higher levels due to cultural and social barriers, therefore their representation in management is lacking. One would link this scenario to culture and history where black women did not have chance to pursue higher education so as to compete in the male dominated work force compared to whites whose interests were some how respected by their community.

According to Devakai (2006:9) the new democratic dispensation saw the inflow of women into the work force and a great deal of those women now occupy positions of leadership in this country however, South African women of all races are still disadvantaged and hardly hold senior positions especially in the corporate world (Erasmus, 2001:151). Existing findings suggest

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that white males constitute the decision making power of the private sector and thus dictate the importance placed on issues of development. This reverses questions of how, when and indeed if ever gender issues will be addressed for the progress in this regard is very slow.

2.9   Women in Local Government

During the early transitional period, government strategies in relation to women's representation in politics were neglectful at local level. Feminist activities turned into electoral politics in order to advance the position of woman inevitably focused at national level. In the 2009 elections, other factors that helped the standing of women voters who comprised 55% as registered voters as well as the Independent Electoral Commission's successful running of the free and fair elections under the leadership of the two women, IEC Chair Brigalia Bam and CEO Patsy Tlakula also put South Africa firmly on course to achieve the Southern African Development Community (SADC) target of 50% women in political decision-making by 2015 (SA is ranked 3rd for women's representation in parliament) (Created: 29 April 2009) p2, http://www. sagoodnews. co.za/index2.php.

According to Parnell (2002:7) the representation of women in local government is less than 20%. One of the reasons for the lower representation of women in local government is the electoral system, which combines a system of Proportional Representation with a Ward System. Only 10% of ward councilors are women, comprised to the 27% of candidates elected through party lists. This demonstrates the system of proportional representation is more conducive to facilitate women's access to political office because political parties can actively support and promote women in political leadership positions

The South African Local Government Association (SALGA) 1996 and the Women's Development Foundation (WDF) 2005 was formed to ensure the presence of women and gender issues in local government as well as to ensure that women are strongly represented in local elections.

In post apartheid South Africa women woke up late to the strategic importance at local level for advancing gender equity and change management processes. It was only the repeated lobbying

on the part of one small advocacy programme, that led the Commission on Gender Equality to take up women's representation in local government owing to the poor showing of women in the 1995/6 elections, the Gender Advocacy Programme began organizing around local government representation. Since 1994, local government has gone through a process of transformation, which culminated in the 2000 elections. The Commission on Gender Equality embarked on a campaign to increase the representation of women in local government and to ensure that government became more responsive to women's interests and demands.

This led to an increase in the proportion of women councilors from 18 percent to 28.2 percent. One factor explaining this was that, by the time of the second local elections proportional representation was matched by a ward system on a 50-50 basis at local level. The Municipal Structures Act of 1998, which included guidelines stating that every party must seek to ensure that 50% of women candidates on the party list and that women and men candidates are evenly distributed through the lists, served to change the gender balance of local councilors. Although the proportional representation system works in favour of women, a mature democracy should be able to field elected women candidates at ward level as well. In essence being accountable to a generic constituency of women out there is different from being directly accountable to actual women constituents on the ground. Importantly a number of the increased proportion of women local councilors were elected as ward candidates, showing that women political representatives are accepted at local level, although their performance across the country was patchy.

According to Craythorne (1990:55) the deficiencies of the ward system for women are particularly apparent in Kwazulu-Natal where traditional authorities remain strong. In this regard 34.3 percent of seats for women are achieved through the party list; women occupied only 12 percent of the ward seats. The local level is in advance of other tiers of government in terms of ensuring women's real political presence. Craythorne, further observed that The Southern African Development Community governments committed themselves to ensuring that women occupy at least 30 percent of positions in political and decision-making structures. This commitment came with the signing of SADC Gender and Development Declaration in 1997 and although the 30 percent target falls short of the Global 50-50 campaign launched by the women and environment development organisation, Southern African governments have gone further in meeting these targets than in many other regions of the world.

2.10   Conclusion

This chapter has focused on primary and theoretical perspectives on gender equity and change management processes with views and perceptions of different authors regarding transformation. It has also focused on women and management, principles of governance and change, a new approach to governance, women and governance, women and local government and approaches to managing change. Issues of gender equity and change management were also reviewed as a means to achieve equal employment opportunities and women's representation in decision-making processes in public and private spheres of government.

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CHAPTER THREE: OVERVIEW OF POLICY AND LEGISLATION REGARDING GENDER EQUITY AND CHANGE MANAGEMENT

3.   Introduction

The purpose of this chapter is to focus on Legislation and Policy implemented by the government of South Africa to improve opportunities for women in the workplace. These policies will ensure that the rainbow nation could enjoy the same opportunities and qualities in life as white people have.

This chapter focuses on the need for a policy framework on gender equality and describes the vision that determines such a need. Racism has been the issue of gender discrimination and inequality for a very long time. African women have a disproportion of the under-development caused by racism. The South African legislation and policies is one way in which the government can deal with workplace tension caused by racial and gender inequalities.
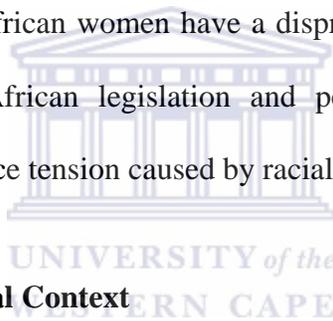
3.1   International and Regional Context

The South African government has taken significant steps to indicate its commitment to the achievement of gender equity and change management processes. As mentioned previously, these include: the ratification of CEDAW; adopting the Beijing Platform for Action; signatory to the SADC Declaration on Gender, and the Addendum on Violence against Women; the SA Constitution, which prohibits any form of discrimination on the basis of gender, sexual orientation or marital status, amongst others; the adoption of the National Gender Policy Framework on Women's Empowerment & Gender Equality; the establishment of the Human Rights Commission, the Commission on Gender Equality, as well as provincial Offices on the Status of Women.

Since the adoption of our new constitution, several pieces of legislation has also been reviewed, amended, or removed, if found to be discriminatory towards women and/or men on the basis of their gender. The Convention for the Elimination of All Forms of Discrimination against Women

(CEDAW) was implemented in 1995, and the Joint Committee on the Improvement of quality of Life and Status of Women (JCQLSW) was subsequently established with the responsibility of monitoring its implementation. The convention states that the parties shall take all appropriate measures to eliminate discrimination against women in public and private spheres of government, and shall ensure that women are on an equal footing with men to have the right to participate in the formulation and implementation of government policy and to hold public office and perform all public functions at all levels of government in the workplace.

CEDAW further emphasizes that "Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation to ensure the full development and advancement of women. The purpose is to guarantee them equal opportunities and rights and fundamental freedoms (The Convention for the Elimination of All Forms of Discrimination against Women, (CEDAW) (1995) (http//www.un.org.women watch/daw/Cedaw, accessed on 12/09/2008).

3.2   The Beijing Declaration and Platform for Action

The SA Government's adoption of the Beijing Platform for Action indicates its acceptance of gender mainstreaming into all its institutions and programmes as a strategy to achieve gender equality. The Beijing Platform for Action was adopted at the UN Fourth World Conference on Women in 1995. It is a comprehensive plan of action "…to enhance the social, economic and political empowerment of women, and it is premised on the need for the sharing of power and responsibility in the home, workplace and in wider society" (quoted from the Beijing Platform for Action).

The Platform of Action gives guidelines on how to achieve gender mainstreaming as well as the institutional arrangement for the achievement of gender mainstreaming. It also urges countries to take measures that will ensure women's equal access to and full participation in power structures and decision–making and that will increase women's capacity to participate in decision–making and leadership. It further calls for the integration of gender perspectives in all policies and programmes, and links strategic objectives to actions to be taken by Governments.

The Fourth World Conference on Women in Beijing adopted the Beijing Declaration in September 1995. It reaffirmed governments' commitment to the equal rights and inherent human dignity of every person in particularly those of women. This is also in accordance with the spirit of the Universal Declaration of Human Rights and other International Human Rights legislation and guidelines, in particular CEDAW and the Convention on the Rights of children, as well as the Declaration on the Elimination of discrimination against women in all spheres of life.

The former Secretary General of the United Nations, Boutros-Boutros-Ghali stated that the platform for Action "is a powerful agenda for the empowerment of women. It calls for the integration of gender perspectives in all policies and programmes." Furthermore he stated "the platform of Action is a call for concrete action to ensure that obstacles are being removed so that women can fully participate in decision-making processes at all levels of society" (United Nations – Department of Public Information, 1996:3).

The SADC Heads of State and Government in 1997 in Blantyre, Malawi adopted the SADC Declaration on Gender and Development. It reaffirms the commitment to CEDAW as well as the Beijing Declaration and platform of Action. It also commits member states to "ensuring the equal representation of women and men in the decision-making of member states and SADC at all levels, and the achievement of at least a 30% target of women in political and decision-making structures by the year 2005". To work towards the achievement of this 30%, the SADC parliamentary Forum (SADC-PF) launched the Regional Women's Parliamentary Caucus (SADCRWPC) on April 2002 in Luanda, Angola. At the launch the newly elected Chairperson of the SADC RWPC, Minister Lulu Xingwana, presented the following objectives:

➢ To build and strengthen skills and competencies for gender mainstreaming and women's empowerment among women.

➢ To provide practical follow up and monitoring on the implementation of the Declaration.

➢ To profile the need for women in positions of power and decision-making in organizations.

➢ To facilitate the involvement of women in gender equity and change management development processes.

➢ To lobby public organizations for an increased budgetary allocation of resources for gender mainstreaming programmes.

> ➢ To facilitate and monitor gender equity and change management training programmes.

The aim of this gender policy is to equip both females and males with the necessary analytical skills and information. The programmes designed to supplement other initiatives on gender capacity building and training at national and regional levels for policy makers, and highlight the significant role for women's empowerment and gender equality.

The chairperson of joint Committee on the Improvement of Quality of Life and of Women and Chairperson of the SADC Regional Women's Parliamentary Caucus (Lulu Xingwana) states that the ratification of international and regional gender instruments is a critical stick to ensure that change around gender can happen.

