

**Managing diversity in the amalgamated City of Tygerberg:
An Evaluation**

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DECLARATION

I, the undersigned, hereby declare that the work contained in this study is my own original work and that I have not previously submitted in its entirety or in part, at any University for a degree.

Signature :

Date :

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At the very outset my greatest thanks to the Lord Almighty to whose glory this work is dedicated.

My warm appreciation to my only son, Khanya Thando Allen and my only daughter, Lutho Lelihle for their patience, despite the fact that they had to spend many hours without the comfort of their mother.

My source of inspiration my late mother, Noma-China Jane and my father Alfred Nikelo whose determination in life instilled the value of education, discipline and ambition within me. Not forgetting my brother, Lungisa who is always supportive when I am down and always express confidence in me.

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OPSOMMING

Die doel met hierdie navorsingsprojek is evaluering van die bestaande strategieë toegepas deur die Stad Tygerberg vir diversiteitsbestuur en verwante aspekte soos die bestuur van verandering, organisasie-ontwikkeling en organisasiekultuur om sodoende moontlike tekortkominge in die bestaande strategieë te identifiseer en moontlike voorstelle vir verbetering te maak.

In aansluiting by die doel is daar ter afbakening vier relevante terreine vir ondersoek geïdentifiseer, te wete, diversiteitsbestuur, veranderingsbestuur, organisasie-ontwikkeling en organisasiekultuur. Die oorsigtelike beskouing van die teoretiese perspektiewe rakende diversiteitsbestuur, veranderingsbestuur, organisasie-ontwikkeling en organisasiekultuur binne die organisatoriese konteks is ook gerig op teoriehersiening betreffende die geïdentifiseerde terreine ter wille van begripskepping by die Stad Tygerberg vir uitdagings gestel deur diversiteit.

Die historiese agtergrond van die ter sprake organisasie, die Stad Tygerberg, word bespreek, asook sy visie en beoogde toekoms, met die oog op daarstelling van 'n verbandhoudende missie en doelwitte vir verwesenliking deur die organisasie. Die relevante wetgewing met betrekking tot die belangrikheid van diversiteitsbestuur en die organisatoriese beleide van toepassing op die verskillende verwante aspekte van diversiteit word ook in oënskou geneem.

Met die oog op data-insameling het die navorser 'n vraaglys ontwerp wat versprei is na verskillende lede van die teikengroep, naamlik, die Hoofuitvoerende Beampte, die Hoof Menslike Hulpbronne, die Hoof Opleiding en Ontwikkeling en die Direkteur Administrasie.

Die bevindings van die navorsingsproses is gebruik om moontlike voorstelle en aanbevelings vir aanspreking van die geïdentifiseerde moontlike tekortkominge te maak, met die oog op verstewiging van die bestaande metodes toegepas deur die Stad Tygerberg.

ABSTRACT

This research assignment is intended to evaluate the current strategies employed by the City of Tygerberg to manage diversity and its related aspects namely change management, organisational development and organisational culture and thus to identify possible shortcomings in the current strategies employed by the City of Tygerberg and make possible suggestions for improvement.

Considering its aim, boundaries have been defined in the research assignment by identifying four areas of concern to be addressed namely diversity management, change management, organisational development and organisational culture.

The review of the theoretical perspectives of diversity management, change management, organisational development and organisational culture within the organisational context is also intended to review theory on the identified areas of concern with the aim of creating understanding by the City of Tygerberg for the challenges presented by diversity.

The historical background of the organisation in question, the City of Tygerberg, is discussed as well as its vision and envisaged future, with the aim of establishing the corresponding mission and goals to be achieved by the organisation. The relevant legislation which refers to the importance of diversity management and the organisational policies in place addressing the various aspects related to diversity are also reviewed.

In order to collect data the researcher designed a self-administered questionnaire which was distributed to the various members of the target group namely the Chief Executive Officer, Manager Human Resources, Manager Training and Development and the Director of Administration.

The findings of the research process are then used to make possible suggestions and recommendations for addressing the identified possible shortcomings, with the intention of strengthening the existing methods employed the City of Tygerberg.

