

**A Descriptive Analysis of the Perception and Attitude of Staff on
Employment Equity in the City of Cape Town Health Directorate**

by

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of Master of Public Administration at the Graduate School of Public
Administration of the University of Stellenbosch**



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Date : March 2008

DECLARATION

I, the undersigned, hereby declare that the work contained in this study is my own original work and that I have not previously in its entirety or in part been submitted at any university or other tertiary institution to obtain an academic qualification.

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ABSTRACT

South Africa comes from an apartheid local government system that was structured to divide citizens socially, economically, spatially, and racially to ensure that only a small minority of South Africans benefited from development.

However since 1994 with the democratisation of our country, local government departments have undergone a number of transformation processes, which saw the country steadily moving away from the apartheid local government system.

Representation is one of the main foundations of a non-racist, non-sexist and democratic society and achieving it is regarded as a necessary precondition to legitimise the public service to drive it towards equitable service delivery. The most prominent response to achieve a representative public service was the Employment Equity Act (No 55 of 1998), which became operational on 9 August 1999. Essentially the Act calls for a complete prohibition of unfair discrimination against all employees and requires that all designated employers undertake affirmative action measures to ensure that suitably qualified people from designated groups have equal employment opportunities.

There are therefore many arguments in favour of AA and many against it, making it a formidable and complex task, especially in the South African context. However it is important to understand the reason for enactment of employment equity legislation in the workplace in terms of South Africa's history of discrimination and the resultant inequalities.

The manner in which employment equity and affirmative action is introduced and handled in the organization can have a great influence on the perception and attitude of staff towards the topic. It therefore becomes imperative to grasp the understanding of staff on employment equity and related issues to measure if any progress was made and how to possibly improve on present practices in the organisation. Against this background this study investigated the perception and attitude of the City of Cape Town Health staff towards employment equity. The requirements of the EEA were discussed and used as the benchmark for success of implementation.

The study included the review of relevant secondary sources of information but primary data was also obtained through the use of questionnaires comprising of semi structured questions to achieve this objective.

The main findings from the secondary data revealed that AA is still necessary as a corrective tool, because our playing fields are far from leveled, however the reality is we have a great shortage of skills that is impacting on our global competitiveness which calls for a shift in thinking regarding the government's present approach.

In addition the research also identified as a designated employer, the City of Cape Town has fulfilled the legislative requirements, in that all its policies are consistent with the requirements of the EEA.

The main findings of the primary data obtained from the questionnaires recognized that senior management of the City Health directorate is committed to EE, but falls short of an effective communication plan regarding the relevant issues of EE, there is little focus on disabled appointments and many employees indicated other criteria outside 'suitably qualified' (as defined in the EEA) plays a large role in the promotion of employees.

OPSOMMING

Suid Afrika kom uit 'n apartheid plaaslike regeringstelsel wat gestruktureerd was om sy burgers sosiaal, ekonomies, geografies en op rasse gronde te verdeel, om sodoende te verseker dat slegs 'n klein hoeveelheid Suid-Afrikaners voordeel kon trek uit ontwikkeling.

Sedert 1994, met die demokrasie van ons land, het plaaslike regeringsdepartemente egter 'n aantal transformasie prosesse ondergaan met die gevolg het die land stadig wegbeweeg vanaf die apartheids regeringstelsel.

Verteenwoordiging is een van die hoof grondslae van 'n nie-rassige, nie-seksistiese en demokratiese samelewing en word beskou as 'n noodsaaklike voorwaarde om die publieke diens te regmatig vir onpartydige dienslewering. Die mees prominente reaksie om 'n verteenwoordige publieke diens te bereik is die Billike Indiensneming Wet, no. 55 van 1998, wat op 09 Augustus 1999 in werking gekom het. Hoofsaaklik vereis die Wet 'n volkome verbod op onregverdige diskriminasie teen alle werknemers en vereis dat alle werkgewers regstellende aksie moet onderneem om te verseker dat 'toepaslike gekwalifiseerde' persone vanaf die aangewese groepe gelyke diens geleentheid kan hê.

Daar is baie argumente ten gunste van regstellende aksie, maar ook vele daarteen wat dit 'n gedugte en komplekse taak maak veral in die Suid Afrikaanse konteks. Derhalwe is dit belangrik om die redes te verstaan vir die verordening van gelyke indienseneming wetgewing in terme van Suid Afrika se geskiedenis van diskriminasie en die voortspruitende ongelykhede.

Die manier hoe billike indienseneming en regstellende aksie ingestel en hanteer word in die organisasie kan 'n groot invloed hê op die persepsie en houding van personeel omtrent die onderwerp. Gevolglik word dit noodsaaklik om te verstaan die begrip van die werknemers oor gelyke indienseneming en verwante kwessies om sodoende te kan bepaal of enige vordering gemaak is en ook om te verbeter op huidige praktyke. Met hierdie agtergrond ondersoek die studie die persepsie en houding van die personeel van die Gesondheids Direkoraat van die Stad Kaapstad Munisipaliteit omtrent gelyke indienseneming. Die verseistes van die Billike Indienseneming Wet word bespreek en ook gebruik as maatstaf vir die sukses van die toepassing.

Die studie sluit in die hersiening van relevante sekondêre bronne, maar primêre data was ook verkry deur gebruik te maak van vraelyste bestaande uit semi-struktureerde vrae.

Die hoof bevindinge van die sekondêre data dui aan dat regstellende aksie steeds nodig is as hulpmiddel omdat die speelveld nog nie gelyk is nie. Die realiteit is egter dat daar 'n groot tekort aan vaardighede is wat 'n impak het op ons globale mededingendheid wat sodoende 'n verandering in denke aangaande die regering se huidige benadering vereis.

Die navorsing het ook aan die lig gebring dat die al die beleidsdokumente van Stad Kaapstad konsekwent is met die vereistes van die Wet en sodoende voldoen aan die wetgewende vereistes as 'n 'aangewese werkgewer'.

Die hoof bevindinge van die primêre data onthul dat die senior bestuur van die Direktooraat wel verbind is tot billike indiensneming, maar toon 'n tekortkoming in 'n effektiewe kommunikasie plan aangaande relevante kwessies omtrent die onderwerp. Daar is ook min fokus op die aanstelling van persone met gestrempdhede. Ter slotte het baie werknemers ook aangedui dat ander kriteria buite 'toepaslik gekwalifiseerd' 'n groot rol speel in die bevordering van mede werknemers.

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Key concepts

Affirmative Action: those proactive and remedial measures designed to ensure employment equity is achieved in the workplace.

Employment Equity: a desired goal for employers in which discrimination does not occur and the workforce is adequately trained, has equality of opportunity and is representative of the population as a whole or regional demographics (Potts, 200:02)

Designated Groups: means black people, women and people with disabilities.

Black people: a genetic term which means African, Coloureds and Indians

Designated Employer: Designated employers are defined as those that have more than fifty employees in their employment or less than fifty but their turnover targets are between R2 million and R25 million depending on the industry. (EEA)

Suitably Qualified: For the purpose of the Act a person may be suitably qualified as a result of any one of or any combination of that person's formal qualifications, prior learning, relevant experience, or capacity to acquire, within a reasonable time, the ability to do the job (EEA).

Diversity Management: The ability to work with individuals from different backgrounds in such a manner that they reach their full potential, in pursuit of organisational objectives, without anyone being disadvantaged by irrelevant considerations (Finnemore & Van Rensburg, 2002:410).

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

Occupational Level: Occupational levels within organisations are determined through the use of different job evaluation or grading systems to measure jobs according to their content and establish comparative worth between jobs (EEA)

Occupational Category: Each occupational category contains a description and illustrative list of occupations that may be included in this category. The complete guideline to occupational categories may be included in that category (EEA)

Chapter 1

1.1 Introduction

One of the most significant and contested pieces of legislation passed in the newly democratic South Africa is the Employment Equity Act (EEA) of 1998. (Potts, 2000:04) Although there is a general acceptance that the workplace inequalities caused by the previous apartheid structures need to be addressed, employment equity remains a highly emotive topic (Thomas and Robertshaw, 1999: iv).

The Act affects employers, employees and potential employees in significant ways. Employers must review and address their policies and practices in order to be in line with the requirements of the Act as well as promotional opportunities and job security of present and potential employees are dependant on the implementation of the Act (Potts, 2000:04). Recruitment, selection and retention procedures must ensure that no discrimination exists and that the previously designated group is given every opportunity to develop and advance to their highest potential (Thomas and Robertshaw, 1999: iv).

1.2 Background of the Study

One of the primary tasks of the new government has been the transformation of the Public Service into an efficient and effective unit. A unit that can ensure equitable service delivery to all citizens and also drive the country's economic and social development. The inherited Public Service, was however divided through race and gender, and virtually excluded persons with disabilities (South Africa. White Paper on Affirmative Action in the Public Service, 1997:06).

The majority of South Africans therefore regarded the Public Service to lack legitimacy and credibility. Key to the transformation process was thus to regain legitimacy and credibility through developing a Public Service that is broadly representative of the people of the country (South Africa. White Paper on Affirmative

Action in the Public Service, 1997:06). Affirmative Action in the public sector is nonetheless a far more complex undertaking than in the private sector because of its vast size, the extent of the damage caused by decades of bureaucratism and discrimination and also because of the critical role it plays in social service delivery (<http://www.naledi.org.za/pubs/2000/indicator/indic.htm>).

As part of the final phase of transformation in local government, the City of Cape Town is undergoing organizational restructuring. Thus opportunities for advancement in the organization are on the cards for employees but also meaning the end of the road for many others.

Former President Nelson Mandela stated 'To millions, affirmative action is a beacon of positive expectation. To others it is an alarming spectre which is viewed as a threat to their security and a menace to the integrity of public life'. (<http://myweb.absa.co.za/pev/serv0332.htm#discussion>).

The political and economic situation in Cape Town makes it a very complex city. It has undergone a series of rapid changes in leadership and although it reflects a vibrant democracy at work, potentially it can have an impact on the stability and continuity of the organisation's long-term programs and projects (City of Cape Town Integrated Development Plan, 2006/2007).

Our President Thabo Mbeki stated that building a non-racial society is one of South Africa's greatest challenges, but even more so in the Western Cape. The Province is the only one where 'Africans are the minority. It has 'an old history' of coloured labour preference areas. Certain features in the province are also more pronounced than elsewhere because of the manner it developed during the apartheid era (Cape Times, 28 August 2006).

The transformation process yields many changes and uncertainties to the future of many employees. The interaction with colleagues formally as well as informally at

different levels reveals a sense of tenseness and lack of motivation in performing functions which may impact on service delivery.

This lack of motivation is further catalyzed by media reports on the application of the Employment Equity Act in the organization. Staff feel they were outdone by the 'cut throat approach' application of employment equity which was evident in the appointment of the Executive Management Team (also called The Ikwezi Team). The team consisted of eleven members, the City Manager and ten Executive Directors, of which seven are black; two is coloured and two white.

When the question was posed to the previous mayor, Nomaindia Mfeketo, whether the racial make-up of the team accurately represented the demographics of the City she responded, that it is indeed the case but added that the question of demographics also 'borders on sensitiveness of issues in the province, and that 'demographics don't end in the province, because you could consider 'national demographics' if one wanted to 'go into numbers'. However she did not even look at the racial composition of the team when appointments were made (Cape Argus, 06 May 2005).

The restructuring required officials to apply for jobs in the administration to become part of the new structure. Altogether 302 of these officials were unsuccessful in these applications of which many (92 at the time) received voluntary retrenchment packages. This caused a mass exodus of top officials with many years of experience (Cape Argus, 07 October 2005).

Some employees perceived the modus operandi of the organisation as reverse discrimination. Innes, Kenridge and Perold, (2002:05) also raises questions such as if black advancement is not simply apartheid in reverse? Where blacks were previously discriminated against on racial lines, is the discrimination not now in their favour? Should we not discard all forms of racial discrimination, including positive discrimination, in favour of racial equality? Other employees also share sentiment that there is no career path in the Directorate. Currently they find themselves

between a rock and a hard place because middle management level is flooded with previously advantaged employees and therefore employment equity is failing them.

The local elections of March 2006 yield a new regime when the Democratic Alliance (DA) regained control of Cape Town from the African National Congress (ANC) (Cape Times, 16 March, 2006).

The newly appointed City manager, Achmat Ebrahim revealed a new top structure for the city council to correct duplication, fragmentation, crossed reporting lines and other problems in the structure which is seen as a major step towards stabilizing the administration (Cape Argus, July 31, 2006).

This organisational realignment process aims to bring to an end the transition phase from the seven former administrations into a single entity. It will ensure that all employees are placed into permanent positions, earn fair and equitable salaries and are satisfied with their conditions of service (City of Cape Town Realignment Booklet, November 2006).

The new DA led Council also claimed that they will revert from using national demographics and any new appointments made by the municipality will be informed by the racial profile of the province (Cape Argus, July 31, 2006). However this again raised concerns of retrenchment, job insecurity and career advancement amongst employees.

Peeverett (1994:03) states that Affirmative action programs are necessary in order to eradicate past discrimination and development of the black population. This is essential for moral, social and political reasons. However the consequential job insecurity experienced by other employees leads to lower job satisfaction and involvement, as well as a weaker commitment to the organization, which in turn has an effect on the organization and the affirmative programs itself.

According to Thomas and Robertshaw (1999) the workplace environment in South Africa is characterized by adversarial relationships, distrust between individuals and

groups, an evident absence of employee commitment and motivation to organizational goals and low levels of productivity, profitability, quality and customer service. A survey amongst 23000 South African employees, by International Survey Research, revealed that since 1994 negative attitudes has increased sharply. A striking comment on the findings states `if morale is low and perceptions of management are poor, it is unlikely that high productivity will be obtained` .

Organisations are made up of individuals that work together and offer different perceptions, learning experiences and attitudes towards their working environment of which management should be made aware of. `Perception is the root of all organisational behaviour and any situation can be analysed in terms of its perceptual connotation.` Attitude is the tendency to response to a situation in a particular way and the attitude that employees hold is important for the morale and effectiveness of organisations (Mullins, 1999:299, 325, 377).

The purpose of this study is therefore to review the manner in which the City of Cape Town implements the legislative requirements of the Employment Equity Act as part of the transformation process of local government and how this contributed to the perceptions and attitudes of staff toward the topic. The requirements of the Act will therefore be used as the benchmark for success of implementation.

1.3 Research Question

Human argues that an investigation, which must include an audit of the attitudes and perceptions of the staff, must be undertaken to assess the organisation's status regarding employment equity. It provides an overview of the current people development climate and extent of discriminatory practices in the organisation. Such audits indicate to the employer where the shortcomings are in order to become an equal opportunity employer and in turn assist the employer in formulating a proper strategy for achieving employment equity (Human, 1993:19).

My research question therefore reads as follows: What is the perception and attitude of staff on employment equity practices applied in the City of Cape Town Health Directorate? This I will answer by looking into the following objectives:

- Examine to what extent the policies of the Human Resource Department have focused on the designated employees i.e. recruitment, selection, training and advancement
- Evaluate to what extent the Department has achieved representativeness (workforce composition)
- Identify the factors affecting employees' perception of employment equity
- Establish the current shortcomings of the employment equity strategy followed and make recommendations.

1.4 Research Design

Mouton argues that as a method of focusing research problems it is often formulated in the form of questions; therefore it is important to make an initial distinction between empirical and non-empirical questions. In this study I have decided to utilize the empirical method, which is described by Mouton as a question that asks something about real life problems. Also referred to as World 1 problems, the social, political economic and health related problems we encounter in everyday life i.e. crime, poverty, disease and many others (Mouton, 2001:53).

I will use a combination of textual and numerical data therefore the study will include the review of relevant secondary sources of information i.e. library books, policies, internet, journal articles and statistical data from the department. However, primary data will also be obtained through the use of questionnaires comprising of semi structured questions. I will also do a pilot study to detect possible flaws in the measurement procedures.

My research will be a survey design and for all practical purposes I have decided to use a probability sampling method. The sampling frame will be restricted to the first four occupational categories as defined in the EEA irrespective of the occupational level. The sampling frame will therefore be (1) legislators, senior officials and

managers, (2) professionals, (3) technicians and associate professionals and clerks and (4) service and sales workers. It will include all races from all the respective sections i.e. specialised support services, administration, nursing and environmental health therefore it would be a stratified random sample. The sample size will be dependant on the size of the population in the directorate.

Should the quantitative approach not yield sufficient information about the topic I will use semi-structured interviews to further evaluate relevant policies and practices, ascertain knowledge of and gain insight into the perception of employees on employment equity and affirmative action practices. Welman and Kruger (2001:161) states that this type of questionnaires must be considered when topics are of a very sensitive nature and if the respondents have different backgrounds.

1.5 Chapter Outline

The study is divided into six chapters and is organized as follows:

Chapter 1: This chapter provides an introduction and overview of the study

Chapter 2: This chapter explains the concept of employment equity and affirmative action, the applicable legislation and its present implementation and the future of the future thereof

Chapter 3: This chapter is a case study on the City of Cape Town and reviews its structure and all employment equity related policies

Chapter 4: This chapter provides a detailed description of the City Of Cape Town Health Directorate, the organisational structure, services, workforce composition and strategic objectives

Chapter 5: This chapter provides an analysis of the findings of this study and the interpretation of the data

Chapter 6: This concluding chapter provides a summary of the research, a concluding discussion on the results of the survey and makes recommendations summary of the main research

1.6 Conclusion

A primary task of the new government was to transform the public service into an efficient and effective unit representative of the country's people. One of the most significant pieces of legislation passed to affect this transformation is the Employment Equity Act (EEA) of 1998.

As part of the final phase of transformation in local government, the City of Cape Town is undergoing organizational restructuring causing numerous changes and uncertainties to the future of many employees. The rapid changes in political leadership also impacted on the stability and continuity of the organisation's long-term programs and projects.

The purpose of the research is therefore to find out what the perception and attitude of the staff of the City of Cape Town Health Directorate is on employment equity using a questionnaire comprising of semi structured questions. I will also use a combination of textual and numerical data which will include the review of relevant secondary sources of information on employment equity i.e. library books, policies, internet, journal articles and statistical data from the directorate as part of the literature review on the subject.

The chapter introduced the reader to the rationale for the study and provided an explanation on what motivated me to do this research. It discussed the research question, the research designed to be followed and concluded with how the chapters are organised.

The purpose of the next chapter will be to discuss employment equity, affirmative action and diversity management with regards to the legislative requirements and the impact of its implementation.

Chapter 2

Employment Equity and Affirmative Action: The Past, The Present and The Future

2.1 Introduction

The purpose of this chapter is to define the concepts of affirmative action, employment equity and workforce diversity. It also includes a discussion on the main reasons why some people oppose affirmative action and others propose affirmative action.

It is important to understand the reason for enactment of employment equity legislation in the workplace therefore the chapter also focuses on the rationale for employment equity legislation in terms of South Africa's history of discrimination and the resultant inequalities. Once the rationale is understood the reader is introduced to discussions on the legislative framework in particular the Constitution and the Employment Equity Act 55 of 1998, which is South Africa's current binding legislation on the topic. The relationship with other legislation is also discussed.

The chapter looks at who should be the main beneficiaries of affirmative action policies, a clarification on equality, direct and indirect discrimination and also include equitable representation and target setting. It concludes the chapter with a look at the future of AA in our country's context with regards to the right to affirmative action, the importance of race, shortage of skills, job hopping and the progress made with achieving targets.

2.2 Affirmative Action, Employment Equity and Workforce Diversity

Political changes in South Africa have led to a great amount of confusion about affirmative action (AA) and employment equity (EE). This has been partly created by

people talking about AA on and EE without first finding out what it is about (Human, Bleun and Davies,1999:16). Even though the terms AA, EE and workforce diversity are frequently used interchangeably, they are theoretically different (Jain, Sloane & Horwitz, 2003:02).

In the North American context AA originated as a response to isolation and the disadvantage of blacks in employment, education as well as other areas of life (Jain et al., 2003:02). The Guidelines of the Employment Opportunity Commission view AA as a means to overcome the effects of the past or the current barriers to equal employment opportunity (Human et al.,1999:16). Due to the focus of AA on increasing the representation of designated groups through targeted hiring, training and promotion it has been described as “hiring by numbers” (Jain et al., 2003:02). It has been envisaged as a process of eliminating discrimination rather than replacing one form of discrimination with another (Human et al., 1999:16).

Other general commonalities shared by most AA program guidelines are that they should look to increase the opportunities of formerly excluded groups without opting for tokenism. It is also generally regarded as temporary interventions, which will cease as soon as equal opportunity is achieved (Human et al., 1999:16). Agocs and Burr however argues that AA compliance does not emphasise the change in organisational policies, practices and climate in order for designated groups to become equal partners with other employees nor to share their promotions and rewards for their performance (Jain et al., 2003:02).

The White Paper on Affirmative Action in the Public Service, which builds on the framework and requirements of the EEA, defines affirmative action as “the additional, corrective steps which must be taken in order that those who have been historically disadvantaged by unfair discrimination are able to derive full benefit from an equitable employment environment.”

It further states that AA programs in the Public Service must be underpinned by the following principles:

- **Integration with human resource management and development**
AA programs must be integrated with other human resource management and development practices, especially the management of diversity.
- **Productivity and Improved service delivery**
It must promote the development of more innovative work practices, which maximizes productivity and increase customer-responsiveness.
- **Communication**
The purpose of AA policies and programs must be fully communicated to all public servants.
- **Participation**
AA programs must be developed with the active participation of employees at all levels, and with representatives of organised labour.
- **Cost effectiveness** It
must focus on steps, which optimizes the Public service's human and financial resources.
- **Transparency**
AA programs and practices must be open to scrutiny within and outside the Public Service. (South Africa. The White Paper on Affirmative Action in the Public Service, 1998:10)

In 1984 Judge RS Abella, (Chair of a Royal Commission on Equality in Employment), coined the term employment equity in her report on Discrimination in Employment against women, racial minorities, aboriginals and persons with disabilities in Canada to avoid the controversy and stigma attached to the term AA (Thomas and Robertshaw, 1999:ii).

“EE is generally viewed as an organisational change strategy designed to prevent and remedy discrimination and disadvantage by identifying and removing job barriers in employment policies and practices and in the culture of the organisation, as well as by improving the numerical representation and occupational distribution of designated groups.” The strategy is much more comprehensive in that it stresses both quantitative and qualitative measures. It does not only emphasise improvement of numerical representation of designated groups but also includes providing equal

opportunity through fair staffing procedures and a supportive organisational culture (Thomas and Robertshaw, 1999:ii).

Both AA and EE therefore refer to government and non-governmental organisations proactively selecting policies and programs to rectify work-related inequalities that exist along racial, ethnic, gender, caste, disability and other lines (Jain et al., 2003:02).

Human cites AA as a process or strategy of which the result should be the achievement of a greater level of employment equity. To call the process employment equity confuses the process with the anticipated end result (Human, 1993:05). EE deals with the ongoing questions of how to function and how to deal with discrimination in an already diverse environment. AA therefore will become redundant once you have a diverse workforce, whereas EE is a long-term value-driven principle that will always serve as a standard (<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

Thomas and Robertshaw (1999:09) propose that EE and related strategies of AA are necessary but cognisance must be taken of the fact that these strategies, which target individuals from designated groups, can be legislated. However, the organisational context within which designated groups work, which is outside the ambit of legislation, must be prepared concurrently in order to produce sustainable employment equity initiatives. This is more difficult to achieve because "it involves paradigm shifts, the challenging of stereotypes and the embracing of risk to create and sustain an organizational environment within which people, representing a broad range of diversity evident in our country, can work together effectively for the competition advantage of the company and ultimately for the country as a whole." The situation therefore calls for leading and effective managing of employee diversity. Smith & Cronje (2002:239) agree that people are inclined to assume diversity is only the repackaging of equal employment opportunities and affirmative action, however, they are distinctly different as highlighted in table 2.1

Employment Equity & Affirmative Action	Diversity
Government initiated	Voluntary (organisational driven)
Legally driven	Productivity driven
Quantitative	Qualitative
Problem focused	Opportunity focused
Assumes assimilation	Assumes integration
Internally focused	Internally and externally focused
Reactive	Proactive

Table: 2.1 Source: Cascio, WF. cited in Smith & Cronje (2002:240)

EE and AA introduce new people into the career pipeline contributing to the diversifying of the workforce. Managing the diversity enables organisations to create a work environment that encourages trust and mutual respect and when this culture is established it can create powerful teams and businesses (Finnemore & Van Rensburg, 2002:412).

The business landscape in South Africa is dominated by a drive to enhance the workforce diversity. It is becoming key to our country's corporate success and global competitiveness. Organisations must be mindful though not to miss the real performance benefits of the phenomenon as we continue to focus on getting the numbers right (Cape Times, 6 April, 2006).

In the South African context diversity often refers to the different race groups due to the fact that we are addressing racial disparities caused by apartheid legislation. Apartheid created a climate of frustration, anger, guilt and confusion on how diverse individuals interact in the workplace and society. However even though racial polarisation is a priority issue, to focus only on race would restrict a more systemic view particularly when it comes to the benefit it can add to organisations when managed properly (Finnemore & Van Rensburg, 2002:408).

It is also crucial not to equate diversity with culture. Diversity training does not mean teaching people about the characteristics of blacks or what women want; this approach is inherently flawed and reinforces stereotypes. It supports an 'us versus

them` mentality and only focuses on how we are different but does not include how we are alike (Smith & Cronje, 2002:239). `Diversity is an all-inclusive mixture of items characterised by differences and similarities` Examples include: race, gender, age class sexual preference, language, education, etc. It is not only restricted to differences but deals with how people are different and how they are similar. When making managerial decisions there is no longer an option to only deal with the one in a given situation instead both has to be dealt with simultaneously. It is the varied perspectives and approaches that members of different groups bring to the table (Finnemore & Van Rensburg, 2002:409).

`The managing of diversity is the ability to work with individuals from different backgrounds in such a manner that they reach their full potential, in pursuit of organisational objectives, without anyone being disadvantaged by irrelevant considerations`. The development of an environment that does not restrain diversity, but enables the employees to perform to their potential if harnessed properly (Finnemore & Van Rensburg, 2002:410).

Managers have to promote the free flow of ideas across the whole organisation, they need to open the space for differences rather than close the space down with discussion and debate. This will encourage new interpretations and fresh perspectives to come to the fore (Cape Times, 6 April, 2006). There are two main components to managing diversity in organisations; managing organisation diversity and managing marketplace diversity as depicted in diagram 2.1 (Finnemore & Van Rensburg, 2002:410).

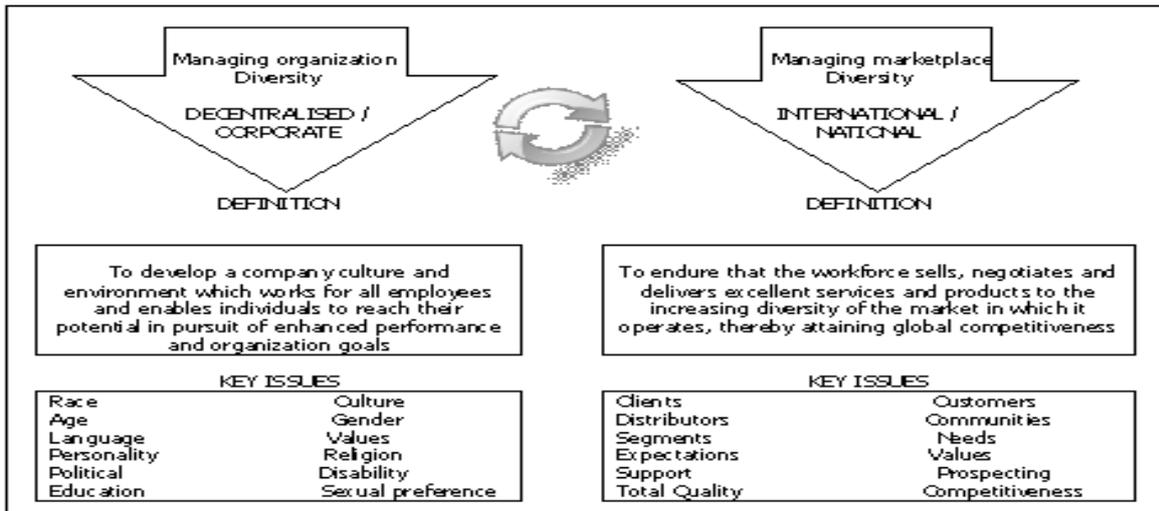


Diagram 2.1 Source: Finnemore & Van Rensburg (2002:410)

Diversity is however a complex subject and there is a growing need to develop models to facilitate a better understanding on the topic. The focus should however be on three integrated levels. This three-level model (See diagram 2.2) presents a holistic view of diversity management and allows for a more systemic assessment of the diversity obstacles and opportunities. It therefore minimises the risk that the focus will only be on one problem area (Finnemore & Van Rensburg, 2002:412).

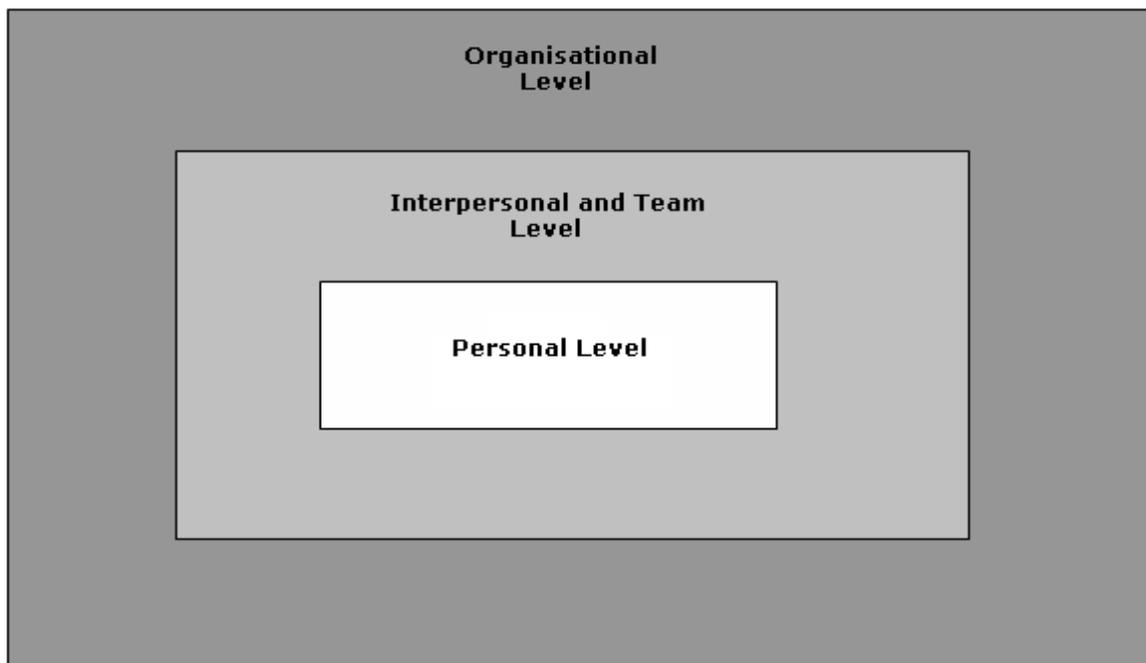


Diagram 2.2 Source Finnemore & Van Rensburg (2002:412)

(a) Personal Level

Embracing diversity starts with a personal process and to make ourselves more aware of our in-the-moment actions (Cape Times, 6 April, 2006). It involves a large amount of introspect and focuses on the individual to assess his/her own assumptions, values, culture and behaviour. It includes the messages received that determine a person's sense of self-esteem as an individual and as part of a group as well as those messages about others especially when they are of a different race or culture (Finnemore & Van Rensburg, 2002:412). 'Presence' is the core capacity required of individuals in organisations. It means 'being fully conscious and aware in the present moment, as deep listening, of being open beyond one's preconceptions and historical ways of making sense and as the importance of letting go of old identities and the need to control'. (Cape Times, 6 April, 2006)

(b) Team level

The team level requires a comprehensive analysis of interaction between people, particularly where there is racial, gender or cultural differences. It entails being more aware and to understand each others positive and negative traits and also which traits are based on value judgements or stereotypes. According to Human cited in Finnemore and Van Rensburg stereotypes are 'pictures in our heads' of particular groups of people, such as blacks, women and the disabled. It is overly inflexible generalisations which becomes a problem because it causes us to judge others on the basis of stereotypical ideas instead of criteria that are relevant to the context and the individual (Finnemore & Van Rensburg, 2002:412).

(c) Organisational Level

At this level the organisation's policies, systems and practices that act as barriers to performance and behavioural change needs to be identified. It encompasses those policies and procedures that governs the manner in which the organisation functions as well as the influence of the 'unwritten rules' or culture of the organisation on the individual or groups. The ability to understand organisational culture is becoming progressively more important in order to be successful. An organisation can only deal

with problems such as the lack of global competitiveness and discriminatory practices if it has a more inclusive organisational culture. Subsequently systems, practices, policies and organisational culture need to reinforce positive behavioural changes towards diversity (Finnemore & Van Rensburg, 2002:412).

However diversity management is a voluntary corporate response and an extension and not a substitution of proactive policies in order to ensure that all employees are treated fairly. It is a strategic response to the growth of diversity in the work environment and is motivated by business objectives. It can complement but not replace EE and AA (Jain et al., 2003:02). Once we accept employment equity, affirmative action and the managing of diversity as integrated aspects of people management, we move towards a situation in which we restore pride, dignity, self confidence, motivation and productivity (Human, 1993:03).

2.3 The Backlash against Affirmative Action

It is universally true that excluding members of any group, whether they are in the minority or majority, to benefit from a social arrangement, will sooner or later result in retaliation by the excluded group. This is the case for all societies inclusive of the USA, India, Zimbabwe, and South Africa that has attempted to take corrective action for past racial imbalances through affirmative action (Fobanjong, 2003:150).

There are many arguments in favour of AA and many against it, making it a formidable and complex task, especially in the South African context (Grogan, Stelzner, Jordaan and Maserumule, 2005:94). In South Africa the backlash against affirmative action however started long before the Blacks came into power. Distrust, anxiety and the fear of revenge politics were the reason for the frantic pursuit of the apartheid policy. Some were afraid that the revenge would be in the form of a bloody retribution while others were concerned that they would lose their privileged careers. Of the two fears it is the latter that would come true (Fobanjong, 2003:150).

During the apartheid era the public sector was the main employer of the Whites especially those who could not compete in the private sector. Blacks were openly

excluded by laws to compete for employment in the civil service. The fall of apartheid however meant the elimination of the shield that denied Blacks equal opportunity to civil service employment, making it more competitive for Whites. Whites now not only had to out-compete Blacks but also other job seekers of the same colour. This reality was a threat to their privileged way of life (Fobanjong, 2003:151).

A Potts (2000:17) states that one of the principle arguments against affirmative action is that it is discrimination in reverse. It entails giving preferential treatment to a member of a disadvantaged group. Kirton and Greene, (2002) cites that discrimination in favour of the disadvantaged person to redress past discrimination, even if the person is less qualified, is the only way to achieve true equality.

Swanepoel, Erasmus, Van Wyk and Schenk (2000:158) however argue that it is misleading to equate affirmative action with discrimination because the aim of discrimination is to exclude whereas the aim of affirmative action is to include. AA requires positive action (mandatory) to eradicate systemic and institutionalised discrimination whereas anti discrimination laws are passive because they forbid someone from indulging in certain types of behaviours. Considering the centuries of discrimination, antidiscrimination laws perpetuates discrimination rather than eliminating it.

Potts (2000:18) furthers her argument that most people are granted equality before the law in most democratic constitutions. AA treats people unequally and is therefore unconstitutional. Swanepoel et al (2000:158) agrees that the type of affirmative action program used may be unfair and indeed unconstitutional irrespective of the good intentions and effectiveness of the program. Pitt cited in Kirton and Greene, however states although reverse discrimination is a violation of the equality principle, public bodies should lead in positive action programmes and make allowance for `limited` but closely monitored reverse discrimination programmes (Kirton and Greene, 2002:144).

De Waal, Curry and Erasmus (2001:223) identifies that AA can either be seen as an exception to the right of equality (reverse discrimination) or as part of the right to equality. The latter sees AA as a means to the end of a more equal society. A long-term goal that is to be achieved through measures and programs that aims to reduce current inequality.

Dr. Vincent Maphai (a previous Chairman of BHP Billiton South Africa) conceptualises AA as `fair equality of opportunity` or `preferential hiring`. The fair equality approach direct resources at the provision of training and education to the previously deprived. This would enable them to attain the skills in order to compete on merit with the previously advantaged group. Only if this approach fail, the `preferential hiring` approach will take effect. The norms of equal opportunity can now be breached by preference given to those with lower levels of qualifications. Opponents of this approach argue that this leads to the lowering of standards and encourages reverse discrimination (Fobanjong, 2003:148).

Innes (1993:13) cites that the lowering of standards is probably the most serious charge laid against affirmative action but should however be put into context. The supporters of this argument have the tendency to assume that standards in the previous dispensation were the only criteria used to appoint people. To the contrary, in South Africa job reservation was used to legally bar black people from a wide category of jobs because of the colour of their skin regardless whether they possessed the skills to perform the job. Merit was never `rigorously` applied as the sole criteria for job selection and promotion, but more race and language, belonging to the right social club, to live in the right neighbourhood etc. played prominent roles acquiring jobs consequently lowering standards. This situation is not unique to South Africa. Internationally it has also shown that when one group comes into power it will promote the interests of its members and it would be naïve to expect blacks to behave differently.

Mr Loyiso Mbabane (School of Business, UCT) argues that it is possible for an organisation to employ more black people and still improve its standards, delivery

and productivity, meaning AA and merit are not mutually exclusive (<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>). Human agrees that a properly implemented affirmative action program can result in better management of human resources and actually raise standards. She further states that attempts to sometimes define 'standards' reveal that employees currently holding positions do not even perform at the desired levels. In many cases employers expect more of blacks and women in particular jobs than of white males in similar posts. Managers need to consistently look at actual outputs and not impressions of particular subordinates. The challenge is to develop strategies to appoint blacks without damaging the longer-term interests of the business (Human, 1993:03).

Related to the lowering of standard argument is that merit is no longer rewarded. People who are not adequately trained to do the job push out those who are trained and from the previously dominant group. A candidate who is 'favoured' by AA and less qualified for a job than a person who is part of the 'non-favoured' group is appointed for a particular position then merit is no longer the basis of the appointment. AA therefore renders the hard work of the 'non-favoured' person less worthwhile (Potts, 2000:18). This could degenerate into tokenism and lead to guaranteed failure (Fobanjong, 2003:149). The offensive part of AA is the suggestion that our new social engineering system calls for quotas to shamelessly fastrack previously disadvantaged people in all professional disciplines (Sunday Times, 11 March 2007).

Quanta (1995:24) argues that AA does not require the appointment of employees without personal merit but opens the door for more objective selection criteria. Pandor cited in Potts (2000:21) states if there is past discrimination there is a need to recognise potential as a basis for merit and not only prior achievements.

Tokenism as a type of AA is destructive and humiliating because it degrades the incumbent in the eyes of his/her peers and renders him/her as a symbol of ridicule. Organisations appoint or promote blacks into prominent positions (also called 'window-dressing') without ensuring that they have the required skills to take

responsible decisions within their positions. The post carries grand-sounding titles, but is devalued to prevent the incumbent from taking decisions that can inflict any major damage to the organisation (Innes, 1993:15).

AA devalues the genuine black talent because whatever they achieve is assumed to be because of the EEA. Whites can protest against AA but the people who should in reality be offended are the many blacks who are successful through hard work, education and talent (Sunday Times, 11 March 2007). Transformation (which includes AA) used to expedite the advancement of black people, also runs the risk of socially stigmatising them by changing past suffrage into profitable assets and entitlements, `turning victimhood into an affect and a social position`. (Sunday Times, 01 April 2007)

There are those that argue discrimination was against individuals, not groups of people whereas affirmative action applies to groups of people and is therefore not valid. The Whites that were not racist or did not discriminate should not be `punished` because they are part of a group (Potts, 2000:18).

Taylor cited in Potts (2000:22) however states that "membership of a group is tied to the discriminatory action, therefore making it a relevant characteristic and justified to target the group." The emphasis is on the group or category of persons of which the individual is a member and the aim therefore is not to reward the individual but to advance the category of persons to whom he/she belongs and to achieve substantive equality (Grogan, 2005a:290).

Mr Lot Ndlovu, a previous president of the Black Management Forum, agrees that recognition must be given that blacks were not discriminated against as individuals, but because they were black. The application of AA should therefore be on the basis of the group that people come from. He however states that there is no place for `free riders` and once people come in as a group they should be looked at as individuals (Jeffery, 1996:23).