Although South Africa has made considerable progress in improving the representation of women in government the global situation remains far from encouraging. It is therefore very important that the same measures are internationally implemented to reduce possible causes of these inequalities (SADC-PF 14 Plenary Assembly Session, May 2003 Report).
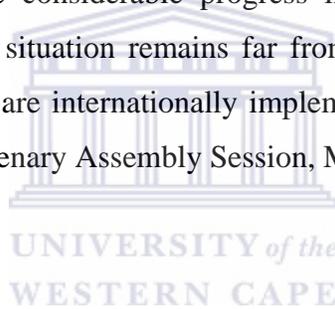
NATIONAL CONTEXT

3.3   The Constitution and Relevant Legislation

The Constitution of the Republic of South Africa, Act 108 of 1996, chapter 2 section 9 emphasizes equality of mankind. The right to equality and non-discrimination is protected in section 9 of the 1996 Constitution which is the supreme law of the country. Section 9 reads as follows:

> ➢ Everyone is equal before the law and has the right to equal protection and benefit of the law. Equality includes the full and equal enjoyment of all rights and freedoms.
> ➢ To promote the achievement of equality, legislative and other measures designed to protect or advance persons, or categories of persons, disadvantaged by unfair gender discrimination may be taken.
> ➢ The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social

origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth. No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3).

➢ National legislation must be enacted to prevent or prohibit unfair discrimination.

➢ Discrimination on one or more of the grounds listed in subsection (3) is unfair unless it is established that the discrimination is fair.

Although many statutes require respect for the right to equality, the two main statutes enacted to give effect to s 9 of the Constitution are the Employment Equity Act, No. 55 of 1998 (EEA) and the Promotion of Equality and Prevention of Unfair Discrimination Act 4 of 2000 (PEPUDA). The EEA applies to all employees and employers (with a few exceptions such as the National Defence Force). PEPUDA binds the State and all persons, but does not apply to persons to whom the EEA applies.

3.4   Employment Equity Act, Act 55 of (1998) and the Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (4 of 2000)

(i)   EEA outlines certain key provisions. The origin and the overall objectives of the EEA are clearly reflected in its preamble:

(ii)   "Recognising:-

(a)   that as a result of apartheid and other discriminatory laws and practices, there are disparities in employment, occupation and income within the national labour market and;

(b)   that those disparities create such pronounced disadvantages for certain categories of people that they cannot be redressed simply by repealing discriminatory laws,

"Therefore, in order to-

(c)   Promote the constitutional right of exercise of true democracy;

eliminate unfair discrimination in employment;

(d)   ensure the implementation of employment equity to redress the effects of discrimination;

(e)   achieve a diverse workforce broadly representative of our people;

promote economic development and efficiency in the workforce; and

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(f)   give effect to the obligations OF THE Republic as a member of the International Labour Organisation.

"Be it enacted………"

(iii)   Section 2 records the purpose of the EEA:

(a)   "The purpose of this Act is to achieve equity in the workplace by-

promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and

(b)   implementing affirmative action measures to redress the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workforce.

Chapter II of the EEA is devoted to the "Prohibition of Unfair Discrimination". Section 5 deals with its "elimination":

(iv)   "Every employer must take steps to promote equal opportunity in the workplace by elimination of unfair discrimination in any employment policy or practice".

(a)   Section 6 prescribes unfair discrimination in these terms:

(b)   No person may unfairly discriminate, directly or indirectly, against an employee, in any employment policy or practice, on one of more grounds, including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth.

(v)   It is not unfair discrimination to:-

(a)   take affirmative action measures consistent with the purpose of this Act; or

(b)   distinguish, exclude or prefer any person on the basis of an inherent requirement of a job.

(c)   Chapter III of the Act concerns affirmative action measures. In terms of section 12, this chapter applies only to "designated employers" as defined. The City is such an employer. Section 13 stipulates a set of duties resting on a designated employer.

(d)   Every designated employer must, in order to achieve employment equity, implement affirmative action measures for people from designated groups in terms of this Act.

(vi)   *A designated employer must:-*

(a)   consult with its employees as required by section 16;

(b)   conduct an analysis as required by section 19;

(c)   prepare an employment equity plan as required by section 20; and

(d)   report tot the Director-General on progress made in implementing its

(e)   employment equity plan, as required by section 21."

(f)   The legislature has provided guidance in respect of the content of affirmative action measures in section 15;

(vii)   *Affirmative action measures are measures designed to ensure that suitably qualified people from designated groups have equal employment opportunities and are equitably represented in all occupational categories and levels in the workforce of a designated employer.*

(viii)   *Affirmative action measures implemented by a designated employer must include:-*

(a)   measures to identify and eliminate employment barriers, including unfair discrimination, which adversely affect people from designated groups;

(b)   measures designed to further diversity in the workplace based on equal dignity and respect of all people;

(c)   making reasonable accommodation for people from designated groups in order to ensure that they enjoy equal opportunities and are equitably represented in the workforce of a designated employer;

(d)   subject to subsection (3), measures to:-

ensure the equitable representation of suitably qualified people from designated groups in all occupational categories and levels in the workforce, and

retain and develop people from designated groups and to implement appropriate training measures, including measures in terms of an Act of Parliament providing for skills development.

(ix)   *The measures referred to in subsection (2) (d) include preferential treatment and numerical goals, but exclude quotas.*

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(x)   Subject to section 42, nothing in this section requires a designated employer to take any decision concerning an employment policy of practice that would establish an absolute barrier to the prospective or continued employment of advancement of people who are not from designated groups".

(xi)   Sections 16 to 19 of the EEA deal with, respectively, the obligation to consult with employees, the matters for consultation (including the preparation and implementation of an employment equity plan), the disclosure of information required for a proper consultations process and the carrying out of an analysis of the employer's "employment policies, practices, procedures and the working environment, in order to identify employment barriers which adversely affect people from designated groups". Section 20 deals in some detail with the required employment equity plan and, in so doing, further illustrates the goals of affirmative action measures:

(xii)   A designated employer must prepare and implement an employment equity plan which will reasonably progress towards employment equity in that employer's workforce.

(xiii)   An employment equity plan prepared in terms of subsection (1) must state:-

(a)   the objectives to be achieved for each year of the plan;

(b)   the affirmative action measures to be implemented as required by section 15(2);

(c)   where under-representation of people (women) from designated groups has been identified by die analysis, the numerical goals to achieve the equitable representation of suitably qualified people from designated groups within each occupational category and level in the workforce, the timetable within which this is to by achieved, and the strategies intended to achieve those goals;

(d)   the timetable for each year of the plan for the achievement of goals and objectives other than numerical goals;

(e)   the duration of the plan, which may not be shorter than one year or longer than five years;

(f)   the procedures that will be used to monitor and evaluate the implementation of the plan and whether reasonable progress is being made toward implementing employment equity;

(g)   the internal procedures to resolve any dispute about the interpretation or implementation of the plan;

(h)   the persons in the workforce, including senior managers, responsible for monitoring and implementing the plan; and

(i)   any other prescribed matter.

(xiv)   For purposes of this Act a person may be suitably qualified for a job as a result of any one of or any combination of that person's:-

(a)   formal qualifications

(b)   prior learning;

(c)   relevant experience, or

(d)   capacity to acquire, within a reasonable time, the ability to do the job.

(xv)   When determining whether a person is suitably qualified for a job, an employer must:-

(a)   review all factors listed in subsection (3); and

(b)   determine whether the person has the ability to do the job in terms of any one of,

(c)   in making a determination in subsection (4), an employer must not unfairly discriminate against a person solely on the grounds of that person's lack of relevant experience.

(xvi)   An employment equity plan may contain any other measures that are consistent with the purpose of this Act."

3.5   Office on the Status of Women (OSW)

The office on the status of women (OSW) in the office of the Presidency's role is to be the main co-coordinating structure for the national machinery on gender equality, and channels women's concerns in government. Additionally it develops national gender

plans as well as national strategies to implement them. The OSW is responsible to co-ordinate and assist with gender integration in all government departments and also for setting up provincial offices to perform similar gender tasks within the respective Provinces. The functions of the National Office on the Status of Women are elaborated below:

➢ To advance a national policy on women's empowerment and gender equality.

➢ To prioritize key concerns and initiate policy and action-orientated research, relevant to gender mainstreaming.

➢ To liaise between NGOs dealing with women's and gender issues.

➢ To liaise between international bodies (e.g. United Nations).

➢ To work with Ministries, government departments, provinces and all publicity funded bodies in mainstreaming gender in policies, practices and programmers.

➢ To develop key indicators for measuring the national progression towards gender equality.

➢ To arrange for training in gender analysis and gender sensitization.

➢ To act as a catalyst for Affirmative Action with respect to gender equality.

➢ Awareness-raising and confidence-building among women at all levels.

➢ To provide a co-ordination framework for the effective implementation of the gender programme at the national, provincial and local government levels.

Following wide consultations, the United Nations Development Programme (UNDP) has also formed a strong partnership with the OSW. The activities that are addressed through this programme include enhancing the skills of provincial OSW representatives and integrating national gender programmes into the management system of government through performance management contracts.

The main task of the Provincial OSW is to mainstream gender equality into the business of the provincial Governments. This is operationalised by training National and Provincial Departments in formulating a gender policy and framework, as well as by giving them guidance in developing gender budgets and gender mainstreaming (South Africa's National Gender Policy Framework for Women's Empowrement and Equality, 1997).

3.6   Gender Desk

As noted earlier the main aim of the national gender machinery, is to ensure that gender is mainstreamed throughout all government departments. In 1996, the government authorized the formation of gender focal points in all government departments at both the national and provincial levels. Gender offices were thus appointed in the various departments. Their main functions included:

➢ Reviewing departmental policy and planning in line with National Gender Policy.
➢ Developing strategies to ensure the integration of gender policy and planning.
➢ Co-coordinating gender training and education of all staff within departments.
➢ Monitoring and evaluating projects.
➢ Establishing mechanisms to liaise with institutions and civil society.

3.6.1   Gender Focal Points (GFP)

At operational level, the main responsibility for ensuring the effective and efficient implementation of gender equity and women's empowerment strategy rests with the individual government departments. All these departments are required to appoint gender focal employees to assist in the formulation and implementation of effective plans and to promote gender equity and change management processes in the daily operations of the departments. The advantage of these gender focal points is that they are integrated into the departments and are part of the developmental machinery. These focal points also have access to discussions in line ministries and have the potential to affect policy and budgetary provisions.

3.7   *Functions of the Gender Focal Points*

➢ To ensure that departments reflect gender considerations in their business plans and routinely report on them.
➢ To review national policy and planning in line with the National Gender Policy Framework.
➢ To review all policies, projects and programmes for their gender implications.
➢ To establish mechanisms to link and liaise with civil society.