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CHAPTER 1

INTRODUCTION AND ORIENTATION

1.1 Introduction

It is the researcher's view that organisations are open systems in that organisations are influenced by both the internal and external environment in which they operate and need to manage diversity in a meaningful way. The City of Tygerberg, the organisation in question in this research assignment is a new organisation which amalgamated after the local government elections which took place in May 1996. The City of Tygerberg comprises of the then autonomous municipality of Belville, Khayelitsha, Goodwood, Durbanville, Mfuleni and Parow. The organisation also includes areas which fell under the former Western Cape Regional Services Council such as Delft, Belhar and Elsies River as well as areas such as Bishop Lavis and Bothasig. These former "white only" and "black only" autonomous municipalities had diverse backgrounds, policies and experiences amalgamated to establish the City of Tygerberg. With this background in mind, the researcher then concluded that it was opportune for the City of Tygerberg to evaluate the status quo of its diversity management with the aim of making an impact on improvement. Amongst the numerous aspects related to diversity, for the purpose of this research assignment, the researcher has chosen four areas of concern, namely diversity management, change management, organisational development and organisational culture for discussion. The researcher has specifically considered the City of Tygerberg but is aware of further local government elections which took place during December 2000 resulting in the establishment of the Unicity Council which will bring dramatic changes in the manner in which local government operates.

Gardenswartz & Rowe (1993: 396) argue that organisations are required to deal with fundamental strategic issues. In the case of the City of Tygerberg the researcher has identified diversity management, change management, organisational development and organisational culture as those strategic issues which need to be addressed, for the purpose of this research assignment. Organisations need to create strategies to help personnel

- to deal with one another in a harmonious, and co-operative ways;
- find ways to overcome barriers to communication;
- foster synergistic teamwork;
- educate and retrain personnel;
- meet the varying needs of the increasing multifaceted staff; and
- become open to differences while creating an inclusive environment (Weiss, 1997: 15 and Gardenswartz & Rowe, 1993 : 396).

For the purpose of this research assignment, the researcher will attempt to identify possible shortcomings and attempt to bridge the gap in the form of recommendations and suggestions for the City of Tygerberg based on the outcome of the research process. Gardenswartz & Rowe (1993: 396) argue that diversity has little to do with language, culture or other differences, it is about power sharing. The authors further argue that every group within the organisation needs to be given a piece of action in the decision-making process. Wilson (1994 : 30) supports the

idea that participative decision making enhances control from the managerial point of view and also a way of winning consent of the governed. The author further argues that employees usually accept and work towards accomplishment of those missions, goals and objectives in which they were the decision-making share.

Organisations depend on, and must interact with, external and internal environmental factors of influence in order to survive. One of the major challenges which organisations face is that the external and internal environments are dynamic and changes continuously (Harvey & Brown, 1992:201). One of the aims of this research assignment is intended to prepare the City of Tygerberg to deal effectively with diversity; it is therefore intended to ensure that the organisation copes with the diversity challenges it faces. It is further argued by Harvey & Brown (1992:201) that unless the organisation learns to anticipate, cope and manage the challenges it faces, it will otherwise be stagnant and lose its position. Any factor in the internal or external environment that interferes with the way the organisation carries out its activities is the force of change which needs to be managed and dealt with (White Paper on Local Government, 1998: 8-9).

Since the adoption of the Constitution, Act 108 of 1996, the changed mandate for local government for additional development functions requires new capabilities, attitudes, strategies and approaches which are beginning to emerge. On the basis of this statement, the researcher felt it was necessary to evaluate the current strategies and approaches employed by the City of Tygerberg as well as the attitudes existing within the organisation in order to improve on them where shortcomings are identified. The relations between municipal councils and administrations and between management and the workforce and between the municipality and the service users need to be improve (White Paper on Local Government, 1998: 9). Agreements have also been reached on a process to restructure the training system, while support and investment are required to build administrative capacity for the new local government system. The new local government system needs to build on the strengths of the current system, such as settlement dynamics because they have a major influence on the resource demands. It should also equally address its weaknesses such as the inadequate resources, backlogs in service infrastructure, access to services, skewed settlement patterns, etc. and build the capacity of municipalities to address the considerable challenges they face (White Paper on Local Government, 1998 :12-15).