During the reign of the Whites, they were constantly uncomfortable being the numerical minority and therefore lived in constant fear of being dwarfed by the black majority. This fear persisted with the negotiations for the transfer of power. Included in the negotiations was the implementation of AA. This reaffirmed this fear, because they would be without protection and now not only be the out of power minority, but also make them an invisible minority (Fobanjong, 2003:148).

The then Conservative Party criticised the early stages of the implementation of AA in the civil service as a `flagrant example of racism`. The press also contributed by means of publicizing the fears of the white force that was becoming an `endangered species`. However their predicted fears of retribution have not lived to be true. Because of South Africa's short period of experience with AA policies the ramifications of the backlash remains so far inconclusive (Fobanjong, 2003:151).

2.4 Rationale for Employment Legislation

The deep inequalities that are still inherent in the South African labour market necessitate the enactment of employment legislation to eradicate the past legacy of discrimination that led to major inequalities in our society and labour market (Green Paper on Employment and Occupational Equity, 1996:04).

Apartheid systematically discriminated against black people in all aspects of social life. Black people could not become property owners or even reside in areas classified as white. They were denied senior jobs, access to established schools and universities, could not utilise civic amenities, such as transport systems, public parks, libraries and many shops (De Waal, et al, 2001:199).

They were however provided with separate inferior facilities. The deep scars created by decades of systematic racial discrimination are still evident in the key measures of quality of life in South Africa. White citizens are healthier and better nourished than black citizens and enjoy high levels of literacy and education. Black South Africans' infant mortality rates and life expectancy equals that of the world's poorest nations.

The distribution of wealth and poverty are extremely unequal (De Waal, et al, 2001:199).

`If positive steps are not taken to bridge the racial gap, South Africans will never live in harmony with each other and the economy will not have the manpower so necessary to drive it efficiently`. (Goldstone cited in Barker, 1999:265)

Jain et al (2003) argue that in the past the labour market was distorted with inequality based on race and ethnicity. Individuals had unequal access to education, skills, and managerial as well as professional jobs. Parkin, cited in Human et al. argues that groups restricted access to resources and opportunities to a limited amount of `eligible` people to optimise their own rewards through a process called `social closure`. Human and Human states, "the ability of the few to govern the many, economically and politically, depends heavily on a process of `exclusionary closure` by means of which property ownership and the interlinked possession of educational qualifications result in internal cohesion or group hegemony". (Human et al., 1999:21)

Racial discrimination was created in certain provisions of labour legislation such as the Mines and Works Act (1904) and Industrial Conciliation Act (1956). In these acts skilled jobs were preserved for whites only by means of reservation clauses. Although these provisions were abolished in 1980, it still resulted in a labour market where most employees were inadequately trained and economically disempowered. "South Africa's peaceful transition through its 1994 national election and constitutional measures has however given hope that the constitutional democracy will provide equal protection and opportunity to all citizens regardless of colour, gender religion, political opinion, or sexual orientation". (Jain et al., 2003:35)

The apartheid legacy in South Africa has resulted into a scenario where Whites generally occupy the top half of the occupational hierarchy and the unskilled jobs by the Blacks (Human et al., 1999:24). However, discrimination against blacks, which is the majority of the population, is slowly but systematically being removed. According

to the Breakwater Report in 2000, a survey of 161 large firms in South Africa revealed that 80% of the managers were white whereas only 10% were black and 5% each were coloured and Indian. The split in terms of gender was 79% male and 21% female. In 1998 white managers were 86%, black managers 6%, with coloured and Indian 4% each (Jain et al., 2003:35).

The Commission on Gender Equality (CGE) states that although females are in the majority of South Africa's population they only make up for one third of the labour force. They mainly occupy positions in the services, retail, and manufacturing sectors. Across all the sectors women were however in jobs associated with 'stereotyped domestic roles therefore gender equality in the workplace was underpinned by job segregation and perceived roles associated with gender group'. (Jain et al., 2003:35). In 1997 a white male was 5000 times more likely to be in a top management position than a black woman (Human et al., 1999:24).

According to the Department of Labour (1999) whites had a 104% wage premium over blacks; while males earn 43% higher wages than women with similar qualifications in similar industrial sectors and occupations (Jain et al., 2003:35).

A 1995 Household Survey shows that the percentage males and females in legislative, senior, and managerial positions are 78% and 22% respectively. 46% of the 78% were white, 23% black, 6% Asian and 3% coloured. The 22% that are women, 12% were white, 8% black, 1% Asian and 1% coloured (Jain et al., 2003:35).

In 1998 management in the Public Service, director and above, consisted of 87% men and only 13% women. Over half the male managers were white (Jain et al., 2003:35).

Of the 657 companies listed on the Johannesburg stock exchange only 1,3% (49) of the 3773 directors were women and only 14 were executive directors, chairwomen, or managing directors with less than 1% board members (Jain et al., 2003:36).

All of this tells us that race, gender and class intersect in many ways and because of in-built privilege, little about the situation will change without AA measures being instituted (Human et al., 1999:25). Thomas and Robertshaw (1999) argue that with time EE will result in a workforce more representative of the demographics of the country, especially in senior and top management positions. South African companies have for too long excluded many talented and potential employees to contribute to new and creative ways of thinking and practice business in line with new local and international markets.

2.5 The Legislative Framework of Employment Equity

The new democracy of South Africa introduced measures that aim to promote the accomplishment of equality and advancement of people disadvantaged by unfair discrimination. Apartheid left behind a legacy of inequality, demonstrated in employment by the disparity in distribution of jobs, occupations and incomes.

([http://www.deneysreitz/seminars/item/developments in discrimination and affirmative action law, 305.html](http://www.deneysreitz/seminars/item/developments_in_discrimination_and_affirmative_action_law,305.html))

During the early 80's, the first steps towards reversing discriminatory practices were introduced. These measures though were inadequate and made no provision for the advancement of persons disadvantaged by apartheid. A certain degree of equality was however introduced by the unfair labour practice jurisdiction recognizing unfair discrimination as wrongful conduct. Thus, some advancement was achieved by putting pressure on industries through investment codes e.g. the Sullivan Code. This voluntarist nature and haphazard approach however did not satisfy the disadvantaged under a democracy nor did it realise equality.

([http://www.deneysreitz/seminars/item/developments in discrimination and affirmative action law, 305.html](http://www.deneysreitz/seminars/item/developments_in_discrimination_and_affirmative_action_law,305.html))

The first five years since 1994 however has seen considerable progress in the design and formulation of transformation policy.

(<http://www.naledi.org.za/pubs/2000/indicator/indic.htm>) The purpose of public

policy is to use the law of the state to steer social and economic life in a particular direction through legislative intervention (Jain et al., 2003:194-197). Therefore EE legislation aims to "help redress the disadvantages emanating from past racial policies and, as far as possible, to ensure the accommodation of differences between people in the workplace". (South Africa. Green Paper on Employment and Occupational Equity, 1996:04)

When developing policies and plans for EE heed must be taken of other legislation that links closely with the EEA. The EEA arises directly out of the basic rights established in the Constitution's Bill of Rights. It is closely connected to the Labour Relations Act (No. 66 of 1995), the Basic Conditions of Employment Act (No. 75 of 1997), Skills Development Act (No. 97 of 1998), Employment Equity Act (No. 55 of 1998), the Skills Levies Act (No. 9 of 1999) and the Promotion of Equality and Prohibition of Unfair Discrimination Act of 2000 (Jansen, 2002:24). The following is therefore a discussion of the constitutional, legislative and legal interpretations of public policy on employment equity in South Africa.

2.5.1 The Constitution of the Republic of South Africa, 108 of 1996

The South African Constitution, Act 108 of 1996 is the supreme law of the country, therefore any law or conduct inconsistent with it is invalid and all obligations imposed by it must be fulfilled. (South Africa. Constitution Act 108 of 1996:03)

Chapter 2 of the Constitution contains the Bill of Rights; it enshrines the fundamental rights of each South African and is the cornerstone of our democracy. (The South African Constitution, Act 108 of 1996) Section 9 is the first right in the Bill of Rights and protects the right to equality and reads as follows:

- (1) Everyone is equal before the law and has the right to equal protection and benefit of the law.

- (2) 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 discrimination may be taken.

- (3) The state may not unfairly discriminate directly or indirectly against any person 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.
- (4) 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.
- (5) Discrimination on one or more of the grounds listed in subsection (3) is unfair unless it is established that the discrimination is fair.

(De Waal et al., 2001:1998)

2.5.1.1 Equality in the South African Context

Equity was once described by Aristotle as `the equal treatment of equals`. Inherent in this statement therefore is that `the equal treatment of unequals is not equitable at all`. It is in fact the direct opposite of equity (Madi, 1997:48).

Equality at its most basic and abstract means that people with relevant similar circumstances should be treated similarly. This social ideal is however difficult and controversial. Firstly, because what counts as relevant when determining the similarity of people's situation and secondly what is considered as similar treatment of people who are similarly situated? (De Waal, et al, 2001:198) Erasmus, Swanepoel, Schenk, van der Westhuizen and Wessels (2005:167) states that AA in the South African context aims to remove inequalities, but also ask the questions, "equality for whom?", "equality of what?", "equality of means or equality of opportunities?" All normative theories in a just society demand equality of something which is central to a particular theory.

Achille Mbembe, research professor in history and politics at the University of the Witwatersrand argues that "equality does not mean the equal distribution of everything to everyone rather the equal treatment of everyone and the granting of the same weight to everyone. South Africa constitutionally subscribes to the idea that all citizens, black and white, are subjected to the same rules applied in a manner that is equal". (Sunday Times, 21 April 2007)

The law treats everybody the same regardless of disparities in their social and economic circumstances. All people are bearers of equal rights, meaning that inequality is an irregularity that can be eliminated through the extension of the same rights and entitlements to everybody according to the same neutral standard of measurement (De Waal et al., 2001:199-200).

The constitutional commitment to equality though cannot only be perceived as a commitment to formal equality because it only refers to the sameness of treatment. Substantive equality however requires an investigation of the actual social and economic circumstances of groups and individuals. It requires the law to guarantee equality of outcome. The consequences of a particular rule are highlighted rather than its mere form (De Waal, et al, 2001:200).

Mbembe further argues that transformation calls for the preferential treatment of 'formerly disadvantaged groups'. It introduces inequality in the very process by which it aims to achieve equality causing a serious risk to the ethical accord among equals considered as the core of democracy (Sunday Times, 21 April 2007).

When considering the two approaches though in the context of the purpose and principles of the Constitution as well as the historical burden of inequality that it seeks to overcome, it is evident that a purely formal understanding of equality jeopardises the deepest commitments of the Constitution. Substantive equality in contrast is supportive of these fundamental values and therefore the interpretation of

section 9 of the Constitution must be read that it is based on the substantive conception of equality (De Waal, et al, 2001:200).

The social and legal system of apartheid was squarely built on inequality and discrimination, therefore the right to equality in the post apartheid constitutional order is very important. Key measures of equality in life in South Africa reveals deep scars of decades of systematic racial discrimination therefore the constitutional commitment to equality cannot only be perceived as a commitment to formal equality. It is insufficient to just remove racist laws and guarantee that these laws will not be enacted in the future. This will create a society that is formally equal but essentially unequal in every other way (De Waal et al., 2001:199).

2.5.2 The Employment Equity Act No 55 of 1998 (EEA)

2.5.2.1 Introduction

Subsection 195(1)(i) of the Constitution adds to the general decree of Section 9 and is very clear that the public service should be governed by the principle of broad representativeness and personnel management practices that are based on the need to remedy the inequalities of the past. Subsection 195(3) further rules that the national legislation should be enacted to ensure the promotion of these principles. (Erasmus, et al, 2005:176) The most prominent response to this provision is the Employment Equity Act (No 55 of 1998), which became operational on 9 August 1999. (Schwellnus & Bendix 2001:37).

The EEA focuses on the eradication of unfair discrimination in any form of hiring, promotion, training, pay, benefits and retrenchments in an organisation. It stipulates means to encourage employers to transform their organisations and to speed up the training and promotion of individuals from previously disadvantaged groups (Nel, Swanepoel, Kirsten, Erasmus and Tsabadi, 2005:138).

Rycroft in Jain et al (2003) states that the focus of previous labour legislation was on basic labour rights such as freedom of association, organisational rights and

occupational safety, whereas EE legislation mirrors the specific values and intent of the post apartheid government.

The Act starts by identifying the main aims of its provisions. The preamble to the Act recognises that apartheid and other discriminatory practices resulted in disparities in employment, occupation and income within the national labour market. The disadvantages created by these disparities are very prominent and cannot simply be remedied by eliminating discrimination and calls for positive measures (Tinarelli, 2000:11).

The provisions of the Act are therefore aimed at the following:

- promote the constitutional right of equality and the exercise of true democracy
- eliminate unfair discrimination in employment practices
- ensure the implementation of EE to redress the effects of discrimination
- achieve a diverse workforce broadly representative of our people
- promote economic development and efficiency in the workforce
- give effect to the obligations of the Republic as a member of the International Labour Organisation (South Africa. Employment Equity Act 1998:01).

The Act spends six chapters dealing with issues such as the prohibition of unfair discrimination, AA, a commission for employment equity, monitoring, enforcement and legal proceedings (Nel et al., 2005:138).

However, essentially the EEA stands on two legs: Chapter II, the complete prohibition of unfair discrimination against all employees and Chapter III, AA. (Levy, 2001:07). The fundamental difference between the two chapters though is Chapter II applies to all employers whereas Chapter III applies to designated employers only. Designated employers are defined as those that have more than fifty employees in their employment or less than fifty but their turnover targets are between R2 million and R25 million depending on the industry. These targets are set out in Schedule 4

of the Act. It also includes municipalities, organs of the State or an employer that has a collective agreement in place (Tinarelli, 2000:11-12).

Erasmus et al (2005:184) argue that a degree of tension would exist between the two chapters because the anti-discriminatory measures protect and promote 'formal equality' whereas the AA measures allow for unequal treatment of that is deemed to be 'fair discrimination'. It is also inevitable that those who do not stand to benefit from AA measures would seek support in Chapter II claiming unfair discrimination against them, whereas those who stand to benefit would seek to justify their actions on the allowed deviation from formal equality under Chapter III. The main provisions related to the two chapters are depicted in diagram 2.3 to provide an overall idea of the structure of the Act.

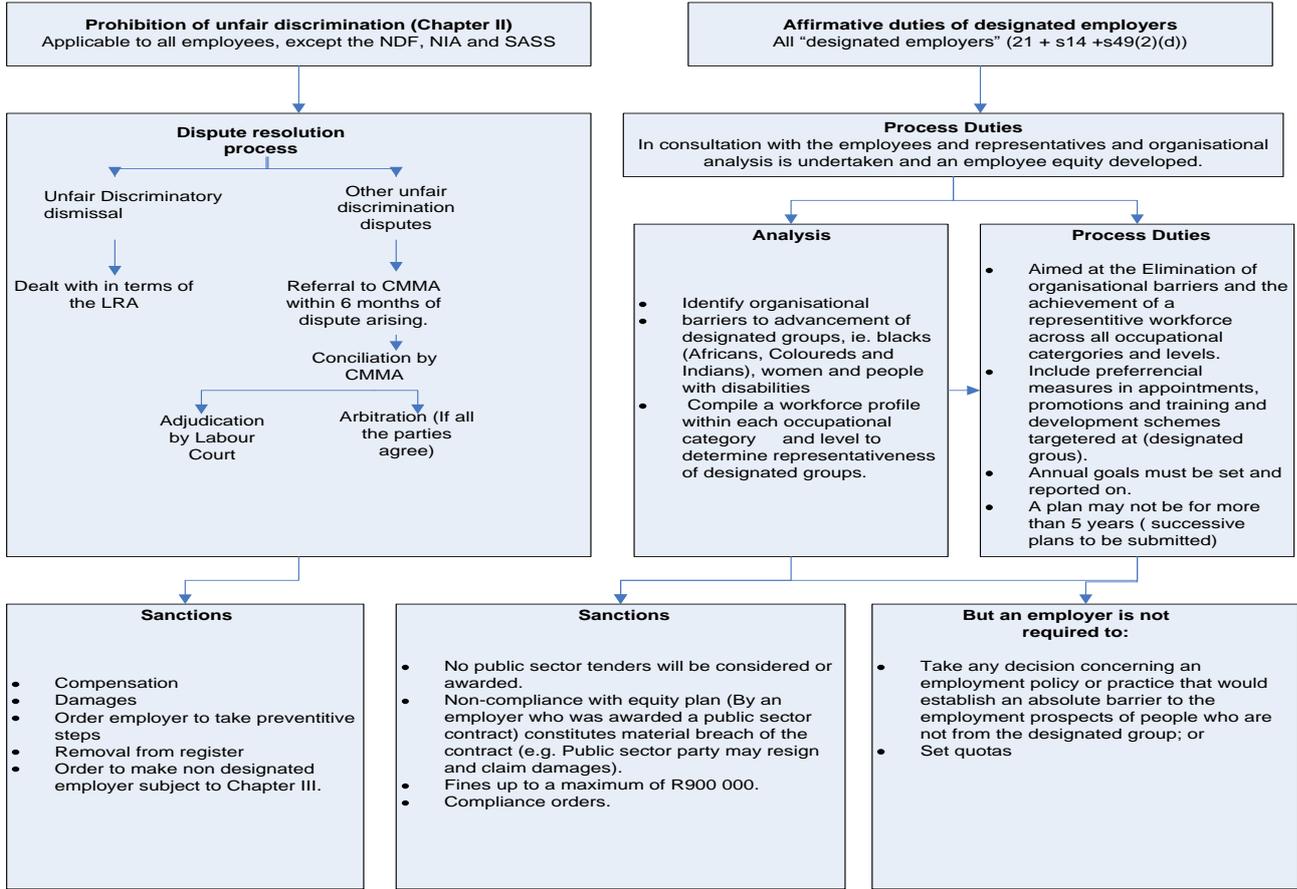


Diagram 2.3. Source: Du Plessis et al. cited in Erasmus et al (2005:184)

2.5.2.2 The Anti-Discrimination Provision in the EEA

The EEA reinforces Section 9 of the Constitution, and places a positive obligation on all employers to `promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice`. (Grogan, 2005a:280)

Discrimination is a particular type of differentiation, one that is based on illegitimate grounds, as listed in the EEA and the Constitution (De Waal, et al, 2001:198). The list however is not exhaustive, but merely prescriptive (Tinarelli, 2000:16). Meaning there are other grounds that may in addition also find a claim of unfair discrimination (Grogan, 2005a:282).

The Constitutional Court held that differentiation on grounds that are analogous (equivalent) to those listed would also amount to discrimination. Grounds that are `based on attributes or characteristics which have the potential to impair the fundamental dignity of persons as human beings, or to affect them seriously in a comparably serious manner`. (De Waal et al., 2001:198)

For example to differentiate between landowners in fire-control areas and non-fire-control areas are not discrimination even though a burden is placed on the one and not the other. Reasons being (1) the basis of discrimination are not listed and (2) it cannot be seriously argued that it is an attribute or characteristic that could impair human dignity or anything comparable. In contrast, a law that differentiates between black and white people and places a burden on one group and not the other is differentiation on the illegitimate ground of race and is therefore discrimination (De Waal et al., 2001:198).

2.5.2.3 Fair and Unfair Discrimination

The EEA does not legislate against discrimination but merely against unfair discrimination (Tinarelli, 2000:19). This implies that not all discrimination is unfair (De Waal et al., 2001:198) In everyday speech the word discrimination carries derogatory connotations, reason being why most people regard it wrong to

discriminate and find it difficult to agree with the statement that sometimes discrimination is not wrong (De Waal et al., 2001: 119).

Section 9(5) of the Constitution provides that once discrimination on one of the specified grounds is established then it is presumed to be unfair. However, if the allegation is that the discrimination is on an analogous ground the Constitutional Court indicated that the determining factor, whether discrimination is fair or not, is the impact it has on its victims. Unfair discrimination primarily means to impose burdens on previous victims of past patterns of discrimination, or treat people differently in such a manner that it significantly impairs their fundamental dignity as human beings (De Waal et al., 2001:213).

The Court further identified certain factors, which must be considered objectively and cumulatively in determining whether discrimination has an unfair impact, these factors are:

- The position of the complainants in society and whether they have been victims of past patterns of discrimination
- The nature and purpose of the discriminating law or action
- The extent to which the complainants rights were impaired and whether their fundamental dignity was impaired (De Waal et al., 2001:198).

Differentiation on one or other of the listed grounds is therefore presumed to be unfair discrimination and the onus is on the respondent to prove otherwise. However differentiation on analogous grounds is not considered unfair discrimination until proven so by the applicant (De Waal et al., 2001:198).

2.5.2.4 Direct and Indirect Discrimination

Judging by the mechanisms used to enforce this part of the right to equality and the way in which it has been interpreted, signifies that this is the core provision of the right. Its ambit and scope is wide and a large amount of support is given to individuals claiming an infringement of this aspect of the right. The intended purpose of the prohibition against both direct and indirect discrimination was to include all

forms of discrimination on the listed or analogous grounds. (<http://www.Is.wustl/edu/conference/Equality/Gov.-art4.html>)

Therefore when adverse action is taken against people because they possess one of the characteristics listed in Section 6 of the EEA (and Section 9 of the Constitution) it is referred to as direct discrimination, for example if a woman is overlooked for promotion because she is a woman (Grogan, 2005:283).

Indirect discrimination is when objective or neutral barriers are used to exclude members of a particular group simply because they are members of that particular group for example a height or weight requirement that would exclude all but a minority of women. (Grogan, 2005:283) Whereas direct discrimination is invariably intentional, indirect discrimination can either be intentional or unintentional. The motive of the employer is irrelevant when determining whether indirect discrimination occurred. (Grogan, 2005:283). Hence the often insurmountable burden of proving that the law was enacted with the intent of unfairly discriminating on one of the listed or analogous grounds does not rest on the employee.

(<http://www.Is.wustl/edu/conference/Equality/Gov.-art4.html>)

2.5.2.5 Discrimination for Affirmative Action Purposes

As indicated earlier in this research, legislatively not all discrimination is regarded as unfair. The EEA states that, "it is not unfair to discriminate where the reasons for discrimination are AA and the protection and advancement of persons from previously disadvantaged groups." (Tinarelli, 2000:07) An employer is therefore entitled to discriminate when appointing and promoting persons from previously disadvantaged groups without it being deemed as unfair as all as it is consistent with the purpose of the Act. Meaning the employer can treat an employee or applicant on a preferential basis (Tinarelli, 2000:20).

The EEA also states that it is not unfair for an employer to exclude or give preference to any person on the grounds of an inherent requirement of the job. Provided that it is based on a job-related criterion the discrimination is regarded as fair. It is however the responsibility of the employer to prove that the specific requirement is necessary

to perform the relevant duties. Only then can discrimination on this basis be allowed (Tinarelli, 2000:22).

Although discrimination for AA purposes and on the basis of the inherent requirements of the job is legally justified, there is no guideline to determine whether a criterion is an inherent requirement of the job. Grogan cited in Tinarelli (2000) recommend that to determine the latter should include whether the appointment of a particular person would significantly impair the employer's business.

2.5.2.6 Implementation of AA Measures

AA is conceived as the vehicle to accelerate the employment and promotion opportunities of blacks, women, the disabled and any other disadvantaged groups to ensure their equitable representation in all occupational categories and levels in the workplace (Pevevett, 1994:01).

The EEA concurs, Section 13 therefore requires that all designated employers undertake AA measures to ensure that suitably qualified people from designated groups have equal employment opportunities and that they are equitably represented, reflecting the demographics of the country in terms of gender, race and disability, in all occupational categories and levels of their workforce. (Tinarelli, 2000:49) In this way the Act ensures that there is not a situation of imbalance where any one group dominates any particular level of the organisation (Levy, 2001:10).

Section 15(2) further lists the measures that must be taken to conform to the principles of AA which are:

- measures to identify and eliminate employment barriers, including unfair discrimination
- measures to further diversity in the workplace, based on equal dignity, and respect of all people
- make reasonable accommodation for people from designated groups to ensure equal opportunities and equitable representation

- affirmative action measures, which includes preferential treatment, to appoint and promote suitably qualified people from designated groups
- measures to retrain, train and develop people from designated groups (Tinarelli, 2000:49).

Section 15(4) of the EEA seems to suggest that it is not required by the employer to take action to advance previously disadvantaged persons that will create an absolute barrier to the potential and continued employment, and advancement of people who are not from the designated groups (Tinarelli, 2000:50). Meaning it is not required of the employer to create a blanket prohibition on the hiring or promotion of white males, which could be arguably regarded as discrimination in itself (Levy, 2001:10).

In the extreme the employer is not required to retrench people from the non-designated group and replace them with people from the designated groups. (Tinarelli, 2000:50). The employer though is not prohibited from doing so, should it becomes an operational need (Levy, 2001:10).

According to Jain et al., (2003:36) designated employers, in consultation with unions and employees, must adhere to the following obligations under the Act to facilitate AA principles:

- 'Conduct a review of employment policies and practices to identify the specific job barriers faced by the designated group members and attempt to remove them
- Conduct a workforce survey and analysis to identify the under presentation of members of the designated group relative to their availability in the external force
- Develop an EE plan with numerical goals and timetables, monitoring and evaluation procedures; and report on remuneration and benefits in each occupational category and level
- Develop measures an employer will undertake to progressively reduce any disproportional differentials in pay as well as an employment equity plan'.

2.5.2.7 The Main Beneficiaries of EE Legislation

A frequently asked question though is who should be the main beneficiaries of EE legislation? (Quanta, 1995:17). The EEA refer to the intended recipients as `designated groups`, which is identified as black people, women and people with disabilities. Black people are further defined as Africans, Coloureds and Indians. (South Africa. Employment Equity Act 1998:03).

The obvious answer is those who were systematically impoverished and denied access to the education, training and employment opportunities, which would have allowed them to participate meaningfully in the economic life of the country. (Quanta, 1995:17) But should some groups receive more compensation or be first in line for positions, such as Africans that has suffered more than others? (Potts, 2000:32).

Lipton cited in Madi (1997:54) also refers to hierarchical ordering which was in place in the apartheid era. Whites being the ruling class and privileged elite, Asians and Coloureds were second-class citizens with some but not all the privileges of the ruling class and then Blacks, which were considered third class citizens with virtually no privileges at all. Does this however suggest that remedial measures should be applied according to the previous level of suffrage?

The EE Green Paper suggested that the nature of equalities experienced by the different groups should be defined. (Potts, 2000:32). According to Quanta (1995:18), part of the solution is to firstly accept that of the black people, Africans were mostly disadvantaged and should therefore be given preference when employing. The Act however does not suggest or provide guidelines that distinguish between races or designated groups but even so it seems that black people (Africans) are preferred. (Grogan, 2005a:290).

Deciding who is most deserving of affirmative treatment may cause conflict between designated employees (Grogan, 2005a:290). Quanta agrees that some companies

differentiate between the various ethnic groups creating controversy around the issue (Quanta, 1995:17).

A recent verdict of the Cape Arbitration Court revealed that black people must be advantaged above coloured and other groups when it comes to affirmative action. A verdict that holds far-reaching implications for minority groups. Mr L Christiaans, a coloured engineer in the service of Eskom, applied for an internally advertised post. He reached the shortlist and was offered the position. The offer was later withdrawn and given to a black engineer. Christiaans had thirteen years experience whereas his black colleague only had eighteen months. The court found that in the past coloured people were in a lesser degree disadvantaged than black people and therefore black people should gain more from AA (Die Burger, 13 April 2006).

The Constitution defines that the group within the designated group that was disadvantaged the most should gain from AA. In this regard it is black people above coloured people. (Die Burger, 19 May 2006) Randall van den Heever, ANC provincial deputy chairman, argues that no 'dedicated scholar' of the South African history of racism can refute the distinct difference in the manner which the apartheid government treated blacks as opposed to coloureds, and blacks and coloureds as opposed to whites (Cape Argus, 31 July, 2006).

Zelda Jongbloed, deputy editor of Die Burger, however states that the discrimination between blacks and coloureds created by apartheid were not instituted neither supported by coloureds and therefore raises the question should coloured people be punished for that? Under apartheid African people were very severely discriminated against of which the detailed circumstances of each individual differ. Institutionalised apartheid was collectively against the broader black community, albeit in different ways and with different consequences. (<http://152.111.1.251/argief/berigte/dieburger/2006/04/19/DB/10/hab19.html>) Van den Heever agrees that even though the preferential treatment of coloureds under apartheid in the Western Cape put blacks at a distinct disadvantage, it does not

mean that coloured people did not suffer the indignity of racism and discrimination and therefore should also qualify for AA and EE (Cape Argus, 31 July, 2006).

Mr Christopher Garbers from the University of Stellenbosch, a specialist on labour law, argues that the EEA aims to promote the representation of suitably qualified members of the designated group. Meaning that members from the group will often compete for posts and a criterion has to be established on how selection will be done. Therefore a decision has to be taken from this case whether, and if so, to what extent degrees of suffering can play a role as an independent principle when appointments or promotions are made. There is however very little support for such a principle in our labour legislation (Die Burger, 19 May 2006).

He further states that Article 42 of the EEA lists the factors against which the 'success' of AA must be measured. This include the level of representivity of the designated groups in all occupational categories and levels well as the demographic profile of the economic active population on national and regional level and the available pool of suitably qualified applicants. Meaning that if there is coloured representation on a certain level, but no blacks, it can be argued to appoint the black person (Die Burger, 19 May 2006).

Professor Eben van Zyl, human resource specialist at Freestate University, argues that when organisations do their planning they must decide how many people from which designated group is needed to be in line with the requirements of human resource management. Proper planning can therefore lead to candidates being appointed on merit (Die Burger, 19 May 2006).

Dr Franklin Sonn, former South African ambassador, states that degrees of suffering do not exist. President Thabo Mbeki also strongly opposed the decision in the Eskom case and agreed that black workers should not enjoy preferential treatment above coloured workers. Both groups were disadvantaged in the past and should therefore be treated equally. It is also not necessary to amend legislation in this regard;

however the existing laws have to be applied more effectively (Die Burger, 19 May 2006).

Many gender activists however argue even though all women suffered under patriarchy, they suffered in different ways depending on their race, class, sexual orientation, religion and ethnicity. 'Although apartheid was primarily a racial ideology, it intersected with conservative class and gender ideologies in ways that made life much easier for white women than for black women'. (<http://www.isiswomen.org/wia/wia100/hum00016.html>)

The EEA currently provides for AA for black people (Indians, coloureds and Africans), women and people with disabilities, meaning that all women deserve the same treatment. As pointed out earlier in this research 'membership of a group is tied to the discriminatory action, therefore making it a relevant characteristic and justified to target the group.' (Potts, 2000)

The 2006/2007 annual report of the Commission for EE (CEE) revealed that in top management levels, figures in terms of total percentage change for race from 2004 to 2006 showed 9,5% increase for blacks which included only 5,1% for Africans, 2% for coloureds and 2,4% for Indians. (http://www.iol.co.za/index.php?click_id=13&set_id=1&art_id=vn20070515080506674C670890)

However, white women in top management increased by 4,5% to 14,7%. This is more than three times the economically active population in that particular group. The total change for women from 2000 to 2006 was 9,2%, with African women representation up by a mere 1,7%, coloured women by 1,3% and Indian women by 1,2%. This was also the case in senior management, as well as professionally qualified and middle-management levels meaning that white females are now over-represented at all management levels which raises the question, should white females remain part of the designated group? (http://www.iol.co.za/index.php?click_id=13&set_id=1&art_id=vn20070515080506674C670890)

To understand professional women's conditions within all racial groups, the process should not be limited to the disparity in numbers of male and female managers, but be extended to the effects of racism on the status of black women in order to comprehend inequality in numbers of white and black women and the respective power status among them. (<http://www.emeraldinsight.com/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0530200104.html>)

White women did not experience the humiliation of carrying passes, they were not constantly under threat of police brutality in townships, nor were they deprived of access to education and housing in the same manner that black women and men were. (<http://www.isiswomen.org/wia/wia100/hum00016.html>)

Additionally, black women faced greater hardships, due to the extended family systems and their traditional lifestyles whereas white women always had indirect access to economic, social and political power through their alliance with white men. 'Therefore, even though both groups of women experienced gender oppression and discrimination, white women had – and still have – more advantages than their black counterparts.'

(<http://www.emeraldinsight.com/Insight/ViewContentServlet?Filename=Published/EmeraldFullTextArticle/Articles/0530200104.html>).

2.5.2.8 Employment Equity Plans

One of the pertinent challenges facing South African organizations is the implementation of EE plans in order to redress the effects of discrimination in the work environment (Meyer, 1999:273). Part of the EE plan requires designated employers to review all their employment and human resources practices to remove all discriminatory provisions or practices. This includes all areas where discrimination is most likely, i.e. recruitment and selection, remuneration, the provision of substantive benefits, and conditions of employment (Jain et al., 2003:37).

Previously it has also been held by the court that the employer must be able to prove that he/she acted in accordance with a coherent and defensible plan when

employees are discriminated against with the implementation of AA measures. Should such a plan be absent the failure to explain the appointment of a weaker candidate will mean there was no justification for the appointment. The employer also owes it to the other previously disadvantaged members that the best possible candidates among them are appointed (Grogan, 2005a:290).

In a most recent case, *Gordon v Department of Health in KwaZulu-Natal*, the Labour Court however held that the previous judgements did not lay down an inflexible rule that an employer must have a formal AA plan in place before it can rely on section 6(2) (a) as a defence. This would reduce the constitutional right to equality from a substantive right to a mere formal right (Grogan, 2005a:290).

Although plans are not irrelevant the proper test would be whether there was a rational connection between the appointment or non-appointment. A plan can facilitate the proof of such connection, but if such a plan does not exist the rationale appointment of a person for the purpose of AA may be defensible. However even if there is a plan in place and it is not followed the defence can still hold (Grogan, 2005a:290).

Employers must submit a statement to the Department of Labour on the remuneration and benefits that employees receive in each occupational category and as well as their appointed levels. If the statement reveals disproportionate differentials, the employer must take progressive steps to reduce such differentials. These steps include collective bargaining, skills formation, compliance with other wage-regulating instruments, and benchmarks set by the Employment Conditions Commission (Jain et al., 2003:197).

The Act also encourages employers to improve internal grievance procedures against discriminatory behaviour and harassment. Labour inspectors are given the powers to enforce, but unresolved disputes will be referred to the Commission for Conciliation, Mediation and Arbitration (CCMA) and ultimately to the Labour court (Jain et al., 2003:37).

2.5.2.9 Suitably Qualified Persons

A requirement of the EEA is that employers must give due consideration to a suitably qualified person` when recruiting individuals from designated groups. These qualifications can either be formal, prior learning, relevant experience, or capacity to acquire, within reasonable time, the ability to do the job (Jain et al., 2003:37).

It is therefore insufficient for unsuccessful applicants from previously advantaged groups to protest based purely on their higher qualifications. The Court held that the Constitution not only promotes formal equality but substantive equality, which includes AA measures sanctioned by legislation such as EEA (Grogan, 2005a:288).

Some business leaders base appointments primarily on potential because they regard it as more important than established skills, experience and proven ability. If the candidate posses the necessary attributes, the required knowledge and experience can be picked up on the way (Jeffery, 1996:34).

Currently, because of the apartheid era, few blacks are qualified to occupy semi-skilled, skilled and professional jobs. Therefore the ability to do the jobs will require training, which is then also a provision in the EEA and the Skills Development Act (Jain et al., 2003:37).

A key question then is when does the employer dismiss an AA appointee who is not performing? To retain an individual who is underperforming is devastating to business performance. However the fear of possible backlash make some companies retain rather than dismiss these individuals. The difficulty though is in the decision whether the employer has allowed sufficient time for the individual to attain the necessary skills and experience (Jeffery, 1996:37).

2.5.2.10 Representivity and Target Setting

Representation is one of the main foundations of a non-racist, non-sexist and democratic society and achieving it is therefore a necessary precondition to legitimise

the public service to drive it towards equitable service delivery (South Africa. White Paper on Transformation of the Public Service, 1995:41).

The government followed this route and the EEA therefore suggest companies to set targets accordingly. The flexibility in this regard allows organisations to adapt the intent of the Act to their own context (Potts, 2000:32). Although the obligation on employers to promote equitable representation includes preferential treatment and numerical goals it excludes quotas (Tinarelli, 2000:54-55).

Dr Seshi Chonko, a former Director of Corporate Affairs at Caltex, states that South African businesses will not change unless there is pressure, therefore quotas are needed. He further argues that there is little difference between targets and quotas because both come down to goal-setting. Goal-setting is essential to business and should therefore also be applied to AA (Jeffery, 1996:39).

The view of some other business leaders is that quotas will result in appointments for the sake of filling space therefore targets needs to be set for example for this particular year the organisation wants three black members on the Board, if only two is appointed then the target is not achieved. This is not the same as a quota. Others argue that although there is a clear difference in theory it becomes difficult to maintain. The adoption of targets is likely to give rise to quotas. (Jeffery, 1996:39) There is at times an exceedingly fine line determining the distinction between the two (Levy, 2001:10).

The preamble of the EEA briefly makes reference to the promotion of economic development and efficiency of the workforce but does not specifically deal with how efficiency must be reconciled with representivity when employers try to achieve it nor does it indicate which one will weigh heavier should the two goals clash (Grogan, 2005b:288). Therefore some tension may exist in certain situations between the two ideals (Grogan et al., 2005b:94).

Efficiency and representivity are linked and many times interdependent and should not be regarded as separate competing aims. However a balance has to be achieved (Grogan et al., 2005b:94).

The advancement of equality is a fundamental part when considering merit in a decision. (Grogan et al., 2005b:94) However the goal of representivity in the public service must be pursued rationally and maybe lacking when AA effect the appointment of candidates that compromise the constitutional comparative of efficient service delivery in the public sector. (Grogan et al 2005:288) Therefore the appointment of wholly unqualified or less than suitably qualified or incapable candidates, in responsible positions cannot be justified (Grogan et al., 2005b:94).

2.5.3 The Labour Relations Act No. 66 of 1995 (LRA)

The LRA heralded a new era in South African Labour relations and its provisions are consistent with Section 6(1) of the EEA, which deals with unfair discrimination, and Section 9 of the Constitution, which deals with the right to equality (Grobler, Warnich, Carrell, Elbert and Hatfield, 2002:52).

The purpose of the Act is to advance economic development, social justice, labour peace and democratisation of the workplace. The Act includes provisions in terms of unfair discrimination in the workplace, making it clear that all involved in labour relations should review and adapt their human resource management policies accordingly (Grobler et al., 2002:52).

The Act outlines the necessary procedures for employees should they want to take up a case of unfair dismissal. The Code of Practice on eliminating sexual harassment as a form of unfair discrimination was also established because of the Act (Jansen, 2002:24).

It also promotes AA by stipulating that: "An employer is not prevented from adopting or implementing employment policies and practices that are designed to achieve the adequate protection and advancement of persons or groups or categories of persons

disadvantaged by unfair discrimination, in order to enable their full and equal enjoyment of all rights and freedom.” (Jain et al., 2003:196)

The LRA also establishes collective bargaining frameworks as well as trade union rights to the disclosure of information. Both is key to the negotiation of EE plans (Jansen, 2002:24).

2.5.4 The Basic Conditions of Employment Act No. 75 of 1997 (BCEA)

The BCEA deals with the individual employment relationship and contains certain minimum standards below, which an individual employer and employee may not go. (Grobler et al., 2002:53) These standards are equal for all workers in all sectors regardless of race, gender, disability or any other difference (Jansen, 2002:24).

Aspects covered are the regulation of working time, which include the number of hours expected of an employee to work as well as overtime. Meal intervals, rest periods, the means of remuneration (including Sundays and public holidays), minimum leave days and measures regarding the termination of employment (Schwellnus and Bendix, 2001:35).

2.5.5 Skills Development Act 97 of 1998 (SDA) and the Skills Levies Act 9 of 1999 (SLA)

In the past there has always been a direct link between discrimination and inequity in employment and education and training available to different social groups in South Africa (Jansen, 2002:24).

Our country’s policies of exclusion and discrimination resulted in a skills crises amongst blacks and women. They were denied access to education and training and previous knowledge gained by workers through their life and work experience was never recognised. Presently an estimated 45% of adult Africans cannot read or write. Skills development and the recognition of prior learning are therefore fundamental to the struggle for EE and to transform the apartheid labour market (Jansen, 2002:24).

The Green Paper on Employment and Occupational Equity (1996) states that EE cannot succeed without a national educational and training system that supports every individual in society. The Department of Labour has therefore created a new human resource development strategy that would provide a critical framework to accelerate the hiring, training, and promotion of individuals from disadvantaged groups.

The government then introduced the Skills Development Act 97 of 1998, and the Skills Levies Act 9 of 1999 as part of its overall human development strategy. These acts provide an opportunity to improve the employment prospects of employees previously disadvantaged by unfair discrimination and redress those disadvantages through training and education (Grobler et al., 2002:350).