➢ **To** co-ordinate gender training and education of all staff within departments so as to ensure that gender is integrated in all aspects of the work.

➢ To monitor and evaluate departmental projects and programmes to assess whether they are consistent with national gender policy.

3.8 The Commission on Gender Equality (CGE)

The Commission on Gender Equality supports democracy as enshrined in Chapter 9, Section 187 of the South African Constitution (1996). The commission of CGE is an independent statutory body appointed by the government to manage the concern of civil society and to monitor the effective implementation of gender policies and programmes and manages the concern of civil society (AWEPA, 2001:14).

The aim of the CGE is:
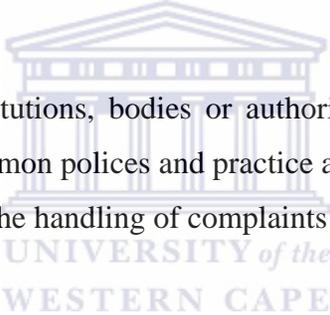
➢ To liaise closely with institutions, bodies or authorities with similar objectives to the CGE, in order to foster common polices and practice and promote co –coordination.

➢ Co-operation in relation to the handling of complaints in cases of overlapping jurisdiction.

➢ To liaise and interact with public and private spheres of government to actively promotes gender equality as well as to further the objectives of the Commission.

➢ To conduct or commission research to further the objectives of the Commission.

➢ To consider recommendations, suggestions and requests concerning the promotion of gender equality.

➢ To develop, conduct and manage information and education programmes, to enable the public to promote gender equality as well as to understand the role of the Commission;

➢ To evaluate the bills or proposed legislation likely to affect gender equality, or the status of women, and make recommendations accordingly to appropriate provincial legislators.

This body can be seen as a useful instrument for informing the public about their rights and raising national consciousness about gender equality. The CGE mandate does not limit the area of investigation, research or litigation, but allows the commission to review different types of inequality and its interface with other forms of oppression.

3.9   Basic Conditions of the Employment Act of 1997 (s. 23(1)

This Act, which came into effect on 1 December 1998, applies to all employees and employers except the South African National Defense Force, various intelligence bodies and unpaid volunteers working for charities. It limits the hours that may be worked in a week and regulates meal breaks and rest periods. However, these conditions do not apply to all categories of workers, for example to senior managers. The Act sets entitlement to leave days categorized as annual, sick, maternity and family-responsibility and also explains what workers can expect if their employment is terminated.

3.10   Labour Relations Act, Act number 66 of 1995 (LRA)

This legislation prohibits forced labour and the employment of children under 15, and gives the Minister of Labour the power to place restrictions on the employment of children. This Act came into effect on 11 November 1996 and it also intends to bring labour law into conformity with the Constitution and with international law. It recognizes and regulates the rights of workers to organize and join trade unions, and the right to strike. It guarantees trade union representatives access to the workplace and regulates the right of employers to lock workers out in certain situations. It also facilitates collective bargaining and makes provision for bargaining councils.

The Act also established a number of important bodies, such as the Commission for Conciliation, Mediation and Arbitration - which creates simple procedures for the arbitration and resolution of labour conflict - and the Labour Court and Labour Appeals Court, which adjudicate disputes.

3.11   The Skills Development Act, Act number 97 of 1998

This Act, which came into effect in September 1999, aims to develop and improve the skills of the South African workforce. It provides a framework for the development of skills of people at work and establishes a number of bodies to co-ordinate and oversee the training and development of the South African workforce.

3.12 Conclusion

All the Acts and Policies mentioned in this chapter were implemented by the new dispensation as a strategy to create an equitable representation of all designated groups such as women and non-white people in all occupational categories and to create more opportunities for them to participate in policy and decision-making processes in public and private spheres of government. However, reaching top level positions is still a slow process for black women in South Africa as a whole, and they are mostly succeeding only in junior management level positions and very few make it to the senior management level. Several South African private and public organizations that claim to have successfully implemented and integrated equal opportunities into their company policies are still struggling to transform and translate them into reality.

CHAPTER FOUR: RESEARCH FINDINGS IN RELATION TO GENDER EQUITY AND CHANGE MANAGEMENT IN THE CITY OF CAPE TOWN (COCT)

4.   Introduction

The introduction of gender equity and change management processes in the COCT can make a significant difference in the spheres of government that is closest to society. The services that are provided by the COCT can make a significant change in not only the condition but also the position of women, as well as to play a dynamic role in past gender equity and change management imbalances in the workplace. It is the COCT's moral and legal responsibility to engage in a gender and change management approach in all its policies, programmes and projects in order to ensure fairness in the treatment of both genders. Given ingrained disparities, specific measures must be developed to identify and remove underlying causes of gender discrimination in policies, laws procedures, beliefs, practices and attitudes that maintain gender equality. This can only be achieved from a multi-dimensional approach in the various departments at the COCT.
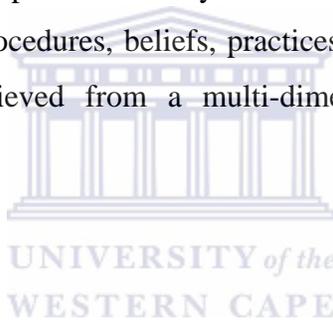
4.1   Constraints

The euphoria that exists about the high numbers of women in the COCT obscures the difficulty that women face in the effective performance of their jobs. When Acker, (1990:) refers to an "abstract worker" with a job description she is also referring to the fact that an organizational logic develops that job description as an activity through which "outside imperatives…. cannot be included with a definition of the job". Similarly the job description for employees of the COCT assumes that the job category is gender neutral.

Certainly, there is nothing in the Constitution that separates tasks for both women and men. The interpretation of the job is shaped by the institutional gender culture of the COCT and the performance of the job, is shaped by gendered private and public dichotomy that society sets, and the COCT replicates within its institutional arrangements. So even though women and men have the same function, the interpretation of the job is based on an implicit institutional understanding of what women can and cannot do, and so shape outcomes through particular institutional arrangements. The COCT reinforces and replicates this private and public

dichotomy within the rules and procedures that guide departments within the COCT. Acker further argues that a job already contains the "gender-based divisions of labour and the separation between the public and private sphere. The concept of job assumes a particular gendered organization of domestic life and social production. It is an example of what Human 1993:15) called the gender sub text of the rational and the impersonal. This means that the shapers of policies and job descriptions bring to that description their own gendered viewpoint, nd this shaped the gendered performance and outcomes of jobs according to existing societal xpectations. The effectiveness of women in the COCT is severely hampered by the institutional structure, practices and culture of the COCT. Likewise their function and role within the COCT is shaped by the institutional arrangements that impact on their effectiveness. Women's representation in the COCT was a direct result of their demands for greater representation during the Constitutional negotiation process and the ANC's subsequent commitment to a 30% female quota. The success of these demands is evidenced in the increased representation of women in both the 1994 and 1999 elections.

4.2   Policies and Processes of Local Government

Thus a new role for local government had to be developed which defines new roles and responsibilities within all public and private spheres of government in particularly the COCT. These roles and responsibilities include policy statements contained in the White Paper translated into a number of segments of legislation for local government departments, structured as follows:

- The Local Government Municipal Structures Act, Act 117 of 1998.
- The Local Government Systems Municipal Act, Act no.32 of 2000.
- The Municipal Demarcation Act, Act no.27 of 1998.
- The Municipal Finance Management Act, Act no.56 of 2003.

The Department of Provincial and Local Government must oversee that these roles and responsibilities are adhered to with the implementation of gender equity and change management policies and processes in public and private spheres of government. Local Government will have to play a critical role in coordinating these gender equity and change management policies and processes in the various departments of the COCT. The South African Local Government

Association (SALGA) is involved in lobbying municipalities and departments in the COCT to establish programmes that are in line with the National Gender Policy Framework.

4.3 The National Gender Policy Framework

Chapter 2 of this document, the National Policy Framework on Women's Empowerment and Gender Equality was formulated by the National Office on the Status of Women and was adopted by Parliament in 2000 provides guidelines to the COCT as a whole with regards to the formulation of gender policies. The Policy Framework recommends gender mainstreaming as an approach towards achieving gender equity and change management, and also stresses the importance of women's empowerment as a further requirement for achieving gender equality and addresses gender imbalances in the various departments of the COCT.

Any strategy or intervention on women's empowerment, gender equity and change management must begin with an accurate understanding of the experiences of women and men and a proper interpretation of their realities. The following are some of the realities internal and external to the COCT that provided guidelines for the development of the ensuring the strategic objectives of processes and mechanisms that were adopted to advance the country towards gender equality and change management processes is the principle structures of the national machinery which are the Office of the Status of Women (OSW), Gender Focal Points (GFP) in national departments, Commission for Gender Equality (CGE) and other organs of civil society.

4.3.1 *The purpose of the framework is to:*

"…establish a clear vision and framework to guide the process of developing laws, policies, procedures and practices that will serve to ensure equal rights and opportunities for women and men in all spheres and structures of government, workplace, community and family…" This proposed gender policy for the COCT is based on the national framework, and embraces the principles and guidelines it contains. South Africa's National Policy Framework for Women's Empowerment and Gender Equality and The National Policy framework proposes the review of existing institutional policies against the principles of gender equity and change management, and the subsequent amendment or removal of policies found to be not in line with these

principles (National Gender Policy Document, page viii). As such, it is proposed that the adoption of this gender policy by the City should result in the review of existing policies to ensure that they are in line with the City's gender policy, national policy, guidelines and principles.

The National policy framework was formulated in order to provide guidelines to the COCT and other public and private spheres of government to show its commitment towards the achievement of gender equity and change management processes in organizations as a whole. Similarly, the Local Government Act, Act 55 of 1998 as pointed out in chapter 3 has been pro-active in attempts to achieve racial and gender equality within its structures. For example the COCT strives towards the filling of positions at all levels by skilled personnel in pursuit of a national policy on a gender ratio of 75:25 as a broad guide-line in favour of affirmative action and gender equality. Currently, various strategic plans have been adopted by the Diversity Equity and Change Management Department to achieve the requisite representivity. Packages were offered to particular groups of management employees to make space available for appointments of previously disadvantaged groups.