In addition to the local diversity and complexity within organisations, it is also important to note that South Africa is also part of the global community. The country itself is at a crossroads of social, political and economic transformation and the issue of global order is complicating factor in that events taking place beyond our borders have an impact on local organisations as well as the country at large. South Africans need to be able to understand other cultures, how people from other places think and work, interact with a diverse environment, whilst learning to manage the diversity challenges we face within organisations (Fitzgerald, 1997 : 68).

The researcher is of the opinion that it is crucial for organisations to view themselves holistically and realise that they do not operate in isolation. Organisations need to check on the relationships among its various sub-units and visualise how it fits into the broader environment. There is no question about the fact that organisations are facing diversity and need to manage it. It is the researcher's view that diversity within organisations is increasing at a rapid rate. The question

is how well do we deal with this diversity especially in an organisational context.

In an organisational context it should be understood that diversity presents organisations with both challenges and opportunities (Carr-Ruffino, 1996: 26-29). It is argued by Gardenswartz & Rowe (1993: 396) that diversity presents the organisation with both challenges and opportunities and by giving every group of people within the organisation a piece of action is one of the most significant challenge that diversity presents. Diversity presents organisations with opportunities for work force development, service enhancement, rich new labour resources among older workers that are differently abled (Weiss, 1997 : 2). This leads to the development of pools of talented and multi-skilled workers. Overall, if diversity within an organisation is managed properly it can be turned into a corporate asset.

1.2 Statement of Problem

The researcher is of the opinion that the City of Tygerberg is a dynamic and diverse local authority. It amalgamated in May 1996, from previously “Black only” local authorities and “White only” local authorities after the first democratic local government elections which took place in May 1996.

The purpose of this research assignment is to investigate the extent to which the organisation, i.e the City of Tygerberg, is managing diversity and to what extent are the strategies in place working? The point of focus of this research assignment is to consider similarities in terms of diverse cultures, while accepting our differences in terms of backgrounds and therefore work together towards achieving common goals for the benefit of the organisation.

The main area which will be addressed by this research assignment will include diversity management; which deals with planned, systematic and comprehensive managerial process for developing an organisational environment in which all employees with their similarities and differences can contribute to the strategic and competitive advantage of the organisation, where no one is excluded on the basis of factors related to productivity (Thomas, 1996: 9-10).

Change management will be addressed as a pro-active and re-active process to keep the organisation continually in harmony with the changing environment (Van der Waldt & du Toit, 1997 : 253). Specific reference in dealing with change management is made to second order change which deals with the new way of thinking and looking at the world, i.e change at the level of mindset or paradigm shift. Foster *et al* (1988: 38-41) argue that organisations that invite change and successfully manage diversity are likely to detect and solve business problems that do not fit into the orthodox business models of yesterday. The authors further argue and say that solutions to such problems will call for unique, multiple perspectives that only diversity can generate. Based on this argument and the definition of van der Waldt & du Toit (1997:253) the researcher then concluded that there is a relationship between diversity and change; hence change management has been included as an area of concern to be addressed by this research assignment.

The organisational development will be discussed based on the definition of Prett & Bennett (1989 : 363) that organisational development is a long term effort to improve the organisational’s problem solving capability and its ability to cope with change.

Lastly, the organisational culture has been identified as another area of concern to be considered, based on the definition of Harvey & Brown (1996 : 67) that culture is a system of shared values and beliefs which interact with an organisation's people and systems to produce behavioural norms. It is an independent set of beliefs, values, ways of behaving and tools that are so common that they tend to perpetuate themselves over a long periods of time.

This research assignment will be targeting the relevant functionaries within the City of Tygerberg, namely the Chief Executive Officer, Manager: Human Resource Management, Manager: Training and Development as well as the Director of Administration.