The SDA established learnerships, combining structured learning and work experience which allow for nationally recognised qualifications to give workers wider job opportunities and to bridge the gap between education and training. Whereas the SLA requires employers to pay a skills levy of 1% of their wage bill into a National Skills Fund to facilitate the skills development of their workforce (Jansen, 2002:25).

The SDA is designed to encourage employers to:

- link training into internal career paths that promotes progression and productivity
- ensure credited training in terms of the National Qualifications Framework to facilitate further learning and flexibility over time
- enhance employment security through training
- involve adult basic education
- build on prior acquired learning, formal or informal (Tinarelli, 2000:56).

The aims of the SDA are achieved through establishing an institutional and financial framework that consists of the following:

- National Skills Authority

- National Skills Fund
- Skills Development Levi Grant
- Labour centres
- Skills Development Planning Unit (Grobler et al., 2002:350).

2.5.6 The Promotion of Equality and Prohibition of Unfair Discrimination Act of 2000

Horizontal application on the prohibition against unfair discrimination is made possible by the Constitutional provision of Section 9(4). Consequently, every individual has a right not to be unfairly discriminated against by any other individual or juristic person. It further places an responsibility on Parliament to enact national legislation to prevent or prohibit unfair discrimination by persons. (<http://www.library.und.ac.za/chapter%204-equality.doc>)

The Promotion of Equality and Prohibition of Unfair Discrimination Act can be used alongside the EEA. It allows employees to combat unfair discrimination in the workplace and society at large. The Act requires the state to take certain measures to promote equality. This includes ministers to draw up equity plans to combat unfair discrimination and inequality and to introduce legislation if needed (Jansen, 2002:26).

The objectives of the Act are inter alia to:

- promote equality
- prevent unfair discrimination
- prohibit hatred based on race, ethnicity, gender or religion
- provide remedies to victims of unfair discrimination (Schwellnus and Bendix, 2001:65).

The Act prohibits unfair discrimination based on various grounds with special emphasis on race, gender and disability (Jansen, 2002:26). The Act binds the State and all persons, but only applies to persons to which the EEA is not applicable. It is therefore only relevant to the workplace where the EEA is specifically excluded and

would include the members of the Defence Force, National Intelligence Agency, SA Secret Service and employees of non- 'designated employers' in terms of the EEA (Schwellnus and Bendix, 2001:66).

Chapter II of the EEA that deals with discrimination however applies to all employers, therefore discrimination issues of non-designated employers will also be covered in the EEA and the Promotion of Equality and the Prevention of Unfair Discrimination Act will only apply in exceptional instances (Schwellnus and Bendix, 2001:66).

2.6 The Future of Affirmative Action in South Africa

Defence Minister Mosiuoa Lekota in 2004 raised the question, 'When can we stop thinking along racial lines when employing people, and simply treat all citizens as South Africans?' (<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

Recent judgements have also prompted many people to ask whether AA is a needed tool or a superfluous relic and whether it is not time to consider abolishing AA and related job equity policies. (Cape Argus, 27 April, 2006) There must be a point where previously disadvantaged groups do not require a helping hand to compete on an equal footing. The currently 'disadvantaged' groups and 'opposition' have to insist that AA, which is presently becoming more intense, needs to reach a phasing out process.

(<http://152.111.1.251/argief/berigte/dieburger/2006/04/24/DB/8/hab24.html>).

At a public debate in 2004, Dr Vincent Maphai, (political scientist and Chairman of BHP Billiton, SA), argued that to answer the question whether South Africa is ready for the end of AA policies the focus should be on EE rather than AA because per definition AA has become a very vague and broad concept, which includes various concepts and processes such as transformation, redistribution and even poverty alleviation (<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

The following discussion therefore focuses on the future of AA in South Africa by looking into issues such as the claim to AA as a right, race, the shortage of skills and the call for a new approach to the implementation of AA.

2.6.1 The Right to Affirmative Action

Maphai argues that EE is a desperate imperative because it comes as a result of historical injustice and exclusion. Meaning that without the history there is no need for EE, but as long as the goals to redress the history are not met, the need would remain. EE is not a principle but a strategy and must therefore be continuously evaluated according to its objectives for it not to become a principle. EE is therefore undoubtedly not a human rights issue and its beneficiaries cannot claim the role of EE on the grounds of human rights, nor can the excluded members argue that their rights were infringed upon

[\(<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>\)](http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf).

Mr Loyiso Mbabane, (Graduate School of Business, UCT) responded that the EEA integrated AA as a subset of EE policies. The Act makes AA an integral part of recruitment strategies with the goal of achieving a diverse workforce. Therefore, AA will become redundant once the goal is attained. EE on the other hand deals `with the ongoing questions of how to function and deal with discrimination in an already diverse environment making it a long-term value driven principle that will always serve as a standard, a continuous imperative that will never become unnecessary`.

[\(<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>\)](http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf)

AA and Black Economic Empowerment (BEE) should be considered as rights. AA should be a prerequisite for all companies and not merely a legal tool to prevent discrimination. Companies are legally and morally obliged to advance and develop people who have suffered past discrimination. Therefore AA measures could be regarded as a new set of rights-`fourth generation rights`. A set of economic rights that should be positively acted upon by society.

[\(<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>\)](http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf).

The debate however continuous in the courts whether this provisions of Chapter III of the EEA can be used by a member belonging to the designated group as a claim for preferential treatment i.e. appointment or promotion or whether AA can only serve as a defence by an employer against claims for alleged unfair discrimination (Grogan et al., 2005b:83).

Conventional wisdom supported the latter until the Court's decision in Harmse v City of Cape Town (2003) decided differently which resulted in the possibility that AA can be used both as a 'shield' against claims of unfair discrimination and as a 'sword' by members of designated groups for preferential treatment (Grogan et al., 2005b:83).

The Labour Court however departed from this decision in the case of Dudley v City of Cape Town (2004). Dr Dudley, a coloured woman, who applied but was not appointed as Director of the City Health Department. Instead a white male, Dr Ivan Toms was appointed. She instituted a claim against the employer to set aside the appointment of Toms, appointing her instead and for damages and loss of earnings suffered by her. Additionally she wanted an order by the court for the employer to develop and implement a proper EE plan to avoid repetition of her claimed unfair treatment. Her claim was based on a number of grounds including a right to AA. The Court found though that there is no individual right to AA and the enforcement thereof was a matter for collective bargaining and regulation by the director-general of labour. The problem with Dudley's application was that she claimed rights under both Chapters II and III whereas these routes cannot operate in tandem (Grogan et al., 2005b:85)

It further rejected the reasoning in the Harmse case that the provisions of Section 23(3)-(5) read with the provisions of Chapter II provide for a right to AA. The court also decided that an employee could not approach the court to compel the employer to develop and implement an EE plan. This must be done through the compliance mechanisms of Chapter V of the EEA (Grogan et al., 2005b:85).

Therefore after the Harmse and Dudley cases the claim to a right to preferential treatment by designated employees or that they were discriminated against because they were not favoured, remains an open question (Grogan, 2005a:298).

2.6.2 The South African Schizophrenia Regarding Race

Even after thirteen years of democracy racial prejudice continuous to surface in the open, many times pretext in debates about things like poverty, crime, and corruption that appears to have nothing to do with race hence the debate on transformation is so hostile (Sunday Times, 21 April 2007).

Dr Maphai argues that the debate on the future of AA in our country has been given more prominence by our mounting schizophrenia concerning race. Even though South Africans are the shrewdest racial mobilisers worldwide, their unwillingness to talk about race is a clear indication of their growing schizophrenia around the topic. This is mainly because it is done under the pretence of respectability.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>.

He base this deduction on a loose `research experiment` by him during the Convention for a Democratic South Africa (CODESA) negotiations in the early nineties. He interviewed two groups, one black and one white about the principle of majority rule. Both groups were in favour of the principle.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>.

When questioned about minority rights the black candidates were against it, because protecting the minority would be symbolic of the flipside of apartheid, which has no place in the post apartheid era. The white group however disagreed and felt that in the context of South Africa's history a certain level of political protection of minority rights is required.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>.

When the focus shifted to the principle of individual merit in employment both groups were again in favour of individual merit. However, when he raised the

question about AA the two groups again shared different views. Even though the blacks believed in individual merit, they argued that there is a need for employment intervention to prevent domination by whites. In contrast the white group did not see any place for protectionism.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

The research demonstrated that we tend to be in favour of individualism in a realm where we are most empowered however when we feel most vulnerable we seek group identity. The black group fully supported majority rule in the political sphere whereas the whites were in full support of individual merit in employment opportunities. Therefore black South Africans are political individualists and white South Africans economic individualists. `Yet all South Africans frame these issues in respectable neutral political rhetoric`. Concluding that both groups were subtle racial mobilisers. Both groups however had legitimate concerns, they were in agreement on the validity of majority rule and individual merit as universal principles, but in the interim recognised the need for some degree of intervention to safeguard their interests. This is necessary to ease their fears and concerns of either past or future exclusion.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

South Africa's challenge of transformation regarding race and racism is to move away from the apartheid racialisation of its citizens into specific race groups. The struggle against apartheid accentuated the principles of non-racialism and anti-racism and to build social unity across the arbitrary divisions. (<http://www.doh.gov.za/department/eeq/audit2001-01.pdf>).

The current employment equity legislation also contradicts the issue regarding race. The legislation clearly distinguishes between designated and non-designated employees, but still requires employees to be recognised according to apartheid race groups in the Department of Labour's reporting instruments i.e. Forms EEA1 and EEA2, which assists with the continued racialisation of South Africans. There is a pre-

eminent need to deracialise all aspects of social life for the long-term success of transformation.

<http://www.doh.gov.za/department/eeq/audit2001-01pdf>).

Helen Zille, Mayor of Cape Town, agrees that national government continually tries to force apartheid race categories into law and policy which does not serve the purpose of achieving a non-racial society. (Cape Times, 8 February 2006) Alan Boesak, former ANC leader of the Western Cape, agrees there should be an end to racial categorisation, however the broad form thereof should remain. Meaning that South Africa should be broadly divided into two groups; those who were discriminated against and those who were not and then find ways to correct that past (Sunday Times, 30 July 2006).

Dr Neville Alexander (former political activist) does not believe that AA is based on race. Therefore the country should move away from racially based AA to avoid unforeseen consequences in the future. AA should focus on prejudice and must be applied in such a manner that it does not repeat racially based identities of the past (Rapport, 14 May 2006).

He is therefore not against AA but argues that South Africans would benefit more from AA based on class- or income differentiation instead of race or colour. The big overlap between race and class makes this approach possible. AA is necessary because South Africa had a negotiated solution to its past and not a revolution where the previously disadvantaged took over everything. The income level of people must be looked at to determine whether people were disadvantaged. Up till now AA has only promoted the black middleclass and not the masses from the urban and rural areas (Rapport, 14 May 2006).

Devan Pillay Associate Professor of Sociology at the University of the Witwatersrand argues that although racial and ethnic sensibilities is a reality and cannot be ignored, the fundamental issue remains poverty and class inequality. This is the real cause of instability in all societies, whiles race and ethnicity only makes it worse (Sunday Times, 26 July 2005).

AA and economic empowerment should primarily be based on class rather than race which would make a significant difference in South Africa that consists of a population which is largely black and poor, and the other predominantly white and wealthy (Sunday Times, 26 July 2005).

The focus of redress mechanisms should therefore be on the poor in order to minimise the “re-racialisation” of our public discourse, yet still reach black people primarily. However it does not mean the rejection of race, gender and disability AA measures in middle class professions in its entirety, but only for a limited period as long as the playing fields remain grossly uneven (Sunday Times, 26 July 2005).

The view is further supported through the research done by Professor Carel van Aardt, which indicates that in less than a decade specific policy conduct of government and bigger economic growth has caused income to surpass skin colour as the main distinction between South Africans. The main reason for this is the sharp rise in the amount of black people that is moving from the low to middle and high class categories. This has also caused that the gap between rich and poor has increased even though less people are maintaining a low life standard (Rapport, 13 November 2005).

Dr Maphai argues that after 1994 all South Africans benefited from AA. The whites through minority protection (political AA) by the Government of National Unity (GNU) and blacks from economic AA. Both the GNU and EE should be regarded as confidence building (bridging) mechanisms in an environment of high tension and distrust due to massive social change. (<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

He agrees with some critics that deem AA and BEE as ineffective and unnecessary because it only benefits the rich and reminds people that AA is not an anti-poverty strategy. He uses the example of the attempt of the University of Cape Town (UCT) to find five black Professors because of their EE obligation. The potential candidates would not be found amongst the homeless, but would come from the middle- to upper class. AA is a confidence-building mechanism that is designed to bring aboard

previously excluded groups and therefore has nothing to do with poverty, but everything to do with race, gender and disability.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

Mbabane states that the difference between the GNU and EE is that GNU and the different strategies utilised to move away from the predicament of apartheid are manners of dealing with the minority. EE though is a process that intends to engage the majority into the system. Their target group are therefore different, making EE a business imperative and not merely a confidence building measure.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

It is rather a process to bring a university like UCT, with 107 professors of which only six are African, to become a real South African university. The GNU is therefore a temporary bridging mechanism and a `political compromise` whereas AA is a `long-term survival need`, a lifeline for South Africa and a major driver of economic growth.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>).

He further argues that alternatives such as non-sexism and non-racism are pointless. To deny people their race and gender does nothing to address and combat their past racial and gender suffrage.

<http://www.ijr.org.za/pastevents/AA%20debate%20report.pdf>. `The objective

behind policies with regard to race is to address the long history of racialised differential access to opportunities and its impact on the present. If this is to be confronted, the language of `race` cannot as yet be entirely discarded. It is required to enable remembering the past, naming the specific inequalities and privileges that `race` stands for, and comprehending its mutations in the present.

<http://www.zeleza.com/blogging/african-affairs/governing-whiteness-now-cannot-be-allowed>).

AA must be therefore advanced according to how the bias or discrimination was advanced. Meaning if the problem was racially based, the solution must be racially based (Cape Times, 01 May 2006).

Transformation carries moral issues of justice and equality and realistic issues of power, which is characterised with the difficulty of rising above whiteness and blackness as ideology and practice (Sunday Times, 21 April 2007).

It is if South Africa is unable to face up to race because of the insistent denial of `white privilege` and also the drive to affirm a form of blackness predicted on the twin ideas of `nativism and victimhood` "The two defensive logics of black nativism and white denialism collide and collude. Together they foster a culture of mutual resentment which, in turn, undermines the prospect of a truly non racial future". (Sunday Times, 21 April 2007)

Professor De Vos at the law faculty of the University of the Western Cape states that those in favour of `race-neutral` employment policies often are earnestly concerned because of the perceived damaging consequences of race based policies and may well think that AA will aid to reify racial categories which will take us back to the apartheid system. Many people (not exclusively white though) find racial categories problematic, however for white people race has become an exceedingly scary and uncomfortable topic since it has been pointed out by black people that white is also a race (Cape Times, 26 April 2007).

During apartheid the worldview of whites was all-embracing and made it pointless for whites to widen an understanding of their own `unbearable whiteness of being.` Although liberals rejected racial classification and claim not to see race as a decisive factor when for example deciding who is qualified for a job, they could easily overlook that the criteria used were anything but race-neutral and objective, but the decisions were based on this worldview of the dominant white group (Cape Times, 26 April 2007).

The persistent reference to the use of racial categories to resolve inflicted injustices can therefore be seen as an attack on the Western values that were never questioned in the past. Hence the call for the eradication of racial categories in a

new dispensation where the racial power balance is shifting (Cape Times, 26 April 2007).

2.6.3 The South African Skills Crisis

'South Africans have become used to change over the past decade, but not necessarily very good at it. The rush towards transformation-based on a sound moral imperative-has sometimes run heading into an awkward reality'. (Cape Argus, 6 September, 2006)

An example of this is the transformation process of council structures in the City of Cape Town, which is blamed for an elevated exodus of skills to the private sector particularly in the directorate of transport, roads and planning. Their directorate report indicated they lost 230 staff in 2006 which includes 31 engineers with two to three resigning every month. The process included offers of severance packages to senior staff and new appointments of executive directors, directors and managers (Cape Argus, 6 September, 2006).

The single greatest hurdle for both the public infrastructure and the private investment programmes is the shortage of skills. (<http://www.info.gov.za/asgisa/asgisa.htm>).

A study at the end of 2006 by the University of Cape Town revealed that the provinces have a massive skills shortage in the following sectors:

- 90% shortage of civil engineers
- 57% of electrical engineers
- 40% of mechanical engineers
- 69% of architects
- 82% of quantity surveyors (Die Burger, 2 March 2007).

However formal technical qualifications are not the only skills in short supply. A recent survey by the Centre for Development and Enterprise (CDE) revealed that the greatest shortfall in the majority of businesses in the sample is in experience and breadth of judgment, as well as people and social skills.

http://www.skillsportal.co.za/skills_guide/987588.htm). Many of those with technical skills are inclined not to have "soft" skills causing them not to perform as well in the workplace as other team-players in those things that don't necessarily come with the technical skills e.g. presentations. (http://www.iol.co.za/index.php?set_id=1&click_id=594&art_id=nw20070523162332870C833261).

In order to face up to the full reality of our skills crisis we have to acknowledge that the shortage of skills is primarily driven by the failure of the public education system at all levels to deliver consistent and sufficient quality education. This will take a generation to mend, but the key in the meantime is the speedy restoration of the apprentice system, opening up of immigration and a government re-think on the pressures for employment equity. (http://www.skillsportal.co.za/skills_guide/987588.htm).

Jimmy Manyi, chairperson of the EE commission and newly elected president of the Black Management Forum, however dismissed South Africa's widely acknowledged skills shortage and states that we do not have a skills shortage, but a reluctance by the 'gatekeepers', who are usually white males, to recognise the abilities of black South Africans. (http://www.skillsportal.co.za/employment_equity/869410.htm). He regards the skill shortage as an "urban legend", and insists that qualified black people are available, but is seriously under utilized. Deputy President Phumzile Mlambo-Ngcuka agrees he is partly correct because the unemployment of black graduates in some cases has to do with the misalignment of the skills they have and the skills in demand. (http://www.iol.co.za/index.php?set_id=1&click_id=594&art_id=nw20070523162332870C833261).

She however announced that nothing short of a 'skills revolution' would free our country from the skills crises that we face. (Cape Times, 28 March 2006) The government has therefore launched the Accelerated and shared growth initiative for South Africa (AsgiSA) and the Joint Initiative on Priority Skills Acquisition (Jipsa). (<http://www.info.gov.za/speeches/2007/07032613451001.htm>).

Jipsa is a high level task team which aims to identify urgent skills needed and advise on ways to respond to these challenges (Cape Times, 28 March 2006). The inadequacy of appropriate skills to match the needs of the economy and the quality of education, are crucial areas that requires interventions that will assist to initiate faster and shared growth needed to halve poverty and unemployment by 2014. (<http://www.info.gov.za/speeches/2007/07032613451001.htm>).

Government has messed up the communication of AA and therefore now needs to recruit amongst others, retrenched white South Africans who had to make way for transformation, to drive the country's infrastructure program (Sunday Times, 27 November 2005). Its insistence with ambitious transformation goals restrict the skills market, which drives the competition for skilled black staff in a scenario where whites, who is the largest available pool of skilled people, can no longer be unreservedly employed. (http://www.skillsportal.co.za/skills_guide/987588.htm). Recent research by Allyson Lawless, a previous president of the South African Institute for Civil Engineers, showed that of the 150 civil engineers that graduated in 1991, 55 emigrated. In 2001 all 230 that graduated left the country (Die Burger, 2 March 2007).

Most probably the reason why the MEC for Transport and Public Works, Minister Fransman, also called for a three year moratorium on AA on scarce occupations to stabilise the shortage of skills in the Western Cape. He wants to bring back knowledgeable white workforce to South Africa, because the previously disadvantaged groups are not developing certain skills fast enough to support the pressing infrastructure need (Cape Times, 5 March 2007). The CDE survey therefore acknowledges that the quickest way to expand South Africa's skills base and develop our human capital are the use of foreign skills which should not be regarded as a threat but an asset to help build the country. (http://www.cde.org.za/list.php?cat=38PHPSESSID=a4de461ao34212ecfb5f75964ba_o6f90). The situation is further worsened by the growing number of top black professionals that has joined the 'brain drain' and has become part of the exodus abroad. This has caused multinational companies such as Eskom, Sasol, SABMiller

etc. to join forces to lure experienced black talent from overseas (Sunday Times, 25 February 2007).

Mighty Madasea (Member of Parliament) argues that bringing back white ex-employees should be done with caution because government has a mandate to continue transform the public service and carte-blanche recruitment without taking into account the need for transformation will be a betrayal of the masses. Preference must be given to inexperienced blacks that has the necessary qualifications and can be trained on the job. Only where such blacks are not available should white candidates that are committed to the new South Africa be considered or where merit trumps all other considerations because of the essential nature of the service (Cape Argus, 13 February 2006).

Fransman agrees that it is vital that AA has to be implemented, supported and even intensified, but the reality is that we have a shortage of critical skills in terms of engineers, architects and quantity surveyors. There is however a strategy to deal with the shortage and by 2009 two hundred black engineers will come into the pool. Until then it is critical though when municipalities advertise for scarce skills, they have to look at the EE legislation which does not prohibit the hiring of a white person who is suitably qualified (Cape Times, 5 March 2007).

President Mbeki admitted that lack of skills is crippling service delivery and affecting economic growth. South Africa is counting on managers with low skills to deliver services in the critical sphere of local government. (Cape Argus, 26 July 2005) This is supported by a report based on responses of South Africa's Chief Executives that have warned that their companies are buckling under the increasing demands of a growing economy due to the country's present skills crises. This is compromising SA's global competitiveness and is spurring 'poorer' services across various industries. Without the necessary skills it will be difficult for SA to respond positively to changing market conditions both locally and abroad (Sunday Times, 11 March 2007).

In addition to the lack of service delivery, the low level of skills has also given birth to another problem- the incapacity to fill vacant posts. (Cape Argus, 26 July 2005) According to the DMA Index (November 2006), which records jobs advertised in Careers Section of the Sunday Times, government vacancies increased from 7971 in the first quarter to 8023 and 9043 in the second and third quarters respectively. This represented an average of 2782 government vacancies advertised a week. By contrast, private sector vacancies increased to 3599 in the third quarter- 29% higher than the 2800 advertised in the second quarter and 34% higher than the 2677 posts advertised in the third quarter of last year (Sunday Times, 05 November 2006).

Adcorp holdings, one of SA's biggest recruiters for mass recruitment efforts on behalf of the public service states that government has no trouble attracting applicants for jobs but it faces a headache in hanging on to talented staff. Even though the public-sector is often criticized for its slow pace of recruitment due to bureaucratic red tape, its failure to fill crucial positions was due to a shortage of skills and to job hopping. The efforts by government are hampered by competition for the same skills from the private sector which has the benefit of head hunting and can get anyone they want provided they have the capital. Government however has to advertise all vacancies and can barely compete with private sector earnings (Sunday Times, 11 March 2007).

Government find it difficult to recruit the right candidates for senior positions and because they are highly skilled and in demand they job hop from one organisation to another and never manage to pass on their skills to others because they hardly stay in one organization more than three years (Sunday Times, 11 March 2007).

2.6.3.1 Job Hopping and Affirmative Action

Moses Ngobeni head of MVN Business Development, an executive recruitment agency based in Cape Town states that many human resources managers are claiming that AA has led to an increase in job - hopping by black talent. The phenomenon is not unique to South Africa; however the theory is that it is worsen by

the combined effects of transformation imperatives and a scarcity of black talent (Sunday Times, 28 May 2006).

Research by the Unilever Institute at the University of Cape Town revealed that 65% of black employees had changed jobs at least once within the past three years which is well short of the five-year period most human resources managers would want to retain people in their jobs (Sunday Times, 28 May 2006).

This is damaging and costly to corporates because it is expensive to recruit and train talented individuals, only to lose them a short while later. It can cost upwards of R80000 in commission and advertising alone to place a person earning an annual salary between R400000 and R600000. Added to this is the training costs coupled with the opportunity costs of taking people out of their ordinary function to train a newcomer (Sunday Times, 28 May 2006).

African senior executives are now commanding on average, between 20% and 30% more money than their Indian, coloured or white counterparts. African male executives are considered 'first prize' for companies and is regarded as 'gold' in the workforce (Sunday Times, 26 February, 2006).

The reality is that the present pool of skilled black executives are not sufficient to meet companies' equity targets. Consequently those who fit the profile for high powered positions job hop after a year or 18 months for more attractive packages or prospects at a better performing company (Sunday Times, 26 February, 2006).

The demand for AA candidates at large corporates has also changed the age profile of senior executives with the average age of black CEOs and chief operating offices is between 30 and 35 years whereas a decade CEOs were in their late 40s or early 50s (Sunday Times, 26 February, 2006).

They are young and are seeking instant financial gratification and career growth, not profit-sharing incentives that will only pay off much later but immediate rewards if

they meet their set targets. Depending on the size of the company and the sector black executives as young as 30 years old are earning anything between R1,2 million and 10 million a year says Leon Potgieter CEO of executive recruiter The Oval Office (Sunday Times, 26 February, 2006).

Reserve Bank Governor Tito Mboweni however criticized the high turnover of black professionals and warned that they were pricing themselves out of the market. The limited supply of black skills had pushed up the salary tag of these professionals to the extent that companies could no longer afford them (Sunday Times, 15 October 2006).

The continuous job hopping in search of better salaries are doing the cause of EE no favours and had forced him to lean more heavily on the services of Afrikaners causing them who stay becoming the experts (Sunday Times, 22 October 2006).

Manyi, disagrees and states that it is not the fault of the job hoppers but poor retention strategies by organisations. Employees leave because they don't find fulfilment. They receive fancy titles without the authority that goes with it in order to meet EE targets. When they are promoted to senior positions the playing fields are subtly tilted against them. Resources are cut but they are expected to deliver at the same standards (Sunday Times, 22 October 2006).

Potgieter agrees that job hopping brings a whole new dynamic to recruitment and therefore requires a paradigm shift if we want to retain and attract black skills. The big issue now is retention which has overtaken recruitment. (Sunday Times, 26 February, 2006) The question therefore frequently asked by human resources managers are, "What is driving this black talent and how can we hang onto it?" (Sunday Times, 28 May 2006)

2.6.3.1.1 Reasons for Job Hopping

According to market research company, the Consumer Insight Agency, it's a common misconception that money is the main motivation of job –hoppers, a belief that has

led to many corporates paying a premium for a black employee over a white one. Unquestionably the money is attractive. Figures from the South African Institute of Race Relations, shows that income trends have seen the movement of black South Africans into high-income brackets accelerate since 1998 (35.7% of black South Africans had migrated to the bracket of those earning more than R153601 a year by 2004 (Sunday Times, 28 May 2006).

Many corporates are now finding that higher packages do not secure employee loyalty, but contributes to job - hopping. There are personal drivers that are far more complex than just the lust for ever-greater salaries and include (a) the spirit of entrepreneurship, (b) personal growth and (c) culture clash and hostile environments (Sunday Times, 28 May 2006).

(a) The Spirit of Entrepreneurship

Entrepreneurship tops the list with almost all respondents dreaming of starting their own business driven by serious complex motives which include the need to "call the shots" and to set the tone of organisational culture, as well as the desire to plough something back to their communities and families and to create a legacy (Sunday Times, 28 May 2006).

'Few are dreaming about climbing the corporate ladder in the narrow sense to become the next chief executive or chairman of the board. It is a different kind of thinking entirely - one that is informed by our history of discrimination and the spirit of ubuntu'. (Sunday Times, 28 May 2006)

(b) Personal Growth

People want to be continually challenged and want to gain skills across a broad array of disciplines up to the point where they will be capable to start their own business. They also feel that they have a limited window of opportunity, approximately 8-10 years, in which to do this. Moving between roles is a good way to build networks, which are perceived to be useful in the longer term for going solo. 'It's all about aspirations, opportunity, adding value and feeling worthwhile.' The deciding factor in

whether to accept a job - and stay in it - is the challenge that it offers (Sunday Times, 28 May 2006).

The issue is also supported by a Work Trends survey-international employment service company Manpower and that covered 15 countries across Europe, the Middle East and Africa. The three most important things an employer can offer South Africans are paid courses and education (62%), a competitive benefit and salary package (53%) and a pension package (49%). South Africans are also the most willing to work in another country to gain international experience to stand them in good stead when they return to the SA job market (Sunday Times, 16 October 2005).

(c) Culture Clash and Hostile Environments

Black employees also experience significant "push" factors that cause them to switch jobs. These include stifling corporate cultures that seek to stamp out difference, perceptions of tokenism and open resistance from line managers (Sunday Times, 28 May 2006).

In many respects white colleagues are allowed to fail whereas in the case of blacks their own failure is proof that they are incompetent and token employees. This creates a fear of failure placing undue pressure on individuals to perform. Empowerment and AA is accompanied with an undercurrent of paternalism, which leads to a tendency to undervalue the talent and capacity of individuals. By not allowing blacks to perform on an equal footing means personal growth suffers which is to the detriment of the company and ultimately the country (Sunday Times, 28 May 2006).

Although mistakes can be costly it can also lead to innovation and ultimately to sustained business success. Professor Chris Breen, who runs a course on embracing complexity and diversity at the UCT Graduate School of Business, states that, 'The inability to let black talent develop and shine, amounts to a failure on the part of big business to take advantage of a major tool for competitiveness. This is a

performance aspect that may be obscured in South Africa if we continue to focus only on getting the numbers right'. (Sunday Times, 28 May 2006)

2.6.4 New Model and Code of Conduct for the Implementation of AA

There is nothing wrong with the concept of AA, but the problem lies with the manner in which it is sometimes applied, for example people appointed because of the colour of their skin and not because of their competencies. This type of applications makes the process rather suspicious. (<http://152.111.1.251/argief/berigte/dieburger/2006/04/19/DB/10/hab19.html>).

Transformation cannot be limited to a managerial, bureaucratic or arithmetic exercise. It should also not repeat the old Afrikaner model which filled government and universities with incompetent people using state support to advance suspicious business ventures (Sunday Times, 01 April 2007).

Isaacs (International Development Research Centre) refers to a targeted model which limits AA to proportional representation of designated groups in the broader workforce and specifically in the management echelon of the occupational hierarchy. Policy mechanisms that support this approach include the use of quotas, training and mentorship programs. The focus is on horizontal equity and less on the narrowing and flattening of occupational hierarchies. It essentially reduces AA to a numbers name. This narrow approach can be successful in achieving representation particularly at management level, but can potentially leave the pattern of apartheid labour market of discrimination and inequality undisturbed. (<http://www.naledi.org.za/pubs/2000/indicator/indic.htm>).

The Solidarity Union, a mainly white-minority South African trade union, proposes to enter into an agreement with the government to reverse the manner AA is interpreted and implemented as exemplified by the EEA. The union states South Africa needs an AA model that would redress inequalities without creating new forms of discrimination. Currently government is trying to rectify imbalances of the past while not enhancing equality. The new proposal is a balanced approach which is

neither anti-or pro- affirmative action and poses a win-win situation for all (Mail and Guardian, 14 May 2003).

It further wants a code of good practice for companies to ensure that they applied AA correctly. Well-known South Africans, which include ministers, prominent business leaders, etc., have therefore taken on the battle against excessive AA in the workplace to put together this code to eradicate unfair racial discrimination, which has caused thousands of people to leave the country. (Rapport, 06 November 2005) The code is developed according to existing jurisprudence and in harmony with the spirit of the Constitution. (http://www.the_naked_emporer.co.za/?p=14).

The manner in which government is applying AA is a micro-attempt that fails to meet the expectation of the masses and alienates the non-designated group. AA and growth is inseparable therefore a macro approach which focuses on growth rather than race. Government plans to undertake expansion projects of worth almost R500 billion over five years which has the potential to create 150 000 jobs in the project stage and 40 000 permanent jobs. It creates the opportunity to commit to a national macro-affirmative action program. The impediment to this commitment is however the lack of skills. AA is however not the sole cause of the skills shortage; the realism is there is simply not sufficient skills- not sufficient black or white skills. (http://www.the_naked_emporer.co.za/?p=15).

The importing of skills is a fallacy as a solution to our problem because globally there is an economic upswing causing an international skills shortage. We are more likely to lose more skills than we can import because of other countries like Britain and the USA that is recruiting our technical expertise. (http://www.the_naked_emporer.co.za/?p=15)

A key part of a macro-affirmative action growth program is aggressive training of the previously disadvantaged. The reality of our demographics indicates that the skills required to achieve growth is within the black communities and will therefore over time change the racial composition of companies. Business, management, trade, engineering and the legal profession, which are among the most important growth

elements in an economy, produces around ten thousand black graduates annually. Should they be divided equally among the JSE listed companies, each company will only get twenty six graduates, with none left for unlisted companies, government and parastatals. (<http://www.the.naked.emporer.co.za/?p=15>)

To strip AA of race is a very valid suggestion and also complies with international AA trends. A recent UN Human Development Report proposed that AA in the USA should focus on the socio- economic circumstances of citizens rather than the race to prevent the creation of second and third generations of advantaged citizens and to counter the elitist nature of AA. (<http://www.the.naked.emporer.co.za/?p=14>)

The availability of skills determines the growth potential of a country, meaning a limit on skills will hamper the growth and in turn reduce the distribution of wealth. A moratorium on AA will therefore accelerate growth and hence AA rather than limit it. Greater economic growth will enable greater correction. (<http://www.the.naked.emporer.co.za/?p=14>)

A requirement of The International Labour Organisation (ILO) is that AA should be of a temporary nature. Young people should therefore be exempted from AA which will counter the alienation of those that were not even in school in 1994 and will set a natural cut-off date for AA. It must also include no distinction to be made between members of the designated group. (<http://www.the.naked.emporer.co.za/?p=14>)

An alternative to AA is self-reliant communities; local communities must be transformed into working economies and will truly empower the disadvantaged masses. The current South African AA program is fundamentally an elitist program due to the emphasis on representation. It has little to do with the 95% of South African workers but focuses a rather on top management positions. (<http://www.the.naked.emporer.co.za/?p=14>)

The South African AA debate is not grown up enough to accept proposals like these, which raises the question why the topic is so sacred. Ward Connerley an African American also asks why the majority of African Americans strongly favour AA if it

only benefits a small group. He concludes that AA constitutes recognition of their past suffering therefore the symbolic value of AA preserves the sacredness of the topic. South Africa will have to find a way to give new substance to the symbolism of AA. The only way to do this is to expand the program in such a way that it would benefit the masses without alienating the minority. We need an AA CODESA and use our legendary 1994 negotiation ability to reach a new agreement on AA. (<http://www.the.naked.emporer.co.za/?p=14>)

Without a new resolution the levels of alienation will worsen and the emigration rate will increase. The equity accord is therefore a constructive effort to resolve the affirmative action predicament in the country. (Mail and Guardian, 14 May 2003)

2.6.5 Is Affirmative Action still necessary?

The topic on the future of AA suggests that some AA has taken place. (Cape Argus, 27 April 2006) However, dismal progress had been made toward EE targets in the country as a whole, especially among the top 100 listed companies on the Johannesburg Stock Exchange (JSE). (http://www.skillsportal.co.za/employment_equity/869410.htm) Sixty percent of companies did not submit their EE reports to the Labour Department, less than 3% of top management of companies on the JSE are black, less than 10% of top management in our country is black. This is a clear indication that we have not had any AA (Cape Argus, 27 April 2006).

Many opponents of AA would argue that it is reverse discrimination resulting in qualified whites failing to secure employment or their employment being terminated to preserve posts for previously disadvantaged (Cape Times, 01 May 2006).

Whites however have not lost any ground. There is little need for talented and successful white advertising executives, lawyers, physicians, engineers, airline pilots etc. to fear preferential treatment of blacks (Cape Times, 01 May 2006). The seventh annual report of the Commission for Employment Equity (CEE) identified that a comparison of figures at the professionally qualified level, between 2000 and 2006, the number of Africans represented decreased by 12.6% whereas the white males at

increased by 26% over the same time period (http://www.skillsportal.co.za/employment_equity/869410.htm).

The category that is usually hit the hardest is blue-collar workers or workers at relatively low administrative levels, whose skills are not in great demand. In other cases some whites may just not be the best candidate for the job and therefore blame AA as a reason for non-appointment (Cape Times, 01 May 2006).

AA means taking steps to level the playing field and to provide equal opportunity for all. The abolishing thereof would mean existing job and economic segregation would continue unchallenged (Cape Times, 01 May 2006).

Blacks and women occupy most low paying jobs, whereas white men fill high paying jobs. They also `hold more of their fair share of economic opportunities in the country`. Barriers still exist making progress for blacks and women to reach top corporate management positions slow (Cape Times, 01 May 2006).

There is little risk involved for white South Africans should AA end hence the lack of support by them for AA and the call for it to be ended. Nobody expects AA to last forever and at some point our society will be truly colour blind about jobs and opportunities (Cape Times, 01 May 2006). Non-discrimination is a timeless value, whereas the need for AA will stop at some point in time (Levy 2001:07).

Government and employers are however morally obligated to remedy discrimination and programs to eradicate discrimination which must be supported by everyone and not condemned (Cape Argus, 27 April, 2006). Therefore the necessity period of AA needs to be accepted, but it has to be increasingly coupled with the guarantee that it will indeed be a phase that is slowly reaching its goal. (<http://152.111.1.251/argief/berigte/dieburger/2006/04/24/DB/8/hab24.html>)

But until more progress is made to reduce employment discrimination, AA programs and related laws are still necessary. `Before we even think of dismantling AA, let's be more vigilant in ending the discrimination that prompted it`. (Cape Times, 01 May

2006) 'Non-racialism envisaged a society in which race ceased to matter as a defining identity, but only after substantial equality among the races is achieved. We are not there yet. It is a political and a leadership challenge to keep alive the principle, the hope and the end-state of non-racialism through the era of black advancement'. (Mail and Guardian, 12 April 2005)

2.7 Conclusion

The chapter suggested that AA is a process of 'hiring by numbers' the members from the designated group to eliminate discrimination and to increase their opportunities without opting for tokenism. This would result in achieving of a greater level of EE and should cease or become redundant as soon as equal opportunity is achieved.

It is insufficient to just remove racist laws because it will only create a society that is formally equal but essentially unequal in every other way. This coupled with the inherent inequalities in the South African labour market; necessitate the enactment of employment legislation to eradicate the past legacy of discrimination.

The Constitution commits government to legislation in this regard and promulgated the EEA as the most prominent response. The EEA focuses on the eradication of all forms of discrimination, direct or indirect, in the workplace. It places a duty on designated employers to introduce AA in their organisations and also deals with issues such as monitoring, enforcement and legal proceedings.

The chapter discussed the legal ramifications of what constitutes equality, unfair discrimination, who is most deserving of AA measures and the importance of having an employment equity plan in place.

It further revealed that:

- The meaning of equality needs to be envisaged within the historical context of our country and our Constitution.

- Awarding excessive benefits, which disproportionately enhance the positions of previously disadvantaged groups at the expense of others, could however go beyond the goals of the EEA and can be considered unfair discrimination-meaning there must be a rational connection between the AA measures and the goals that it wants to achieve
- A rational connection maybe lacking when AA effect the appointment of candidates that compromise the constitutional comparative of efficient service delivery in the public sector.
- It is difficult to ignore that degrees of suffering do exist within the designated groups, however all members are deserving to benefit from AA measures, and should be judged on who is most suitably qualified and representivity.

Because of the outcomes of various court cases many have called to reopen the debate around the future of AA in South Africa. Throughout this research those in favour and against AA recognises that it is a temporary measure and a vehicle to achieve EE. It is evident though in reports such as that of the Labour Department that our country, with such a young democracy, that our playing fields are far from levelled to discard of AA measures completely. The reality however is that we have a great shortage of skills that will impact on our global economic viability. This calls for a shift in thinking concerning the manner in government's present application of AA. Our debates around the issue usually goes from the one extreme to the other, those in favour that wants it to continue and even intensified and those against it that wants it to end. Most of the times we are talking pass each other. The time has come to find a middle ground and start exploring proposals such as moratoriums as proposed by Minister Fransman.

I suggest that the citizens of our country accept the necessity of AA and to find ways and means to work within these changes rather than fighting the reality. After all, the scars of fifty years of apartheid and three hundred years of white male supremacy, racial, gender and other discrimination cannot be overturned and remedied within thirteen years of democracy.

The purpose of the next chapter is to discuss the development of the City of Cape Town and examines the organisation's different equity policies, plans and strategies to determine progress made as an equal opportunity employer.

Chapter 3

Employment Equity and the City of Cape Town Municipality

3.1 Introduction

The purpose of the chapter is to provide (1) a short summary of the reconstruction and development of local government in South Africa and more specifically the City of Cape Town. The reader is introduced to (2) the profile of the City, which includes its vision, strategic priorities, political and organisational structures. In order to comply with the provisions of EE legislation, the City as a designated employer, instituted different policies and strategies. The chapter lastly (3) identifies these policies and strategies and also provides summaries of the main objectives and principles thereof.