Chapter 7 of the Constitution mandates COCT to promote social economic development and women empowerment in the workplace. Whereas, Chapter 4 of the municipal systems Act, Act 32 of 2000 supports the promotion of gender equality by local government. The National Gender Policy framework can be seen as a measure taken by the COCT to address imbalances of the past. Although the framework is concerned with gender, its focus, however, is largely on issues concerned with women and their empowerment. This is because of the impact of past policies and laws which deliberately favoured men, in particular white men. Until women and men have equality of opportunity with respect to access resource and employment opportunity and to fair treatment, policy and decision-makers will need to draw distinctions between gender issues and women's issues so that resources can be set aside to meet the specific needs of women. Women's empowerment is thus a means to achieving gender equality rather than an end in itself. (South Africa's National Policy Framework for Gender Equality and Women's Empowerment, December 2000).

4.4 City of Cape Town

The old establishment namely the City Council has changed to the City of Cape Town in 2000 and the new draft organizational design was discussed by the City's leaders in 2004. The process of transformation was partially finalized in 2005 as reported by the City Manager who states that transformation will not take place in 'one big bang' but will be phased in gradually to ensure the least disruption in the implementation of the gender equity and change management processes.

4.4.1 Functions of the Diversity Equity Department in the COCT

Functions are as follows:

➢ Ensure the adoption and implementation of gender equity and change management in the COCT;

➢ Ensure that gender and change management is a key factor in leadership discussions;

➢ Ensure that EE & AA processes are followed during appointments and recruitment and selection processes;

➢ Ensure that gender awareness and transformation related training, programmes and workshops are offered on a regular basis;

➢ Ensure that women's empowerment and decision-making are recognized;

➢ Ensure that the integrated co-ordination frameworks result in measurable organizational outputs;

➢ Ensure the COCT reach the 50:50 ratio in terms of women in senior, middle & junior management positions as targeted by the government;

➢ Provide access to information including documentation on budgetary measures with specific reference to its implication on gender;

➢ Make recommendations on policy and legislation with regard to gender equity and change management processes (City of Cape Town, 2005, Annual Report, 2004/5).

4.5   Diversity Management

Diversity management in the Diversity Equity Department (COCT) is an overall strategy that highlights the importance of a situational approach to managing diverse groups of people with different cultural backgrounds. Diversity management maximizes employee's potential without allowing racial or cultural differences to influence the process, (Fuhr, 1993:18). He further states that diversity management in the COCT is a long term-strategy, which demands commitment from top management to set mechanisms in motion to unbridle the potential of all employees. According to Jackson (1992:55), Cox, Blake and Thomas (1991:47 and 48), efforts to deal with diversity related issues have been termed diversity management. Agocs and Burr (1996:4-5) states that diversity management in the COCT 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 males 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 one of the facilitators in the Diversity Equity Department in the COCT 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. The facilitator continues by mentioning that staff are excluded from these diversity management activities and feel that it should apply to all staff in the DE department irrespective of race, gender or level of position. As Fuhr (1993:19) suggests managers should seek to instill a new sense of pride in their disadvantaged workers, with an understanding of the differences that exist amongst them and how to manage these differences. In other words, each individual in the COCT must be represented within the diversity management programmes. According to Sessa (1992:89) 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 (1999:116) are in agreement and claim that voluntary organizational diversity initiatives may be particularly important in this regard.

Sessa (1992:89) states that the COCT should concentrate on the recognition of diversity and should not be consumed by the search for commonality. The quest for determining shared values

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and common goals is said to be vulnerable to the process of manipulation whereby members of disadvantaged groups are co-opted into assimilating the values of the dominant group. Managing diversity is therefore not about adopting a paternalistic attitude towards members of disadvantaged groups and attempting to win "them" around to "our" way of thinking. Rather, it is about each individual making a contribution on merit, whereby the whole is greater than sum of the parts (Human and Bowmaker-Falconer, 1993:29). Van Donk (2000:355) argues that equal employment opportunity is a passive agreement on the part of the COCT not to discriminate against any particular group.

4.6   Race, gender and percentage in the COCT

According to the Annual report (2005/2006:50) a gender focused group was created and is now operational throughout the COCT. Further efforts are made to enhance the development of women in order to ensure that they are represented in senior management positions. Contact (2005:13) however, asserts that although this has been frustrating, it has brought about the inclusion of women in top management structure, the following picture emerges in an analysis of the internal dynamics.
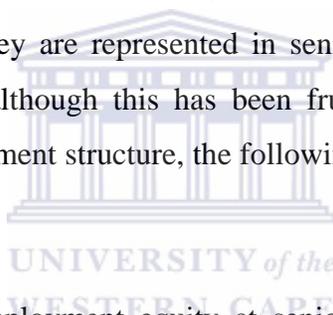
Contact (2005:13) argues that employment equity at senior, middle and junior management levels had improved. Contact further noted that there is a disparity between the management with regard to male and female profiles in the COCT demographics and therefore this has to be addressed within the next two to three years. Furthermore, she alluded to the fact that the City's priority was 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 in the country.

Carol (2006:14) cites that a Top Management Team (TMT) was appointed at the COCT in 2005 after a restructuring process which was particularly aimed at achieving racial and gender representation among top management. Targets were set to employ blacks and women of disadvantaged groups into senior, middle and junior management positions within the various departments of the COCT as a whole. The table below provides a broader view of gender equity representivity   among top management echelons.

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Table: 1. The Top Management racial representivity as at 31 December 2005

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

Source: Total percentage racial and gender representation (adopted from Prince, 2006, an insert in Contact 2005)

Carol (2006:14) further points out that as a result of the restructuring process several senior African (black) managers were recruited from the corporate world and public sector into senior, middle and junior management positions. 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 COCT resulting in no transfer of skills.

Table: 2. The profile of the COCT reflecting the overall changes in race from 2001 to 2006

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

Source: Total percentage racial and gender representation (adopted from Prince, 2006, an insert in Contact 2005)

With regard to the overall changes since 2001 to 2006 the race profile for African's and Coloured's have increased from 3% to approximately 18% and 56% respectively. Meanwhile, Whites have decreased from 78% to approximately 25% of their staff complement. Coloureds constitute more than half of the staff compliment in the Gender Equity Department. Whites are more than a quarter of the staff compliment and Africans less than a quarter.

Table: 3. Overall changes in the race and gender profile of the COCT since 2001 to 2006

Gender	The year 2001	The year 2006
Females	11.59%	30.91%
Males	88.41%	69.09%

Source: Total percentage racial and gender representation (adopted from Prince 2006, an insert in Contact 2005)

With regard to the gender profile female representation increased by more than 20% and the males decreased by approximately 20%. It is evident that from the data in Table 3 above since 2001 males dominated the workforce in the COCT as a whole. Although the Employment Equity Act was passed in 1998, the Commission for Employment Equity of South Africa states in their Annual Report (2002) that **"even though Blacks, African's, Coloured's and Indians constitute 77% of the economically active population in the Western Cape, whites (males and females) still hold 80% of top management positions in public and private organizations. At a professional level and middle management level, whites still dominate this level with 62%. At Legislative and Senior Management level whites still occupying 72% of labour force. In technical and associate professions, the tally for whites is 41% and at elementary level 25%"** (Annual Employment Equity Progress Report (2001-2002: 11).
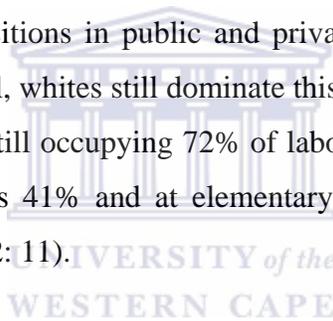
The Annual Employment Equity Progress Report of 2002 noted that despite the efforts made by the COCT in addressing female representation there are still imbalances within the various departments. Whites still dominate and occupy most of the senior and middle management positions in the COCT as a whole. Employment Statistics of 2003 indicated that 70% of top management consists of white males at senior and middle management level. In the technical and associate professions, the percentage for whites amounts to 38% and at elementary level 6.5% (Department Human Resources – HRD IT System, July 2003).

The Annual Report of (2002), COCT Employment Statistics (July 2003) reveals 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 in public and private institutions as well as 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 COCT through Statistics South Africa's Economically Active Population (EAP) of 2006 is to meet its targets in terms of demographics. See table 4 below.

Table: 4.   The COCT's economically active population gender and race 2006

Females	Percentage	Males	Percentage
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%

Source: CMA EAP Demographics of 2006

In Contact (2006:17) the former sub structures in some municipalities were dominated by men. This trend by enlarge still continues and it has an adverse effect on gender equity and change management processes as a whole. Contact further argues that there are still some fundamental issues to deal with in order to address issues of gender equity and change management adequately. However, the progress in this regard is very slow and seemingly it will take some time to be accomplished.
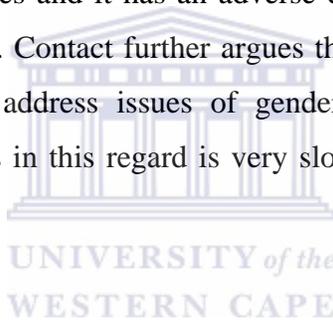
4.7   Recruitment and Selection

Recruitment and selection are the processes of acquiring applicants who are available and qualified to fill positions in the organization. Sessa (1992:103) writes that recruitment and selection are conceived as the process by which organizations solicit, contact and interest potential appointees, and then establish whether it would be appropriate to appoint any of them.

Recruitment and selection policy was adopted by the COCT with effect from August 2000. It included a number of provisions relating to gender equity and change management processes, affirmative action and employment equity. All aspects of the recruitment, selection, interviewing and appointment of employees regardless of gender or race will be non-discriminatory and will afford applicants equal opportunity to compete for vacant positions, except as provided in the policy with reference to affirmative action and employment equity. The COCT is an employment equity employer and, as such preference will be given to suitably qualified candidates who are

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members of designated groups as defined in section 1 of the Employment Equity Act of 1998 as consisting of black people, women and people with disabilities, (Employment Equity Plan for the COCT 2004:13) (accessed on 23.05.2007).

The placement of advertisements for positions will ensure that all designated and non-designated groups are reached. The Employment Equity targets will dictate the appointment targets at various levels. Every employee at the City of Cape Town should be notified of job opportunities. Employment opportunities should be based on the factors pertinent to the inherent requirements of the job. It should not be based on race, gender or disability nor any prohibited grounds of unfair discrimination as contained in Section (6) of the Employment Equity Act (Employment Equity Plan for the COCT 2004-2008:16).