In brief the researcher will argue that the City of Tygerberg has an implementable plan and approach to manage diversity effectively. This research assignment is intended to strengthen strategies and approaches currently employed by the City of Tygerberg.

1.3 Aims and objectives of the Research Assignment

- To evaluate the status quo of diversity management within the City of Tygerberg;
- To make an impact and improvements on the current strategies employed by the City of Tygerberg towards managing diversity;
- The research assignment is aimed at demonstrating that diversity is not a threat to the City of Tygerberg, it is rather used as a tool for new vision and direction;
- This research assignment is intended to prepare the City of Tygerberg to deal effectively with both local and global diversity issues in the coming new millenium.

1.4 Methodology

The research assignment will be descriptive, as explained by Brynard & Hanekom (1997 : 6), with a correlative component due to the diversity of information to be gathered and analysed. The correlative component is further intended to investigate for a relationship between different types of data as explained by Leedy (1989 : 198 in Brynard & Hanekom, 1997 :6). The researcher will consider the present status and current problems within the City of Tygerberg, evaluate the situation and attempt to come up with recommendations for possible improvement.

This research assignment is deductive as the researcher will be working from the existing theory that diversity needs to be managed and be addressed with policy implementation. Deductive reasoning is also followed by collecting empirical data and, if the collected data support the hypothesis, the results can be used to expand theory (De Wet *et al*, 1981: 79-80 in Brynard & Hanekom, 1997: 20).

Due to the multi-disciplinary nature of this research assignment, a plurality of research methods will be used. Applied research will be used in order to achieve results that can be applied to solve an immediate problem and aimed at recommending possible solutions to specific problem(s) (Brynard & Hanekom, 1997 : 5).

Primary and secondary data collection will be used to provide both quantitative and qualitative results. Primary data collection will consist of logically sequenced questionnaires drawing on both structured and unstructured questions to be filled in by those who are participating in the gathering of information. It will also include interviews conducted with related functionaries based on scheduled appointments in order to provide an in-depth discussion on ideas (Bless & Higson-Smith, 1995 : 99-100).

Secondary data collection will be undertaken by specialists in the field of research methodology, language experts, report writing and data analysts will also be consulted.

A comparative literature survey of books, scientific journals, conference reports, newspaper articles, policy documents, legislation and training manuals will also be undertaken.

1.5 Ethical Considerations

The researcher has requested permission from the employer to conduct this research assignment. Should there be any information which the employer might feel is confidential for publication the issue will then be discussed at a later stage.

Permission and consent was obtained from the participants for the interview, with an explanation that the research assignment was for study purposes only and aimed at improving strategies currently employed by the City of Tygerberg. Arrangements were made with each individual as to a time convenient to him/her (Bless & Higson-Smith, 1995 : 101-102).

Honesty will be the overarching ethical requirement of this research assignment, as defined by Brynard & Hanekom (1997 : 4).

1.6 Limitations of the Research Assignment

The most obvious limitation relates to the fact that diversity as a concept deals with a wide range of issues. For the purpose of this research assignment parameters have been set in that diversity will be discussed in terms of certain aspects such as diversity management, change management, organisational development and organisational culture. Time is another factor which leads to the limitation of this research assignment. Furthermore local government in South Africa is still undergoing changes due to the local elections which took place on the 5 December 2000. The City of Tygerberg has also mentioned the issue of local government transformation as part of its organisational development with the intention to prepare the organisation to participate in that phase of local government transformation process (City of Tygerberg, IDP Document, 1999/2000:13).

The researcher is of the opinion that, due to the recent local government elections which took place on the 5 December 2000 which also resulted in the establishment of the Unicity Council, more complexities in operational procedures as well as diversity are still emerging. Specifically complexities and diversity refers to the diverse procedures and policies employed by the various former substructures which have amalgamated to form the Unicity Council. It is the researcher's view because of this recent phase of local government transformation, that more diversity exists in local government and such diversity is bound to prevail for some time due to operational

reasons before uniform policies can be put into place for the unicity. Furthermore, the researcher contends that local government transformation requires sensitive change management processes to deal with the various issues such as human resources, financial stability, training and capacity building and many other issues. In summary this phase of local government transformation has brought other dynamics and changes in the manner in which local government operates.