3.2 The Reconstruction and Development of Local Government

South Africa comes from an apartheid local government system that was structured to divide citizens socially, economically, spatially, and racially to ensure that only a small minority of South Africans benefited from development (www.thedplg.gov.za/index.php?option=com_content&task=view&id=217&Itemid=36).

Local government has however been given a new distinctive status and role in building democracy and promoting socio-economic development. The Constitution of South Africa mandates local government to:

- Provide democratic and accountable government for local communities
- Ensure the provision of services to communities in a sustainable manner
- Promote social and economic development
- Promote a safe and healthy environment and
- Encourage the involvement of communities and community organizations in matters of local government. (South Africa. Constitution 108 of 1996:151)

The Constitution further mandates municipalities to participate in national and provincial development programs and to structure and manage its administration,

budgeting and planning processes in order to fulfil its new developmental role (South Africa. Constitution, 108 of 1996:152).

During the last decade, with the democratisation of South Africa, the face of local government has changed fundamentally. Local government departments have therefore undergone a number of transformation processes, which saw the country steadily moving away from the apartheid local government system (www.thedplg.gov.za/index.php?option=com_content&task=view&id=217&Itemid=36).

The December 2000 elections completed a process whereby boundaries of councils were redrawn, the number of councils reduced, a new tier (the `Megacity` or `Unicity`) introduced and the role of local government expanded in relation to provincial government (www.afrol.com/Countries/South_Africa/backgr_elections2000.htm).

In 1993 the Local Government Negotiating Forum was launched between the African National Congress (ANC) and then National Party government as part of the national political negotiations. The Forum became an embodiment of the negotiation process and subsequently produced the Local Government Transition Act (LGTA) of 1993. The Act specified time frames for the restructuring of local government and identified and entrusted powers to different institutions to outline the process (www.afrol.com/Countries/South_Africa/backgr_elections2000.htm).

The process was divided into the pre-interim phase, interim, and final phases of the transition of local government. During the pre-interim phase parties were divided into statutory (existing local government) and non-statutory (civics and former liberal movements) to form local government forums for negotiation of new types of local authorities. This phase was completed with local government elections taking place on 01 November 1995 with the exception however of KwaZulu-Natal and the Western Cape. Their elections took place in June 1996 due to disputes ranging from

demarcations of substructure boundaries to voter-candidate registration irregularities (www.afrol.com/Countries/South_Africa/backgr_elections2000.htm).

The councils that were formed after the elections however did not alter the apartheid boundaries of the cities and allowed for overrepresentation of `minorities` in ward allocations. In terms of the Demarcation Act (1998) an independent body, the Municipal Demarcation Board (MDB), was entrusted with the duty to redetermine the boundaries. The Act also specified criteria to guide the MDB and further impacted on the demarcation process making provision for different categories of municipalities: category A (metropolitan councils), category B (local councils) and category C (mainly rural district councils). With the rationale of increased efficiency a new model was introduced whereas metropolitan substructures were grouped together under the umbrella of `unicities`. (www.afrol.com/Countries/South_Africa/backgr_elections2000.htm)

3.3 Profile of the City of Cape Town

The City of Cape Town (Unicity) was established as a category A municipality through the amalgamation of the seven dis-established substructures: Helderberg, Oostenberg, Tygerberg, South Peninsula, Blaauwberg, Cape Town Central and Cape Metropolitan Council (City of Cape Town Draft Integrated Development Plan (IDP), 2005/2006:44).

The City is governed by 200 councillors of which 100 represent the wards and the other 100 are elected through a system of proportional representation. The council is the highest decision making body, but delegates certain functions to the Executive Mayor, the Mayoral Committee and Section 79 committees. See diagram 3.1 that sets out the political structure of the City of Cape Town (City of Cape Town Draft Integrated Development Plan (IDP), 2005/2006:44).

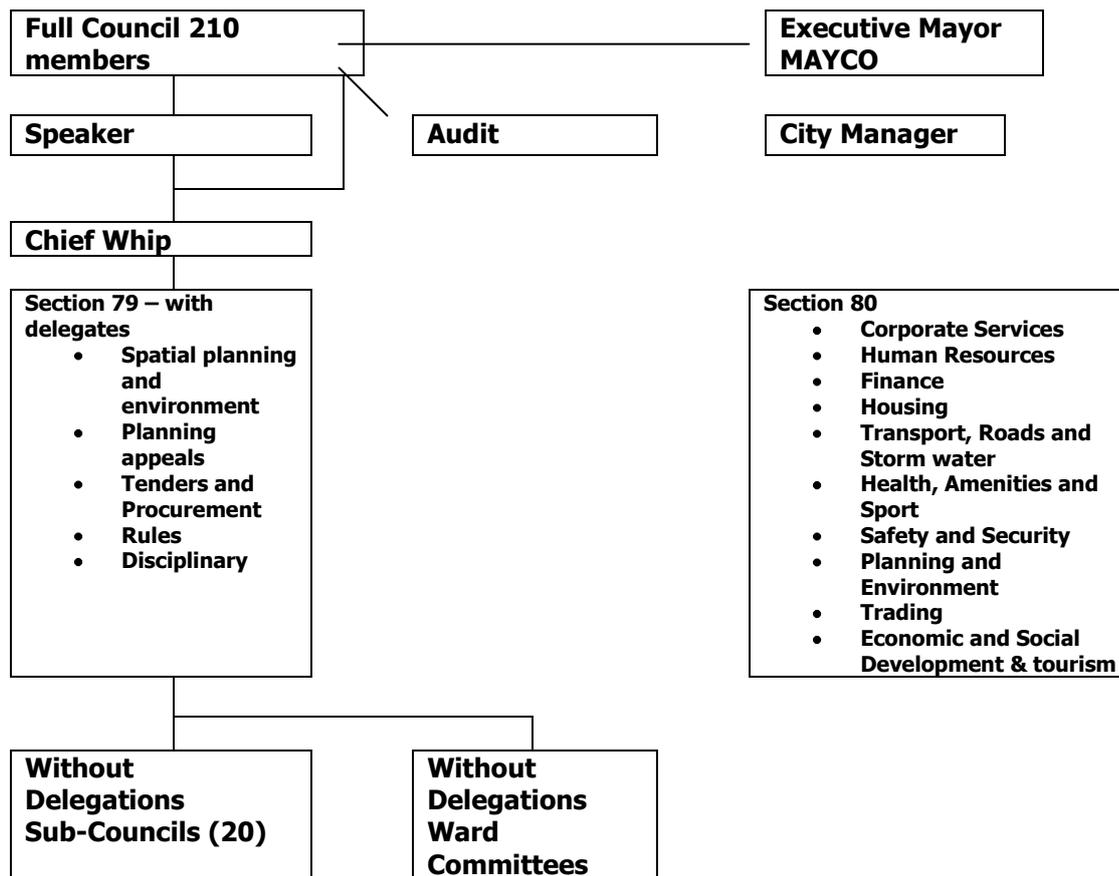


Diagram 3.1 Source: City of Cape Town Draft IDP (2005/2006:44)

3.3.1 Vision

The vision of Council is to establish Cape Town as a sustainable, dignified, accessible, credible, competent, safe and caring, prosperous city and one that is known for its leadership role in Africa (City of Cape Town Draft IDP, 2005/2006:15)

To give substance to the vision Council has identified a bold set of goals to be achieved by the year 2020 i.e. 100% improvement in key human development indicators, less than 5% population in informal settlements etc. Further in support of this vision and goals five strategic themes are proposed: Integrated Human Settlements, Economic Growth and Job Creation, Access and Mobility, Building strong communities and Equitable and Effective Service Delivery. (City of Cape Town Draft IDP, 2005/2006:15)

The themes are supported by an institutional transformation and development program, which aims to improve the people skills, systems and processes to gear the organization for efficient and effective service delivery. See diagram 3.2 (City of Cape Town Draft IDP, 2005/2006:15)

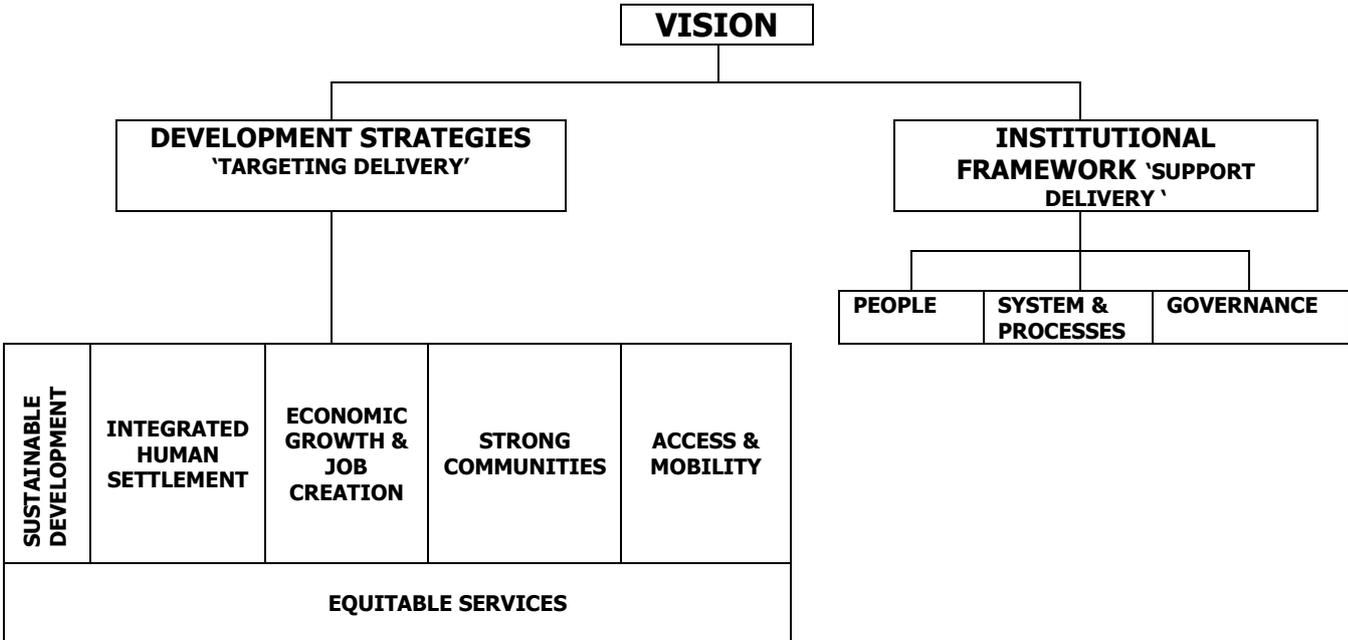


Diagram 3.2 Source: City of Cape Town Draft IDP, (2005/2006:15)

3.3.2 Institutional Transformation of the City of Cape Town

The Integrated Development Plan (IDP) identifies the need for re-tooling and refocusing the City administration into structures and systems that can facilitate the new developmental approach. The process is motivated by the need to amalgamate, rationalize and improve the internal mechanisms that provide service delivery. The challenge for Council is to, within its financial constraints; create an organizational structure that will enable it to deliver on its strategic and development priorities (City of Cape Town Draft IDP, 2004:58).

The main drivers of restructuring are identified as:

- A revised service menu which include the constitutional and legislative mandate of local government, the needs and priorities of the residents and stakeholders as identified in the IDP, the City’s vision, direction and priority programs

- The significant reduction in proportion of managers and support services relative to those that do direct service delivery
- Streamlining decision-making and accountability processes to improve operational efficiency and stakeholder access to information and services
- The need to reduce the numbers of staff and staff budget over the next four financial years (City of Cape Town Draft IDP, 2004:58).

The City is currently embarking on this restructuring process as part of the organization's commitment to service delivery. All permanent employees from the disestablished municipalities were transferred in accordance with Section 197 of the LRA as from 6 December 2000 and therefore maintain their same rights and privileges from the old structures. The City and the unions concluded on a micro design process on 1 February 2002. The next step is therefore the placement of staff into approved posts in the new structure. (City of Cape Town Placement Agreement, 2004)

3.3.3 Placement Agreement of the City of City Cape Town

In order for the placement to be applied fairly and consistently all parties involved concluded on a placement agreement which contains all the rights of the employees and the employer and all the rules of the placement process. The agreement which is part and parcel of the consultation process in terms of Section 189 and 189A of the LRA, was adopted on 7 May 2003 but replaced with another agreement on 23 September 2004 and again superseded by a new one on 31 January 2005 (City of Cape Town Placement Agreement, 2005)

The objectives of the placement agreement are to ensure uninterrupted, continuous and orderly service delivery and also to extend and improve existing services. It will minimize redundancies or retrenchment as far as possible and promote employment equity through the provisions of the EEA as well as compliance with the Skills Development Act (SDA) and all other relevant legislation (City of Cape Town Placement Agreement, 2004).

The parties acknowledge that the City needs to restructure to meet its strategic and operational objectives in terms of the applicable legislation and the need to address inequalities of the past (City of Cape Town Placement Agreement, 2004).

The following principles will however apply:

- The promotion of job security and skills retention
- Encourage a high level of participation and involvement of all staff
- Allocate adequate and sufficient resources to implement the agreement efficiently
- All staff will be eligible for geographical relocation
- Staff will follow function
- Employees that are competitively seconded to other departments and contracted temporary may be placed permanently in the posts that they occupy provided that there are no suitably qualified permanent staff available. Their employment otherwise will be subject to the duration of the contract.
- No employees may be unfairly advantaged or disadvantaged by the placement process
- The salary, status, grade or qualifications of employees shall not play a role in the placement process, provided that in the event of qualifications, suitably qualified as defined in the EEA will apply (City of Cape Town Placement Agreement, 2004).

With regards to the filling of the posts the City will follow a competitive recruitment, selection and appointment process (includes external candidates) in respect of post levels 1, 2 and 3 of the new structure. Post level 4 was subject to placement by the Placement Committee, however a new agreement was drafted between the IMATU union and the employer to resolve the arbitration dispute against the City for breaching the Placement Agreement of 31 January 2005 for all unplaced level 4 employees. The main points in the agreement were, (1) all level 4 members will be placed in level 4 positions in the new organizational structure on their present terms

and conditions, (2) no level 4 positions will be filled with external candidates until all unplaced level 4 employees have been placed and (3) if there are still unplaced level 4 staff, the City has to offer as far as possible appropriate suitable level 4 posts in the new structure (City of Cape Town Level 4 Settlement Agreement, 2006).

The order of priority for the placement will be EE in terms of the City's EE Policy and Plan and LIFO (last in first out) provided that the parties can agree otherwise. Employees below level 4 have received placement letters that confirms permanent positions in the City. (City of Cape Town Placement Agreement, 2005)

The whole process will commence with the submission of information to the specified Committees, which will be a list of posts in the new structure for each directorate and the names and particulars of candidates that qualifies for placement in the relevant posts. (City of Cape Town Placement Agreement, 2004)

The agreement also spells out the process to be followed for filling unchanged, minor changed, major changed and new and vacant posts. All employees that are not placed and unsuccessful in their applications for the new posts shall be supernumerary and considered as additional to the organization. The services of these employees, with the same conditions of service and salary scales before the placement, must be used in such a way that they will serve the needs of the organization the best. The utilization must however be fair and reasonable. (City of Cape Town Placement Agreement, 2004)

The supernumerary staff remains in a supernumerary pool for 12 months during, which the Director of the relevant department must find alternative and permanent placement for them. Should no alternative position and or permanent placement can be found at the end of the 12 months the employee shall be notified of their retrenchment in terms of Section 189 and 189A of the LRA (City of Cape Town Placement Agreement, 2004)

3.4 Employment Equity as Part of the Transformation Process

The City of Cape Town is a designated employer and therefore must prepare and achieve reasonable progress towards employment equity in the workplace and workforce. (Report to Executive Mayor for adoption of EE Plan of the City of Cape Town, 2004)

As an employer the City is socially inequitable and non-compliant with the EEA in that certain demographic groups are systematically underrepresented in the better paying occupations (category and level), and over represented in the low paid categories. The current workforce profile requires that transformation be critically adhered to and addressed from top to middle management levels. (Report to Executive Mayor on EE Implementation Strategy for the City of Cape Town, 2005)

The City has therefore developed an EE vision that pledges "to develop mechanisms which will enable the City to create an equitable quality work environment that embraces and celebrates diversity, an environment which is free from unfair discrimination, which values and utilizes the knowledge, abilities and skills of all staff irrespective of race, gender, disability, religion, sexual orientation, age and ethnic background". (City of Cape Town Employment Equity Plan, 2004)

To give effect to this vision the City subsequently adopted an EE policy in February 2004 and EE plan in November 2004 as required by Section 20 of the EE Act (Report to Executive Mayor on EE Implementation Strategy for the City of Cape Town, 2005)

3.4.1 Employment Equity Policy of the City of Cape Town

The City introduced its policy on EE to transform and maintain the Council as a non-racial and non-sexist institution that offers redress to individuals from designated groups through (1) identifying and abolishing all barriers and practices that hamper the employment and advancement of these employees, (2) the implementation of AA measures and (3) optimizing the potential of all employees to achieve the

transformational goals of the organization in serving the community (City of Cape Town Employment Equity Policy, 2003).

The following principles are identified in the policy:

- An EE plan with an external and internal focus
- The principle of `suitably qualified` as identified in the EE Act will apply
- The commitment of the City to employment equity will be reflected in its budget, planning and spending of funds
- The City will strive to create an inclusive and supportive culture (City of Cape Town Employment Equity Policy, 2003).

The policy commits the City to create an environment of continuous communication with all parties to reinforce the culture of EE. It will render its workplaces accessible to employees with disabilities as far as reasonably possible (City of Cape Town Employment Equity Policy, 2003).

With regards to recruitment and selection the City will reassess and amend (as required) all job criteria to ensure that it is appropriate and that it clearly distinguishes between essential and preferred requirements for the job. The policy acknowledges internal and external applicants` right to fair labour practices. Vacancies must also be advertised in such a manner so that the widest possible market of recruits is reached (City of Cape Town Employment Equity Policy, 2003).

An audit will be done to determine the skills available in the current workforce-skills baseline. The City will identify and fast-track the appointment of identified individuals to meet the organizational and employment equity requirements (City of Cape Town Employment Equity Policy, 2003).

Suitably qualified internal candidates will receive preference over external candidates in recruitment for EE purposes in terms of the EE Plan. All selection, recruitment and appointment processes will be done in a transparent manner (City of Cape Town Employment Equity Policy, 2003).

The education, training and development of staff to accelerate individuals of designated groups will be in line with the City's Skills and Equity plan. This will include coaching, mentoring, and career planning and will be submitted to Local Government, Water and Related Services (LGSETA). Specific focus will be on diversity training and succession planning to ensure continuous development (City of Cape Town Employment Equity Policy, 2003).

The City commits itself to the ongoing review of policies, procedures and practices so that they are not barriers to the organization's EE targets. The EE Plan will be monitored with emphasis on EE objectives, workforce profile and reporting to the Department of Labour through employment equity structures as set up in the EE Plan. Lastly the EE objectives will be an integral part of performance measurement in the organisation for senior management (City of Cape Town Employment Equity Policy, 2003).

3.4.2 Employment Equity Plan of the City of Cape Town

The EE plan of the City is informed by its strategic priorities, legislative imperatives and good human resource development practices, which all serve to eradicate unfair discrimination and inequalities in the workplace (City of Cape Town Employment Equity Plan, 2004).

The Plan identifies short and long-term goals to (1) eliminate all employment barriers including unfair discrimination (2) build a supportive and enabling environment, through diversity management, and (3) ensure employment practices and programs are monitored and regulated by all relevant stakeholders (City of Cape Town Employment Equity Plan, 2004).

As informed by the EE Policy the key objectives of the Plan are (1) identifying potential from the designated groups to be considered for appropriate education and skills training opportunities through one or a combination of development programs, mentoring, coaching, career and succession planning, (2) setting overall targets for

the City to be in line with the demographics of the Cape Metropolitan Area (CMA), (3) to ensure that the EE plan is implemented and monitored regularly for effectiveness and (4) to ensure that the EE strategy has legitimacy through a comprehensive, intense communication and consultation process to all stakeholders (City of Cape Town Employment Equity Plan, 2004).

3.4.2.1 Short-term Goals

The City regards the restructuring and placement process as a short-term measure and a high focus on the development will only take place after the process is completed. The medium to long-term qualitative targets will be addressed but not realised in the placement process alone but it should at least attempt to deal with some of the challenges faced by the City (City of Cape Town Employment Equity Plan, 2004).

The restructuring and placement process will ensure though that the implementation of fair discrimination on employment practices and also speed up the establishment of an equitable and representative workforce in terms of race, gender and disability (City of Cape Town Employment Equity Plan, 2004).

3.4.2.2 Long-term Goals

The City identified the following long-term goals as part of their EE strategy:

(a) Overall Targets

Set numeric targets and time frames to achieve representivity in all occupational categories and levels. Targets will first be applied within the Services Unit, Directorate and finally Service area level (City of Cape Town Employment Equity Plan, 2004).

The overall targets in relation to the EE Plan must aim to bring its internal demographics, both overall and within different Directorates and levels, in line with the demographics of the CMA (City of Cape Town Employment Equity Plan, 2004).

Each Business unit must ensure that designated employees are appointed to the next level or category of employment within the next five years. For this purpose specific targets were set for each unit. It is the responsibility of each unit to contract the attainment of the targets to its Line Managers but the accountability remains with the Executive Director/ Director and ultimately with the City Manager. The EE Office in conjunction with the Line Managers will annually set short-term targets and will also come under regular review to monitor progress (City of Cape Town Employment Equity Plan, 2004).

The targets may be met through natural attrition, voluntary retirement, transfers, Retirement Fund rules (no re-employment of pensioners) and the training and development of existing employees (Employment Equity Plan, 2004).

(b) Diversity Management

The employees in the organisation differ from each other in terms of race, sex, language, religion, sexual orientation, socio-economic and educational backgrounds. The City therefore acknowledges diversity management to facilitate the creation of a working environment where employees can work together and relate to each other with respect and understanding. This will enable the individual to achieve his/her full potential and the organisation its objectives, which in turn will effectively address the diverse needs of its citizens (City of Cape Town Employment Equity Plan, 2004).

(c) Disability Management

Special efforts should be made to recruit people with disabilities through i.e. advertising with the mainstream print media and organizations of the people with disabilities (City of Cape Town Employment Equity Plan, 2004).

It needs to create a supportive and suitable working environment to facilitate better performance by people with disabilities. Issues related to accommodation for people with disabilities will take into account factors of accessibility in terms of built

environment, information, communication and recruitment and selection (City of Cape Town Employment Equity Plan, 2004).

(d) Gender Equity

Gender equity will be addressed through addressing issues of power imbalances, perceptions, stereotypes and attitudes. This include equal remuneration and benefits to all employees doing equal work for the same period of time, the removal of barriers preventing women and men appointed to posts traditionally reserved for persons of a specific agenda, the elimination of any form of sexual harassment and protection against discrimination in employment benefits on the grounds of pregnancy (City of Cape Town Employment Equity Plan, 2004).

(e) Affirmative Action Measures

A holistic view must be taken and a shift away from an exclusive numerical driven process. AA therefore is the measures and corrective steps that must be taken to ensure that those historically disadvantaged by unfair discrimination benefit fully from an equitable employment environment.

The following must however be considered when AA is implemented:

- Programs to identify career aspirations of all employees should be developed to allow each employee to have an equal opportunity to have their potential be assessed fairly
- Assessment programs to identify potential for all occupational levels and categories to assist the organisation to meet its AA targets
- Suitably qualified as defined in the EEA must be considered when appointments are made
- Career paths must be publicised with job requirements for all occupational levels and categories.
- Human Resource practices, policies and procedures which direct previously disadvantaged individuals (PDI's) towards upward mobility through mentorship, coaching and accelerated development programs must be unrestricted by any considerations other than inherent requirements of the job must be identified

- Education, training and development initiatives must enable PDIs to attain the required skills to enter all levels of employment
- Every manager, supervisor and Human Resource Practitioner will have to implement the requirements of the EE Plan (City of Cape Town Employment Equity Plan, 2004).

(f) Recruitment and Selection

The Recruitment and Selection policy will be aligned with the implementation of the EE Act. This will be discussed separately in greater detail later in the chapter.

(g) Developmental Programs

Individuals identified through the assessment program should be placed in a succession program. Career paths should be shared throughout the organization to enable employees to identify suitable career paths and the training needs required (City of Cape Town Employment Equity Plan, 2004).

The implementation of effective mentorship programs should be implemented for employees identified for management development programs as well as for employees identified as having potential (City of Cape Town Employment Equity Plan, 2004).

(h) Monitoring, Evaluation and Review

Various mechanisms and tools will be implemented to accelerate the achievement of the set targets at the different levels of the organization in order to ensure that workplace transformation becomes a reality (City of Cape Town Employment Equity Plan, 2004).

The overall EE targets will serve as an umbrella monitoring and evaluation tool to assess progress made. The set targets for each Service unit will be utilized as a yardstick to measure progress in each unit (City of Cape Town Employment Equity Plan, 2004).

It is required of each directorate to submit a quarterly progress report indicating the impact of EE, obstacles encountered as well as achievements. The EE Office will also design a monitoring tool to assess progress on related EE issues such as recruitment and selection, education, training and development, terminations etc. Final responsibility however rests with the Council to formulate, communicate, monitor and evaluate the EE strategy (City of Cape Town Employment Equity Plan, 2004).

The EE Director/Manager and support personnel will therefore:

- Advise the Council and the EE Committee on compliance with and necessary changes to policy
- Draft and secure approval of the Council on detailed action plans
- Assist with monitoring and evaluation of EE action plans (City of Cape Town Employment Equity Plan, 2004)

(i) Retention Strategy

The principle behind this strategy is that the demand for suitably qualified people from designated groups is increasing. The labour market cannot meet this demand hence an increase in market price for them (City of Cape Town Employment Equity Plan, 2004).

The strategy must be complimented with accelerated training and development and succession planning strategies. The employees and the City must enter into a contract, which specifies retention of services and fulfillment of certain stipulated objectives for each year with inputs and expected outcomes (City of Cape Town Employment Equity Plan, 2004).

Key initiatives would include the exit interviews, mentorship and coaching programs, performance management system that includes achievements on set targets and change management programs (City of Cape Town Employment Equity Plan, 2004).

(j) Grievance and Dispute Resolution

Any employee that has a grievance regarding the implementation of AA, equal opportunity employment or alleged discrimination can lodge the grievance through the existing grievance procedure. Should the grievance remain unresolved the employee with a union representative may further the process through existing negotiation and dispute procedures. If the Council's internal dispute measures fail to resolve the issue, it can be referred to arbitration within a period of seven days (City of Cape Town Employment Equity Plan, 2004).

(k) Budget

The Education, Training and Development Department must allocate a corporate budget for the implementation of the provisions of the EE Plan. The Council acknowledges that expenditure on human resource development and AA is an investment in the future and therefore will allocate funds from its annual budget for the specific purpose (City of Cape Town Employment Equity Plan, 2004).

In principle the Plan agrees to restore equity in the provision of training and access to employment opportunities therefore priority will be given people from designated groups. It acknowledges problems created by prior similar programs, which resulted in window dressing and tokenism. EE is critical therefore significant finances and other resources need to be allocated to the strategy. The strategy advocates the commitment and involvement of employees at all levels to strive towards the achievement of the City's strategic objectives and a performance driven culture within the organization. When planning and implementing the EE strategy the organization needs to be flexible in order to deal with any concerns, failures, or shortcomings (City of Cape Town Employment Equity Plan, 2004).

3.4.3 Employment Equity Strategy of the City of Cape Town

In order to give effect to the EE Plan and Policy the City (Mayoral Committee) has endorsed an EE Implementation Strategy as a tool to be utilised to populate the new organisational structure (City of Cape Town Employment Equity Strategy, 2005).

The City has committed itself to equal opportunity but endorses the fact that discriminatory attitudes can still persist on the `shop-floor` long after top management has made the commitment. Therefore to achieve social welfare and internal equity and efficiency the following measures must be introduced:

- Policy instruments to promote AA
- Affirmative programs directed at designated groups especially women and people with disabilities
- The collection and analysis of data to identify beneficiaries and intended developmental routes of AA and numerical goals
- Allocate bursaries to students with disabilities, however not without contractual obligations
- Recruitment at institutions of higher learning
- Career guidance at special needs schools
- Diversity workshops to modify attitudes, behaviour, and develop in-house expertise
- Include diversity management in orientation and induction programs
- Include the implementation of EE and diversity management as a key performance area (KPA) in managerial positions and penalise the lack thereof
- Identify potential in internal staff for further advancement (City of Cape Town Employment Equity Strategy, 2005).

The purpose of the strategy is to (1) describe a practical process of `target application` during the restructuring process, (2) guide panelists on the application of EE targets by weighting/ranking target priority e.g. highest shortage in terms of race, gender and disability per occupational category, (3) administer and monitor target application for record and reporting purposes as well as for medium-long term EE Plan, (4) implement no less than 70% of overall target in the short term (restructuring and placement) to catch up with EE Plan, (5) do a breakdown of targets against total number of posts per occupational category/level organisation wide and (6) effectively use the diverse skills, experience and cultures for improved service delivery (City of Cape Town Employment Equity Strategy, 2005).

3.4.3.1 The Implementation Process

The following is a summation of the steps which is part of the overall EE strategy:

- Step 1. City Manager’s Commitment**
 Allocation of resources to drive the process.
 A senior manager has become the designated EE manager.
 Budget allocation for implementation and training.
 Time-off for EE forum members.

- Step 2. Awareness**
 Planning and gathering of relevant information
 Sensitising the organisation
 Creating the appropriate climate through diversity and other intervention programs.
 On-going communication

- Step 3. Integration**
 Defining specific targets and objectives
 Identifying potential employees for development
 Eliminating discriminatory barriers to Employment Equity

- Step 4. Consolidation**
 Continuous evaluation and monitoring of the process.
 Preparation of the EE report for the Department of Labour.
 Review of the EE Plan.

3.4.3.2 Selection Process

The application of suitably qualified as identified in Section 20(3), (4) and (5) of the EEA will be a prerequisite in all selections.

Rating Scale

During selection a maximum (5) point scale is used, with (3) points regarded as the suitable level of competence.

Level 1	Level 2	Level 3	Level 4	Level 5
Far short of expectation	Just short of expectation	Competent for the standard	More than the expected level	Far more than expected
Long-Term Developmental Area	Short Term developmental area	What is expected at target post (minimum competent level)		

The HR department will compile a report on the shortcomings of all internal designated group members that were short-listed, but unsuccessful, for future

development interventions. In principle the City’s rating scale and required level of competence may result in non-selection of the best candidates as pre-determined by the numerical target prioritisation (City of Cape Town Employment Equity Strategy, 2005).

3.4.3.3 Populating Directors and Senior Manager Posts

Firstly the number of posts for competition at each occupational category must be determined. Thereafter numerical goals must be set for each designated target group e.g. based on 100% demographic target achievement and using the EAP demographics as defined in the 2001 Census (see table 3.1 and 3.2).

EAP DEMOGRAPHICS 2001 CENSUS

Based on 100% demographics target achievement

First reporting level (Level 1)

AF =	16.4%	1
AM =	17.7%	2
CF =	21.4%	2
CM =	24,0%	2
IF =	0.5%	-
IM =	0.8%	-
WF =	8.8%	1
WM =	10.4%	1
Total		9

Table 3.1 Source: City of Cape Town Employment Equity Strategy, 2005.

Second reporting level (Level 2)

AF =	16.4%	8
AM =	17.7%	9
CF =	21.4%	10
CM =	24,0%	12
IF =	0.5%	0
IM =	0.8%	1
WF =	8.8%	4
WM =	10.4%	5
Total		49

Table 3.2 Source: City of Cape Town Employment Equity Strategy, 2005.

A similar exercise will be conducted for target setting in Levels 3 and 4 respectively. The City also has a 2% target in all occupational categories for appointing people with disabilities. The strategy recognises that less than 100% target achievement can in the short term distort representivity (City of Cape Town Employment Equity Strategy, 2005).

3.4.3.4 The Placement of Level 5 Staff and Below

All staff level 5 and below has received placement letters in December 2004 and to finalise the process in the specific directorates the following principles will apply as selection and or placement:

- Targets are set at each occupational level and each job category of the organisation
- Targets are broken down into Service Unit level to ensure a holistic and consistent transformation of the demographic profile in terms of race, gender and disability representation
- Major changed posts should be competition post and targets are set and applied during selection and placement
- Targets are set for direct placements, unchanged and minor changed posts but staff follow function will be the first criteria. However if there are fewer posts than identified employees, employment equity and then last-in-first-out (LIFO) will apply
- New posts and vacancies will be advertised internally and targets are set and applied in accordance with the provisions of EEA
- One EE representative will represent the City on this forum to monitor and advise should any placement decisions have equity implications. (City of Cape Town Employment Equity Strategy, 2005).

To operationalise and give effect to the principles all interview panels must be representative and provided with training on EE and target application. They will also be provided with a breakdown of targets set against the total number of posts per category and occupational level, the agreed percentile applicable for target implementation for the current year of the EE Plan as well as criteria consistent with

the Recruitment and Selection Policy and Placement Agreement on how to assess employment equity candidate (City of Cape Town Employment Equity Strategy, 2005).

3.4.3.5 Medium to Long-term Implementation

The EE Plan has to have annual objectives for change and development targets with a clear indication of achievements (City of Cape Town Employment Equity Plan, 2004).

3.4.3.6 Monitoring and Evaluation

In each Business/Service Unit an EE Forum must be formed to assist with monitoring and evaluation. Lists of placement decisions and recommendations and or appointments must also be forwarded to the forums for comparison (City of Cape Town Employment Equity Plan, 2004).

The appointed EE Officers must submit assessment reports to compare the targets achieved with the initial targets set. Should targets not be met, the deviation must be well motivated and supported by AA measures and forwarded to the EE Office. If consensus is not reached the matter must be referred to the City Manager or his nominee for a decision (City of Cape Town Employment Equity Plan, 2004).

The City acknowledges that the EE strategy will fail unless the process is driven by Senior Executives and championed by key Line Managers, hence as required by Section 24 of the EEA, the City Manager and Senior Executives will be held accountable for the implementation and continuous reporting on the progress of the plan (City of Cape Town Employment Equity Plan, 2004).

3.4.4 Recruitment and Selection Policy of the City of Cape Town

The objectives of the staffing policy of the City are to:

- introduce fair and objective principles and procedures for staffing,
- provide guidelines for the appointment of candidates,

- establish principles and procedures to ensure that the Employer complies with legislative principles in respect of employment equity and affirmative action and
- set out the procedural steps for the advertisement of a vacant post, the selection of applicants for interviews, the conducting of interviews and the appointment of candidates. (City of Cape Town Recruitment and Selection Policy, 2005)

The following highlights the most important issues in terms of employment equity:

Section 2 of the policy sets out the foundational principles for recruitment and selection include

(1) Matching the human resources to the strategic and operational needs of the employer and ensuring the full utilization and continued development of these employees.

(2) Each appointment must be rationally and objectively justifiable in terms of the strategic and operational need of the City

(3) All aspects of the staffing, i.e. recruitment, selection, interviewing and appointment of employees will be non-discriminatory

(4) Under no circumstances should any person be refused employment on any arbitrary or discriminatory basis, including but not limited to race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief and/or opinion

(5) Preference will be given to suitably qualified candidates who are members of the designated group. (City of Cape Town Recruitment and Selection Policy, 2005)

Section 3 of the policy makes provision for elimination of unfair discrimination and affirmative action

(a) Elimination of Unfair Discrimination

(1) The City will take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice.

(2) It will not constitute unfair discrimination to take affirmative action measures consistent with the provisions of the EEA or to distinguish, exclude or prefer any person on the basis of an inherent requirement of any job.

(3) Any type of harassment of an employee amounts to unfair discrimination and will be dealt with disciplinary action (City of Cape Town Recruitment and Selection Policy, 2005)

(b) Affirmative Action

(4) The City acknowledges that as a designated employer it must implement AA measures to achieve EE which include but are not limited to:

- identification and elimination of employment barriers which adversely affect people from designated groups
- further diversity in the workplace based on equal dignity and respect of all people
- make reasonable accommodation for suitably qualified people from designated groups to ensure they have equal opportunities and are equitably represented in all occupational levels in the workforce to retain, train and develop people from designated groups. (City of Cape Town Recruitment and Selection Policy, 2005)

(5) It however states that no provision in the policy should be confused as requiring the Employer to take any decision concerning an employment policy or practice that would establish an absolute barrier to the potential or continued employment or advancement of people who are not from the designated groups. (City of Cape Town Recruitment and Selection Policy, 2005)

(6) It further commits the City to all the other provisions of the EEA which include:

- Consultation and agreement on matters listed in Section 17
- Collection of information and analysis of its employment policies, practices, procedures and working environment in terms of Section 19

- Preparation and implementation of a EE plan as required in Section 20 and successive EE plans as in 23
- Reporting to the Department of Labour as required by Section 21
- And all other provisions of Chapter III (City of Cape Town Recruitment and Selection Policy, 2005)

It concludes section three by laying the responsibility of taking affirmative action ensuring compliance with the provisions of the EEA upon the City Manager. (City of Cape Town Recruitment and Selection Policy, 2005)

Section 4 deals with the elements of recruitment and selection

Prior to filling a post, the necessity for filling is assessed via an approved process. (See diagram 3.3 – a flow chart which outlines the complete process)

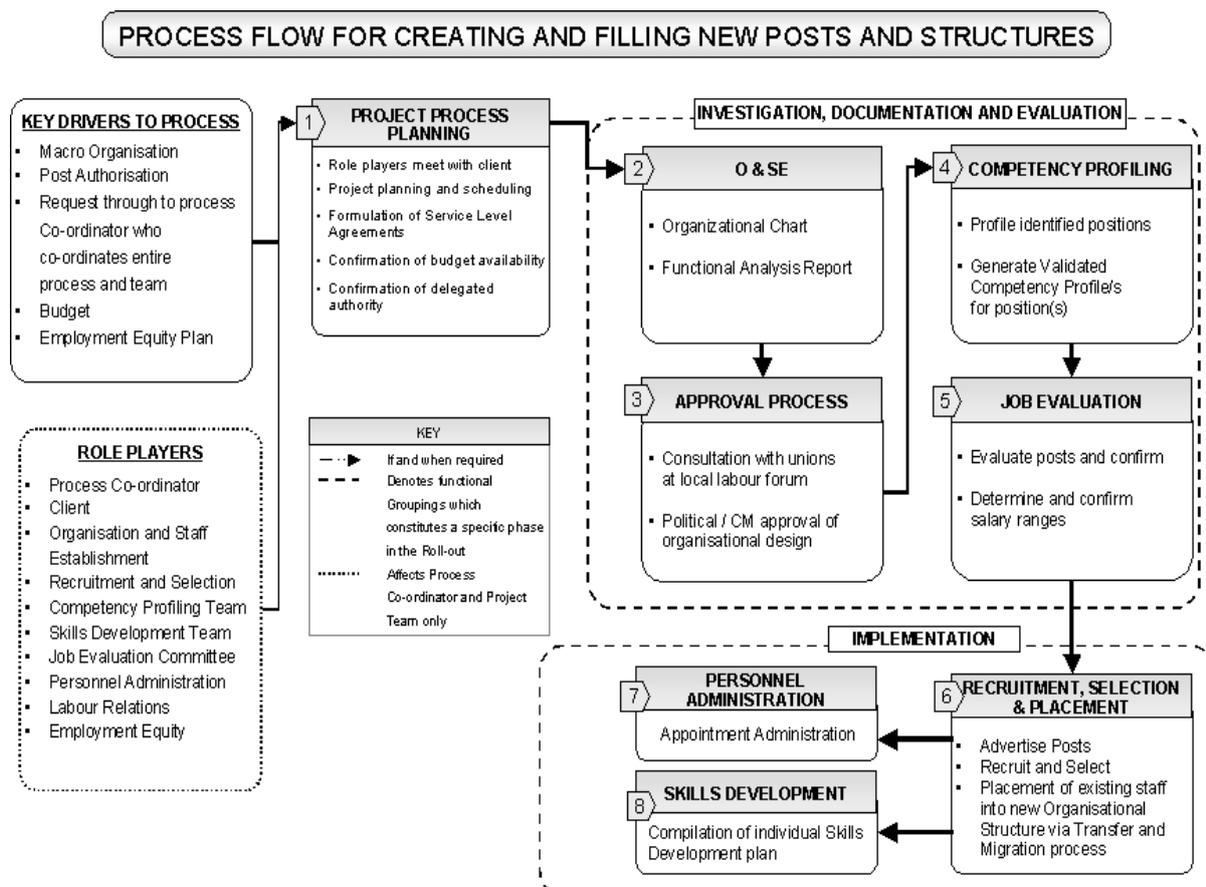


Diagram 3.3 Source: City of Cape Town Recruitment and Selection Policy, 2005

The final selection decision is however based on the assessment of the candidates in conjunction with Section 20(3) and particularly 20(3) d of the EE Act and in the context of organisational requirements. Targets, based on the economically active population of the Metropolitan area, are set to guide the preferential order of appointment. (City of Cape Town Recruitment and Selection Policy, 2005)

3.4.5 Sexual Harassment Policy of the City of Cape Town

The City of Cape Town is committed to ensure that the organisation's staff is not subjected to any form of sexual harassment which includes persistent, unsolicited and unwanted sexual advances or suggestions made by one employee to another, regardless of gender and/ or sexual orientation. (www.capetown.gov.za/eDocuments/Sexual_Harassment_2112002111612_179.pdf)

All sexual harassment cases will be dealt with in accordance with the Code of Good Practice as contained in Schedule 8 of the Labour Relations Act, 1995 and the NEDLAC Code of Good Practice on the Handling of Sexual Harassment Cases. (www.capetown.gov.za/eDocuments/Sexual_Harassment_2112002111612_179.pdf)

In principle the City wants to create and maintain a working environment free of sexual harassment, where all employees respect one another's integrity and dignity, privacy and their right to equity in the workplace. The organisation regards sexual harassment of a fellow employee or of a non-employee as serious misconduct and will act accordingly. However the City clears itself from civil and criminal liability acted appropriately. (www.capetown.gov.za/eDocuments/Sexual_Harassment_2112002111612_179.pdf)

The policy thus states that:

- All employees, job applicants and other persons who deals with the organisation, have the right to be treated with dignity
- Sexual harassment in the workplace will not be permitted or condoned
- Persons who have been or are being subjected to sexual harassment in the workplace have a right to raise a grievance about it, should it occur, and

appropriate action will be taken by management. Management should, in the first instance, make use of the "open talk" procedure to deal with sexual harassment matters. If circumstances demand it, more serious action can be taken against transgressors

- Management is required to implement this policy and take disciplinary action against employees who do not comply with this policy. Serious incidents of sexual harassment or continued harassment after warnings are dismissible offences
- Allegations of sexual harassment will be dealt with seriously, expeditiously, sensitively and confidentially
- It is a disciplinary offence to victimise or retaliate against an employee who in good faith lodges a complaint of sexual harassment
- False or vindictive accusations shall be viewed in a very serious light
- Anonymous complaints will be disregarded.