Although the goal of recruitment in the Diversity Equity Department in the COCT is to employ people of disadvantaged groups who are available and willing to work for the COCT, the selection process has as its objective to identify and eliminate those judged unqualified to meet job and organizational requirements. Thus, in a sense, recruitment tends to be positive in that it seeks to persuade people to apply for a position in the organization whereas selection tends to be somewhat negative because it rejects a good portion of those who apply.

According to Child (1984:87) selection on the other hand indicates that if human resource planning indicates a surplus, management will want to reduce the labour supply within the organization. The common approach to selection problems is to choose individuals who posses the necessary skills, abilities and personality to successfully fill specific jobs in an organization. Thus, the employment manager typically has in his/her possession an employment requisition initiated by some operating manager requesting say one design Administrative Officer with five years administrative experience to start working on 1 August on a certain wage rate. In some cases it is not even necessary to have five years experience in order to perform those particular duties.

This is essentially a problem of matching a person to the job. For example, it is noted that in COCT there was an employee with a Master's degree being employed as an Administrative Officer due to the lack of skills. This view of under-utilization of skills is clearly an indication

that for people of colour it will take longer to be promoted. Whereas privileged groups (those who had all the opportunities to get top positions without a matric qualification or a degree) indicated that their skills are utilized satisfactorily. This proves beyond doubt that it will take longer for designated groups to be promoted, as they might not have the necessary experience.

A question could be asked: what course of action should the employment manager follow in the above regard when a person without experience applies? Large organizations use another approach to selection that admittedly may be more feasible. This system includes certain basic established entrance standards, such as a minimum qualification, minimum age, physical requirements, and minimum score on mental ability tests and so on (Nikols, 2006:28).

However, in South Africa, the Constitution states that the Bill of Rights is a cornerstone of the country's democracy as it enshrines the rights of all people in the country and affirms the democratic values of human dignity, gender equity, change management, equality and freedom. It further states that no person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection (3). Discrimination as one or more of the grounds listed in subsection 8 (3), is unfair unless it is established that discrimination is fair. Therefore to look at Physical ability is blatant discrimination according to the Constitution.

However, there can be certain positive aspects to the selection process. Instead of concentrating simply on the rejection of applicants, the employment manager can attempt to determine where in the organization an applicant could best fit. As in the case of recruitment, employee selection is a two-way process. Those engaged in designing and implementing a hiring programme must always remember that prospective job candidates also make judgments that would assist them in selecting the organization and the job that they would prefer, just as managers in turn makes judgments to select individuals. Hiring officials have the responsibility to provide job applicants with full and accurate information so that the latter can make reasonable responses throughout the entire recruitment and selection process (Nel, 2002:47).

Recruitment consists of activities intended to identify sources of talent to meet organizational needs and attract suitable people for the right jobs in the right places. The recruitment policy can also be influenced by various sources. This includes the external environment such as

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government legislation and bargaining agreements with unions that have an impact on the recruitment process in the COCT and South Africa as a whole. The recent implementation of the Labour Relations Act, Act 66 of 1995 has a number of important processes, which require employers to scrutinize and change their recruitment policies and procedures.

Recruitment as an inherent part of human resource planning therefore reflects the process of locating, identifying and attracting suitable applicants. It aims to encourage those applicants who have the skills and qualifications necessary to meet the organizations need's to apply for employment. It is a two way process in the sense that, just as organizations are searching for potential applicants, applicants are searching for suitable organizations. The following conditions must be met before this meeting between the organization and the applicant can take place:

➢ There must be a common communication medium (the organization advertisement read by the employment seeker).

➢ The applicant must be able to find a match between his or her characteristics and the requirements of the job.

➢ The applicant must be motivated to apply.

To remain competitive, the COCT should have an effective recruitment programme to ensure that suitable qualified candidates are attracted. The following are the steps to be followed to establish an effective recruitment function within an organization:

➢ A recruitment policy must be formulated.

➢ An analysis of the factors that influence recruitment must be made.

➢ The various sources of recruitment must be investigated.

➢ A choice must be made between the various recruitment techniques.

➢ The recruitment programme must be audited.

Because recruitment is an expensive process, it is important that it should be handled in a scientific manner to make it as cost effective as possible. The mutual cooperation between line and staff functionaries is extremely important. The human resources specialist who is responsible for the recruitment and initial selection of candidates is normally not the superior of new employees. He or she is not always up to date on the job content and there must be close liaison with the manager who receives the new employees and merely acts in a staff capacity to the

manager. He or she may not always be well versed in the job content, and there must be close liaison with the manager who receives the new employees. Whenever a recruitment policy is formulated, gender equity and change management, Affirmative Action and Employment Equity must be taken into account. For example, an organization may adopt a policy of changing its managerial structure in such a way that in five years time top management will be representative of all different groups, including the previously disadvantaged, in particular women of colour.

A sophisticated recruitment and staff selected approach should ensure that the COCT had a highly skilled workforce at management level. However, it still did not meet the requirements of the new employment policy; therefore, the human resources policies must ensure the appointment of quality staff that represents the demographics of the economically active population at the COCT (Carol, 2006:14).

4.8   Resistance to Change

No organization or individual can escape change, yet the thought of implementing change within the Diversity Equity Department in the COCT often raises anxieties as employees fear economic loss, inconvenience, or a break in normal social patterns. David (1993:271) states that resistance therefore usually accompanies change in that it requires both male and female to exchange the known for the unknown. Resistance to change can probably be considered as the single greatest threat to the effective implementation of policy decisions and will usually manifest itself in inequality, gender discrimination, insufficient women's representation, low morale and hostility in the workplace (Dressler, 1986:6).

While the Diversity Equity department in the COCT is confronted with strong external pressures to implement a particular change such as gender equity and change management and equal employment, it is unrealistic to expect senior and other employees not to query or even resist the need to change. This was supported by findings in the research questionnaire in that more than 60% of the respondents were of the opinion that the implementation of equal employment opportunities would be faced with resistance within their administration.

There are a number of reasons why change efforts in the various departments in the COCT may be resisted under circumstances where the implementation of change have to planned carefully, taking in consideration individuals affected by the change. Resistance may be a form of opposition to the change itself or the proposed means of implementing the change. However, Dressler (1986:446) 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 writing that resistance to change can be minimized or overcome if officials succeed in developing a climate conducive to change, whereas change is conceived as a opportunity for growth and development rather than a threat. Bowman and Asch (1987:216) asserts that some employees responses to change can be represented on two continuums such as i) attitudinal response which ranges from enthusiasm to hostility or ii) behavioural response that ranges from compliance to resistance.

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

➢ Gender equity and change management practices in the COCT (80%).
➢ Equal and fair employment practices for all employees in the COCT (60%).
➢ Increasing numbers of disadvantaged groups in management positions (40%)
➢ eliminating policies, practices and procedures that are discriminatory (80%).
➢ implementing training and development programmes to equip equal employment beneficiaries for present and future tasks (70%).

4.9   Strategies for Overcoming Resistance to Change

Child (1984:284) argues that change management is of a dual nature. Firstly, potential disturbances during the implementation of gender equity and change management need to be minimized. Secondly, there should be quick movement towards a new, stable situation that will

produce a satisfactory level of work performance. In addition to this, certain tentative guidelines should be followed regardless of the strategy used. These guidelines include inter alia that:

> gender equity and change management proposals need to be considered in relation to the long-term, strategic requirements of the organization.

> It should be ensured that senior and management officials understand and support the need for gender equity and change management in the workplace.

> Change should be planned and implemented in phases, including all those closely affected by the change in the formulation in design of plans and programmes and the implementation of change should be carefully monitored and evaluated with the a view to making modifications in taking corrective action if required (Child 1984:101).

With the above mentioned it is possible for management to identify various strategies to minimize or overcome resistance to change and gender equity.

4.10   Training and Development

Ongoing staff training programmes and workshops in the COCT aimed at skills improvement and continual staff development to enable individuals and women to pursue positive career paths. According to Carol (2006:15) the COCT is partnering with inspirational women in the workplace to address gender related issues whereas Stiftung (2006) asserts that women should be empowered at grassroots level through their modern mentoring programmes and workshops. The COCT is showing a real commitment through their employee assistance programme (EAP), diversity equity, gender equity, change management, HIV-Aids, drug and alcohol abuse, mentoring programmes and workshops on a regular basis in order to empower women and to eradicate inequalities in the workplace. Staff members in particularly women at all levels in the various departments attending these training, programmes and workshops to create awareness amongst themelves.

According to the Department of Labour Employment Equity Report (2005:22) development interventions were put in place in order to mainstream gender equity in the workplace. Various mentorship and coaching programmes and workshops such as assertiveness, gender awareness, diversity equity, gender equity and change management, development management programmes were put in place to enhance women's skills so that women would be able to speak up for

themselves in the workplace and in society without having fear. As well as to awarding them with certificates or diplomas through tertiary institutions to help change perceptions, attitudes and behavior. This will also change the mindset of males to stop resistance against women and who are their immediate superiors to support them to the best of their ability. However, 65% of women in the COCT agreed that training programmes plays an all important role and helps them to meet the challenges and aspirations within their working environment instead of working against them by becoming a barrier to their growth and advancement.

Another compelling reason why men should undertake the gender mainstreaming and change management strategy is to honour the Constitution and comply with the laws of South Africa..

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4.11   Conclusion

The COCT strived to achieve its objectives on gender equity and change management with regards to the 50:50 ratio in the COCT as a whole. The COCT is trying in its capacity to meet gender equity and change management development challenges through a number of strategic priorities that it believes would include women in the main-stream management positions. According to the latest statistics 32% of women and 68% of men have been appointed into senior, middle and junior management position at the COCT as a whole since 2000 to 2006 (Department of Human Resources IT System, July 2003).

CHAPTER FIVE: RESEARCH FINDINGS IN RELATION TO GENDER EQUITY AND CHANGE MANAGEMENT OF THE DIVERSITY EQUITY DEPARTMENT (COCT)

5.   Introduction

This chapter provides a description and analysis of the responses to the questionnaires circulated to junior, middle and senior managers of the Diversity Equity Department in the COCT.

5.1   Diversity Equity Department

The Diversity Equity department in the COCT consists of 16 staff members, the executive director (senior manager); two middle managers a newly appointed Employment Equity (EE) manager and a newly appointed Affirmative Action (AA) manager; ten facilitators who performs roles as junior managers. This group is made up of five women of which one white, two blacks and two coloured and five men of which three are coloured and the other two are black. The department also has a human resources consultant/facilitator whose role is to perform HR-related duties as well as to act as a standby facilitator in case of emergencies. There is an administrator who does the administration for the department as a whole and an executive secretary who performs duties for the director of the department. The reporting line for these managers is directly to the director of the department.