1.7 Definition of Key Concepts

In order to facilitate clarity and understanding, the researcher has made a concerted effort to define terms/concepts used in the text. The following terms/concepts are defined operationally as follows:-

Challenges - current and future challenges from the environment can be divided into micro-issues and macro-challenges. Micro-issues refers to the external environment of the public institutions, while the macro-challenges refer to the demands on present and future public managers in the organisational context. Therefore issue refers to general macro-environmental trends that brings about issues for authorities at all levels. Challenges are then derived from these issues, which later become a management challenge when it has to be addressed strategically, tactically and operationally within the organisational context (Van der Waldt & Du Toit, 1997 : 377).

Change Management - Van der Waldt and Du Toit (1997:253) defines it as the pro-active and reactive process to keep the institution continually in harmony with the changing environment.

Culture - a system of shared values and beliefs which interact with an organisation's people, and systems to produce behavioural norms ("way things are done around here"). It is an independent set of beliefs, values, ways of behaving, and tools that are so common that it tends to perpetuate itself, sometimes over long periods of time (Harvey & Brown, 1996 : 67 and Robbins, 1984 :357). Jackson (1995 : 150) further adds that it is the collective programming of the mind which distinguishes the members of one category of people from other. The category of people can be a nation, region, ethnic group, gender group, age group/generation culture, occupational/professional culture as well as the type of business or organisational culture.

Diversity - it refers to the "uniqueness" or those human qualities that distinguish one person from another. It can also imply the improvements of the potential of an individual by expanding on the person's strengths and making a concerted effort to eliminate weaknesses. Diversity focusses on the individual as a person with unique characteristics and features (Van der Waldt & Du Toit, 1997 : 26)

Londen and Rosener (1991 in van der Waldt & Du Toit, 1997 : 261) further states that one can distinguish between primary and secondary dimensions of diversity. Primary diversity refers to differences that are inherent and unchangeable such as age, ethnicity, gender, race, physical abilities and qualities, while secondary diversity includes aspects that can be changed or adapted such as educational background, income, geographical situation, work experience and others.

Diversity Management - a planned systematic and comprehensive managerial process for developing an organisational environment in which all employees, with their similarities and

differences, can contribute to the strategic and competitive advantage of the organisation, and where no one is excluded on the basis of factors unrelated to productivity (Thomas, 1996 : 9-10).

Environment - specific reference is made to the internal as well as the macro-environment. According to Van der Waldt & du Toit (1997:121) the macro environment of the public organisation is the organisation itself as well as the most important environment in which management carries out its activities. While the internal environment is an environment in which management plans, organise, lead, control and create culture for the productive functioning of the organisation.

Effectiveness - according to van der Waldt & Du Toit (1997 ; 19) it “is the achievement of objectives” . Schwella *et al* (1996 : 16) further adds that effectiveness reflects the extent to which stated objectives are met.

Efficiency - according to van der Waldt & Du Toit (1997 : 19) it “is the achievement of ends with the least amount of resources”. Schwella *et al* (1996 : 17) state that efficiency refers to the optimal use of scarce resources in attaining policy programme objectives.

Intergrated Approach - the term intergrated approach to organisations involves combining structural, technical and behavioural change approaches to achieve the desired goals (Harvey & Brown, 1992 : 267 - 268).

Leadership - Weiss (1997 : 187) defines leadership as the ability to effectively use strategic competencies, power and influence to accomplish organisational goals. To set the course and strategies of the organisation, leaders must shape the behaviour of others in a desired direction. Leaders are also responsible for setting the moral climate and culture of the organisation. Beach (1985 : 337 in Schwella *et al*, 1991 : 94) defines the essence of leadership as influence over followers. The way in which followers are influenced depends on leadership style.