The policy lastly commits the organisation to assist sexually harassed employees by giving them adequate sick leave to recover and/or counselling where appropriate. (www.capetown.gov.za/eDocuments/Sexual_Harassment_2112002111612_179.pdf)

3.4.6 Disability Strategy of the City of Cape Town

The Disability policy document of the City supports the policy contained in the White Paper on the Integrated National Disability Strategy of November 1997 and the Integrated Provincial Disability Strategy White Paper of December 2000 launched by the Western Cape Office on Status of Disabled Persons. (City of Cape Town Disability Strategy, 200-)

The strategy document of the City differentiates between two models of disability i.e. medical and social models. The medical model states that non-disabled persons usually control organizations for people with disabilities where the emphasis was on dependence and the focus on the nature of impairment. Meaning that interventions were based on assessment, diagnosis and labeling, and the development of separate

therapy programs through alternative services. Ordinary needs were not taken into account. (City of Cape Town Disability Strategy, 200-)

The social model suggests that the collective disadvantage of disabled people is due to a complex form of discrimination, which is fundamental to the way people think and operate. The circumstances of people with disabilities and the discrimination they face are phenomena that are created socially and have little to do with their impairments. The model therefore implies that to reconstruct and develop our society we should recognize the development needs of disabled people and show intent to address it within a framework of inclusive development. (City of Cape Town Disability Strategy, 200-)

The City's strategy provides a mission and strategic framework to facilitate meaningful integration of disability related service delivery into directorate responsibilities as well as the coordination and integration of programs amongst the community in the disability sector. The objectives of the strategy read as follows:

- To facilitate the integration of disability issues into all developmental strategies, planning and programs
- The development of an integrated management system to coordinate disability planning as well as implementation and monitoring in the various line functions
- To develop capacity building strategies at all levels to enhance the ability of the City to implement the recommendations of the strategy
- A program that will sensitize and raise awareness to change prejudices in the workplace
- The City to create partnerships among disabled organizations and non-governmental service providers (City of Cape Town Disability Strategy, 200-)

The strategic objectives of the strategy are underpinned by the following principles:

- Persons with disabilities have equal rights and responsibilities as others
- The right to self representation in processes and structures of decision-making that affects them

- Access to facilities, services and information that enable equal participation in the mainstream of the workplace
- Disability and secondary complications of disabilities must be prevented
- Independent living and integration of disabled persons into the workplace must be enhanced
- Accommodate people with communication disabilities
- IDP budget must be made available to give effect to this approach
- The multifaceted nature of disability requires inter-sectoral coordination between directorates
- The available resources and services to meet the needs of disabled persons must be equitably distributed and deployed to eradicate past inequality and discrimination (City of Cape Town Disability Strategy, 200-)

3.4.7 Education, Training and Development Policy Framework of the City of Cape Town

The City commits itself to the National Skills Development Strategy and regards the development of the skills of its employees and councillors, in order to fulfil their organisational requirements, as a strategic priority (City of Cape Town Education, Training and Development Policy Framework, 2001)

The policy framework therefore aims to ensure that (1) the management and provision of education, training and development in the organisation promotes the achievement of its goals and objectives as prioritised in the IDP, (2) employees and councillors have access to quality education, training and development opportunities and (3) the City complies with national legislative requirements e.g. EEA and SDA (City of Cape Town Education, Training and Development Policy Framework, 2001)

The framework is underpinned by the following principles:

- Training will be done internally depending on capacity and specific training required but also outsourced if necessary
- Where applicable providers must be accredited in terms of relevant legislation

- The selection of the providers and tendering procedures will be in terms of the Procurement Policy
- Training provided will support the principle of capacity building
- The training will lead to the acquisition of credits in terms of the National Qualification Framework wherever possible (City of Cape Town Education, Training and Development Policy Framework, 2001)

The SDA requires the City to, (1) use the workplace as an active learning environment, (2) provide opportunities for employees to acquire new skills, (3) provide new entrants to the labour market with opportunities to gain skills and work experience and (4) employ persons who find it difficult to be employed. Hence the policy identified the following strategies:

- Learner ship and Skills Programs
- Career streaming
- Assessment and Quality Assurance
- Recognition of prior learning (RPL) (City of Cape Town Education, Training and Development Policy Framework, 2001)

The strategies will be funded by a training budget structured as determined by legislative requirements and the strategic priorities of the City as reflected in the business plans of the Service Delivery and ED&T Units and the Work Skills Plan (City of Cape Town Education, Training and Development Policy Framework, 2001)

In conclusion the City identifies itself as a dynamic organisation committed to ensuring the creation of a competent workforce to achieve its strategic priorities (City of Cape Town Education, Training and Development Policy Framework, 2001)

3.5 Conclusion

The challenge for the City of Cape Town is to, within its financial constraints; create an organizational structure that will enable it to fulfil the constitutional and legislative mandate of local government, to deliver on its strategic and development priorities and its vision and direction.

The City realises that as a designated employer it is socially inequitable and non-compliant with the EEA in that certain demographic groups are systematically underrepresented in the better paying occupations (category and level), and over represented in the low paid categories. The current workforce profile therefore requires that transformation be critically adhered to and addressed from top to middle management levels during restructuring.

In order to facilitate the transformation of the City's workforce it compiled and introduced the following:

- A placement agreement to ensure placement of staff in the new structure to be done fairly and consistently
- A policy on employment equity to transform and maintain the Council as a non-racial and non-sexist institution that offers redress to individuals from designated groups
- An EE plan that is informed by its strategic priorities, legislative imperatives and good human resource development practices, which all serve to eradicate unfair discrimination and inequalities in the workplace.
- An EE Implementation Strategy as a tool to be utilised to populate the new organisational
- The City acknowledges diversity management to facilitate the creation of a working environment where employees can work together and relate to each other with respect and understanding.
- An Education, Training and Development Policy Framework committing the organization to the National Skills Development Strategy
- A Sexual Harassment Policy to create and maintain a working environment free of sexual harassment, where all employees respect one another's integrity and dignity, privacy and their right to equity in the workplace.
- A Disability Strategy that supports the White Paper on the Integrated National Disability Strategy of November 1997 and the Integrated Provincial Disability Strategy White Paper of December 2000

- Recruitment and Selection Policy to introduce fair and objective principles and procedures for staffing
- Included EE as part of the strategic goals of the IDP

It lastly acknowledges that the restructuring and placement process as short-term measures, but it will however ensure the implementation of fair discrimination on employment practices and also to speed up the creation of a representative and equitable workforce that reflects the demographics of the Cape Metropolitan Area (CMA) in terms of race, gender and disability. Therefore a high focus on the development route will not take place until the process is completed.

The chapter has identified that the City of Cape Town, as a designated employer, has fulfilled the legislative requirements, in that all its policies are consistent with the requirements of the EEA, to ensure the achievement of employment equity within its workforce.

The purpose of the next chapter is to discuss the City of Cape Town Health directorate, its organizational structures and strategic priorities.

Chapter 4

The City of Cape Town Health Directorate

4.1 Introduction

The City Health Directorate is an integral part of the City of Cape Town and operates within the management structures, strategic direction, financial and human resource management policies and procedures of the organisation. The Directorate is therefore directly affected and influenced by any political and financial decisions or changes that impact the municipality.

The purpose of this chapter is therefore to discuss the City of Cape Town Health Directorate in order to provide an overview of the organisation and its functionalities. The discussion will include, (1) the organisational structure of the directorate, (2) the scope of the services rendered to the communities, (3) the district boundaries, (4) the employee profile, (5) communication in the directorate, (6) the strategic direction and (7) skills development.

4.2 The Organisational Structure and Functions

The Executive Director City Health is responsible for ensuring effective and efficient service delivery of Municipal Health Services (Environmental Health) and Specialised Health services and together with the Provincial Health Department offer a comprehensive primary health care service through the ninety three clinics in a district health system. (City of Cape Town Internal News Paper, Contact No. 24, March/April 2007).

Comprehensive primary health care facilities or shared-health facilities refers to those facilities that have been jointly established by Province and Local Authority to deliver integrated PHC at community level. The nature of these shared-health facilities allows for a wide range of services from preventative to curative and rehabilitative care. (Alexander, 2005:04)

The following table reflects the nature and scope of the health services provided by each of the administrations i.e. Provincial and Local Government

Table 4.1: Health Services rendered by the Different Authorities

Local Government	Provincial Government
Health promotion and awareness programmes	Adult curative care
HIV/AIDS/MTCT programmes	Twenty four hour emergency services
Treatment of Sexually Transmitted diseases	Trauma
X-ray services (radiography)	Maternity outpatient and delivery services
Family Planning services	School health
Adolescent / youth friendly services	Pharmacy and Dentistry
Women and child abuse programmes	Chronic care- hypertension, diabetes, arthritis, epilepsy
Child health programmes- including, monitoring of growth and development, immunisation, treatment of minor ailments, integrated management of childhood illness(IMCI)	Rehabilitative services for stroke patients
Paediatric Primary Health curative care for the under thirteen year olds	Home-based care
Nutrition programmes	HIV/VCT/MTCT Programmes
Environmental health services	Minor surgery
	Orthopaedics
	Physiotherapy
	Psychiatry
	X-ray services (radiography)
	Family Planning
	Sexually Transmitted diseases
	School Health Services
	District Surgeon including rape cases.

Source: Alexander, M. (2005:04)

The City Health Directorate is divided into eight health sub districts: Northern, Southern, Mitchells Plain, Khayelitsha, Western, Klipfontein, Tygerberg and Eastern Sub District (see appendix B). Each sub district is headed by a generic sub district manager, who reports to the Executive Director.

City Health Sub Districts

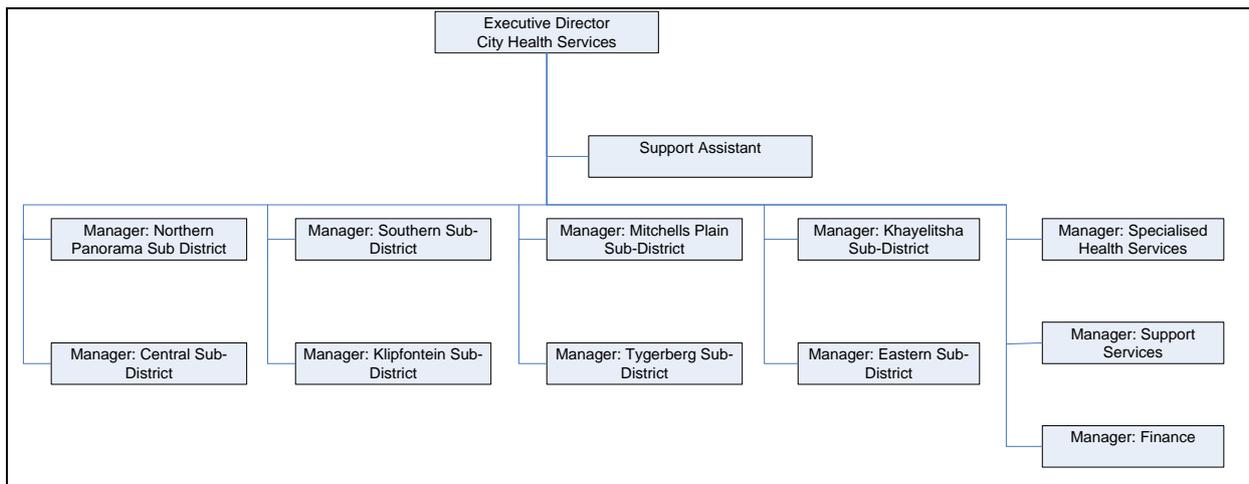


Diagram 4.1 Source: City of Cape Town Health Directorate Organisational Structure

The sub district manager also has a management team which consists of a Manager: Environmental Health, a Manager: Primary Health Care and Programs and a Manager: Administration, each responsible for its respective disciplines. A Senior Medical Officer of Health (doctor) and Senior Pharmacist are shared between two sub districts. The medical officer coordinates the locum doctors and senior pharmacist the pharmacists in the different clinics to ensure clinical coverage and support. The senior pharmacist is also responsible for compliance with the Pharmacy Act in the department. Each sub district also has a Health Information Officer and Health Promotion Officer which reports to the Sub district Manager.

The Manager: Administration heads an administrative support team responsible for human resource issues, finances and general administration of the sub district. Staff includes different grades of clerks and a courier.

Tygerberg Sub District

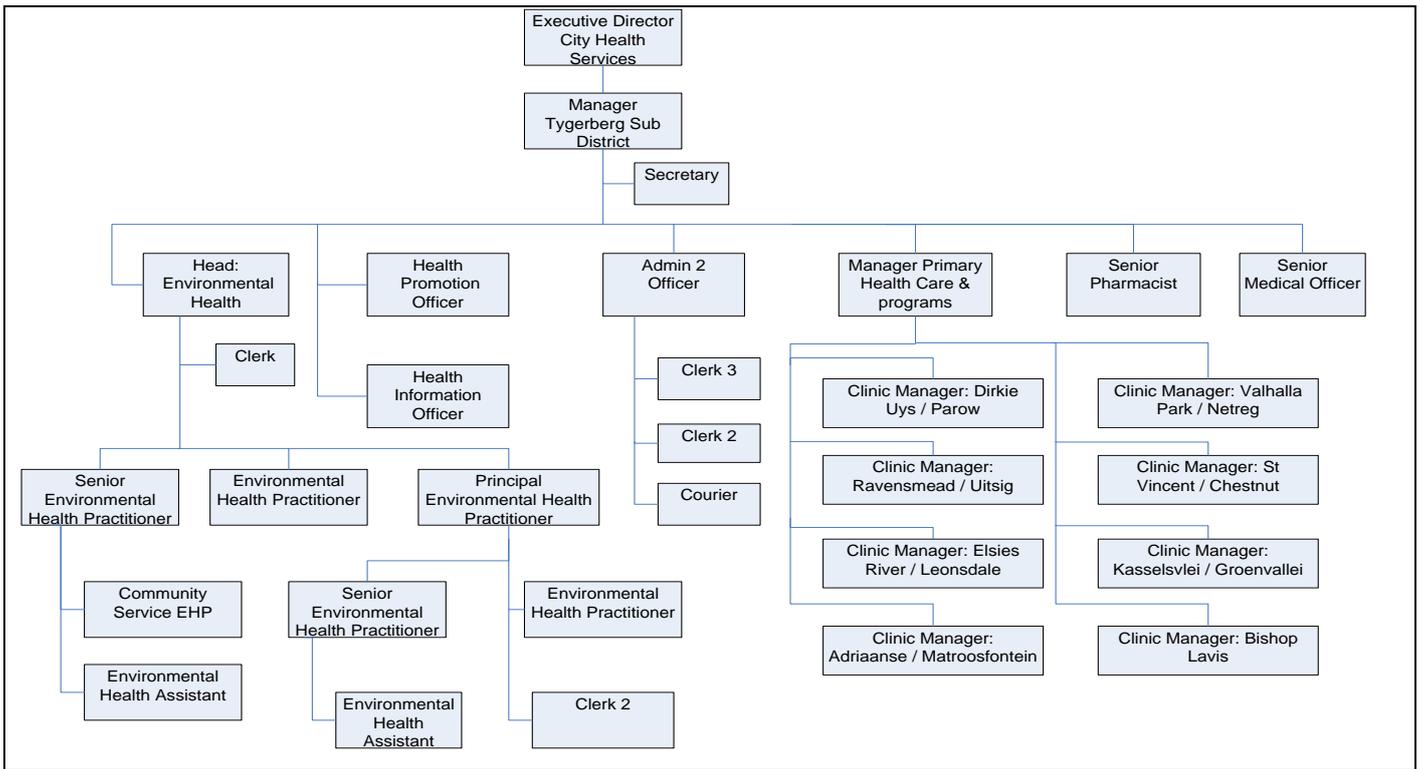


Diagram 4.2 Source: City of Cape Town Health Directorate Organisational Structure

The Manager: Environmental Health heads one/two offices in the district. The staff in the offices includes a Principal EHP, Senior EHPs, EHPs, EHP assistants and an office assistant. The functions of the EHP within the primary health system are diverse, and are summarised in diagram 4.3 below.



Source: <http://www.capetown.gov.za/clusters/health.asp?IDPathString=1123->

The Manager: Primary Health Care and Programs is responsible for the clinics in the sub district. Each sub district has a HIV coordinator, a TB coordinator, who reports to the Primary Health Care and Programs manager. Each clinic consist of a facility manager, nursing staff, admin support, radiographers, pharmacy assistant and cleaning staff.

Clinic Staff

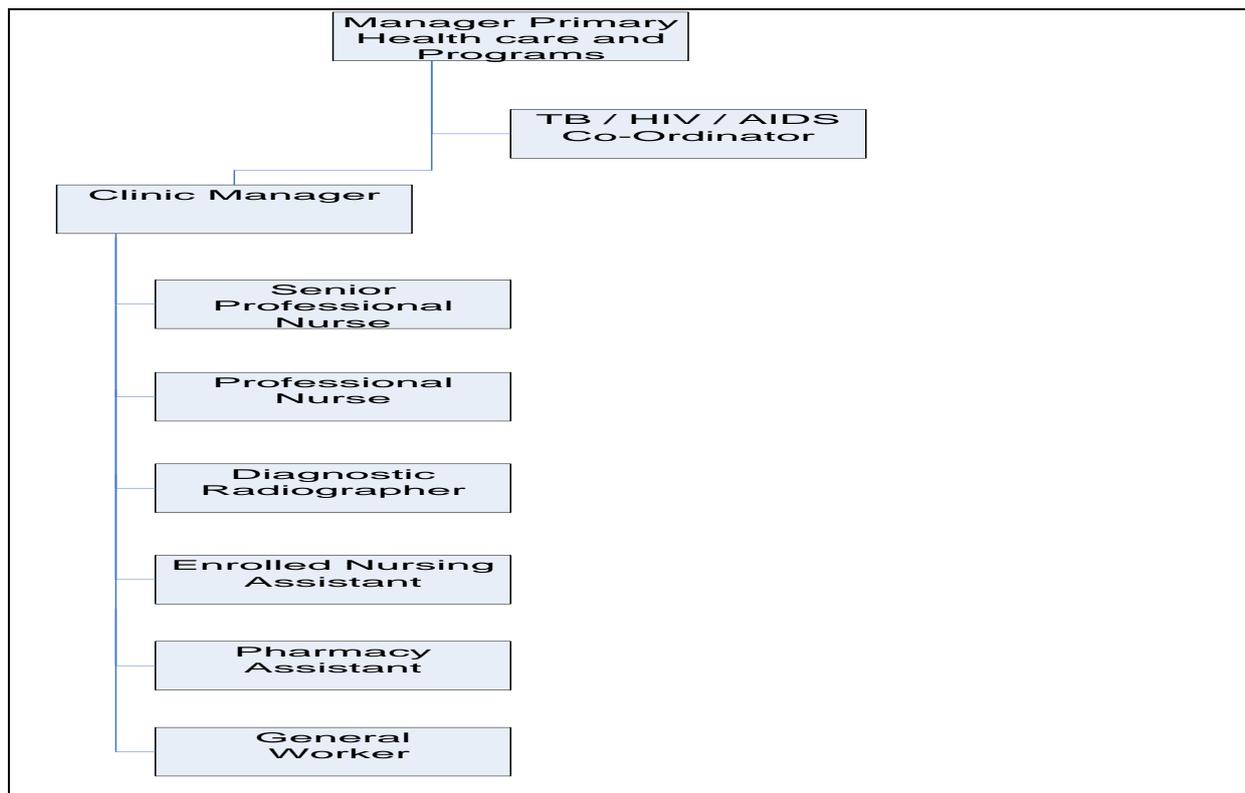


Diagram 4.4 Source: City of Cape Town Health Directorate Organisational Structure

The Directorate has a Specialised Health Services section which deliver services across the sub districts. The head of the section reports to the Executive Director.

These services include:

- Quality Assurance
- Nutrition
- Health Promotion
- X-ray Services
- Service Coordination
- PREHMIS
- HIV/AIDS/STI & TB
- Environmental Health Specialised Services
- Training
- Food Control
- Water Quality

- Special Projects
- Senior Pharmacist
- Health Information & Technology

Specialised Health Support Services Section

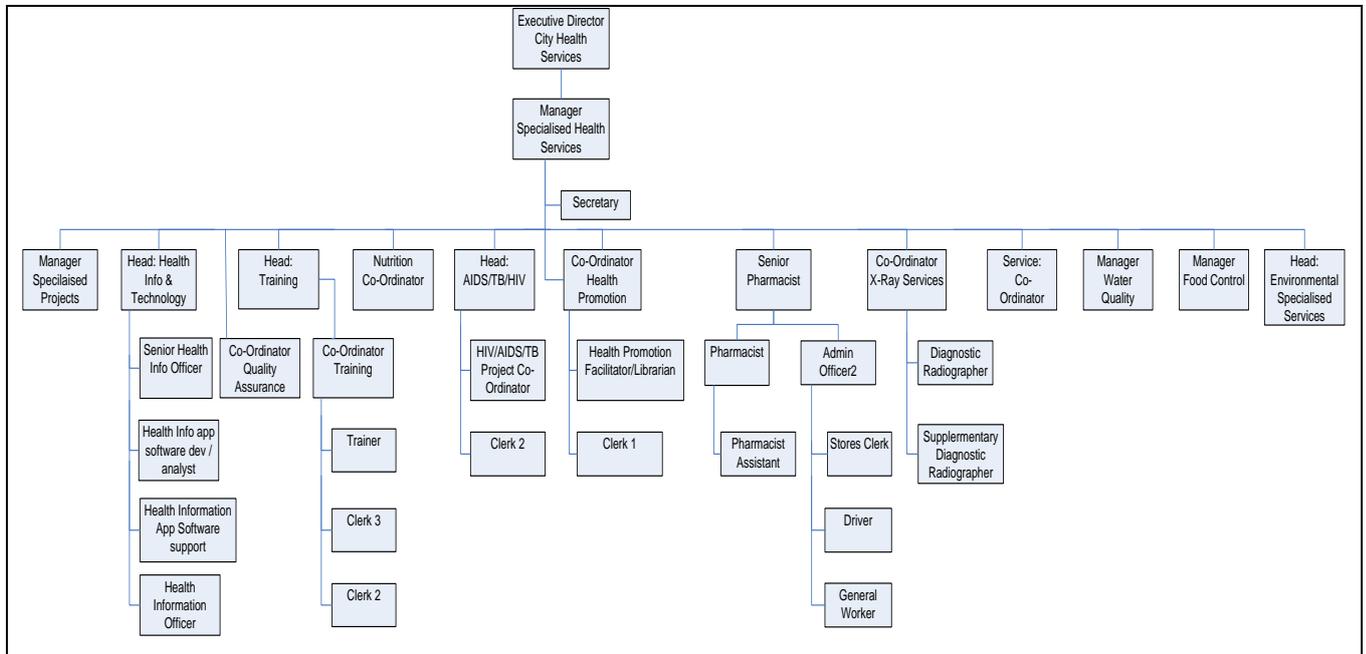


Diagram 4.5 Source: City of Cape Town Health Directorate Organisational Structure

Environmental Health Specialised Support Services

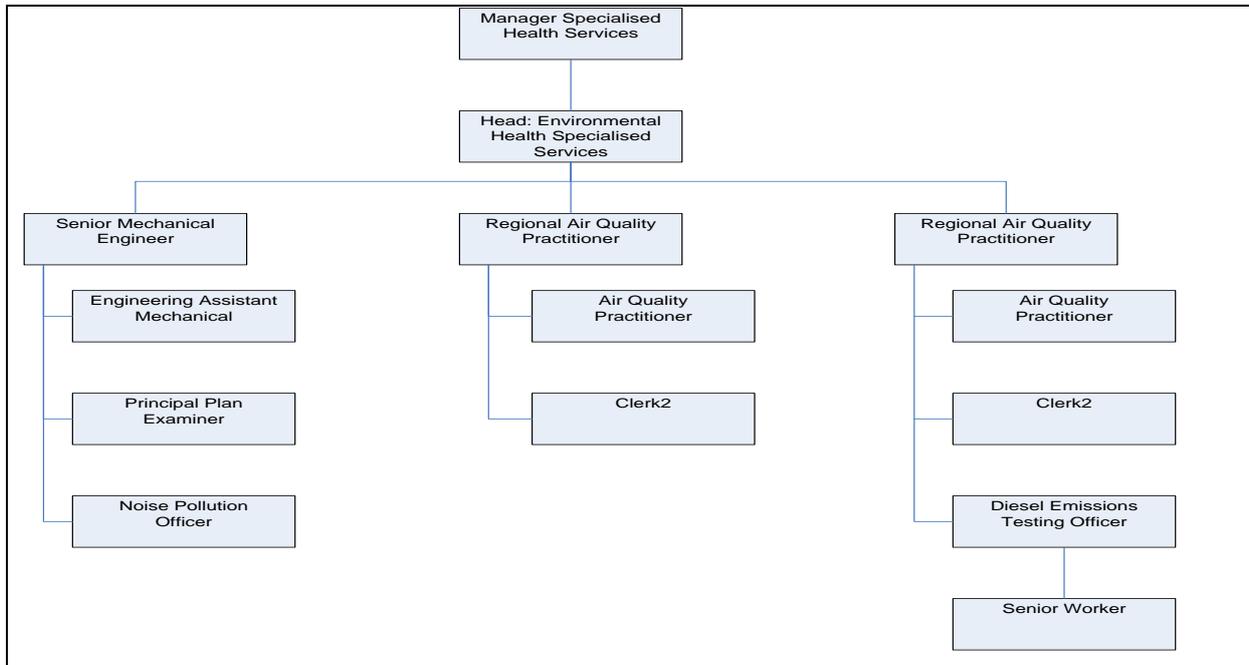


Diagram 4.6 Source: City of Cape Town Health Directorate Organisational Structure

The support team for the Executive Director and Specialised Services consist of Manager Finance and Manager Support Services. The Manager Finance is responsible for:

- Finance- (1) the centralised budget of the Executive Director which include Provincial Government subsidies, global funding, major projects and operational issues (2) coordinates sub district budgets however each sub district is accountable for its own budget
- Coordinator PCU
- Assets
- Departmental Inspection

Head Office- Finance

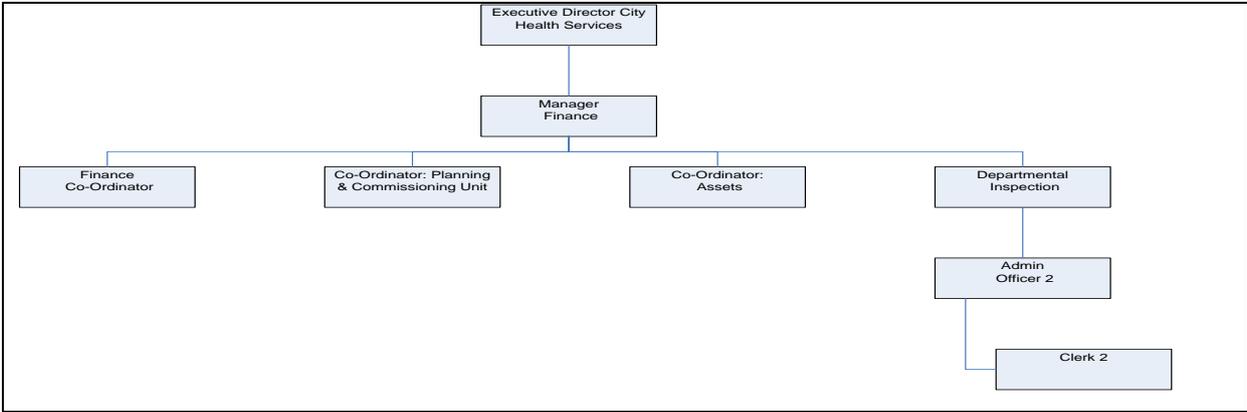


Diagram 4.7 Source: City of Cape Town Health Directorate Organisational Structure

Head Office Admin Support

The Manager Support Services is responsible for human resource issues and general administration and also coordinates the same functions within each sub district.

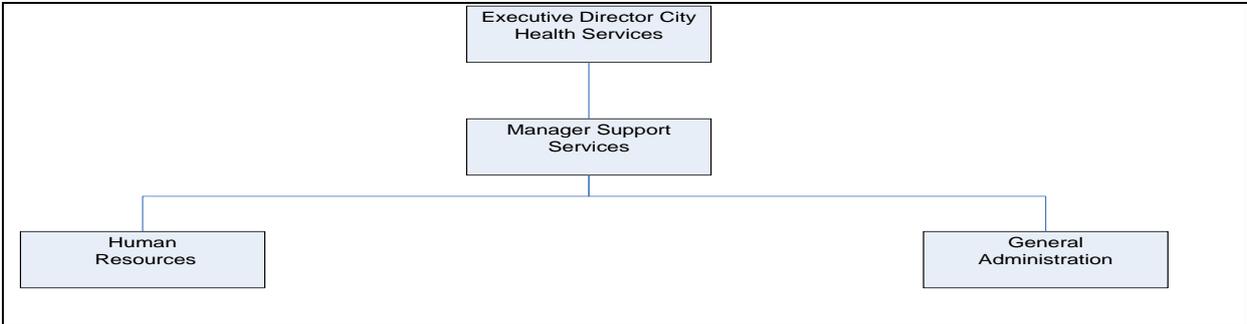


Diagram 4.8 Source: City of Cape Town Health Directorate Organisational Structure

4.3 Structured Management Communication in City Health

All internal communication in the directorate is two-way, meaning top to bottom and vice versa. The Executive Director has a bi-monthly meeting with his management team called the Health Management Team (HMT) meeting. Attendants include:

- The Sub District Managers
- Manager: Specialized Services
- Manager: Finance
- Manager: Support Services
- Adhoc attendance by staff to give feedback on delegated tasks specific to their field of expertise

The Executive Director also has a separate monthly communication meeting with:

- Environmental Health Management and
- Primary Health Care Management

The Manager Specialised Support Services has a bi-monthly meeting with his managers (as identified previously in diagram 4.4)

The Sub district manager has a bi-monthly meeting with his/her team called the Sub District Management Team (SDMT) meeting which is attended by the:

- Manager: Environmental Health
- Principal Environmental Health Practitioner
- Manager: Primary Health Care and Programs
- Clinic (facility) Managers
- Sub District Trainer
- HIV Coordinator
- TB Coordinator
- Health Information Officer
- Health Promotion Officer
- Administrative Officer
- Sub District Pharmacist
- Senior Medical Officer

The Environmental Health Management Sub Committee has a standing monthly meeting which includes representation from the Provincial Environmental Health Department.

The Manager: Primary Health Care and Programs has a bi-monthly meeting with all the clinic managers of the sub district.

The various line managers communicate to staff on ground level all delegated instructions and relevant information at standing or adhoc meetings for implementation.

4.4 Workforce Profile of City Health

The following information on the workforce composition (race and gender profile) of the Department was obtained from the Employment Equity Office of the City and is based on figures at 28 February 2006.

Occupational Level: Permanent Staff (Table 4.2)

Occ Lev	Permanent											Permanent Total
	African		African Total	Coloured		Coloured Total	Indian Female	Indian Total	White		White Total	
	Female	Male		Female	Male				Female	Male		
2000									2	3	5	5
3000	12	4	16	21	11	32	1	1	21	27	48	97
4000	70	15	85	143	34	177	3	3	47	55	102	367
5000	70	23	93	116	58	174			14	6	20	287
6000	33	23	56	63	38	101			1	2	3	160

Grand Total	185	65	250	343	141	484	4	4	85	93	178	916

Occupational Level: Temporary Staff (Table 4.3)

Occ Lev	Temporary										Temporary Total	Grand Total
	African		African Total	Coloured		Coloured Total	Indian Male	Indian Total	White			
	Female	Male		Female	Male				Female	Male		
2000	4	5	9	3	3	6			1	1	1	6
3000							1	1				16
4000	84	11	95	91	5	96			2	2	4	560
5000	24	9	33	24	5	29			4	4	8	353
6000	1	3	4	7	5	12			2	2	4	178
----	4	3	7	3		3						10
Grand Total	117	31	148	128	18	146	1	1	9	9	18	1220

Occupational Categories: Permanent Staff (Table 4.4)

Occ Cat	Permanent											Permanent Total
	African		African Total	Coloured		Coloured Total	Indian Female	Indian Total	White		White Total	
	Female	Male		Female	Male				Female	Male		
1000				1		1			2	3	5	6
2000	3	1	4	14	4	18	1	1	11	11	22	46
3000	72	16	88	138	48	186	3	3	51	66	117	394
4000	25	7	32	57	26	83			15	10	25	140
5000	58	13	71	83	9	92			5	1	6	169
7000		3	3			6						9
8000		2	2	1	8	9				1	1	12
9000	27	23	50	49	40	89			1	1	2	141
Grand Total	185	65	250	343	141	484	4	4	85	93	178	916

Occupational Categories: Temporary Staff (Table 4.5)

Occ Cat	Temporary											Temporary Total	Grand Total
	African		African Total	Coloured		Coloured Total	Indian Female	Indian Total	White		White Total		
	Female	Male		Female	Male				Female	Male			
1000	2	2	4	3	2	5			1	1	2	10	16
2000	5	3	8	12	3	15	1	1	1	1	2	25	70
3000	89	16	105	81	4	85			1	1	2	191	585
4000	7	4	11	11	2	13			4	4	8	28	168
5000	13		13	15	1	16			1	1	2	30	199
7000													9
8000													12
9000	1	6	7	6	6	12			1	1	2	20	161
Grand Total	117	31	148	128	18	146	1	1	9	9	18	304	1220

4.5 Skills Development in the City Health

Legislatively Government's skills development strategy requires every organisation to submit a Work Skills Plan (WSP) to their relevant Sector Education and Training authority (SETA). The WSP is the Education, Training and Development Strategy of the employer and supports the attainment of the organisation's strategic goals and organisational requirements. The strategy is expressed in specific annual targets, e.g. the prioritised training needs, numerical targets per employment category, race, gender and disability. It also includes a budgetary allocation. (City of Cape Town Guide to Developing Workplace Skills Plan 8, 2007:03)

The WSP provides a structured plan to the employer whereby skills development can take place. Concurrently it provides the SETA with critical quantitative and qualitative information and statistics that enable it to establish the profile of the sector, its needs in relation to the sector's development path and to develop a comprehensive Sector Skills Plan. It further identifies areas where high skills development is required

which allow for the identification of skills area in which Learnerships and Skills Programs can be developed. (City of Cape Town Guide to Developing Workplace Skills Plan 8, 2007:03)

The development of a WSP cannot be done in isolation because the City's training strategy must be aligned with the National Skills Development Strategy and the Local Government, Services Sector Skills Plan therefore the following documents must be considered when developing the WSP:

- Strategic Priorities and Pledges for the City of Cape Town
- Business Plans for each Directorate and Department
- Directorate and Department Balanced Scorecard
- Sector Skills Plan
- National Skills Development Strategy
- Employment Equity Plan For the City

Director's strategic training priorities (City of Cape Town Guide to Developing Workplace Skills Plan 8, 2007:06)

The following form illustrates the prioritised training interventions for each Occupational category for the City Health Directorate staff to support them in achieving the directorate's strategic objectives. The training needs are divided into different priorities namely:

- 1) Statutory
- 2) Critical
- 3) High Priority and
- 4) EE related

The training needs are however restricted to the categories that completed the questionnaires.

PRIORITISED TRAINING NEEDS PER OCCUPATIONAL CATEGORY: Identify the prioritised training needs specifically pertaining to each occupation category (i.t.o. the Employment Equity Act). Please refer to the description for each occupational category.

Key: Priority Training Needs	
1. Statutory	Legislative requirement
2. Critical	Critical to meet service delivery obligations
3. High Priority	Will greatly enhance service delivery
4. EE related	e.g. ABET, Diversity Management, Leadership Development, Learnerships etc

OCCUPATIONAL CATEGORY	PRIORITISED TRAINING INTERVENTIONS	PRIORITY
Legislators, senior officials and managers	Health and Safety Act / Skills Development Act / Levies Act / Employment Equity Act / Health & Safety Act	
	Financial Management	
	General Strategic Management Skills and Leadership Development	
	Health Information Management	
	Industrial Labour Relations	
	Project Management	
	Change Management	
	Diversity Management	
Professionals (Drs and Pharmacists)	Health And Safety Training	
	Induction and Orientation	
	HIV / Aids Training	
	TB Training	
	Chronic Lifestyle Disease Management	
	Pharmaceutical Update / EDL/Management of patient	
	Diversity Management	
	Customer Care Courses	
Technicians and associate professionals (Professional Nurses, Radiographers, Illustration Artists, Specialised Inspectors and testers of electronic, electrical, mechanical, etc. products, Laboratory Technicians, Librarians, Designer, Quality Inspectors)	Teambuilding	
	Health And Safety Training - <i>All</i>	
	Induction and Orientation - <i>All</i>	
	Childhealth Training - <i>P/N & E/N</i>	
	Reproductive Health Training - <i>P/N & E/N</i>	
	HIV / Aids Training - <i>P/N & E/N</i>	
	TB Management - <i>P/N & E/N</i>	
	Syndromic Approach Management STI - <i>P/N</i>	
	Presentation Skills - <i>Trainers/Co-ordinators</i>	
	Diversity Management - <i>All</i>	
	Time Management - <i>Clinic Managers</i>	
	Customer Care - <i>All</i>	
	IT - <i>Clinic Managers/Trainers/Co-ordinators/EHP's/Pharmacists</i>	
	Sensible Drinking - <i>EHO</i>	
	Project Management	
	Domestic Violence	
	Noise Impact Assessment - <i>Noice Unit</i>	
	Hazard Analysis Critical Control Point - <i>EHP's</i>	
	Community Development / Healthy Cities - <i>EHP's</i>	
	Peace Officer Training	
Air Polution & Waste Disposal Management		
Environmental / Health Risk Assessment		
Air Polution Computer Modelling		
GIS Studies - <i>EHP's</i>		
Clerks (Secretaries, Clerical Staff, Office Helpers, Telephone Operators, Typists, Electronic Data Processors, Admin Officers, Health Information Officers)	Health And Safety Training	
	Orientation & Induction	
	Computer Courses	
	Registry Training	
	Customer Care	
	Diversity Management	
	Orientation	
	Health Information Officer Training	
	HIV Awareness	
	Admin Skills (Minutes, Typing Skills) - <i>Relevance</i>	
Service and sales workers (Environmental Health Assistant, Enrolled Nurses, Enrolled Nursing Assistants, Pharmacy Assistants)	Health And Safety Training	
	Orientation & Induction	
	Learnership Pharmacy Assistant Post Basic	
	Pharmacy Assistant Dispensing Course - <i>4 months</i>	
	Dispensing Course Xhosa Basic Introduction	
	Sexual Reproductive Health EN & ENA	
	HIV Awareness and Counselling	
	TB Management	
	Infection Control	
	Health Promotion	
	Medical Observations	
	Abbet	
	Diversity Management	
	IT - <i>Basic/MS Excel/MS Word - Pharmacy Assistant</i>	
Customer Services		

Source: (City of Cape Town Guide to Developing Workplace Skills Plan 8, 2007)

4.6 Strategic Objectives of City Health

4.6.1 The District Health Plan

The Cape Town Metro District boundaries of Provincial government are the same as the City of Cape Town municipality. It has a census population of 2,891,877 and includes the two urban renewal nodes of Khayelitsha and Mitchells Plain. (City of Cape Town IDP, 2006/07:226)

The District Health Plan (DHP) focuses on the health priorities and Primary Health Care priority conditions. The Provincial priorities cover most of the City Health priorities but some services are presently rendered by Provincial government only. These services are:

- Implementation of full package of care at District Hospitals
- Community home based care
- Chronic non-communicable disease
- Trauma and emergencies (City of Cape Town IDP, 2006/07:226)

The DHP will be converted into operational business plans for Metro District Health Service (MDHS) and City Health using specific measurable indicators and targets for the district and each of the eight sub districts. The business plans are monitored monthly and quarterly (see appendix C). (City of Cape Town IDP, 2006/07:229).