The Director of the Diversity Equity Department works closely with managers of the various departments in the COCT to uphold the Employment Equity and Affirmative Action policy in terms of appointments, promotion, selection, recruitment and training and development in their departments.

The Department is responsible for Employment Equity and Affirmative Action processes and procedures of the COCT as a whole. The department is also responsible for providing EE and AA workshops and programmes to its employees as well as:

➢   To monitor and evaluate departmental projects and programmes in line with the National Policy Framework.

➢   To ensure that the department provides and uses disaggregated data in their work.

➢   To strive towards a situation where all departments and committees conform to gender equality and change management processes.

Table 5.1: The Diversity Equity department in the COCT has made progress in appointing diverse groups into management and senior management positions.

FEMALE	MALE
BLACK X 5 = 31.25%	BLACK X 5 = 31.25%
COLOURED X 2 = 12.50%	COLOURED X 2 = 12.50%
WHITE X 1 = 6.25%	WHITE X 1 = 6.25%
TOTAL 50%	**TOTAL 50%**

Figure 5: Though there is an equal distribution within the component of the gender distribution in the Diversity Equity Department as per female and male in **figure 5.2.1:** There is a clear differentiation with regards to race distribution in the Diversity Equity department in figure. **Figure 5.2.2:** Refers to the general race distribution in the Department as per 100% which indicates a 50% black; 44% coloured and 6% white.

5.3 Women's Perceptions in the Diversity Equity Department

During a recent survey at the COCT, the general perception amongst women was that there seems to be a widespread satisfaction due to the growing recruitment and selection of women in junior, middle and senior management positions. However, they felt that they were still not adequately represented especially those in junior and middle management positions because the existing measures were not properly addressing the plight of gender equity and change processes in the workplace. In recent times there was a noticeable increase in women's influence in the working environment. The Diversity Equity Director echoed this perception by saying "I think women's influence is remarkable in the workplace". He mentioned women's effectiveness in areas such as policy and presence. However, males are still dominating in the various departments of the COCT.

According to one of the respondents the COCT has already implemented a range of innovations aimed at uplifting the quality of life for women. These include the provision of primary health care services in local clinics, awarding tenders to women-owned management services capacity building projects and gender and development programmes, etc.

Women still have the perception that males dominate higher positions and therefore, the department should show its commitment to combating these kinds of injustices. Some women argued that there was reluctance of some staff members to adapt and accept change processes in the department. Women further argued that the commitment from top management in terms gender equity and change management in the department is at a slow pace. In some instances men consider women in management position as a challenge and are therefore reluctant to adapt or to conform to change, which makes reform difficult. On the other hand there are those who view working with women as stimulating and those are the ones who are making a concerted effort to bring about change in the workplace to eradicate gender inequalities of the past. Ultimately, it is felt that women should persist in empowering themselves in order to enhance their skills.

In response to the pitfalls of gender equity and change management, recruitment and selection processes, appointments and training and development opportunities, there has been a tendency to move towards an emphasis on management of diversity. Chapter 2 of the document Affirmative Action involves an active attempt to diversify the workforce and in doing so, optimize the long term viability of the organization. With such attempts to achieve diversity in the workplace, there is a concomitant need for officials in management positions to understand and accept the potential contribution of different cultures and traditions.

5.4   Employment Equity and Affirmative Action Policies

In 2007 the Director of the Diversity Equity Department mentioned that the COCT adopted Employment Equity in 2003 with the aim of transforming and maintaining a non-racial and non-sexist institution. The purpose of the policy was to redress previous imbalances and abolish barriers and practices including that of language and unfair discrimination which hampers the employment of and/or advancement of female employees into senior administrative and management positions.

The COCT has appointed Employment Equity and Affirmative Action Managers who are responsible for overseeing the effective implementation of requirements of the Employment Equity Act (1998). During the interview with the Director in October (2007), he mentioned that the gap between male and female employees in the COCT is quite big and that priority had now been given to qualified and capable female employees with the necessary skills and qualification.

He also explained that the EE and AA managers have an ongoing communication strategy in place to educate their employees about Employment Equity and its application within the organization. He hinted that an Employment Equity Working Group had been formed and meets on a monthly basis to address and monitor issues relating to the Employment Equity Plan, Gender Equity and Change Management Processes, Audits and Reports.

With regard to the recruitment and selection process of the COCT, job criteria will be realized and amended as required to ensure that it was appropriately and clearly differentiated between essential and preferred requirements for the job. In 2007 the recruitment and selection process

made provision for suitably qualified internal candidates to receive preference in terms of employment and promotion over external candidates as required according to the Employment Equity Plan. Affirmative Action and Employment Equity measures should be viewed historically and corrective steps should be taken in order to ensure that those who had been disadvantaged by unfair discrimination benefited from an equitable employment environment. Policies and procedures would be reviewed on an ongoing basis to ensure that the COCT Employment Equity targets are met as planned. When positions become available, the emphasis would be on meeting the requirements for the job and that the COCT will ensure equitable representation of suitable qualified people as well as the identification of employees with potential from designated groups.

The COCT realized that AA could not be applied historically and that if appointments could not be done according to the new dispensation, discrimination would continue and effectiveness and efficiency would not improve amongst its workforce. Therefore, the overall view to be effective was that AA has to be part of a holistic organizational transformation that opened opportunity and facilitated the development of people at all occupational levels and categories in the workplace.

Nel *et al*. (2002:175) argues that racially and culturally diverse societies, organization and companies would ideally be similarly diverse because of their demographics. South African organizations have generally been skewed in terms of their workforce, especially at middle to upper levels of management. For instance white employees and managers have been the major beneficiaries of company and government policies in terms of appointments, promotion, employment conditions and remuneration.

5.5   Performance Management

The Commission on Gender Equality's Report (1996) states that historically strategies to improve performance to strengthen career opportunities have been male oriented, for example training opportunities at the COCT tended to be biased but have recently shown a slow perceptible change in order to be more gender sensitive and to conform to labour requirements. In developing individual performance management systems which are linked to the collective performance management system, COCT should include indicators that render assistance in

measuring people's commitment to gender equity and change management. These should include for example the use of non-sexist language, equal treatment of both black male and female colleagues, in terms of recruitment into senior and middle management positions as well as in appointments and training and development processes.

During interviews with the Diversity Equity Director in 2007 with regards to performance management at the COCT, it was pointed out that developmental tools were in place and the objective was to conceptualize the performance management system in order to assist the COCT in assessing its progress towards narrowing the gender gap amongst its employees. The problem facing the COCT in this regard according to the Director was to develop targeted strategies to reach the most disadvantaged and vulnerable individuals who in most cases are women. The Director furthermore stressed that there was a system in place that took into account the lower social and economic status of women and it was based on the understanding that women are the main consumers of local government services because of their gendered responsibility for family care.

Cole and Parnell (2000:101) are of the view that because of entrenched roles and the accompanying gender equality, equal opportunities for men and women will not automatically result in equal benefit for men and women and therefore reporting mechanisms must be developed in such a way that they are not biased against women. They suggest that the design of a performance management system of the COCT as a whole should in particular maintain a link with the development objectives that should supplement the collective performance management system.

5.6   Training and Development

Continuous training of staff is stipulated to ensure effectiveness, efficiency and productiveness in the workplace. Accordingly training helps employees to fulfill their needs and improves their skills, and creates awareness about gender equity and change management in the workplace. Even though it is impractical and time consuming to provide ongoing training to each staff member, managers in departments should give feedback and handouts to their subordinates and encourage them to attend training programmes and workshops on a regular basis. The Director of

the Diversity equity department in the COCT has recently promoted diversity facilitators into middle and junior management positions and they are performing to required standards. However, his department's staff members could not often attend training programmes together but did take turns to commit themselves to these programmes. He further stated that training empowers one in management areas, and feedback discussions are very important. He further indicated that subordinates are sent for training, as often as they ask, provided that time and resources allows. According to Department of Labour Report (2005:69) it was pointed out that in order to train people from designated groups and to implement other appropriate training measures in terms of the Skills Development Act, people with high potential should be identified through an assessment programme and they should be placed on a succession planning programme. Career paths and opportunities should be shared throughout the organization, enabling employees to identify suitable career paths and required training needs.

5.7   Management, Job Satisfaction and Change

Respondents in the department felt that the most obvious symbol of leadership in the COCT setting is women's participation in decision-making processes. Descriptions of leadership responsibilities vary from one-dimensional (e.g. the primary responsibility of a manager is the motivation of subordinates) to a two-dimensional. One of the basic aspects or problems of the COCT is how to reconcile, coordinate and integrate women's needs or goals with the organization's requirements and objectives. Respondents further argues that the social-psychological aspect of the manager's role in the complex COCT as a whole is of key importance, therefore, a manager should know how to deal with gender equity and change management related problems in terms of employees and the organization.

Supervision of middle and junior managers in terms of employees should be regarded of paramount importance by improving job satisfaction and change processes. The importance of supervision would vary from situation to situation and from time to time. It is thus not difficult to imagine that new styles of leadership are likely to introduce changes, which require individuals to change their habitual way of behaving.

According to Contact (2004:22) supervision should be regarded important because it influence the behaviour of others. The appointment of the Diversity Equity Director in the COCT was a case in point. His leadership approach was not conducive to improve job morale in the department. Inevitably, he was seen as the "new broom" by those who were adopted by old methods. On the other hand, in situations where grievances abound, a new manager may be able to increase satisfaction by remedying sources of discontent. A good relationship between a manager and his employees in the COCT would have a positive effect on job satisfaction. The manager or supervisor could be seen as a vessel of knowledge and also to represent management as well as the institution. Managers should in a genuine and helpful way listens to employee concerns and motivate and encourage performing well and also providing positive feedback on a job well done. When a manager supports an employee the employee will support the manager, positively and will perform effective and efficiently and respect the manager to the best of his/her ability.

The Director of the Diversity Equity Department acknowledged that although the COCT had tried to promote and implement equality in both top and middle management, significant changes were yet still to be done. Women acknowledged that men do still dominate most departments in the COCT. One of the greatest achievements according to Matanzima (diversity facilitator) is that almost 60% of women in the department do participate in decision making and this has boosted their confidence and ability to handle issues that contributed to the wellbeing and development of the organization (City of Cape Town - Official interview 2007).