Management - Robbins (1984 : 15) states that management is both an art and a science. The practice of management is largely an art and hence a good manager needs vision, knowledge of the theory of management and good communication skills. The successful application of the theory in practice is one of the greatest challenges facing managers.

Kroon (1995 in van der Waldt & Du Toit, 1997 :12) defines management as one of the most important human activities because it is the task of all managers at all levels in all enterprises and institutions. The principles of management are applied by all managers in the performance of their duties to create circumstances in which people can co-operate to achieve stated goals.

Organisational Development - a long term effort to improve an institution’s problem solving capacity and its ability to cope with change (Prett & Bennett, 1989 : 363). Harvey & Brown (1996: 3 - 5) argues that it is an emerging disciplines aimed at improving organisational’s effectiveness by means of a systematic change program. The authors then define organisational development as a long-range effort to improve an organisation’s ability to cope with change and its problems-solving and renewal processes through effective management of organisational culture.

Perceptions - the process which individuals use to give meaning to their environment by interpreting and organising sensory impressions which can be substantially different from reality. It is difficult to change this impression and people behave on the basis of what is perceived versus to what reality is. Perceptions are influenced by factors such as selective perception and closure (Harvey & Brown, 1996 : 101- 103).

Planning - it is defined as an integral part of the management process, but not an end in itself, it is an aid to management. It should provide clarity of direction and eliminate the need to revisit the issues repeatedly. Through the clarification of responsibilities and provision of a framework for delegated decision-making, it should reduce the number of issues which senior managers have to address personally on day-to-day basis (Smith, 1994: 10-12).

Policy - series of related decisions, after liaison with public managers and political office-bearers that convert certain needs into objectives to be pursued by public institutions (Van der Waldt & Du Toit, 1997:208).

Strategic Management - an approach that is led by well defined aims, well developed means to achieve them, and by pursuing viable opportunities wherever they can be identified, which may be regardless of nature of current operations. The approach relies upon a continuous supply of information about the environment and avoids the use of planning cycles in preference to being based upon a continuous process. It also covers the elements of environmental analysis, making choices about the direction and implementation (Smith, 1994: 15, 17& 18).

Strategies - Harvey & Brown (1992 : 261 - 265) defines strategy as a plan for relating and integrating the different organisational improvement activities engaged in over a period of time to accomplish objectives. When a strategy is developed, it is done to meet the needs of a specific client system thus, planning the activities that is intended to resolve difficulties and build strengths in order to improve effectiveness and efficiency of the organisation.

Vision - a mental journey from the known (present) to the unknown (future), creating the future from montage of current facts, hopes, values, possibilities, opportunities and barriers. In a vision the determinant of success or failure depends on the union of the strategy as well as culture of the organisation (Hickman & Silva, 1984: 10 in Kluger & Baker, 1994 : 14).

1.8 Presentation of Contents

This research assignment is divided into six chapters. Chapter 1 is an introductory chapter which outlines the purpose and methodology of the research assignment.

The theoretical overview on diversity management is presented in Chapter 2. This chapter reviews the overall theoretical perspective of diversity and its components. Specific reference is made to diversity management, change management, organisational development and organisational culture.

Chapter 3 presents the organisational background, for the sake of this research assignment being the City of Tygerberg. This Chapter deals with the history and description of the organisation, key figures in the organisation, degree of complexity, horizontal and vertical differentiation as

well as the human resource policies in place. This Chapter will attempt to define where is the City of Tygerberg coming from, where it is now and where it is heading to.

Chapter 4 will then present the research process employed by the researcher in this research assignment. This chapter will be followed by Chapter 5, which will deal with the findings of the research process as well as the conclusions drawn from those findings. Lastly, Chapter 6 will address the general recommendations as well as specific suggestions intended for the City of Tygerberg. This chapter will also address the general conclusions, which refers to the general conclusions of the entire research assignment.