The combined priorities is summarised below and include the City Health priority of a healthy environment. All of this is within the broader envelope of the Health Care 2010 plan of which 2006/07 will be the first year of implementation. (City of Cape Town IDP, 2006/07)

4.6.2 Development of District Health Service

The impact of the National Health Council to provincialise City Health primary health care services over three to five years is unknown at this stage. However the provincial Metro District Services (MDHS) will implement sub district management structures in 2006/07 as part of the Health Care 2010 plan. This will enable

coordinated sub district action with the City's Health sub district management. (City of Cape Town IDP, 2006/07:226)

4.6.3 Shared HIV and AIDS

The objective is to strengthen the prevention, treatment and care components for HIV and Aids. The focus will be on existing condom distribution strategy and other prevention interventions driven by a multi-sectoral approach within the City Health and MDHS (City of Cape Town IDP, 2006/07:227).

The existing three City Anti Retroviral Treatment (ART) sites will become the responsibility of the Provincial Government. The targets for clients on anti retroviral treatment will be 17,320. One service offering treatment to TB clients on ART will also be piloted. City Health specifically aims to reduce the incidence of sexually transmitted infections (STI) through early syndromic treatment and prevention interventions. The target for Voluntary Counselling and Testing (VCT) from the age 15 years and older is set for 7.8% (City of Cape Town IDP, 2006/07:227).

4.6.4 Tuberculosis

The two important objectives are (1) to increase case finding (particularly at provincial facilities) and (2) to improve the new smear positive cure rate from 70% to 72%. Systems will be implemented at the National Health Laboratory Services to monitor the ratio of positive to negative sputum smears to set realistic increased targets (City of Cape Town IDP, 2006/07:227).

The City identified HIV/AIDS and TB as one of its priority programmes. The existing services rendered by the clinics to support the program are health education, condoms distribution, voluntary counselling and testing, prevention of mother-to-child- transmission, treatment for sexually transmitted infections (STIs), women and child health services (adolescent and youth friendly), HIV support groups, treatment of HIV opportunistic infections and TB treatment as well as anti retroviral treatment at three facilities (more than a 1000 clients on treatment). Patients who require

treatment are also referred for home based care (delivered by NGOs) and higher level services (City of Cape Town IDP, 2006/07:171).

The City also appointed HIV/AIDS and TB coordinators in all sub districts to strengthen and support the implementation of all related programmes. The aim of present initiatives is to strengthen general HIV care in clinics and to improve the support services available. Community based support groups were also established to provide further support to patients and their families (City of Cape Town IDP, 2006/07:171).

The goals of the program are to:

- Mobilise all sectors in a developmental intervention to fight HIV/AIDS and TB
- Reduce the number of new infections (especially among the youth) through mainstreaming a multi sectoral intervention strategy
- Reduce the impact of HIV/AIDS on individuals, families and communities and specifically on the Council workforce
- Reach an 85% cure rate for new smear positive TB cases (City of Cape Town IDP, 2006/07:171).

4.6.5 Women's Health

The IDP of the City focuses strongly on gender issues therefore reproductive health and termination of pregnancy services are strengthened. The key indicator is to increase the cervical smear coverage in the province that will increase from 41% in 2005/06 to 50% for 2006/07 (City of Cape Town IDP, 2006/07:227).

4.6.6 Child and Adolescent Health

The districts have experienced a gradual improvement in the infant mortality rate (IMR) to 23.8 in 2004. The target is to improve on this trend and reach below 23/1000 for 2006/07. The death of infants under five years due to diarrhoea and gastroenteritis remain a serious concern and a multi sectoral programme will be initiated to target the high season for gastroenteritis (February to May). The District Health Information System data on diarrhoea cases is poor therefore the aim will be

to reduce the number of deaths versus that of the previous year (City of Cape Town IDP, 2006/07:227).

4.6.7 Quality of Care

There is a close link between quality of care and improved monitoring and evaluation. Complaints and compliments are monitored of which the results will be utilised in local action plans to improve problem areas. (City of Cape Town IDP, 2006/07:228)

Training and workshops on Batho Pele and the patient charter will be held for all provincial staff whiles City Health will be delivering on strengthening leadership and teams as well as efforts to create a dynamic workforce (City of Cape Town IDP, 2006/07:228).

4.6.8 Social Capital

The social capital interventions are done in all sub districts however focus are on the urban renewal nodes of Khayelitsha and Mitchell's Plain and covers the following:

- The integrated management of childhood illnesses (IMCI) with specific emphasis on the management of diarrhoea using community field workers
- Strengthening the immunization campaign
- The management of chronic disease to ensure continuity of care
- Community involvement and partnerships through health committees, sub district health forums, Cape Metro Health forum and the eight sub district multi-sectoral action teams (MSATs) focussing on local response to HIV and AIDS (City of Cape Town IDP, 2006/07:228).

4.6.9 Healthy Environment

City Health is presently reinforcing its environmental health component (municipal health services). The component is delivering on its targets through routine monitoring as well as healthy cities projects that specifically target hot spot areas (City of Cape Town IDP, 2006/07:228).

A key objective is the implementation of the new Air Quality Management Plan for the City. The plan includes eleven objectives which include the setting of specific local air quality standards and targets for Cape Town, the improvement of air quality in the informal settlements through the Khayelitsha Air Pollution strategy and ongoing testing of diesel vehicles with a target of testing 6500 vehicles in the year (City of Cape Town IDP, 2006/07:228).

Environmental Health also has a food quality and safety program which include continues food monitoring. The target set for 2006/07 is that 95% of informal sector food handling enterprises to have a certificate of acceptance (COA). The percentage of food samples complying with relevant standards is set at >85%. The target for vector control is to establish 15000 block bating stations throughout the city (City of Cape Town IDP, 2006/07:229).

Environmental health interventions are vital to the success of the diarrhoea strategy therefore a target of 200 health and hygiene projects were set in informal settlements across the Cape Town. The plan is to put greater focus on noise pollution due to the rapid increase of residents in the CBD. (City of Cape Town IDP, 2006/07:229)

4.7 Conclusion

The chapter provided the reader an opportunity to understand how the directorate functions in order to deliver on its strategic objectives as identified in the City's Integrated Development Plan. The strategic objectives of the City are dynamic and change as the political leadership changes however the priorities of City Health have remained more or less the same. The District Health Plan identified the health priorities and Primary Health Care priority conditions which cover both the Provincial and City Health priorities including that of environmental health. All the programs identified works towards the achievement of the strategic objectives and are further transformed into more measurable business plans that can be monitored to evaluate progress.

The National Health Act of 2004 identifies Municipal Health Services (Environmental Health) as a local government mandate but identifies Primary Health Care Services as the function of Provincial Government. Primary Health Care forms the largest part of City health services and therefore the impact thereof on the future of the directorate is still unknown. City Health at a glance however includes:

- 83 clinics and health care centres, as well as 18 satellite clinics and 6 mobile ones- 107 in total
- There were more than 4,5 million patient visits to City clinics during the 2004/2005 financial year
- More than 100 000 children under the age of two visit clinics or are assessed by City Health every year
- Of the City Health's 1240 staff, most are clinical staff. Approximately 150 are involved in environmental health management
- City Health's annual budget is R305-million. Of this, R103-million is a subsidy from the Provincial department (Contact Newsletter, November 2005:10)

The purpose of the next chapter is to present and discuss the findings of the survey and the analysis of the data.

Chapter 5

Data Collection and Analysis

5.1 Introduction

The purpose of this chapter is to present the findings of the study and the analysis of the data. I will discuss the sampling procedure, sample size, the sample frame, the amount of respondents, the composition of the sample. Then highlight and provide a descriptive analysis of the trends on the different sections and questions in the survey.

5.2 Sampling Procedure

Permission was obtained from the Executive Director to conduct a survey among the City of Cape Town Health Directorate. The purpose of the survey was to determine the employees' perception and attitudes towards employment equity in the organisation.

At the time of the survey the Directorate had one thousand two hundred and forty (1240) employees of which a sample of thirty percent was selected. The different functional departments vary in size and some were found to be quite small with very little staff. Welman and Kruger (2001:65) states that if there is a difference in size and heterogeneity of the strata the size of the strata must be adjusted accordingly i.e. the smaller the strata the larger the size of the sample.

Cognisance must however be taken that the units of analysis from which we eventually obtain usable data may be smaller than the original unit of analysis due to various reasons e.g. refusal to participate, incomplete questionnaires etc. It is therefore advised to draw a larger sample than the one for which complete data is ultimately desired. Welman and Kruger (2001:65). The size of the sample must also be large enough to reduce the sampling error and to reduce bias. (Lategan, Vermeulen and Truscott, 2003:36). For these reasons I decided to select a thirty percent (30%) sample size.

In total three hundred and seventy two (372) questionnaires were distributed. Appointments were made with the respective sub district managers to explain the purpose of the research and to gain a slot at their monthly sub district meeting.

The monthly meeting is attended by the sub district management team and the various clinic managers. This was an ideal platform to inform the managers about the research and to distribute the questionnaires for their staff. The managers could decide at random who would constitute the thirty percent of their respondents but were requested to distribute at least one questionnaire to nursing staff, one to administrative staff and one for the manager of the facility. In this manner I would acquire the opinion from different levels in the organisation. Participation in the study was however voluntary.

Attached to the questionnaire (see appendix A) was a brief cover letter which outlined who is conducting the survey with contact numbers to clarify anything, the purpose of the questionnaire and the study, what is expected of the respondent, a deadline and a word of gratitude for their time and effort.

Out of the eight sub districts it was possible to attend the monthly management meetings of six sub districts. In the other two sub districts (Eastern and Southern) the questionnaires were hand delivered, electronically mailed (where possible) and lastly posted using the internal courier service.

The questionnaires to the specialised support services departments and head office were hand delivered and electronically mailed after meeting with the respective managers. The same criteria as with the nursing staff were however applied to obtain representivity.

All respondents were requested not to put their names on the questionnaires because the study involves broad trends of opinion and not individual replies. Those that received their questionnaires via electronic mail were assured that the questionnaires will be treated with the utmost confidentiality. All staff was

encouraged to answer as honest as possible. The respondents were also restricted to those working for the City for three years and longer. The data was collected over a period of two months, from August to October 2006 due to logistical difficulty, time constraints and the availability of management for appointments.

5.3 Data Collection

The assessment of progress of an organisation in terms of critical success factors requires the use of audits. (Human et al., 1999:51) An Employment Equity audit is an assessment of the organisation's present status with regards to EE and also provides guidelines for the development of a strategy. (Human, 1993:19)

Such audits take place at three levels: an investigation into workforce composition, an inquiry into present policies and practices and an audit of attitudes and perceptions. It provides an overview of the current people development climate and extent of discriminatory practices in the organisation as well as the opportunity to identify the areas that need to be addressed to become an equal opportunity employer. (Human, 1993:19)

The EEA also requires designated employers to analyse their employment policies, practices, procedures, and working environment to identify employment barriers that unfavourably affect members of designated groups. The analysis must also include the development of a workforce profile to determine representivity of designated groups in the workplace. (South Africa. Employment Equity Act 1998:11)

The Act does not however outline the form the audit should take, therefore Human et al suggests that that it should include an assessment of the following critical success factors: A strategic commitment, staffing, the role of line management and organisational culture, the role of the human resource function and contracting to black and female-owned businesses (Human et al., 1999:51). My survey however excluded the role of the human resource function and contracting to black and female-owned businesses. This was done because (1) the directorate and corporate human resource departments' does not play a significant role in appointment of staff,

line management is the major role player in this task and (2) only a small part of the staff deals with procurement issues.

(Human 1993:24) points out that the audit of attitudes and perceptions has the following objectives:

- To provide an indication of the perceptions and attitudes of employees to present people development policies and practices in general and AA in particular
- To provide a constructive, yet critical, analysis of present people development policies based on existing employee attitudes (supplemented by the investigation into workforce composition and an analysis of actual policies and procedures)
- To provide an indication of the perception and attitudes of employees towards other factors impacting on people development in general and AA in particular
- To provide recommendations concerning an AA/ people development strategy or recommendations concerning the adaptation of current strategy

Two hundred and eighteen (226) questionnaires were completed out of the three hundred and seventy two (372) which count for a very positive (60,7%) return considering two sub districts, had a very low return, (28% from South) and (17% from Khayelitsha). Eight (8) questionnaires were also spoiled and could not be used as part of the final findings.

5.4 Data Analysis

The questionnaires were marked individually and then analysed statistically using the SPSS software package.

5.4.1 The Questionnaire Design

The questionnaire used in this study is based on the Likert scale. According to Welman and Kruger (2001:150) there are four different types of attitude scales,

however the summated or Likert scale is regarded as the easiest to compile than any of the other scales. It can also be used for multi-dimensional attitudes, which is impossible to do with the other scales.

The Likert scale consists of a selection of statements about the attitudinal object, which can either be positive or negative. In respect to each statement, the responses are divided along a five-point scale: strongly agree to strongly disagree. The questionnaire contains the same number of positively and negatively formulated items and the positive items are regarded as having the same attitudinal intensity as the negative items. (Welman and Kruger, 2001:150) In this study however respondents could also select a `don't know` category, which in itself can define the knowledge or interest on the subject tested. All the positive responses were added, e.g. the results of the strongly agree section plus the agree section similarly with all the negative responses and is reported as one percentage.

The five sections in the questionnaire contained the following broad dimensions each one with additional space should anyone want to provide any comments (see appendix A). Some of these comments are then added at the end of the findings:

- Profile (biographical details)
- Strategic Alignment
- Staffing and People Management
- The Placement Process and
- Diversity Management

The questionnaire was available in English; however the staff was informed that if there is a need for any clarity, it would be provided on request.

5.4.1.1 Profile of the Sample

This is to determine the profile of the respondents being surveyed in order to determine whether it is representative of the organisation and to determine any correlations between the profile and the other dimensions. The profile includes post level, reporting level, race, disability and gender.

5.4.1.2 Strategic Alignment

The strategic alignment dimension included ten statements to determine whether staff perceives that employment equity is regarded as a priority in the strategic vision of senior management. Statements used for example are: Senior managers are genuinely committed to racial equality and Managers have objectives relating to employment equity included in their performance appraisals.

5.4.1.3 Staffing and People Management

This dimension included forty three statements which aim to determine the attitude and perception regarding the employment, training and representivity of staff in the organisation as well as recruitment and employment equity policies (including the communication thereof) and job satisfaction. Statements included are: The organisation has a workforce plan which indicates how many and what kinds of people will be needed in the future, Recruitment and selection policies are fair, Employees are regularly consulted regarding the employment equity strategy, Education, training and development of staff is done to accelerate individuals from designated groups, Interviewing panels are representative during interviews, Affirmative Action is discrimination in reverse.

5.4.1.4 The Placement Process

The City is presently restructuring and the placement process is been ongoing since 2002. There are ten statements in this dimension of which the main purpose is to determine whether staff feel that the process had a positive contribution to achieve equality in the organisation. Statements include: The placement process minimized redundancies and retrenchments as far as possible, Employment Equity was a priority when staff was appointed and placed in the new structure, No employees were unfairly advantaged during the process, staff is in general positive regarding the changes during the restructuring and placement process.

5.4.1.5 Diversity Management

The purpose of the Diversity Management dimension is to establish the attitude of

staff towards their colleagues, how they perceive and interact with other cultures, gender and race and how the organisation fairs with regards to diversity management. There are twenty statements made which include: There is no unfair discrimination which has been due to a person's race, ethnic group, gender, religion, HIV status etc. People generally don't make racist comments, I know of no open conflict between people of different groups. Black people rarely accuse white people of racism when Whites criticise them, Policies and procedures do not discriminate against Blacks.

5.5 Limitations of the Study

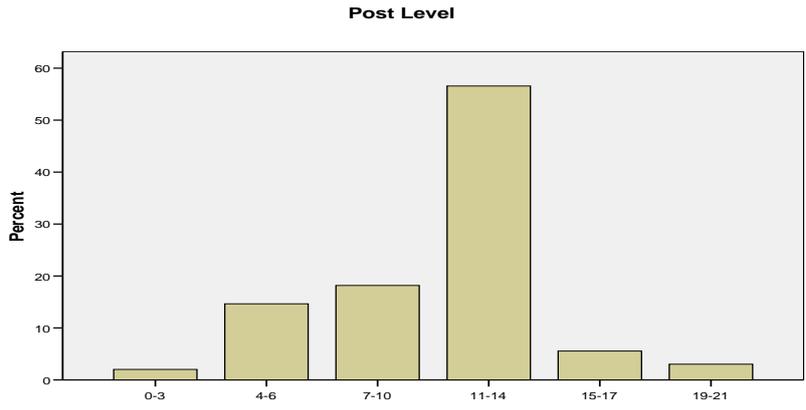
The limitations of the study are as follow:

- The majority of the respondents, almost eighty percent, are from the 'designated group' as defined in the EEA
- Seventy four percent of the respondents are females- most of the staff forms part of the curative health care sector and include nurses, which was generally more of an accepted profession for females than for males
- One of the sub districts with predominantly black staff only returned seventeen percent of their questionnaires
- The study is limited up to where the realignment process of Council started in July 2006. The views of the employees are therefore based on up and until that time, which only includes the first placement process and not the latter.

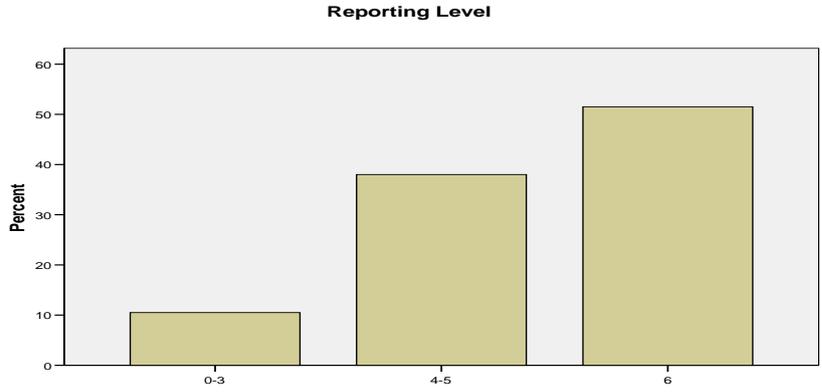
5.6 Findings

5.6.1 Staff Profile

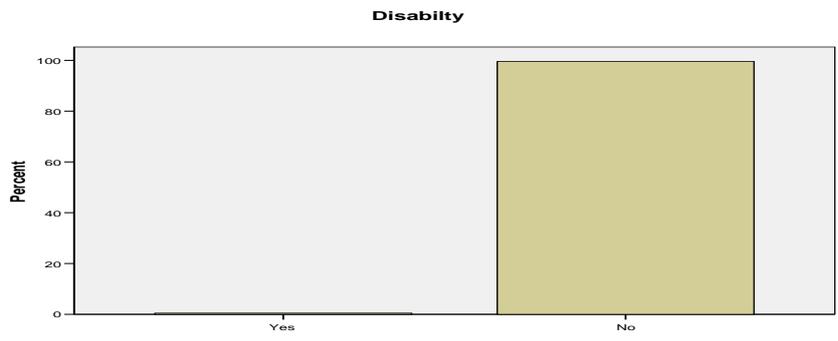
Of the subjects that responded the profile could be divided as follows:



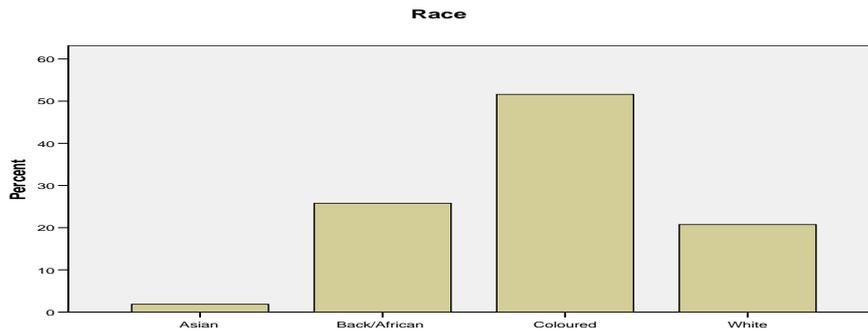
The majority (56, 6%) of the of the respondents were between the post level 11&14, whereas (18.2%) were between 7-10, (14,6%) were between 4-6, (5,6%) were between 15-17, (3%) were between 19-21 and (2%) between 0-3.



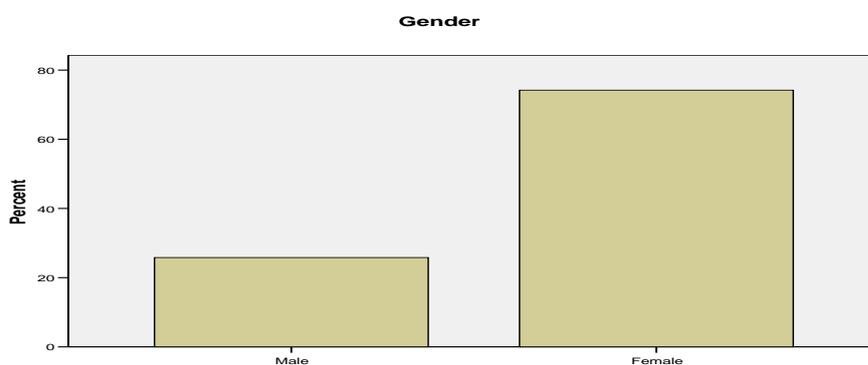
More than half (51,5%) of the respondents were at reporting level 6, followed by (38%) between levels 4-5 and (10,5%) between levels 0-3.



Only (0.5%) of the respondents were in the disability category and (99.5%) indicated no disability



The majority of the respondents is coloured (51.6%), (25,8%) is black, (20.7%), is white and (1,8%) is Asian



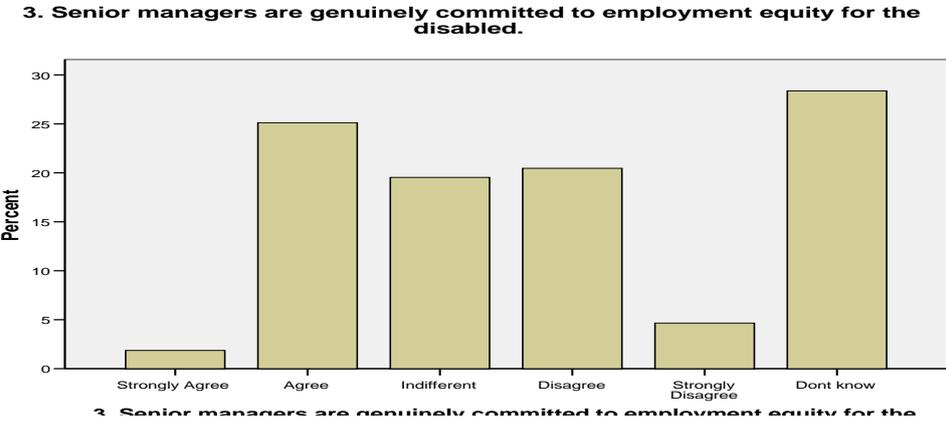
The majority of the respondents were females (74.2%) and the males were (25,8%)

5.6.2 Strategic Alignment

Within its EE policy and plan the City acknowledges that their EE strategy will fail unless the process is driven by the City Manager, senior executives and line managers. It further states that the organisation's commitment to EE must be reflected in its budget, planning and spending of funds.

Fifty five percent (55%) of the respondents agreed that EE is regarded as a strategic issue or a matter of great importance managed by senior managers. Fourty seven percent (47%) also agreed that senior managers are genuinely committed to racial equality and fifty two percent agreed to their commitment to gender equality. This is therefore a good indicator that the department is doing well with its strategic commitment to EE. Comment: My department is currently dominated by female staff (98%) of which blacks occupy (70%) of these nursing posts. Gender equity is therefore not a problem area.

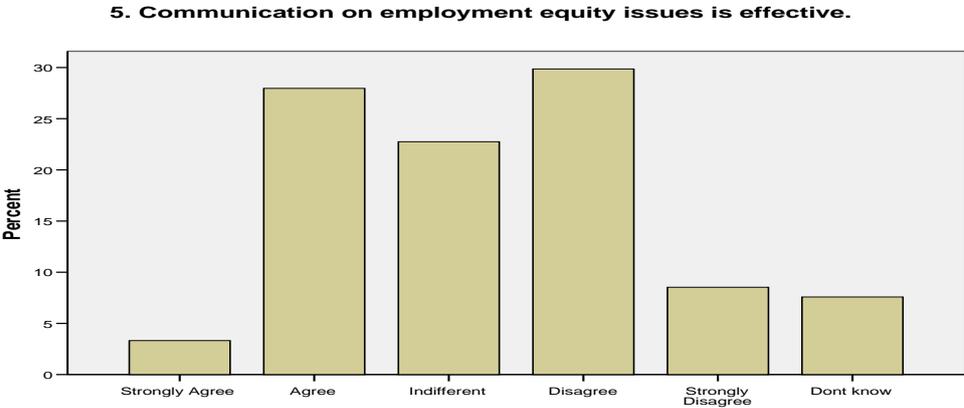
There are however doubts around their commitment to EE for the disabled. Twenty seven percent (27%) agreed they are committed and twenty five percent (25%) disagreed. A high percentage of respondents, twenty eight percent (28%), were also recorded saying they did not know whether there is a genuine commitment. Another point to highlight is that out of the two hundred and eighty six people in the sample only one person was from the disabled category. Considering the results there is a suggestion that management is perhaps not doing enough to prove their commitment to EE for the disabled. Comments: Although provision has been made for wheel chair facilities to gain entrance to the buildings, no other significant changes has been granted regarding the above.



Communication is addressed throughout different sections of the EEA emphasising the importance of effective communication with staff i.e. section 13, 16, 17, 18 and 25. The EE policy and plan of the City also commits the organisation to continuous and comprehensive communication with staff to reinforce a culture of EE and to ensure the legitimacy of its EE strategy.

Thirty eight percent (38%) however indicates that the organisation is failing in this task with thirty one percent (31%) that agreed effective communication is taking place. The majority, forty three percent (43%), also disagreed that there is a clear understanding amongst most people in the organisation what the EE policy is all about. These results indicate that there is a general lack of communication concerning EE issues. Comment: On clinic level very little get discussed with us in

this regard. Don't have insight on racial and gender equalities. Communication is not effective- only addresses in areas where it needs to be explained or where it is used as a scapegoat to safeguard management. We have no insight in management's vision.



Further support for this observation is the high percentages in the 'I don't know' category that was recorded with the statements: (1) managers have objectives relating to employment equity included in their performance appraisals (33%), (2) managers are rewarded for good performance on employment equity objectives (35%) and (3) employment equity clashes with other important 'business' objectives (30%).

There are therefore three general trends in this dimension of the audit:

- EE is of strategic importance and that senior managers are committed to racial and gender equality
- There is a lack of commitment to EE for disabled persons
- There is a lack of communication to employees with regards to EE issues in the organisation

5.6.3 Staffing and People Management

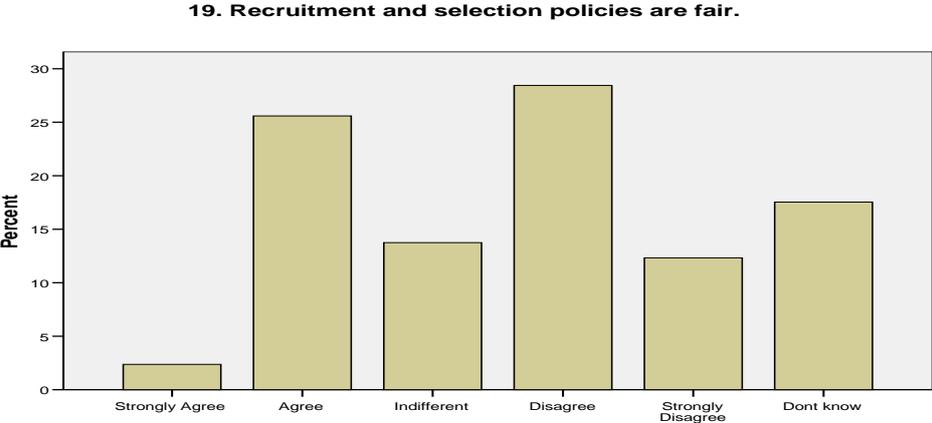
Recruitment and selection are inclined to be the most challenging part of Employment Equity due to the different attitudes towards issues such as quotas, merit and standards.

5.6.3.1 Appointment and Promotion of Staff

A requirement of the EEA is that employers must give due consideration to a `suitably qualified person` when recruiting individuals from designated groups. These qualifications can either be formal, prior learning, relevant experience, or capacity to acquire, within reasonable time, the ability to do the job. The purpose of this requirement is to be inclusive and not to lose valuable skills through evaluating a person only on formal qualifications. The EE plan of the City also requires interviewing panels to be representative so that all staffing can be non-discriminatory.

Fourty seven percent (47%) of the respondents disagreed that formal qualifications is the sole determinant when appointments (promotions) are made, with twenty eight percent that agreed. A further fifty two percent (52%) agreed that interviewing panels are representative during interviews and seventeen percent (17%) stated that it is not the case. It can therefore be stated that the Department is performing well with regard to these two aspects towards achieving EE.

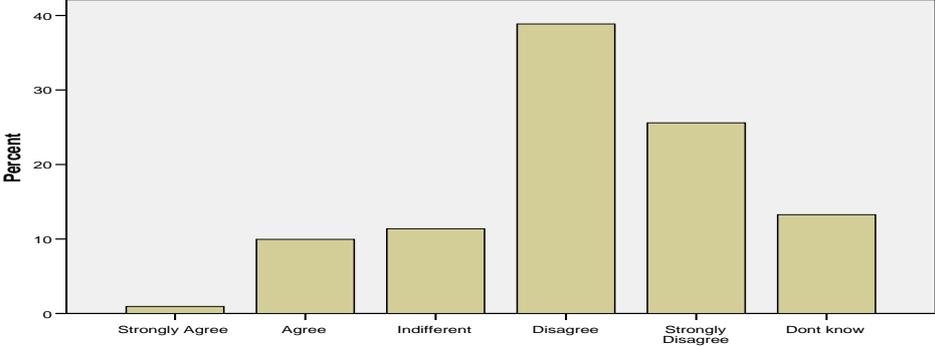
When asked whether recruitment and selection policies are fair, forty one percent (41%), however disagreed with the statement and twenty eight percent (28%) concurred.



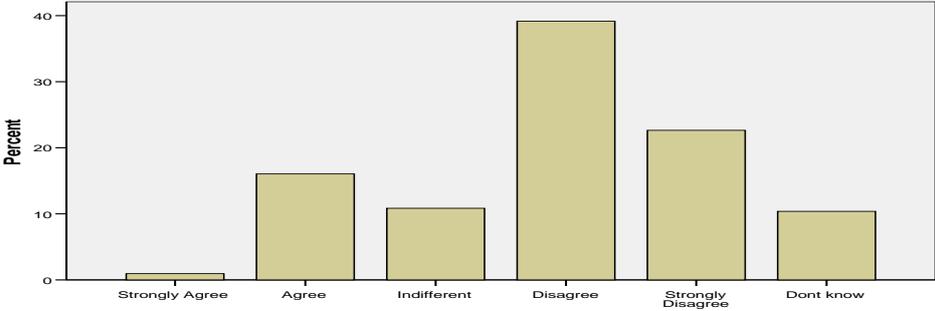
The majority of the staff, sixty five percent (65%), disagreed that people who deserve promotions usually get them and only eleven percent (11%) agreed. Another sixty two percent disagreed that merit and hard work is rewarded in the

department when appointments and promotions are made, and only seventeen percent (17%) agreed that it is indeed true.

20. People who deserve promotions usually get them.



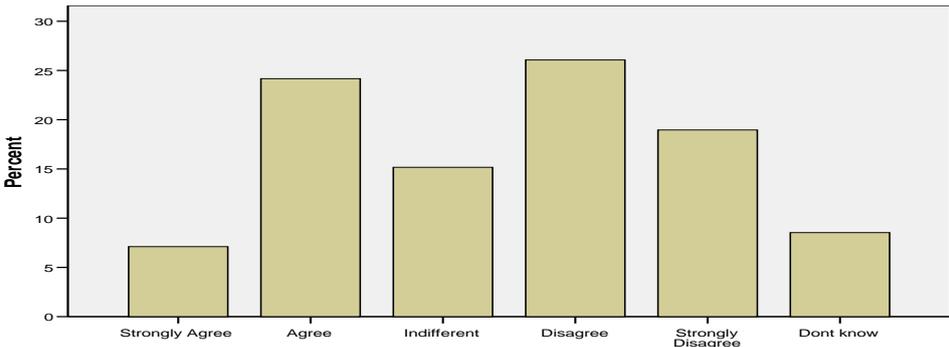
43. Merit and hard work is rewarded in the department when appointments and promotions are made



43. Merit and hard work is rewarded in the department when appointments

A further forty five percent (45%) disagreed that it is not whom you know but what you know and how you perform that gets you a promotion, followed by thirty one percent (31%) that agreed. Comment: Funding is stupidly allocated so that essential services end up short-staffed due to short term/ short sighted 'favourites' of senior management eating funds. Employment Equity is regarded as a strategic issue, however it is not effective, i.e. there is too much favouritism

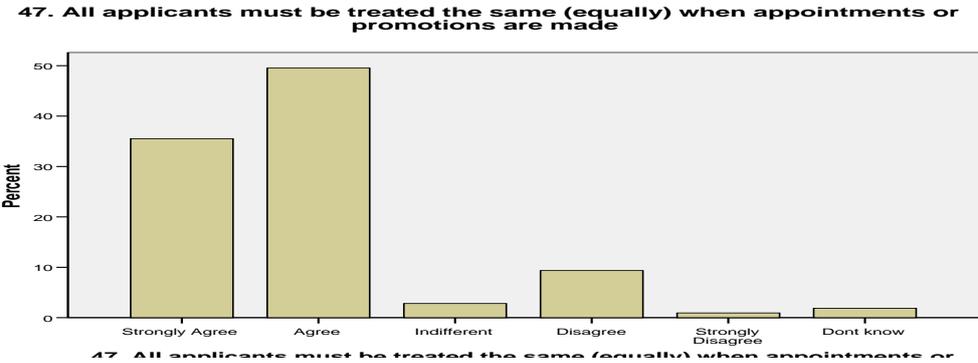
21. In my opinion, it is not whom you know but what you know and how you perform that gets you a promotion.



21. In my opinion, it is not whom you know but what you know and how you

The results show that even though the requirement of 'suitably qualified' is applied and interviewing panels are representative, there is an overwhelming conformity that when it comes to the appointments and promotions of people the respondents are very negative and tend not to have a great deal of trust in the present system. A strong trend emerges that the manner in which policies are applied is inconsistent with the content of the policies. Therefore all indications are that selection, recruitment and appointment of staff are not done in a transparent manner, which is in contradiction to the principles of the EE policy of the City. Comment: Selection, recruitment, appointments and placements of staff was not done in a transparent manner and they are blatantly unfair.

An overwhelming eighty five percent (85%) of the staff agreed that applicants must be treated the same (equally) when appointments or promotions are made, and only ten percent disagreed. Sixty three percent (63%) disagreed that certain groups in the designated group should receive preferential treatment above others and fifteen percent agreed that it should happen. With a further sixty six percent (66%) that agreed that race classification must be removed from all application forms and twenty one percent that disagreed.



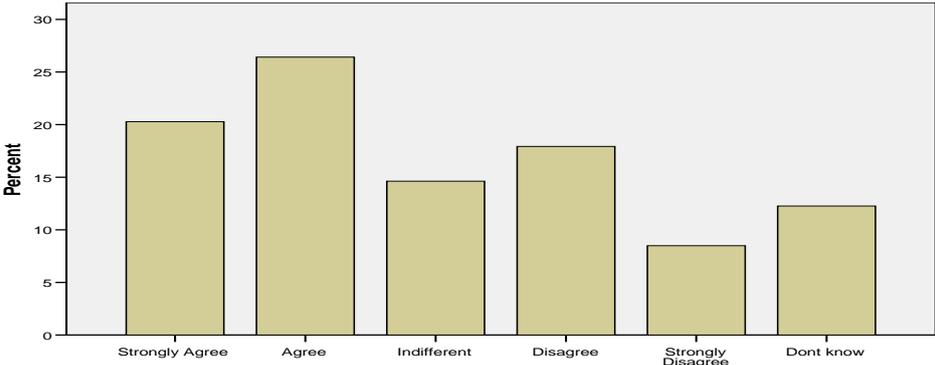
The overall expectation therefore is that all employees should have an equal chance to be appointed or promoted when interviewed for a position, irrespective if the employee is part of the designated group or not. Comment: Why must the surname or the colour of your skin determine if you will be appointed in a position and who you know? Let our skills, knowledge and quality care decide if our applications for a position will be successful. As far as race and employment is concerned, I feel you have to be qualified for the job and not because of a certain percentage of race and

gender.

One of the key methods to measure transformation in an organisation is in its representivity. Approximately fifty one percent (51%) of the respondents agreed that certain demographic groups are underrepresented in the better paying occupations (category and level), and fifty six percent (56%) agreed that certain demographic groups are over represented in the low paid categories. It is therefore a fair assumption that there are still inequalities in the organisation that needs to be addressed and that we might not have achieved all our set goals as yet. This is further supported by the fifty nine percent (59%) that agreed there is a need for AA to achieve Employment Equity in the organisation and the fifty one percent (51%) that disagreed that new incumbents should be excluded from AA.

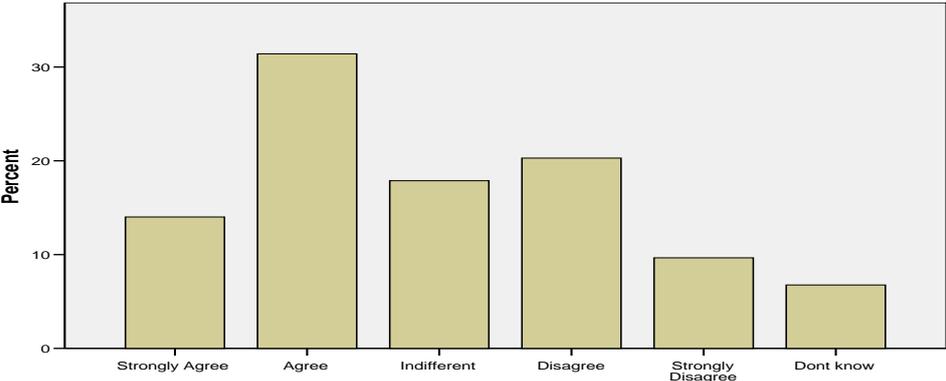
What is interesting though is although most respondents agreed there is a need for AA forty seven percent (47%) also regarded it as discrimination in reverse. The EEA identified target setting and the preferential hiring of designated employees imperative to achieving transformation. The main beneficiaries of preferential hiring therefore include blacks, coloureds, and white females. Combined they make up more than eighty percent (80%) of the sample drawn from the organisation. Therefore it appears very contradictory that the very people that stand to benefit from the strategy would regard it as discriminatory. This is perhaps an indication that there is preferential treatment within the different members of the designated groups and as indicated before staff is not in favour thereof. Comment: Many vacancies are specifically for certain race groups only.