5.8   Conclusion

The Diversity Equity Department in the COCT has made progress and considerable improvement with the empowerment of females of designated groups in its workforce with the implementation of various programmes and workshops. It is important that women's empowerment and changes be enhanced to its core, so that it does not develop in silo, but overall. Continuous discussions and workshops with regards to the aforementioned issues should be ongoing in order to achieve the aims and objectives of the institution.

CHAPTER SIX: RECOMMENDATIONS AND CONCLUSION

6.   Introduction

This chapter discusses policy legislation and recommendations as well as research findings with respect to the COCT. Despite considerable progress that has been made in ensuring that gender equity and change management have successfully been implemented, much still needs to be done to fundamentally change the institution. This chapter will make a number of recommendations to address some of the constraints that have been mentioned previously.

What has been achieved includes the following:

➢ The establishment of a Diversity Equity Department as well as a gender equity forum, which are operational for all departments in the COCT.

➢ Improvement in the appointment of women in levels one to four.

➢ A women empowerment strategy tabled for adoption by the Human Resources portfolio committee that was implemented in November 2006.

➢ The realization of the COCT that there should be a shift from a traditional to modern approach.

➢ The COCT acknowledgement that in seeking to address gender equity one has to address power imbalances, perceptions, stereotypes and attitudes. It also promises equal pay and benefits to all employees doing equal and comparable work for the same period of time.

6.1   Adoption of the Gender Policy

Through the commitment of the Executive Committee, the implementation of programmes is in line with the goals and strategic planning of the National Gender Machinery and legislative frameworks which were instituted to promote gender equality and the empowerment of women.

6.2   Compliance with Legislation

There have been tremendous achievements to include women in the main stream of the workforce particularly in the COCT as mentioned in earlier chapters. The lack of compliance to legislation makes it necessary for the government to force employers to jointly re-examine their

policies according to its EE & AA policies. In terms of the Employment Equity Act, Act 55 of 1998, the COCT should seriously consider employing more women in and senior and middle management positions. However, more women should be employed because as shown by the statistics in the study, women only constitute 32% of the total staff complement in the COCT as a whole.

It is also important that the COCT strengthen linkages with other organizations, national and provincial governments for strategic assistance with the way forward. In order to develop and promote a cohesive and effective network of structures, the COCT should enlarge the existing database of all organizations, groups and service providers and thereby render a broader and user-friendlier service.

The COCT should also develop a mechanism that will ensure that there is synergy between internal and external policies and procedures. The COCT should actively engage in processes that critically assess human resource policies, procedures and practices to ensure that they improve the status of both male and female employees.

Although the environment at the COCT is gender-sensitive and policies and programmes have been developed around the creation of a gender-sensitive environment, it is of utmost importance important that indicators that are able to assess the impact of programmes are established to, monitor, review, audit and evaluate all policies, programmes and procedures on a regular basis. More importantly it is of utmost importance that job opportunities that becomes available should be filled by disadvantaged female candidates who are skilled with the necessary qualifications for the position.

6.3   Training and development and gender awareness programmes

The necessary steps have been taken by the COCT to implement training and development programmes to encourage and support women to become involved in leadership positions. Assertiveness training programmes will result in female workers gaining confidence and perceiving themselves as capable leaders. The training and development department in the COCT should assist management to decide strategically on how to empower female employees

marginalized groups such as the disabled in the workplace to include them in policy, procedures and programmes.

As noted in the previous chapters the COCT implementation various training programs with the aim to change perceptions, attitudes and behaviour of employees so that the status of women can be improved and that gender equality can be promoted. This may include a focus on issues that directly compromise the quality of life for women, and their participation in the public domain. This would play a significant role in building the capacity for women and women's organizations to actively participate and influence the administrative and political decision-making processes within communities and local government. This may further develop the ability and skillfulness of women and men to access services, information, resources, and opportunities and to ensure the fulfillment of their rights and responsibilities. Gender awareness programmes, workshops, seminars and conferences should be held regularly so that practical resolutions and best practice can emerge to guide planning and implementation processes in the COCT as a whole.

6.4   Diversity Programmes

Introducing diversity management programs will allow the employer to enable employees to work together and have a better understanding of the different cultural groups, attitudes and behaviour amongst amongst its workforce. Diversity management programmes will act as an intervention tool which may contribute to the successful implementation of diversity management processes. Agocs and Burr (1996: 4-5) are of the opinion that in theory, singling out "diversity" as an issue means it must be managed.

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 of qualified staff. According to Horwitz, Bowmaker-Falconer and Searll (1996) managing diversity extends beyond understanding of teamwork. They are of the opinion that it should aim to improve organizational effectiveness, staff performance and productivity. They also mentioned that diversity workshops should continue on a more regular basis and that it should be

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compulsory for senior managers and all employees to attend. They advised that diversity management must be linked to the performance of employees.

6. 5   Challenges

There is a need to develop a mechanism that will ensure that there is synergy between the internal and external policies and practices of the city. A gender mainstreaming agenda and the adoption of an appropriate institutional arrangement and monitoring tool will facilitate this aspect. To audit and critically assess current HR policies, procedures and practices to ensure that they are gender sensitive, fair and non-discriminatory amend and or adapt new human resource policies and procedures that will fast track the transformation of the organisation towards achieving gender equality more speedily. To develop and implement specific and targeted interventions or programmes that aim to improve the condition and status of current and future both male and female employees and always to promote gender equality in the institution as a whole.

A key objective in the process of transformation in our country is to transform gender relations. Transforming gender relations requires a complete paradigm shift from what we are used to in our work, business and civil society. Discrimination based on gender, race and class continues to skew the access to resources to meet basic needs, such as housing, education, welfare and employment. Whilst legislation exists to improve women's access to employment, women still occupy traditional female occupations.   South Africa's macro economic strategies must sufficiently address the economic empowerment of women to counter the continued underemployment and unemployment of women.

South Africa experiences a high level of illiteracy whereby most women feature prominently. Institutions must change their culture and move towards improving women's access to political power. South Africa has a number of important pieces of rights-based legislation that it finds difficult to implement and monitor. The lack of skills and resources to implement a national gender programme based on the national gender machinery presents government with significant challenges.

6.6   Conclusion

This report argues that although progress has been made in the COCT to appoint diverse cultural groups in its workforce and that gender equity and change management processes are progressing at   slow pace in the COCT as a whole. The COCT has managed to appoint Black women of colour into senior and middle management position in various departments. Though the focus point of this study was on the Diversity Equity Department, the researcher has privileged and fortunate to interview women in the various departments such as the Personnel Department, Planning Department, Finance department as well as the Social Development Department.

It also argues that women's representation has to be linked to the fundamental objective of transforming departments in the COCT, starting from the core variables of structure practices and culture. It has thus been established that COCT needs to play a central role in the enhancement of our democracy, the provision of gender equity and change management, the promotion of women into management positions, training and development and recruitment and selection processes to render an equitable employment base for all women irrespective of race.

The study revealed that although various legislative frameworks and mechanisms are in place to promote gender equality in the workplace, much still needs to be done in the COCT to afford female employees the same opportunities and treatment as their male counterparts. A holistic approach to gender equity and change management is required to ensure that women should not only be seen as home-makers with childcare and household responsibilities, but as capable individuals with aspirations.

This report suggests that these strategies may in some cases be contingent to context, but need to be related to the gender landscape within the COCT that may restrict, constrain or open up spaces and potential for women to push the gender-transformation agenda. Such an agenda should maintain and increase the current gains of representation, whilst at the same time pushing for more fundamental transformation of the structures, cultures and practices of the Diversity Equity Department and the COCT as a whole.

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APPENDIX I

<u>**Questionnaires of the Diversity Equity Department in the City Of Cape Town**</u>

Response to question 1: Where did you work before you joined the City of Cape Town?

Respondent 001 worked at Transnet & Rent-O-Kill before joining the COCT in 2008. Respondent 002 was a student before joining the COCT in 2005. She was promoted as manager to the Diversity Equity Department in 2006. Respondent 003 worked at Spur before the COCT in 2007. She is busy with her internship helping out as a facilitator. Respondent 004 was working at Nokqbela store before joining the COCT in 2007. She is also busy with her internship helping out as a part-time facilitator. Respondent 005 worked at Enterprise Family Outfitters as a salesman before joining the COCT in 1991. He was promoted in 2008 as senior human resource consultant in the DE Department. Respondent 006 was unemployed before joining the COCT in 2006. She has been working on contract for the past 2yrs in the DE Department as secretary to the director. Respondent 007 worked for the National Department of Environmental Affairs before joining the COCT in 2005. She was promoted in 2005 as facilitator to the DE Department. Respondent 008 was self-employed before working for the COCT 1994. He was promoted in 2007 as facilitator to the DE Department. Respondent 009 never worked before joining the COCT in 2000. She was promoted as facilitator to the DE Department in 2006. Respondent 010 worked for Avis before working for the COCT in 2006 at the DE Department as a facilitator. Respondent 011 worked for the Department of Land Affairs before joining the COCT in 2003 as facilitator in the DE Department. Respondent 012, 013 and 014 questionnaires was blank. Respondent 015 worked at Everite Limited before joining the COCT in 1991. He was promoted as Employment Equity Director to the DE Department in 2005.

Response to question 2: When was the Diversity Equity Department established
in the COCT?

Respondents 005, 008, 015 agree that the diversity equity department was established in 1995 to perform the necessary function and role of EE &AA for the COCT. This department is responsible for overseeing that all sub-departments and units adhere to EE, AA and gender policy and legislation in the City as a whole.

Respondents 006, 008, 010, 015 agree that employees of the department's qualifications ranged from Diploma, to Bachelor degrees, to Bachelor Honours degrees in B. Tech,

B. Communication Studies, B in Dev Studies, Dipl in H/R Management, and Dipl. In Teaching. .

Response to question 3: How many females are in your department?

Respondent 015 agree that the DE Department has 8 females and 8 males. He mention that 1 of the women are white, 2 coloured and 5 black women. The other 8 are male of which 4 are black and 2 are coloured. These are all facilitators at junior management level. The other 2 females are the secretary to the director and the administrative person for the department.

Response to question 4: Have Employment Equity, Affirmative Action, Gender Equity and Change Management policy and legislation successfully been implemented in your department?

All respondents agreed that appointments of employees happened according to policy and legislation. That gender, qualification and skill was considered during the employment processes of employees. Respondents also agree that the EE, AA, and gender equity policy has successfully been implemented in the COCT as a whole There was a very positive attitude between the different groups and an enhance understanding of the various cultures.