42. Affirmative Action is discrimination in reverse



Fourty five percent (45%) of the staff agreed that only South Africans should benefit from AA policies whereas thirty percent (30%) disagreed with the statement. This research identified that presently there is a massive shortage of skills in our country regardless of race. However because of the impact of an inferior apartheid education system, in particular a shortage of black skills hence one of the proposals of government is to import black skills from other African countries to fill the void. The results therefore indicate that staff does not agree with the importing of skills. A possible reason might be because so many health professionals leave our country for greener pastures, implying in the health profession there is adequate skills but weak retention of skills. Comment: Black people from other countries did not suffer under apartheid why should they benefit when we have our own people to fill positions.

53. Only South Africans should benefit from AA measures



5.6.3.2 The Future of AA

Fourty seven percent (47%) agreed that AA must be a permanent feature in the job market. Most authors argue that AA would cease as soon as EE is achieved, however in reality it is difficult to put a specific time frame or number to the end goal. Respondents hereby agree that AA is a long term strategy and it would take a long while to achieve equality in our labour force. But it can also be that they seek protection against the unfairness of the previous systems and the permanency of AA would guarantee that we do not return to similar situations or environments.

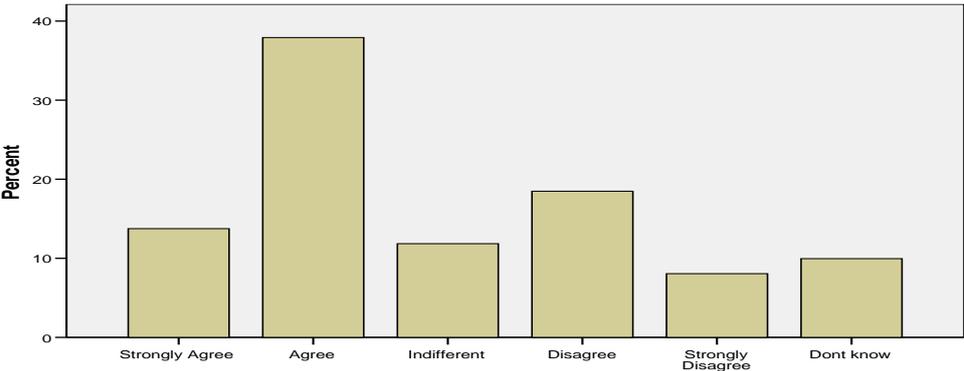
Almost fourty three percent (43%) agreed that it is required of the organization to appoint persons from the designated group at all times and almost twenty five percent (25%) disagreed. This is a complete misunderstanding of the EE policy of

the organisation and the intention of the EEA which does not create a complete barrier to the employment of white males. This perception however might have been created by the many appointments and promotion of people from the designated group in the department and the organisation as a whole.

Around fifty two percent (52%) disagreed that AA must have priority above efficient service delivery when appointments or promotions are made, whereas almost thirty one percent (30%) agreed. The general consensus therefore is although AA is imperative; a high level of service delivery must still be maintained. This is an indication that staff are not in favour of the appointment of wholly unqualified or less than 'suitably qualified' candidates into positions just to get the numbers right. Comment: Previously disadvantaged individuals have an individual right to AA only if they are qualified.

More than half of the respondents, fifty two percent (52%), further agreed that previously disadvantaged individuals are promoted into positions without ensuring they have the necessary skills. Comment: Blacks are sometimes put in posts and not qualified to do the job. However there are also wonderful and qualified ones (blacks). Management does not worry as long as they get the numbers right on paper.

46. Previously disadvantaged individuals are promoted into positions without ensuring they have the necessary skills



This creates the impression that the organisation still puts a great emphasis on meeting EE targets without focussing on the development and support of staff for efficient service delivery. It is therefore not in line with the commitment of the EE policy which commits the organisation to fast tracking the appointment of previously

disadvantaged individuals, but at the same time steering away from prior programs which created problems such as 'window dressing' and tokenism. This can (1) set staff up for failure and many times be perceived as incompetent by their peers and (2) lead to inefficient service delivery.

5.6.3.3 Training and Development of Staff

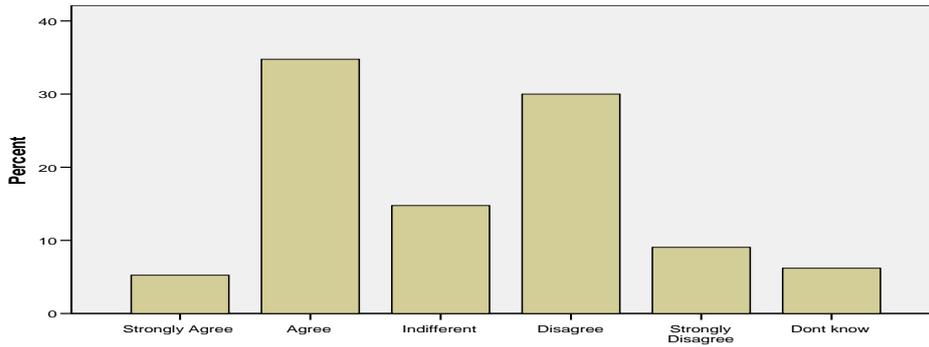
The majority of the staff, forty seven percent (47%), agreed that education, training and development are done to accelerate individuals from designated groups. This means that opportunities are created for employees to gain new or improve on existing skills. In the past blacks and women were denied (quality) training and education which led to our current skills crises in the country.

Sixty four percent (64%) agreed that training in the organisation is based on individual needs whereas twenty three percent (23%) disagreed. The department is therefore doing well in its legislative mandate to improve the skills of the employees, as well as in providing skills that is perceived by staff to be necessary to their operational needs.

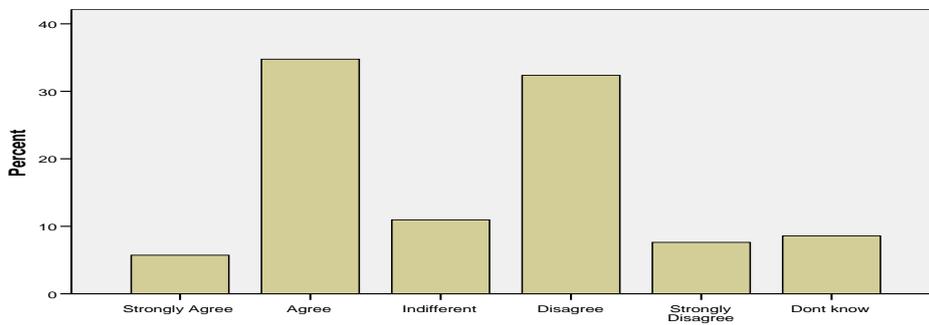
Fifty five percent (52%) respondents agreed managers are acquiring competencies in how to manage a diverse workforce and eighteen percent (18%) disagreed. The general acceptance is therefore that training is done in this regard and there is an evident improvement in the competency level in which they manage diversity issues.

There are however mixed feelings on whether managers have the skills to develop lower level staff. Forty one percent (41%) of the employees believed that most managers are capable and forty percent (40%) disagreed. The results were the same when respondents were asked whether enough pressure is exerted on managers and supervisors to develop their subordinates.

24. I believe that most managers have the skills to develop lower level staff.



25. I believe that enough pressure is exerted on managers and supervisors to develop their subordinates.



25. I believe that enough pressure is exerted on managers and supervisors

In the earlier results it also emerged that many previously disadvantaged individuals are promoted into positions without ensuring they have the necessary skills and in turn just don't have the necessary capability to develop staff. The general perception therefore is that there is a shortfall of skills amongst managers and not enough is done to bridge this problem. It can be concluded that they don't utilise the skills properly, are incapable to transfer the skills or the employees that are obtaining the skills are not the ones that are promoted. Comment: I know we are responsible for ourselves and for our own development in life, but there is money for development of staff, so why can't it be utilised properly to empower us.

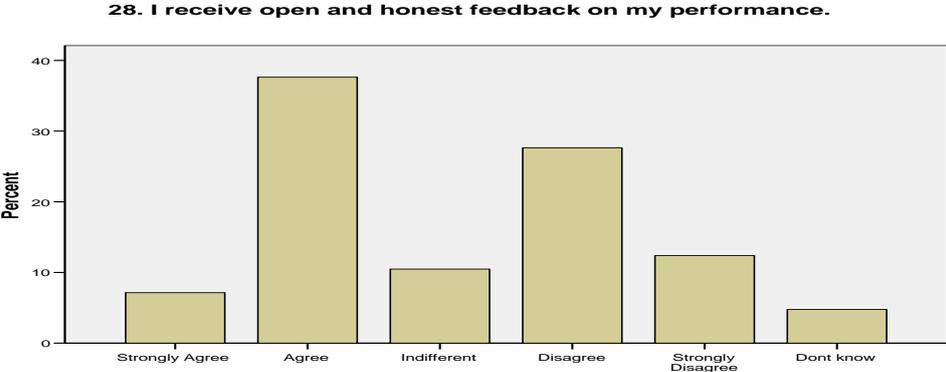
Another possibility however is that some managers do not consider the development of staff as part of their function and therefore do not engage enough on mentoring and training issues. In doing so may lead subordinates to think that they are incompetent of doing so. A further misconception amongst staff (management included) around what entails formal training and what entails development and mentoring and who is responsible for which may also exist. Human (1993:37) also

argues that the development of subordinates is often seen as simply sending employees on training courses. In many organisations managers are not trained to develop and manage people or is the development of staff attach to their performance criteria. It is particularly evident where staff is promoted because of their technical competence rather than their management abilities.

5.6.3.4 Job Standards and Objectives

Sixty eight percent (68%) of employees are in accord that they have clear job objectives as well as clear performance standards. In both cases twenty one percent (21%) disagreed. Fifty eight percent (58%) however disagreed that their performance is appraised regularly against twenty eight percent (28%) that agreed.

There is also a mixed response to the receipt of open and honest feedback on their performance. Forty five percent (45%) indicated their feedback is honest while’s forty percent (40%) disagreed. A further fifty percent (50%) of the staff is not satisfied with the way their talents and potential have been assessed and thirty three percent (33%) is satisfied.



As a result it can be accepted that communication to staff on what is expected of them and the level of service expected is done effectively. The appraisals against these standards though are not done often and honestly enough. The manner in which the appraisals are done is also unacceptable. Regular open and honest feedback on employees’ performance is crucial on how they perceive their working environment. Transparency creates a perception of greater equity and also identifies those areas where future improvement is required. Comment: There is no performance appraisal for categories 10-14 on and downwards.

5.6.3.5 Communication

Forty five percent (45%) employees confirmed that the organisation has a workforce plan in place. Although this is the majority an alarming twenty three percent (23%) disagreed and a further twenty two percent indicated that they don't know if such a plan exists. Comment: City Health has no equity employment targets. AA was applied rigidly with lack of knowledge with regard to the EE Act and the content.

This can be attributed to perhaps two things, (1) the manner in which appointments and promotions are made creates the impression it is not done in accordance to a plan or (2) there is a plan, but it is not communicated to the staff.

Comment: City Health has no equity employment targets. AA was applied rigidly with lack of knowledge with regard to the EE Act and the content. I know the City has an Employment Equity plan in place, but whether it is implemented, I am not sure.

When asked if specific targets and objectives are communicated to staff for the achievement of employment equity, thirty four percent agreed (34%) and disagreed. Again there is a difference of opinion on the communication of EE related issues.

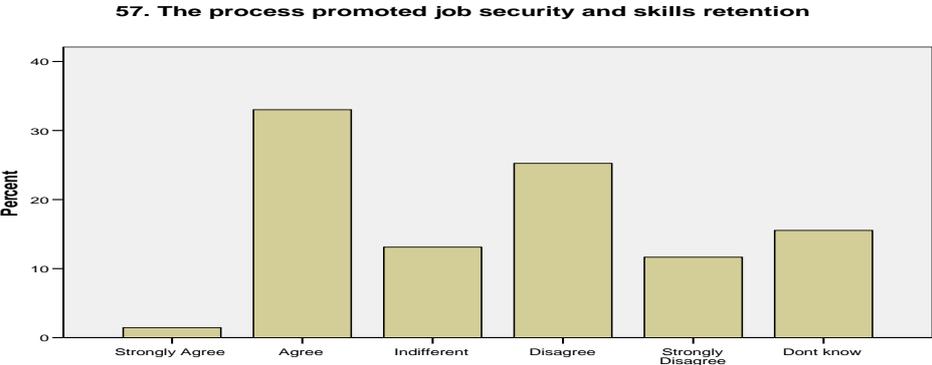
The 'I don't know' category scored high when staff was asked whether racial, gender and disability targets are set in line with organisational and national realities. The percentages varied from twenty nine (29%) to forty one percent (41%). Thirty five percent (35%) also did not know whether the demographics of the department reflect the demographics of the Cape Metropolitan Area (CMA).

A further fifty six percent (56%) disagreed that they are regularly consulted about the employment equity strategy and only eighteen percent (18%) agreed with the statement.

The trend on the lack of communication in the department around EE continuous in this dimension as well. It contributes to the lack of transparency and therefore creates a perception of mistrust and unfairness especially when appointments and promotions are made.

5.6.4 The Placement Process

Fourty six percent (46%) of the staff agreed that the placement process minimized redundancies and retrenchments as far as possible; however they had mixed opinions whether the process promoted job security and skills retention. Thirty seven percent (37%) felt that it did not whiles thirty five percent (35%) believe the opposite is the case. Comment: Implementation of equity employment must not be at the expense of (skills and knowledge). People in acting positions for a long time with excellent performance are actually lost by the organisation because they have to give preference to employment equity even at the cost of client care and client satisfaction.



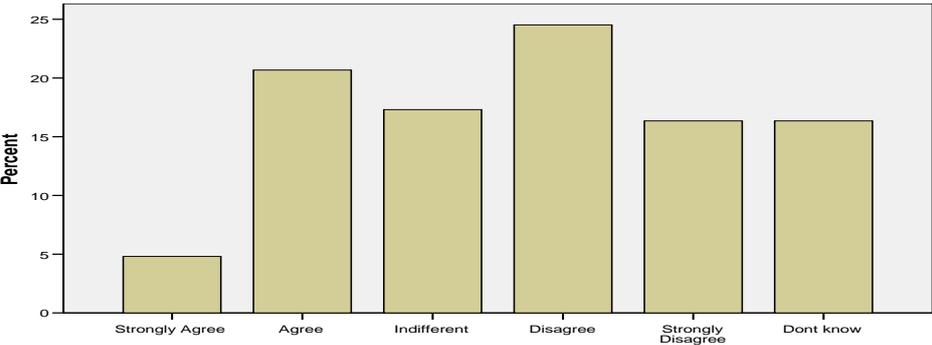
Fifty two percent (52%) agreed that employment equity was a priority when staff was appointed and placed within the new organisational structure. Even so, employees were varied on deciding whether the process achieved representivity in all occupational levels and categories. Thirty three percent (33%) agreed but thirty three percent also disagreed.

It is only fair to say that the EE plan of the City recognizes that not al the goals of EE will be achieved through the restructuring process but state that the process will attempt to speed up the process of a representative and equitable workforce.

Thirty three percent (33%) also acknowledged that the process is only a short-term measure. Therefore they acknowledged that it is not a 'quick fix' solution or the end of the road, but that it is part of a long term process towards achieving EE. A high percentage (30%) was scored in the 'I don't know' category which again raises the question on proper communication in the department.

The trend of mistrust in the appointment and promotion of staff again surfaces when employees are asked about the fairness and the manner in which staffing is done. Forty percent (40%) disagreed that the selection, recruitment, appointments and placement of staff was done in a transparent manner whereas twenty six percent (26%) agreed.

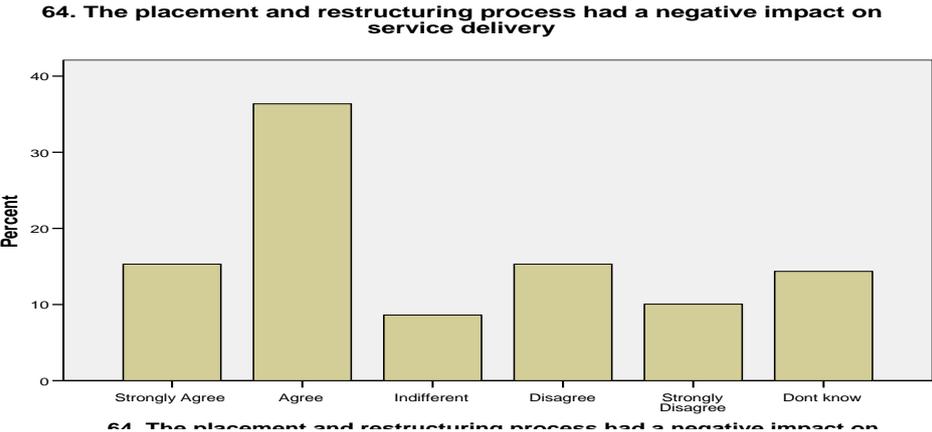
61. Selection, recruitment, appointments and placement of staff was done in a transparent manner



Thirty seven percent (37%) disagreed that any employees were unfairly advantaged during the process and twenty three percent (23%) agreed. However forty percent (40%) disagreed with the statement that no employees were unfairly disadvantaged, again an indication that there is a need for transforming the department. Comment: The placement process was badly planned and a lot of employees were unfairly advantaged during the process by temporary placing them in post that were not competitively competed.

A high sixty percent (60%) of respondents disagreed that staff is in general positive regarding the changes during the placement and restructuring process and only nineteen percent (19%) agreed. Fifty two percent (52%) also agreed the placement and restructuring process had a negative impact on service delivery. Comment: General morale and internal motivation to produce and deliver services is very low in

most staff. There is no communication in writing from executive directors and managers to update or affirm staff for their efforts during the transformation period which lasted years and which is still ongoing. With change in the placement process comes adaptation to new environments, and it is within that adaptation phase and with new business plans and strategies and interpersonal relationships, that valuable time, energies, security and emotions are distracted and lost from the routine/ usual service provision. Impact is negative on staff morale as placement never ends and no security is given. Political changes are getting tedious too. Integration on floor level is superficial, generally good but blacks are by far the better treated than other groups and the Western Cape is not a traditionally black area. The manner in which the placement process was implemented was in humane. There was no human resources change plan in place for staff support. People were treated in an undignified manner.



This maybe for a few reasons, (1) the duration of the restructuring process, i.e. since 2000, (2) the frequent change of political leadership in the Western Cape Province, different parties have different ideologies, management styles, strategic objectives and therefore replace executive leadership accordingly leading to instability in the organisation, (3) the fear of unknowing i.e. job insecurity, the continuous change and lack of proper communication, (4) the loss of valuable skills during the process and (5) the impact of EE and AA on their personal situation.

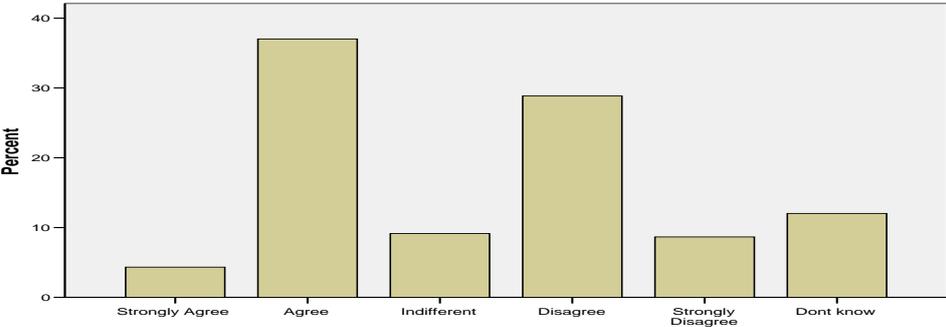
5.6.5 Diversity Management

The majority of staff agreed there is no unfair discrimination which has been due to a person's ethnic group, gender, religion sexual orientation, disability, home

language, pregnancy marital status, family responsibilities, age, political opinion, culture and HIV status.

There is however no uniformity with regards to unfair discrimination towards race which raise some concern. Fourty one percent (41%) agreed with the statement closely followed by thirty eight percent (38%) that disagreed. The concern is further echoed by: (1) a majority fourty eight percent (48%) that disagreed with the statement people generally don't make racist comments, (2) fourty six percent (46%) disagreed that Black people rarely accuse white people of racism when Whites criticise them and (3) although fourty percent (40%) employees agreed they know of no open conflict between people of different groups, thirty three percent disagreed. Comment: Blacks think they are the only people that suffered. There is quite a long road to travel before there will be complete acceptance of each other. A small thing can trigger racism and being taken up completely wrong. I think the diversity management questions are very one-sided. E.g. what about white people accusing black people....when blacks criticize them? What about policies and procedures discriminating against whites?

65. There is no unfair discrimination which has been due to a person's race



Fourty eight percent (48%) agreed that people generally don't make sexist comments, which is not too convincing should you consider that thirty three percent (33%) disagreed with the statement. There is also a close contest with thirty percent employees that agreed women rarely accuse men of sexism when men criticise them and thirty one percent that disagreed.

Although a majority of fourty eight percent (48%) agreed that when staff gets

together at social functions, they all mix together, thirty nine percent (39%) disagreed. My opinion is that in the formal set up, where we don't perhaps have a choice it seems we are doing fine but socially we tend to go into our different race groupings which can be an indication we are pretentious and still not comfortable with each other. Comment: Blacks tend to be insensitive of the other groups when they are together. When a member of the other group sits with them, they think nothing of excluding that person and speak their own language. When we have functions, Whites party with Whites, they don't mix with others as if they are better than the rest. This even happens when we attend meetings with other districts, they tend to sit together and break away from their office teams.

Generally in the area of respect, dignity and the willingness to learn from each other the results are encouraging. It revealed the following: (1) fifty four percent (54%) agreed that people are generally open and willing to learn about other cultures, (2) seventy six percent (76%) agreed their manager generally treats them with dignity and respect, (3) fifty two percent (52%) agreed that no one complains about not understanding someone because of the way he/she speaks English, (4) fifty nine percent (59%) agreed people greet each other equally regardless of race and (5) sixty two percent (62%) agreed that people from other cultures are not expected to forsake their own cultures and adapt to the way things are done. Comment: Healing the wounds of the past. I do think everything will be on track as we like. Rome was never built in one day. Time will tell. Images of a new dream or images of a new society means we will learn every day. Equality, fraternity and liberty is the ultimate goal.

Very positive results recorded on the organisation's approach to maternity leave, child care, death of relatives, sick leave and paternity leave. It ranges from forty six (46%) to seventy seven percent (77%) in favour of their policies.

The majority of staff agreed that women (79%) and Blacks (60%) in management positions have the same accountabilities and responsibilities as whites in similar positions. As Human indicated policies should be designed to overcome paternalism

and to eradicate the belief that blacks and women are less capable than their fellow white colleagues.

A very high percentage of employees, eighty two (82%) and eighty one percent (81%) respectively, agreed policies and procedures do not discriminate against blacks and women. A further seventy four percent (74%) agreed that Blacks and seventy six percent (76%) agreed that women have the same access to benefits as Whites. This is a very sturdy indication that the policies of the City are inclusive, non-discriminatory and in line with the requirements of EE legislation. Comment: The department is doing very well in diversity management because staff has been attending workshops more than once- unlike employment equity and affirmative action which they read about in policies and no workshops are ever presented.

5.7 Conclusion

This chapter outlined the sampling procedure and described the processes of data collection and analysis which included the design of the questionnaire. It further listed the limitations of the study and presented a descriptive analysis of the findings of the perception and attitudes of employees of the City of Cape Town Health Directorate. The chapter identified various aspects that the directorate is performing well which included for example senior management's commitment to EE, the organisation's training strategy etc. There are however areas of concern raised by the employees which need to be attended to.

The purpose of the next chapter will be to make recommendations on the areas of concern, which the directorate can utilize to improve the present situation.

Chapter 6

Summary, Conclusions and Recommendations

6.1 Introduction

The purpose of this chapter is to provide a summary of the research, a concluding discussion on the results of the survey, make recommendations which the Directorate can consider to improve identified problem areas and lastly make suggestions for further research.

6.2 Summary

South Africa has a history of fifty years of apartheid and a further three hundred years of colonial oppression which officially came to its downfall in 1994 with our first democratic national elections. One of the primary tasks of the new government was then to transform a Public Service divided through race and gender into a unit that can deliver on equitable, efficient service delivery and also drive the economic and social development of the country.

This transformation could however only be initiated and achieved through policy intervention hence the promulgation of various new legislation since 1994. The apartheid era caused deep inequalities in the South African labour market resulting in whites occupying the top half of the hierarchy and blacks ending up doing the unskilled work. The South African Constitution acknowledged the situation and therefore in the Bill of Rights endorsed a right to fair labour practice in the workplace. It further states that equality can be promoted through legislative measures designed to protect or advance persons disadvantaged by unfair discrimination.

In 1998 the EEA was passed which nine years later still stirs plenty of emotion. The Act reinforces the Constitution and aims at the preferential hiring of suitably qualified people from 'designated groups' referring to Africans, Coloureds, Indians, women and the disabled. It requires every company that employ more than fifty people or with an annual turnover of more than R40 million to each year submit an Employment Equity Plan that outlines their commitment to AA over the next five

years. The Act does not however place an absolute barrier to the appointment of white men but places a duty on designated employers to introduce affirmative action in their organisations. The Act also deals with issues such as monitoring, enforcement and legal proceedings against organisations that do not conform to the requirements.

Even though AA was first introduced in 1965 in the USA and many other countries followed sooth it is widely accepted there is and never has been an universal blueprint for the successful implementation thereof. Some countries had more success than others creating many arguments in favour and many against it. I agreed in the research with one of the authors that suggested AA should be 'a process of `hiring by numbers` the members from the designated group to eliminate discrimination and to increase their opportunities without opting for tokenism'. In its rush towards transformation this has not always been in the case in South Africa causing many to resist the process and leave many to be despondent, irrespective to which race group you belong.

The Employment Equity Act has resulted in many court cases on issues including what constitutes equality, unfair discrimination, who is most deserving of AA, the right to AA causing many to call for an end to AA or even a code with guidelines for better application. This research suggested that the present application of AA can be successful in achieving representation at management echelons, but can potentially leave the pattern of apartheid labour market of discrimination and inequality undisturbed. Affirmative action and growth is inseparable therefore a macro approach which focuses on growth rather than race should be followed considering government plans to undertake expansion projects of worth almost R500 billion over five years which creates the opportunity to commit to a national macro-affirmative action program.

The City of Cape Town as a designated employer also faced the challenge to transform its organisational structure to adhere to the requirements of the EEA and its constitutional mandate of equitable service delivery. The workforce profile

therefore required transformation to be addressed from top to middle management levels during the restructuring process. The process has been ongoing since its inception in December 2000 with the amalgamation of seven municipalities into one metropolitan municipality and is finally reaching closure with the realignment and parity process.

The City's Employment Equity Plan for 2004 to 2008 was approved by the Mayoral Committee in November 2004 and the implementation strategy in March 2005. The City has also aligned its human resource policies with the organisations EE policy and also placement agreements to facilitate fair and indiscriminative placements of staff in the new organisational structure. The City therefore, as a designated employer, has very comprehensive policies on EE matters to transform the organisation. Cape Town is however a politically and economically complex city causing rapid changes in leadership over the past years. When the ANC had leadership in the City appointments were based on national demographics, however when the DA took over the reigns new appointments were made based on the provincial profile. Both changes in political leadership made employees negative and unmotivated due to the uncertainty of their future, job insecurities, the slow progress of the restructuring process and the impact of AA.

According to reports in 2005 with the ANC led Council the transformation process were fingered out for an exodus of skills to the private sector which included offers of severance packages to senior staff and new appointments of executive directors, directors and managers. Three hundred and two top officials were unsuccessful in applying for jobs in the restructured administration. After the 2006 local government elections the new DA led Council with the realignment process introduced a new organisational strategy, structure and direction which brought about more changes.

This research emphasised our country's shortage of skills across all sectors. This is worsened by the combined effects of transformation and a scarcity of black talent causing the phenomena of job hopping. Job hopping is damaging and costly to organisations because it is expensive to recruit and train talented individuals only to

lose them a short while later. The restructuring process contributed to the loss of these critical skills in the City crippling essential service delivery forcing the City to go on a vigorous drive to fill essential posts in utility departments like water and sanitation which is on the brink of collapse.

The City however is performing well in its legislative mandate in skills development of the employees within the organisation. Each employer is required to annually submit a Work Skills Plan to the Sector Education and Training Authority (SETA). The plan provides the employer with a structured plan whereby skills development can take place within the organisation.

Of the 20350 people in the City's employ, 580 still have not been suitably placed as a result of the realignment process. Four of the 300 senior managers left in limbo as a result of the city's restructuring process are yet to be placed. Employees have until the end of June to object to their new placements. So far 4915 objections have been received (Lindsay Dentlinger, 09 May 2007).

6.3 Concluding Discussion on Findings

The City Health Directorate is an integral part of the City of Cape Town and is directly affected by any changes in the organisation including the implementation of EE. This research has identified that employees in organisations have different perceptions, learning experiences and attitudes towards their working environment that must be taken cognisance of because perception is the core of all organisational behaviour and the attitude that employees hold is important for the morale and effectiveness of organisations.

The purpose of the research was therefore to investigate the perception and attitude of the employees of the directorate on EE and related issues as discussed in the literature review.

The research achieved the following objectives:

- A review of the policies of the City of Cape Town to determine to what extent the organisation have focused on employment equity and whether it is in line with legislation
- An Evaluation to what extent the Department has achieved representativeness (workforce composition)
- Identified the factors affecting employees` perception of employment equity
- Established the existing shortcomings of the employment equity strategy followed

I used a combination of textual and numerical data in this study and included the review of relevant secondary sources of information as part of the literature review. Primary data was obtained through the use of questionnaires comprising of semi structured questions. A pilot study to detect possible flaws in the measurement procedures was also done and the feedback was used to make the necessary changes on the questionnaire. The research was a survey design and for all practical purposes I used a probability sampling method. The approach provided sufficient information about the topic and therefore it was not necessary to conduct further interviews to gain insight into the perception of employees on employment equity and affirmative action practices.

The findings revealed many aspects in which the directorate is performing well, which included:

- Criteria for appointment (suitably qualified)
- Representative interviewing panels
- the provision of training and skills necessary for operational needs
- the provision of skills to manage diversity
- Generally in the area of respect, dignity and the willingness to learn from each other we are doing quite well.
- The organisation's approach to maternity leave, child care, death of relatives, sick leave and paternity leave.
- No unfair discrimination due to a person's ethnic group, gender, religion sexual orientation, disability, home language, pregnancy marital status, family

responsibilities, age, political opinion, culture and HIV status

However the findings also revealed that the directorate is not performing well in other aspects which have an influence on the negative perception and attitude towards the application of Employment Equity and Affirmative Action. These aspects read as follow:

- Although the organisation's policies commits it to a comprehensive communication strategy, there is insufficient communication on EE issues in the directorate
- Subtle forms of racism are still experienced by many in the organisation in all race categories. Because of our country's young democracy race is and will be a sensitive issue however the reality is that it still exists and any form of racial discrimination needs to be addressed
- Many times the focus of EE is more on race and gender, and less attention is given to preferential treatment of disabled persons. The EEA however identifies disabled persons also as part of the 'designated group' which warrants them the same priority. This priority seems however to be lacking in the directorate therefore there is a need to become more proactive to improve their commitment to disabled persons
- The appointment and promotion of staff especially with the impact that AA has will always be a controversial issue. This was an area of great concern for staff because many felt other criteria outside 'suitably qualified' plays a large role in the promotion of employees. The present modus operandi therefore needs to be reviewed to reassure staff the processes followed were fair and that applicants had an 'equal' chance in interviews.
- Many of the respondents indicated that sexist comments are still prevalent in the Directorate. This is just as a serious transgression as making racist comments and employees should therefore show the same respect and dignity to fellow female colleagues as they would show their male equals. Some sexist comments may also be regarded as sexual harassment of which many are guilty maybe through subtle comments or gestures without being

aware of it. The policy of the City also regards it as serious misconduct and will act accordingly should a person fall guilty of such an offence.

- Although many of the targets set in the directorate evaluate the performance of the respective environmental health offices, clinics, and up to sub district level, etc. there are always employees that don't perform at the same level as others to reach those goals. Many employees therefore have high regard for personal performance and are motivated by matching appraisal. This is presently not carried out and needs to be addressed

6.4 Recommendations

In the light of the findings of this research the following recommendations are made in order to improve the problematic areas identified:

6.4.1 Communication

There is an urgent need to improve communication in the directorate. Communication of personnel policies makes employees aware of rights and obligations and also to ensure that employees understand the logic and the reasoning behind it. It creates involvement and a growing feeling of trust. In times of change, open communication is more important than usual as informal methods of misinformation can obstruct the achievement of mutual understanding between negotiating parties. The formulation of a coherent communication strategy is therefore vital. Communication strategy and methodology however need to be carefully considered in terms of the organisation and its needs (Levy, 2001:44).

- The directorate should review the manner in which communication is done on EE issues to identify shortcomings.
- Communication should be structured, ongoing and two-way to allow upward as well as downward feedback i.e. through the formal management meetings
- A communication policy should be drafted, implemented and included in managers' performance review.
- The Workers Unions can also play a more vigilant role in the communication of EE issues

Communication of the implementation of the EE policy, strategy and plan will show the commitment of management to the process. Communicate how EE will impact on appointments i.e. communicate targets, long term and short term plans and how far we are with the achievement of targets. This will enhance transparency and reduce the insecurity and therefore enhance motivation and productivity amongst staff.

6.4.2 Racism and Sexism

Employees should be encouraged to use the grievance process to report incidents of racism and sexism. An attempt should be made to communicate the issues raised in the existing code of conduct and policies in a positive culture where employees afford each other the dignity and respect they deserve. The focus should not only be on sanctions for non-compliance, but also on valuing diversity. Management can act as role models in this regard by for example greeting staff, creating platforms to discuss problems and creating opportunities for social interaction.

6.4.3 Disabled Persons

Persons with disabilities have equal rights and responsibilities therefore independent living and integration of disabled persons into the workplace must be enhanced. Emphasis must be put on the appointment of disabled persons through more rigorous advertisements for disabled applicants.

6.4.4 Recruitment, Selection and Promotion of Staff

Recruitment and selection are undoubtedly a major area of contention and probably the most difficult to manage under the EEA. This is because the essence of the legislation deals with advancement and development of employees and also expectations regarding their future are created amongst both designated and non-designated employees. Disputes can therefore go one of two routes: allegations of unfair discrimination or the unfair conduct of the employer with regards to promotion or training (Levy, 2001:51). The findings on the feedback from the respondents supports the latter therefore the present system used should be reviewed with the following recommendations:

- Interviews should be conducted by appropriately trained personnel and techniques should be applied which ensure that the possibility of bias, discrimination or stereotyping is minimized
- The role of the corporate human resources department should be enhanced
- The definition of 'suitably qualified' needs to be clarified to staff and how it impacts on the appointments and promotions
- Feedback to employees or applicants who are not successful in job applications should be done, especially to internal staff because the City follows a policy of internal development which creates expectations
- More extensive evaluation should be done to find the right candidate for the job and should not be restricted to one interview

6.4.5 Appraisal of Staff at all Levels

Grobler et al defines performance appraisal as a continuous process of evaluating and managing the behaviour and outcomes in the workplace. Broader than performance appraisal though is performance management which is a comprehensive approach which include performance appraisals, reward systems, job design, leadership and training. They further state that the existence of such a good performance review system can be of great value to the organisation, the department and the individual (Grobler et al., 2002:260).

A survey done by the University of Stellenbosch Business School at nine leading South African organisations revealed major problems with the way employee performances are managed and rewarded. This included the existence of a rather negative working culture; insufficient line management support for performance management, with periodic and formal performance reviews the lack of follow-up of performance reviews, overemphasis on the appraisal aspect at the expense of development, inadequate performance information and inadequately maintained objectivity (Grobler et al., 2002:260).

Performance appraisals are a key element in the use and development of employees and utilised effectively can significantly contribute to the satisfaction and motivation of employees. They further state that the evaluative objectives of performance appraisals is looking at past performances to, (1) determine merit increases in the short run and (2) in the long run it may determine which employee is most deserving of a promotion into higher paying jobs. However there are also developmental objectives which include developing employee skills and motivation for future performance (Grobler et al, 2002:266).

Almost all employees want feedback from their supervisors about their performance. Their motivation to improve their present performances increases when they receive feedback that specifies goals, which in turn enhances further career moves. The main focus is to give employees direction for future performance. Such feedback identifies strengths and weaknesses in previous performance and determines what is required of the employee to improve as well as influence decisions about the training and development of employees. It creates an opportunity to review the skills presently instilled in managers and identify which skills are lacking (Grobler et al, 2002:266). The following are therefore recommended:

- A structured appraisal and performance management system must be instituted for all levels of staff
- Performance criteria of all staff must be recorded that can be utilised to assist when promotions are made
- Regular and open (honest) feedback to staff on performance against required job standards
- Although local government staff does not receive remuneration on performances (except Section 57 employees i.e. City Manager, Executive Directors etc.) other creative ways to reimburse staff must be recorded and employed as part of a policy

6.4.6 Mentoring

In the City's EE plan it commits itself to the implementation of effective mentorship programs that should be implemented for employees identified for management

development programs as well as for employees identified as having potential. This indicates that the organisation realise the mentoring of newly appointed staff is vital to the success of the appointee and that of quality service delivery. However according to the results of the survey this has not materialised.

Therefore it is recommended:

- That a structured mentoring program for newly appointed and promoted staff needs to be implemented
- Training of mentors in order to properly transfer skills to the new staff
- The clarification of the role of the mentor and the expected outcomes in the directorate
- The mentoring of staff to be monitored, evaluated and part of the managers' performance management review

6.5 Suggestions for Further Studies

Further studies should be done on the impact of employment equity on staff morale. Throughout the research by means of responses, general conversation and the additional notes on the questionnaires people had a very negative attitude towards the topic which could impact on their job performance and commitment to the organisation.

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Sapa. Manyi partly right, says Mlambo-Ngcuka
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Appendix A

EMPLOYMENT EQUITY SURVEY
FOR THE CITY OF CAPE TOWN HEALTH
DIRECTORATE EMPLOYEES

August 2006

**City of Cape Town: Health Directorate
Employment Equity Survey
August 2006**

Dear Colleague,

I am currently studying for my Masters Degree in Public Administration, at the University of Stellenbosch. As part of my completion it is required of me to do research on a topical public management issue. The issue which I chose to focus on is the perception of staff on Employment Equity.

The legislation on Employment Equity aims to eradicate unfair discrimination and to provide opportunities for those who have been disadvantaged in the past.

The Employment Equity Act states that organisations must undertake an analysis of the workplace to identify barriers to employment equity.

Part of this analysis involves the completion of a questionnaire by all employees. By completing this questionnaire, you will thus have the opportunity to tell what you think the barriers to effective employment equity are.

Please answer all of the questions as honestly as possible. Additional space is provided for any comments you wish to add. The questionnaire is anonymous and so please do not write your name anywhere on it. I am interested in broad trends of opinion and not in individual replies.

The data collected as part of this research will be used for academic purposes only. No personal details will be disclosed to anyone and the information that you supply will in no way be linked to you.

I would be grateful if you could set aside twenty minutes of your time to complete the questionnaire. Your participation is voluntary. Should you wish not to answer any specific question, please feel free to leave that question blank. I would like to encourage you though to answer all the questions as this will assist me in obtaining a more representative sample. Could you please fill out the questionnaire and return it to me not later than the 06th of October 2006.

Permission was obtained from the Executive Director (DR I Toms) to send out the questionnaire. Should you have any questions or need some more clarification, then you can contact me at 0849192551/021-9388407.

I wish to thank you in advance for your participation.