Responses to question 5: Does gender equity and change management processes have any positive or negative effect on your department? (Please explain)

Respondent 001, 003, 006, 009, 010, 012 agreed positive effect – each month the city looked at diversity of employees as a whole. Diversity can only enhance the productivity of an employee in the department. Respondents felt that it definitely had a positive effect because as for women it revealed their power in the department. Women facilitators felt that they had been empowered by the department in attending various skills and development workshops and programmes and could compete with male counterparts in the department at the same level.

Responses to question 6: Are females equally treated with the same respect and benefits in the COCT as a whole?

Respondents 002, 004, 007, 011 agree yes - but in strategic positions it was a very slow pace. Respondents agreed that in some departments women still experienced bias and sexist domination. Those women were only respected in decision-making processes to a certain extent.

Responses to question 7: Are there equal representation for both women & men in departments in the COCT as a whole?

Respondent 006, 009, 012, 013, 014 said no – the original target aimed for 2000-2007 is 50:50 but the current ratio is 75:25. Respondent 017 agreed that although 25% of females have been employed at senior, middle and junior management levels the transformation process was too slow and would take time to achieve the 50% mark that the government had targeted.

Responses to question 8: What criteria are used in promoting employees?

Respondent 003, 004,005, 007, 011 agreed that the qualities an employee should posseses to be promoted include hard work, preparation, discipline, respect, punctuality, communications, behaviour and appearance. Respondents further agreed that the necessary skills, the ability to perform and do well and commitment were of utmost importance. Respondents also mentioned that management should follow policy and procedure when promoting employees and that training should be available when they got promoted into senior management positions.

Responses to question 9: What criteria do you use when allocating work in terms of gender to subordinates?

Respondent 015 agree that the allocation of work was based on functions only. Some respondents agreed that they worked together as a team. Others mentioned work was allocated according to skills and experience.

Responses to question10: As a male how do you feel about having a female as your immediate superior?

Male respondents 001, 005, 008, 010, 011, mentioned that they did not have a problem having a female as their superior. One of the male respondents at senior management level agree that his

superior was a female who was very compassionate and understanding and treated him with the necessary respect that he deserved.

Responses to question 11: What are the challenges that you are facing in terms of transformation in the COCT and in particular your department?

Respondents 006, 009, 010, 011 agree that the challenges were not critical but in terms of transformation it was difficult. The reason was, employees could not easily adapt to the transformation and did not appreciate change. People resisted change largely because they were worried about losing their jobs or their status. Employees sometimes resisted transferring their skills to their colleagues, thinking that they might replace them. Respondents agreed that in the COCT as a whole commitment from top management in terms of gender and change was not conducive enough.

Responses to question 12: How often do you have meetings and workshops in your department?

Respondents 001, 003, 005, 010, agree that they attend meetings on a weekly basis. Some respondents agreed that they attend workshops occasionally because it was not always possible to do so. Respondents also mentioned that by attending these meetings and workshops they knew how to handle problems in the department and how to improve on their performance. It also gave them an idea as a team of what to do and how to cope with problems when they arose.

Responses to question 13: As a manager, how often do you attend training and development programmes?

Respondents 007, 011, 015 agree that often enough for e.g. on a monthly basis because it empowered them and enhanced their skill as managers. One of the respondents mentioned it was too time consuming.

Responses to question 14: Does the training & development programmes help subordinates to become more effective and efficient in the workplace?)

Respondents 009, 010, 011 agree yes that they benefited from the programmes because it helped them to understand their work better and respect it at the same time. Respondent 015 agreed that

after employees went for training there had been a notable improvement in performance and thinking.

Responses to question 15: As an employee/manager do you think that recruitment & selection and appointment processes are done according to policy and legislation in the COCT as a whole and in   particular your department?

Respondents 004, 006, 007, 009, 010 agreed that policy and procedures were followed by advertising the post, selecting a certain amount of candidates with the necessary skills and experience, interviewing possible candidates, appointing a possible candidate with the consideration of disadvantaged groups in particularly black women. Respondents further agreed that although EE & AA processes were followed nepotism was not completely forgotten because they still came across family members and friends that got appointed without the necessary qualification for the position.

Responses to question 16: As a female/ facilitator/manager, do you have the necessary confidence as your fellow male counterparts in your department?

Female respondents 003, 004, 009 agreed yes – they could perform at the same level as the males. Therefore they were attending training courses on a regular basis.

Responses to question 17: As a female at junior management level, where do you see yourself in the next five years from now?

Some respondents 002, 004, 007, 009, agree at senior management level as directors whereas some of the respondent did not reply to the question.

Responses to question 18: As a male at senior management level, where do you see yourself the next five years from now?

Respondent 005 hopes to become the mayor of the city. Respondents 004, 008, 010 wanted to be in senior director positions in other departments.

Responses to question 19: As managers are you happy with your current employment environment?

All respondents at all levels agree yes- they love what they are doing.

APPENDIX II

1.   *Where did you work before you joined the City of Cape Town?*

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2.   *When was the Diversity Equity Department established in the COCT?*

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3.   *How many females are in your department?*

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4.   *Have Employment Equity, Affirmative Action, Gender Equity and Change Management policy and legislation successfully been implemented in your department?*

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5.   *Does gender equity and change management processes have any positive or negative effect on your department?*

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6.   *Are females equally treated with the same respect and benefits in the COCT as a whole?*

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7. *Are their equal representation for both women & men in departments in the COCT as a whole?*

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8. *What criteria are used in promoting employees?*

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9. *What criteria do you use when allocating work in terms of gender to subordinates?*

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10. *As a male how do you feel about having a female as your immediate superior?*

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11. *What are the challenges that you are facing in terms of transformation in the COCT and in particular your department?*

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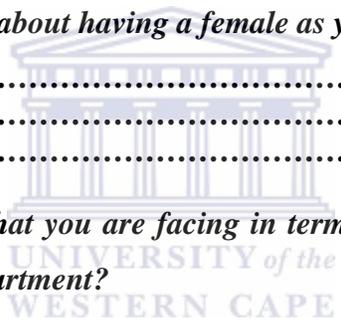
12. *How often do you have meetings and workshops in your department?*

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13. *As a manager, how often do you attend training and development programmes?*

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14. *Does the training & development programmes help subordinates to become more effective and efficient in the workplace?)*

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15.   *As an employee/manager do you think that recruitment & selection and appointment processes are done according to policy and legislation in the COCT as a whole and in particular your department?*

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16.   *As a female/ facilitator/manager, do you have the necessary confidence as your fellow male counterparts in your department?*

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17.   *As a female at junior management level, where do you see yourself in the next five years from now?*

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18.   *As a male at senior management level, where do you see yourself the next five years from now?*

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19.   *As managers are you happy with your current employment environment?*

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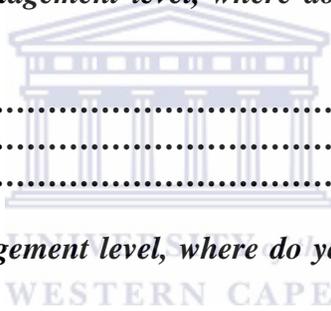
APPENDIX III

Change Management

Change management is a process whereby the structures, systems and processes through which policy is implemented are organized in a manner that enables the realization of the strategic visions, goals and objectives. It is essentially concerned with the interface between management and the delivery of services, that is the process through which policy directives are turned into programmes and implemented, work processes, lines accountability, operational procedures etc.

Transformation

Transformation can be defined as a fundamental change in an institution for improving or understanding all substantive processes and structures so that it may develop and perform any tasks as well as pursuing any goals and objectives. Transformation and change is interchangeable words because an institution requires managers to exercise transformational leadership in implementing changes, empowering staff members and enhancing participation in management processes so as to become agents of change.
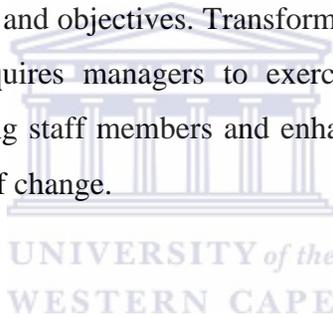
Gender Equity

Gender equity or equality between women and men means the equal employment by women and men of socially valued goods, opportunities. Resources and rewards. Because what is valued differs among societies, a crucial aspect gender equity or equality is the empowerment of women to influence what is valued and shared in decision-making about societal priorities. Gender equity entails the underlying causes of discrimination are systematically identified and removed in order to give women and men the same opportunities.

Gender Policy

The Gender Policy establishes guidelines for South Africa as a nation to take action to remedy the historical legacy by defining new terms of reference for interacting with each other in both the private and public spheres, and by proposing and recommending an institutional framework that facilitates equal access to goods and services for both women and men. Gender Policy proposes a process that moves away from treating gender issues as "something at the end-of-the-

day" business. Often, while discussing development issues, it is presumed that gender issues can be addressed after the "hard-core.

Affirmative Action

Refers to the extraordinary measures designed to correct imbalances of the past, particularly if these arouse from purposeful government policy in terms of recruitment & selection and training & development.

Discrimination

The systematic unfavourable treatment of an individual on the basis of their gender and race , which denies their rights, opportunities and resources.

Recruitment and selection

Recruitment and selection are the process of acquiring applicants who are available and qualified to fill positions in the organization. Recruitment and selection are conceived as the process by which organizations solicit, contact and interest potential appointees, and then establish whether it would be appropriate to appoint any of them.
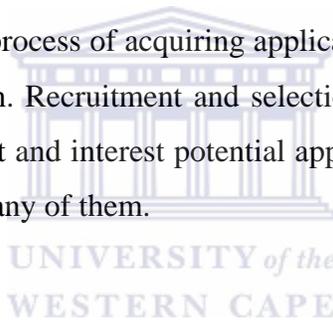
Diversity Equity

Diversity equity is an overall strategy that highlights the importance of a situational approach to managing diverse groups of people with different cultural backgrounds. Diversity equity maximizes employee's potential without allowing racial or cultural differences to influence the process. Diversity equity is a long term-strategy, which demands commitment from top management to set mechanisms in motion to unbridle the potential of all employees.

Women's Representation

Women's representation in the was a direct result of their demands for greater representivity during the Constitutional negotiation process and the ANC's subsequent commitment to a 30% female quota in all public and private spheres of government.

The City of Cape Town

The COCT reinforces and replicates this private and public dichotomy within the rules and procedures that guide departments within the COCT.