R Isaaks

BIOGRAPHICAL DETAILS

Please answer **all** the following questions

Please indicate your **Post Level**:

POST LEVEL	TICK APPLICABLE BLOCK
0-3	
4-6	
7-10	
11-14	
15-17	
18-21	

REPORTING LEVEL	TICK APPLICABLE BLOCK
0-3	
4-5	
6	

Please indicate whether you are **Disabled** (“disabled” refers to “people who have a long-term or recurring physical or mental impairment which substantially limits their prospects of entry into, or advancement in, employment”)

DISABLED	TICK APPROPRIATE BOX
Yes	
No	

If **yes**, please indicate type of disability: _____

*** Please Note: It would be appreciated if you would indicate your Race and Gender as they will provide critical information on how attitudes and perceptions vary**

Please indicate your **Race:**

Please indicate your **Gender:**

RACE	TICK APPROPRIATE BOX
Asian	
Black African	
Coloured	
White	

GENDER	TICK APPROPRIATE BOX
Male	
Female	

Designated groups throughout the questionnaire refers to Blacks, Indians, Coloureds and White females

SECTION 1

STRATEGIC ALIGNMENT						
Please tick the appropriate box.	Strongly agree	Agree	Indifferent	Disagree	Strongly disagree	Don't know N/A
1. Senior managers are genuinely committed to racial equality.						
2. Senior managers are genuinely committed to gender equality.						
3. Senior managers are genuinely committed to employment equity for the disabled.						
4. Employment equity is regarded as a strategic issue (i.e. a matter of great importance managed by senior executives).						
5. Communication on employment equity issues is effective.						
6. There is a clear understanding amongst most people in this organisation about what the employment equity policy is all about.						
7. Managers have objectives relating to employment equity included in their performance appraisals.						
8. Managers are rewarded for good performance on employment equity objectives.						
9. Employment equity does not clash with other important 'business' objectives.						
10. Most of the senior people in this organisation see the value of employment equity in terms of our vision of where we want to go and what kind of organisation we want to be.						
Any other comments:						

SECTION 2

STAFFING & PEOPLE MANAGEMENT						
Please tick the appropriate box.	Strongly agree	Agree	Indifferent	Disagree	Strongly disagree	Don't know N/A
1. This organisation has a 'manpower' (workforce) plan (which indicates how many, and what kinds of people will be needed in the future).						
2. There are succession plans in my department.						
3. Individual career plans are in place.						
4. Racial targets have been set in line with organisational realities.						
5. Racial targets have been set in line with broader national realities.						
6. Gender targets have been set in line with organisational realities.						
7. Gender targets have been set in line with broader national realities.						
8. Targets have been set for the disabled.						
9. Recruitment and selection policies are fair.						
10. People who deserve promotions usually get them.						
11. In my opinion, it is not whom you know but what you know and how you perform that gets you a promotion.						
12. In my opinion, employment equity does NOT lead to a lowering of standards.						
13. I am satisfied with the way my talents and potential have been assessed.						
14. I believe that most managers have the skills to develop lower level staff.						
15. I believe that enough pressure is exerted on managers and supervisors to develop their subordinates.						
16. I have clear job objectives.						
17. I have clear performance standards.						
18. I receive open and honest feedback on my performance.						
19. My performance is appraised regularly.						

STAFFING & PEOPLE MANAGEMENT contd.						
Please tick the appropriate box.	Strongly agree	Agree	Indifferent	Disagree	Strongly disagree	Don't know N/A
20. Training is based on individual training needs.						
21. Managers are acquiring competencies in how to manage a diverse workforce.						
22. Employees are regularly consulted about the employment equity strategy.						
23. Certain demographic groups are underrepresented in the better paying occupations (category and level)						
24. Certain demographic groups are over represented in the low paid categories						
25. Specific targets and objectives are communicated to staff for the achievement of employment equity						
26. Suitably qualified internal candidates receive(d) preference over external candidates in recruitment for employment equity purposes						
27. Education, training and development of staff is done to accelerate individuals from designated groups						
28. The demographics of the organization (Dept) is in line with the demographics of the Cape Metropolitan Area (CMA)						
29. Formal qualifications is the sole determinant when appointments (promotions) are made						
30. Employees can lodge a grievance regarding AA and alleged discrimination						
31. Interviewing panels are representative during interviews						
32. Affirmative Action is discrimination in reverse						
33. Merit and hard work is rewarded in the department when appointments and promotions are made						
34. Should certain groups in the designated group receive preferential treatment above others						
35. Previously disadvantaged individuals has an individual right to AA						
36. Previously disadvantaged individuals are promoted into positions without ensuring they have the necessary skills						
37. All applicants must be treated the same (equally) when appointments or promotions are made						
38. It is required of the organization to appoint persons from the designated group at all times						
39. AA must have priority above efficient service delivery when appointments or promotions are made						
40. There is a need for AA to achieve						

Employment Equity in the org.
41. AA should be a permanent feature in the job market
42. New incumbents to the job market should be excluded from AA
43. Only South Africans should benefit from AA measures
44. Race classification must be removed from all application forms i.e. employment, training etc.
THE PLACEMENT PROCESS
1. The placement process minimized redundancies and retrenchments as far as possible
2. The placement and restructuring process achieved representivity in all occupational levels and categories
3. The process promoted job security and skills retention
4. No employees were unfairly advantaged during the process
5. No employees were unfairly disadvantaged during the process
6. Employment Equity was a priority when staff was appointed and placed within the new org. structure
7. Selection, recruitment, appointments and placement of staff was done in a transparent manner
8. The placement and restructuring process is only a short-term measure with regards to the achievement of EE targets
9. Staff is in general positive regarding the changes during the placement and restructuring process
10. The placement and restructuring process had a negative impact on service delivery

Any other comments:

SECTION 3

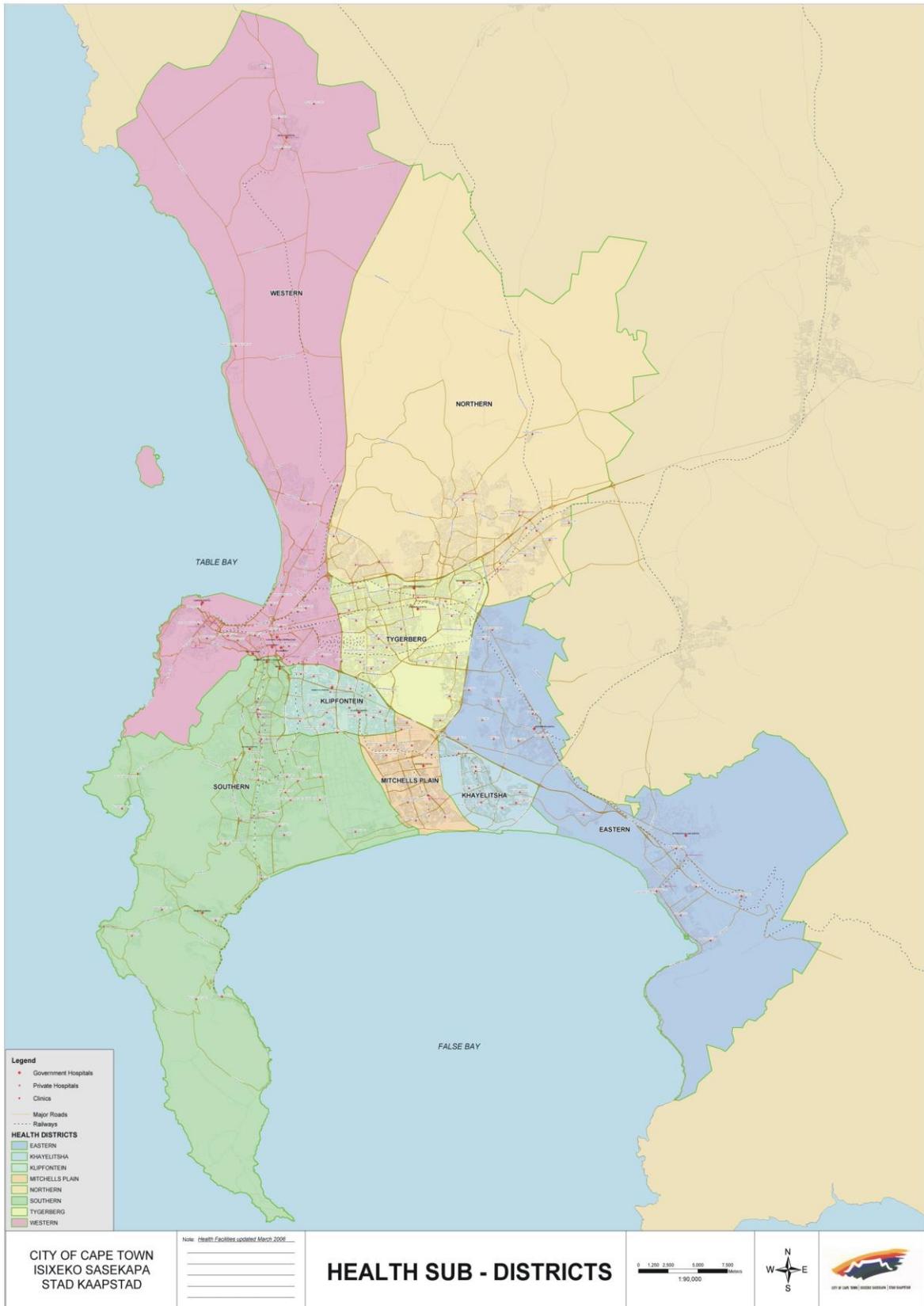
DIVERSITY MANAGEMENT						
Please tick the appropriate box.	Strongly agree	Agree	Indifferent	Disagree	Strongly disagree	Don't know N/A
1. There is no unfair discrimination which has been due to a person's:						
• race						
• ethnic group						
• gender						
• religion						
• sexual orientation						
• disabilities						
• home language						
• pregnancy						
• marital status						
• family responsibilities						
• age						
• political opinion						
• culture						
• HIV status						
2. No one complains about not understanding someone because of the way he/she speaks English.						
3. People generally don't make sexist comments.						
4. People generally don't make racist comments.						
5. When we get together at social functions, we all mix together.						
6. People greet each other equally regardless of race.						
7. I know of no open conflict between people of different groups.						
8. People are generally open and willing to learn about other cultures.						

DIVERSITY MANAGEMENT contd.

Please tick the appropriate box.	Strongly agree	Agree	Indifferent	Disagree	Strongly disagree	Don't know N/A
9. There is a good approach to:						
• maternity leave						
• child-care						
• death of relatives						
• sick leave						
• paternity leave						
10. People from other cultures are not expected to forsake their own cultures and adapt to the way things are done.						
11. Black people rarely accuse white people of racism when Whites criticise them.						
12. Women rarely accuse men of sexism when men criticise them.						
13. My manager generally treats me with dignity and respect.						
14. Whites in this organisation generally believe that reverse discrimination is NOT taking place.						
15. Blacks in management positions have the same accountabilities and responsibilities as Whites in similar positions.						
16. Women in management positions have the same accountabilities and responsibilities as men in similar positions.						
17. Policies and procedures do not discriminate against Blacks.						
18. Policies and procedures do not discriminate against women.						
19. Blacks have the same access to benefits as Whites.						
20. Females have the same access to benefits as males.						
Any other comments:						

THANK YOU FOR YOUR CO-OPERATION

Appendix B



Appendix C

City of Cape Town (Health Services)
Organisational Performance Management System
Template for data collection

Directorate:	City Health		Department:		
PDR Data for	6	Month:	December	Year:	2006
	PDR meeting held on:		Date:	29-Jan-07	

Indicator No	C4	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an effective women's and child health service across the city				
Indicator	Immunisation coverage				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	A = No of children fully immunised <1 year YTD	B = Population No of Children under 1yrs	% Coverage = ((A/No of months) X 12/B)	Target	Cumulative number of months YTD
Eastern	3,678	7,601	97%	99%	6
Khayelitsha	3,492	8,104	86%	88%	
Klipfontein	4,040	7,297	111%	112%	
Mitchell's Plain	4,572	9,729	94%	93%	
Northern	2,453	5,198	93%	90%	
Southern	3,517	7,681	92%	88%	
Tygerberg	4,314	9,512	91%	99%	
Western	3,096	6,070	102%	93%	
City Totals	29,162	61,192	95%	95%	
Populate yellow blocks			Do not type in grey blocks		

2,414

Tygerberg & Western target to be reworked. Basic Tygerberg check target for 6 months of PGWC vs a p

Indicator No	C5	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an effective women's and child health service across the city				
Indicator	Reduced deaths from diarrhoea				
Frequency	2/12	Reporting Period	01-Jul-05	to	30-Jun-06
Sub District	Number of deaths from Diarrhoea (2005/2006)	Target (Less 10% of baseline)	Baseline (2004/2005)		
Eastern	37	31	34		
Khayelitsha	68	77	85		
Klipfontein	32	34	38		
Mitchell's Plain	33	31	34		
Northern	14	10	11		
Southern	16	21	23		
Tygerberg	28	23	25		
Western	20	24	27		
City Totals	248	249	277		
Populate yellow blocks			Do not type in grey blocks		

SDM's with data that has gone up need to come up w re been possible 'hot spots'.

Indicator No	C6	COMMUNITY		
Coordinator	S.D.H.I.O.'s		Data Source	

Objective	Provide an effective women's and child health service across the city				
Indicator	% pre schools visited				
Frequency	4/12	Reporting Period	01-Oct-06	to	31-Dec-06
Sub District	Number of approved pre schools	No of pre schools visited	% pre schools visited	Target	Baseline
Eastern	177	170	96%	95%	
Khayelitsha	184	151	82%	95%	
Klipfontein	194	194	100%	95%	
Mitchell's Plain	63	63	100%	95%	
Northern	154	148	96%	95%	
Southern	132	102	77%	95%	
Tygerberg	199	190	95%	95%	
Western	185	185	100%	95%	
City Totals	1,288	1,203	93%	95%	
Do not type in grey blocks		Populate yellow blocks			

Khayelitsha short of 1 staff member. Overload of case load. Poor management of Human Resources.

Indicator No	C7	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an effective women's and child health service across the city				
Indicator	Number of cases <5 yrs not gaining weight				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of children < 5 presenting with growth failure / faltering	YTD Target	Proposed Annual Target	Cumulative number of months YTD	Baseline
Eastern	959	621	1,243	6	425
Khayelitsha	389	662	1,324		712
Klipfontein	544	596	1,192		238
Mitchell's Plain	1,166	795	1,590		1329
Northern	543	424	849		496
Southern	423	627	1,255		637
Tygerberg	398	644	1,288		743
Western	646	630	1,260		261
City Totals	5,068	5,000	10,000		4841
Populate yellow blocks		Do not type in shaded areas			

Focus Khayelitsha, Southern and Tygerberg. Khayelitsha weigh kids in a clinic and compare the data.

Indicator No	C8	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an effective women's health service				
Indicator	% cervical smear coverage				
Freq	12/12	Reporting Period	01-Jul-06	to	31-Dec-06

Sub District	A= No of PAP smears YTD	B= Female Population 30 to 59 years (2006)	% Coverage = ((A X 10 years per test)/((B -20%)/(12/ No Mnths ytd))) X 100/1	Proposed Annual Target	Cumulative number of months YTD
Eastern	881	64,108	34%	54%	6
Khayelitsha	662	54,380	30%	55%	
Klipfontein	1,300	66,065	49%	50%	
Mitchell's Plain	1,201	71,303	42%	49%	
Northern	780	58,444	33%	27%	
Southern	893	88,471	25%	37%	
Tygerberg	1,924	91,745	52%	70%	
Western	1,696	64,901	65%	58%	
City Totals	9,337	559,417	42%	50%	
Populate yellow blocks		Do not type in grey blocks			

Lab to do presentation to HMT. Lab stopped giving te
Only come per post! ?Backlog of data. Request lab to

Indicator No	C10	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an effective women's and child health service across the city				
Indicator	Woman Year Protection Rate				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Women year protection rate	Proposed Annual Target	Baseline 2005 /2006		
Eastern	45	63	57		
Khayelitsha	122	124	122		
Klipfontein	128	98	96		
Mitchell's Plain	92	77	71		
Northern	43	73	66		
Southern	58	70	64		
Tygerberg	62	99	98		
Western	128	75	71		
City Totals	84	84	79		
Populate yellow blocks		Do not type in grey blocks			

Discussed in detail at one-on-one's. Shift to NI still po

Indicator No	C14	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Development & implement a Gender Plan				
Indicator	Number of sites offering female condoms				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of Sites	YTD Target	Annual Target	Cumulative number of months YTD	
Eastern	5	2	4	6	

Khayelitsha	10	5	10	
Klipfontein	3	2	4	
Mitchell's Plain	9	4	8	
Northern	3	2	3	
Southern	14	7	14	
Tygerberg	12	4	7	
Western	10	3	6	
City Totals	66	28	56	
Populate yellow blocks		Do not type in grey blocks		

5

Orders from PGWC to Ndabeni to SD not been met. I with Ndabeni with possible supply problem. Take to D National. All doing well.

Indicator No	C16	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Develop & implement a Youth Development Plan				
Indicator	Number of clinics certified as adolescent friendly				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of clinics accredited	YTD Target	Annual Target	Baseline	6
Eastern	2	2	4	2	
Khayelitsha	4	3	6	4	
Klipfontein	4	3	6	4	
Mitchell's Plain	4	3	6	4	
Northern	3	3	5	3	
Southern	2	2	4	2	
Tygerberg	2	2	3	1	
Western	2	2	3	1	
City Totals	23	19	37	21	
Do not type in grey blocks		Populate yellow blocks			

3

Drop Indicator as decided at HMT.

Indicator No	C17	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Develop & implement a Youth Development Plan				
Indicator	% Teenage births < 18 years				
Frequency	2/12	Reporting Period	01-Jan-06	to	30-Jun-06
Sub District	No of Births	No teenage births < 18 years	% Teenage births < 18 years	Target	5%
Eastern	3,738	239	6.4%		
Khayelitsha	4,215	248	5.9%		
Klipfontein	3,241	141	4.4%		
Mitchell's Plain	4,838	271	5.6%		
Northern	2,598	127	4.9%		
Southern	4,223	167	4.0%		
Tygerberg	5,062	318	6.3%		
Western	4,690	160	3.4%		
City Totals	32,605	1,671	5.1%		
Do not type in grey blocks		Populate yellow blocks			

Difficult to assess without looking at trends.

Indicator No	C18	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Develop & implement a Youth Development Plan				
Indicator	Number of schools reached by Health Promotion Project for youth				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06

Sub District	Number of schools reached	Quarterly Target (cumulative YTD)	Annual Target	Cumulative number of months YTD
Eastern	7	15	29	6
Khayelitsha	25	9	18	
Klipfontein	16	19	38	
Mitchell's Plain	18	15	29	
Northern	16	11	22	
Southern	26	18	36	
Tygerberg	16	28	56	
Western	51	21	42	
City Totals	175	135	270	
Do not type in grey blocks		Populate yellow blocks		

Eastern: Has plan to roll out. Klipfontein: One project
Tygerberg: Has a plan.

Indicator No	C19	COMMUNITY			
Coordinator	S.D.H.I.O.'s	Data Source			
Objective	Development & implement a Gender Plan				
Indicator	Number of youth centres with sexual awareness interventions				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of Youth Centres	Annual Target			
Eastern	1	1			
Khayelitsha	6	1			
Klipfontein	0	1			
Mitchell's Plain	2	1			
Northern	1	1			
Southern	4	1			
Tygerberg	1	1			
Western	1	1			
City Totals	16	8			
Populate yellow blocks		Do not type in shaded areas			

Klipfontein: To be at Nyanga Youth Centre and possi
JC to discuss with Lokiwe Mtwazi.

Indicator No	C20	COMMUNITY			
Coordinator	S.D.H.I.O.'s	Data Source			
Objective	Development & implement a Gender Plan				
Indicator	Number of <18 yrs Reproductive Health Clients				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of <18 yrs Reproductive Health Clients serviced	YTD Target	Annual Target	Cumulative number of months YTD	
Eastern	4,027	2,886	5,771	6	5,716
Khayelitsha	16,095	17,601	35,202		
Klipfontein	6,561	2,014	4,028		
Mitchell's Plain	8,748	4,453	8,905		
Northern	5,808	5,661	11,322		
Southern	2,322	1,645	3,290		
Tygerberg	3,495	2,243	4,485		
Western	3,948	858	1,715		
City Totals	51,004	38,055	76,110		
Populate yellow blocks		Do not type in grey blocks			

Indicates we are losing the older clients. Khayelitsha drop - not sure why. Rest all doing very well.

Indicator No	C21	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	% of adults > 15 tested for HIV				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of adults > 15 years	No of adults > 15 years tested	% of adults > 15 years tested	Target	Cumulative number of months YTD
Eastern	253,581	8,898	7.0%	6.0%	6
Khayelitsha	243,187	17,169	14.1%	12.7%	
Klipfontein	268,416	12,590	9.4%	7.7%	
Mitchell's Plain	294,985	12,316	8.4%	6.3%	
Northern	221,319	4,842	4.4%	5.2%	
Southern	351,467	9,820	5.6%	5.3%	
Tygerberg	294,973	14,058	9.5%	7.5%	
Western	329,222	25,326	15.4%	10.7%	
Other		854	#DIV/0!		
City Totals	2,257,150	105,873	9.4%	8.0%	
Do not type in grey blocks		Populate yellow blocks			

Northern: Discussed with AZ at one-on-one. All doing

Indicator No	C24	COMMUNITY			
Coordinator	PN		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	Number of clients on Anti Retroviral treatment (ART) at the 3 existing sites				
Freq	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number HIV / AIDS clients on ART's	TYD Target	Annual Target	Baseline 2005 /2006	Cumulative number of months YTD
Khayelitsha	27	0	0	0	6
Southern	380	410	472	348	
Western	1,537	1,413	1,628	1,199	
City Totals	1,944	1,824	2,100	1,547	
Do not type in grey blocks		Populate yellow blocks			

Southern: Slow uptake. Clients moving out. Review w to possibly shift the numbers in Southern.

Indicator No	C25	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	Number of Condoms per male => 15 annualised				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	A= Number of condoms distributed YTD	B= Population males; =>15 years 2006	(A/(B/ (12 / No Mnths ytd))) = No of Condoms per male => 15 annualised	Target	Cumulative number of months YTD
Eastern	2,283,340	127,030	36	33	6
Khayelitsha	5,896,730	120,717	98	69	
Klipfontein	2,994,859	129,258	46	40	
Mitchell's	4,554,019	146,688	62	43	

Plain					1,795,099
Northern	1,897,099	112,259	34	34	
Southern	2,460,724	175,783	28	29	
Tygerberg	2,366,316	172,105	27	31	
Western	4,786,852	134,055	71	26	
City Totals	27,239,936	1,117,895	49	37	
Do not type in grey blocks		Populate yellow blocks			

Khayelitsha doing very well. Tygerberg & Western far Southern: Claremont Clinic has not performed well.

Indicator No	C26	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	Number of Multi Sectoral Action Team (MSAT) NGO/CBO contracts (with implementation plans) signed and monitored				
Freq	2/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of MSAT contracts signed	Annual Target	Baseline		
Eastern	7		7		
Khayelitsha	14		13		
Klipfontein	10		8		
Mitchell's Plain	8		6		
Northern	2		6		
Southern	7		7		
Tygerberg	7		4		
Western	9		9		
Other	4		5		
City Totals	68	60	65		
Do not type in grey blocks		Populate yellow blocks			

All on track. IT to talk with MM re help on the ground.

Indicator No	C27	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	Number of outreach prevention interventions in communities per facility				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of interventions	YTD Target	Annual Target		
Eastern	22	22	44	6	
Khayelitsha	17	20	40		
Klipfontein	21	18	36		
Mitchell's Plain	20	18	36		
Northern	13	18	36		
Southern	19	32	64		
Tygerberg	24	24	48		
Western	31	20	40		
City Totals	167	172	344		
Populate yellow blocks		Do not type in shaded areas			

Southern: Number of clinics run by 1 PN and some h licences (21 per cluster up for discussion). Need a pla remains. HPO to assist with 'catch up'.

Indicator No	C28	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	Number of clinic sites offering Anti Retroviral treatment (ART)				
Frequency	2/12	Reporting	01-Jul-06	to	31-Dec-06

		Period		
Sub District	Number of clinics	Target		
Eastern	1	1	Ikwezi not yet accredited	
Khayelitsha	2	2		
Klipfontein	0	0		
Mitchell's Plain	n/a	0		Weltevreden not added
Northern	0	2		
Southern	1	1		
Tygerberg	0	0		
Western	2	3		
City Totals	6	9	Revised target	
Populate yellow blocks		Do not type in shaded areas		

Annual Target.

Indicator No	C29		COMMUNITY		
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	% of clinics offering comprehensive HIV care				
Frequency	2/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of Clinics (excl integrated facilities where HIV provided by PAWC)	No clinics offering comprehensive HIV care	% of clinics offering comprehensive HIV care	Annual Target	Base line no clinics
Eastern			#DIV/0!		
Khayelitsha	10		0%		
Klipfontein	9	9	100%		
Mitchell's Plain	10	10	100%		
Northern			#DIV/0!		
Southern			#DIV/0!		
Tygerberg			#DIV/0!		
Western			#DIV/0!		
City Totals	29	19	66%	TBD	72
Do not type in grey blocks		Populate yellow blocks			

?Drop Indicator. To be reviewed by Karen Jennings.

Indicator No	C30		COMMUNITY		
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	% of STI clients offered VCT				
Frequency	4/12	Reporting Period	01-Oct-06	to	31-Dec-06
Sub District	Number of STI clients (Oct to Dec)	Number of STI clients offered VCT	% of STI clients offered VCT	Target	
Eastern	862	370	42.9%	50%	
Khayelitsha	3,948	1666	42.2%		
Klipfontein	1,380	527	38.2%		
Mitchell's Plain	3,012	1261	41.9%		
Northern	1,111	328	29.5%		
Southern	1,727	564	32.7%		
Tygerberg	1,124	474	42.2%		
Western	2,875	1939	67.4%		
City Totals	16,039	7,129	44.4%		
Do not type in grey blocks		Populate yellow blocks			

Western = Spencer Road Clinic. Back to New Cases PGWC ?pulling data down. Doing but not recording.

Indicator No	C31		COMMUNITY		
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an integrated HIV/AIDS/STI programme across the city in partnership with PAWC				
Indicator	Number of STI contact slips per new STI client seen				
Freq	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of STI clients (YTD)	Number of STI contact slips issued (YTD)	Number of STI contact slips per new STI client	Target	
Eastern	1,757	2,088	1.19	1.3	
Khayelitsha	10,365	12,423	1.20	1.3	
Klipfontein	2,784	4,242	1.52	1.3	
Mitchell's Plain	6,100	11,578	1.90	1.3	
Northern	2,860	2,575	0.90	1.3	
Southern	3,437	3,072	0.89	1.3	
Tygerberg	2,524	3,921	1.55	1.3	
Western	6,220	9,066	1.46	1.3	
City Totals	36,047	48,965	1.36	1.3	
Do not type in grey blocks		Populate yellow blocks			

Klipfontein: Real numbers coming for treatment actuals. Needs to be monitored.

Indicator No	C34		COMMUNITY		
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Provide an effective TB control programme				
Indicator	New smear positive TB cure rate per quarter				
Frequency	4/12	Reporting Period	01-Jan-06	to	31-Mar-06
Sub District	Total no new smear +ive patients (Pulmonary TB)	Number of new smear +ive patients Pulmonary TB cured	New smear positive cure rate	Target	
Eastern	355	272	77%	75%	
Khayelitsha	528	379	72%	57%	
Klipfontein	363	297	82%	75%	
Mitchell's Plain	349	296	85%	79%	
Northern	196	115	59%	71%	
Southern	212	156	74%	71%	
Tygerberg	331	266	80%	72%	
Western	293	229	78%	81%	296
City Totals	2,627	2,010	77%	72%	227
Do not type in grey blocks		Populate yellow blocks			

All doing well!!!!. Northern: IT, AZ, & Coordinators to be & Bloekombos (no enhanced TB response). Western Park & Facreton. Needs media coverage. IT will take

Indicator No	C35		COMMUNITY		
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Develop social capital through local accountability and community participation				
Indicator	Number of functioning health committees				
Frequency	2/12	Reporting Period	31-Dec-06	to	31-Dec-06
Sub District	Number of functioning health committees	Target			
Eastern	7	14			
Khayelitsha	0	7			
Klipfontein	9	9			

Mitchell's Plain	7	8	
Northern	5	8	
Southern	10	4	
Tygerberg	12	13	
Western	6	11	
City Totals	56	74	
Populate yellow blocks		Do not type in grey blocks	

Target = CMHF Target. Each SD needs a plan. Target PGWC Facilities. If problem email IT.

Indicator No	C36	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure the improvement of air quality within the city of Cape Town				
Indicator	% implementation of Air Quality Management Plan (AQMP) to meet a schedule of deliverables				
Frequency	2/12	Reporting Period	01-Jul-06	to	31-Dec-06
	% plan implementation	Target			
City Total	48%	100%			
Populate yellow blocks		Do not type in grey blocks			

IB to email problems to IT.

Indicator No	C38	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure the improvement of air quality within the city of Cape Town				
Indicator	Number of diesel vehicles tested				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of diesel vehicles tested (cumulative)	Target (cumulative)	Annual Target	Cumulative number of months YTD	
City Totals	2,919	3,750	7,500	6	
Populate yellow blocks		Do not type in grey blocks			

3 Teams effective from 01 January 2007. ?Review ta

Indicator No	C39	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Promote a healthy environment				
Indicator	Number of days per annum when air pollution exceeds WHO standards				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of days (cumulative)	Target	Annual Target	Cumulative number of months YTD	
City Totals	64	74	148	6	
Populate yellow blocks		Do not type in grey blocks			

Good.

Indicator No	C40	COMMUNITY			
Coordinator	SEHS		Data Source		
Objective	Monitor water quality				
Indicator	% routine domestic water samples complying with quality standards				
Frequency	12/12	Reporting Period	01-Dec-06	to	31-Dec-06
Sub District	No of samples taken	No of samples complying	% samples complying	Target	

Eastern	50	47	94%	95%
Khayelitsha	118	118	100%	95%
Klipfontein	22	22	100%	95%
Mitchell's Plain	36	36	100%	95%
Northern	41	41	100%	95%
Southern	131	131	100%	95%
Tygerberg	169	169	100%	95%
Western	585	578	99%	95%
City Totals	1,152	1,142	99%	95%
Populate yellow blocks		Do not type in grey blocks		

Good.

Indicator No	C41	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Monitor water quality				
Indicator	Incidence of notifiable water-borne diseases per 100,000 population				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Population	Number of waterborne diseases reported	Incidence of notifiable water-borne diseases per 100,000 population	Target	
Eastern	359,774	5	1.4	4.65	
Khayelitsha	352,038	0	0.0	4.65	
Klipfontein	373,414	5	1.3	4.65	
Mitchell's Plain	429,122	4	0.9	4.65	
Northern	293,949	1	0.3	4.65	
Southern	462,785	17	3.7	4.65	
Tygerberg	410,783	8	1.9	4.65	
Western	435,496	9	2.1	4.65	
City Totals	3,117,361	49	1.6	4.65	
Populate yellow blocks		Do not type in grey blocks			

Good. Khayelitsha: Not reporting. VA to meet with Fa
Are the cases been notified. Northern ditto as with K

Indicator No	C44	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Control Noise pollution				
Indicator	% total noise complaints received that were resolved in 3 months				
Frequency	4/12	Reporting Period	01-Oct-06	to	31-Dec-06
Sub District	Number of health noise complaints received	Number noise complaints received that were resolved in 3 months	% total noise complaints received that were resolved in 3 months	Annual Target	
Eastern	22	22	100%	90%	
Khayelitsha	0	0	#DIV/0!	90%	
Klipfontein	6	5	83%	90%	12
Mitchell's Plain	7	7	100%	90%	2
Northern	21	17	81%	90%	
Southern	29	18	62%	90%	
Tygerberg	16	16	100%	90%	
Western	63	62	98%	90%	
City Totals	164	147	90%	90%	
Do not type in grey blocks		Populate yellow blocks			

OK.

Indicator No	C45	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure Vector Control				
Indicator	% premises inspected without vector infestation				
Frequency	4/12	Reporting Period	01-Oct-06	to	31-Dec-06
Sub District	Number of premises inspected	Number premises inspected without vector infestation	% premises inspected without vector infestation	Annual Target	
Eastern	123	123	100%	80%	
Khayelitsha	106	19	18%	80%	
Klipfontein	648	541	83%	80%	
Mitchell's Plain	330	330	100%	80%	
Northern	431	417	97%	80%	
Southern	532	497	93%	80%	
Tygerberg	234	234	100%	80%	
Western	1,808	1,757	97%	80%	
City Totals	4,212	3,918	93%	80%	
Do not type in grey blocks		Populate yellow blocks			

Khayelitsha: Data true. Lena needs to talk to other SD using the same criteria.

Indicator No	C46	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure Vector Control				
Indicator	Number of block baiting stations for vector control of rats				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of block baiting stations (cumulative)	Cumulative Target (YTD)	Annual Target	Cumulative number of months YTD	
Eastern	240	240	480	6	
Khayelitsha	160	320	640		
Klipfontein	1,743	1,112	2224		
Mitchell's Plain	1,706	340	680		
Northern	473	330	660		
Southern	1,256	1,256	2512		
Tygerberg	340	340	680		
Western	1,768	2,220	4440		
City Totals	7,686	6,158	12316		
Populate yellow blocks		Do not type in grey blocks		City target	

Khayelitsha and Western to try to catch up. Need a plan

Indicator No	C47	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure food safety				
Indicator	% of formal food handling premises with COA				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of traders as at 1 July 2005	No traders issued with certificates (YTD)	% traders issued with certificates	Target	
Eastern	629	617	98%	98%	
Khayelitsha	278	175	63%	98%	

Klipfontein	695	695	100%	98%
Mitchell's Plain	236	195	83%	98%
Northern	976	936	96%	98%
Southern	1,446	1,191	82%	98%
Tygerberg	895	312	35%	98%
Western	2,932	2,745	94%	98%
City Totals	8,087	6,866	85%	98%
Populate yellow blocks		Do not type in grey blocks		

Khayelitsha: To have a plan. Tygerberg: Needs to have before capturing.

Indicator No	C48	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure food safety				
Indicator	% of informal food vendors with COA				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of informal food vendors as at 1 July 2006	No food vendors traders issued with COA (YTD)	% of informal food vendors with COA	Target	
Eastern	318	318	100%	80%	
Khayelitsha	341	218	64%	80%	
Klipfontein	206	206	100%	80%	
Mitchell's Plain	348	193	55%	80%	
Northern	238	216	91%	80%	
Southern	456	370	81%	80%	
Tygerberg	72	59	82%	80%	
Western	277	244	88%	80%	
City Totals	2,256	1,824	81%	80%	
Populate yellow blocks		Do not type in grey blocks			

OK.

Indicator No	C49	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure food safety				
Indicator	Rate of new cases of food poisoning per 100.000 population				
Frequency	2/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Population	Number of of new cases of food poisoning	Rate of new cases of food poisoning per 100.000 population	Target	
Eastern	359,774	0	0.0	0.06	
Khayelitsha	352,038	0	0.0	0.06	
Klipfontein	373,414	0	0.0	0.06	
Mitchell's Plain	429,122	0	0.0	0.06	
Northern	293,949	0	0.0	0.06	
Southern	462,785	0	0.0	0.06	
Tygerberg	410,783	1	0.2	0.06	
Western	435,496	0	0.0	0.06	
City Totals	3,117,361	1	0.0	0.06	
Populate yellow blocks		Do not type in grey blocks			

One case in 6 months. IT to send out a memo to Local notification.

Indicator No	C50	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure food safety				
Indicator	% food samples complying with relevant legislation standards				

Frequency	4/12	Reporting Period	01-Oct-06	to	31-Dec-06
Sub District	No of samples taken	No of samples complying	% samples complying	Target	
Eastern	296	151	51%	85%	
Khayelitsha	115	78	68%	85%	
Klipfontein	319	240	75%	85%	
Mitchell's Plain	158	104	66%	85%	
Northern	367	237	65%	85%	
Southern	227	130	57%	85%	
Tygerberg	337	223	66%	85%	
Western	384	321	84%	85%	
City Totals	2,203	1,484	67%	85%	
Populate yellow blocks		Do not type in grey blocks			

Has Chemical and Microbiological component 06/07. component 05/06. ?Needs to change/review target. C the target to discuss at National as this is a National

Indicator No	C51	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure food safety				
Indicator	% operational milling establishments inspected				
Frequency	2/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No operational milling establishments	No of inspections	% operational milling establishments inspected	Target	
Eastern	1	1	100%	100%	
Klipfontein	1	3	300%	100%	
Southern	1	1	100%	100%	
Tygerberg	2	2	100%	100%	
Western	2	2	100%	100%	
City Totals	7	9	129%	100%	
Populate yellow blocks		Do not type in grey blocks			

Good. Klipfontein to follow up 3 visits!

Indicator No	C52	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Ensure food safety				
Indicator	% maize meal/bread flour samples that comply with fortification regulations				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of maize meal/bread flour samples taken	No of maize meal/bread flour samples that comply with fortification regulations	% maize meal/bread flour samples that comply with fortification regulations	Target	
Eastern	5	3	60%	70%	
Khayelitsha	0	0	#DIV/0!	70%	
Klipfontein	3	Awaiting results	#VALUE!	70%	
Mitchell's Plain	2	Awaiting results	#VALUE!	70%	
Northern	4	Awaiting results	#VALUE!	70%	
Southern	3	2	67%	70%	
Tygerberg	12	Awaiting results	#VALUE!	70%	
Western	4	2	50%	70%	
City Totals	33	7	21%	70%	

Results one quarter behind. Khayelitsha has not sub. Need to have a plan. Enter just number of samples w Khayelitsha to do 4, Klipfontein 1, Mitchells Plain 2 and Sampling to be done in first month of quarter.

Populate yellow blocks	Do not type in grey blocks
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Indicator No	C53	COMMUNITY			
Coordinator	S.D.H.I.O.'s	Data Source			
Objective	Ensure food safety				
Indicator	% salt samples complying with iodine requirement at point of processing / import				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of salt samples taken	No of salt samples complying with iodine requirement	% salt samples complying with iodine requirement	Target	
Tygerberg	4	Awaiting results	#VALUE!	95%	
City Totals	4	0	0%	95%	

Sampling to be done in first month of quarter.

Indicator No	C54	COMMUNITY			
Coordinator	S.D.H.I.O.'s	Data Source			
Objective	Conduct Surveillance of premises				
Indicator	% premises inspected complying with tobacco legislation				
Frequency	2/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	No of premises inspected	No of premises inspected complying with tobacco legislation	% premises inspected complying with tobacco legislation	Target	
Eastern	203	198	98%	80%	
Khayelitsha	45	43	96%	80%	
Klipfontein	12	12	100%	80%	
Mitchell's Plain	596	582	98%	80%	
Northern	178	172	97%	80%	
Southern	1,016	886	87%	80%	
Tygerberg	40	40	100%	80%	
Western	1,324	1,322	100%	80%	
City Totals	3,414	3,255	95%	80%	

Data Jean sends to IT needs to be copied to the SDI inspected low Tygerberg and Klipfontein. To discuss

Indicator No	C55	COMMUNITY			
Coordinator	S.D.H.I.O.'s	Data Source			
Objective	Conduct Surveillance of premises				
Indicator	% funeral undertakers premises inspected that comply with regulations				
Frequency	4/12	Reporting Period	01-Oct-06	to	31-Dec-06
Sub District	No funeral undertakers premises inspected	No funeral undertakers premises inspected that comply with regulations	% funeral undertakers premises inspected that comply with regulations	Target	
Eastern	6	6	100%	95%	
Khayelitsha	0	0	#DIV/0!	95%	
Klipfontein	5	5	100%	95%	
Mitchell's Plain	3	3	100%	95%	
Northern	1	1	100%	95%	
Southern	2	2	100%	95%	

Tygerberg	12	12	100%	95%
Western	15	14	93%	95%
City Totals	44	43	98%	95%

Khayelitsha: Only has one and only done in January

Indicator No	C56	COMMUNITY			
Coordinator	S.D.H.I.O.'s		Data Source		
Objective	Improve environmental health in informal settlements				
Indicator	Number of Health & Hygiene Projects completed				
Frequency	4/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of projects (cumulative)	Cumulative Target (YTD)	Annual Target	Cumulative number of months YTD	Number of informal settlements
Eastern	7	23	45	6	30
Khayelitsha	45	20	40		27
Klipfontein	0	19	37		25
Mitchell's Plain	26	25	50		34
Northern	15	8	16		4
Southern	18	28	55		37
Tygerberg	7	9	17		5
Western	7	20	40		40
City Totals	125	150	300		202
Populate yellow blocks		Do not type in grey blocks			

Eastern, Klipfontein, Southern, Tygerberg and Western IB to sort out re Southern (37 vs 55).

Indicator No	C57	COMMUNITY			
Coordinator	SEHS		Data Source		
Objective	Improve environmental health in informal settlements				
Indicator	Number of monitoring visits made to informal settlements				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06
Sub District	Number of informal settlements	Number of monitoring visits (cumulative) YTD	Target for Month (cumulative)	Target No. of visits for year	Cumulative number of months YTD
Eastern	30	720	720	1,440	6
Khayelitsha	27	696	648	1,296	
Klipfontein	25	664	600	1,200	
Mitchell's Plain	34	979	816	1,632	
Northern	4	151	96	192	
Southern	37	888	888	1,776	
Tygerberg	5	120	120	240	
Western	40	1,649	960	1,920	
City Totals	202	5,867	4,848	9,696	

Good.

Indicator No.	F1	FINANCIAL			
Coordinator	Avril de Klerk		Data Source		
Objective	Ensure effective and efficient management of financial resources				
Indicator	% expenditure on capital budget				
Frequency	12/12	Reporting Period	01-Jul-06	to	31-Dec-06