1.9 Conclusion

Chapter 1 of this research assignment is an introductory chapter which has revealed the main area of concern which will be addressed by this research assignment. The objectives of this research assignment were stated as well as the methodology to be employed in the process of collecting data. Ethical considerations, limitations of the research assignment as well as the concepts to be used in this research assignment were discussed. Lastly the presentation of contents of this research assignment was outlined. This chapter will be followed by Chapter 2 which deals with the theoretical overview of diversity management as defined in section 1.8 of Chapter 1.

CHAPTER 2

THEORETICAL OVERVIEW ON DIVERSITY MANAGEMENT

2.1 Introduction

To the researcher it appears that people view the world from their own distinctive perspective and this issue of perception is the supreme problem and a yardstick in the situations of diversity. Diversity is topical, very much alive and in all of us (Simmons, 1997 : 66). Therefore organisations have to be realistic and learn to adapt, face up to do something about diversity. The question is no longer whether we accept diversity or not, but rather how effectively we deal with, and manage it to ensure continuity and survival.

It must be noted that diversity management as a management skill requires managers to be able to manage the complex and heterogenous nature of an institution effectively (Wilson, 1994 : 28 and Van der Waldt & du Toit, 1997 : 260). These means that the complex and heterogeneous nature of the composition of the public workforce should not be ignored, but it should be formed into a tight work unit. In such a work unit you have individuals who function in groups, each one with its complex and unique values, attitudes, abilities and a unique personality. It is acknowledged that being able to deal with a workforce with diverse needs is surely one of the most challenging skills that managers should possess. Managers should be able to analyse the context and the nature of the current state of the organisation and possible future diversity challenges. Management skills should be able to determine the effectiveness of diversity management as well the corrective steps, if necessary.

What is important when managing diversity within an organisation is to deal openly with differences, and with that follows from it, conflict, while at the same time acknowledging similarities (Tutu, 1997 : 77). Managers should strive to a create peaceful integrated workforce, while tolerating one another's differences, thus promoting participative management amongst the workforce. Top management must ensure that all employees hear the message of diversity and also engage the entire workforce to confront the fact of diversity.

The researcher is of the opinion that diversity is a wide concept and covers a number of different aspects such as organisational development, which deals with the long term efforts to improve an organisation's problem solving capacity and its ability to cope with change (Prett & Bennett, 1989 : 363). For the purpose of this research assignment, the researcher will emphasise some of the aspects of diversity, namely diversity management, change management, organisational development as well as organisational culture.

2.2 Diversity Management

Managing diversity means managing cultural change which is not just implementing a simple program, but an initiative that may take many years (Donald & Harvey, 1992 ; 201). It requires incorporating diversity issues into continuous improvement and the total quality management programs (Ricucci, 1997 : 40). The key requirement for diversity management is accountability, where behaviour changes on the job are rewarded when set diversity goals have been achieved. In fact, diversity programmes should be regarded as the standard way of

conducting business. What is prominent in most organisations are the critical shortcoming of organisational efforts to prepare for the workforce 2000, as many employers have not yet intergrated diversity initiatives into the broader, long-term goals and mission of the organisation, (Weiss, 1997 : 2 and Riccucci, 39 - 40). Organisations will have to work with, for example white males so that they understand that models of diversity are based on inclusion not exclusion. Diversity does not seek to displace white males, but rather to prepare workers and managers to work in a heterogeneous environment, where everyone can compete equally for organisational resources (Riccucci, 1997 : 35 - 40).

Schwella *et al* (1997: 325 - 326) argue that diversity in the workplace creates new challenges for public sector managers. The manner in which diversity is dealt with can have both detrimental or beneficial effects on the people and the organisation involved. Diversity benefits are gained through divergent processes, where they help in starting new projects, creating new ideas, developing new strategic plans and assessing new trends. Through diversity creativity, flexibility and problem solving are improved.

In organisations in which differences are truly valued and not just considered as a morale imperative, diversity brings a strategic advantage in that diversity can be turned into a corporate asset through increased creativity (Gardenswartz & Rowe, 1996: 396 - 399) .

It is the opinion of Vosloo (1996: 35-39) that for diversity to succeed it must form part of the organisation's strategic management process and should have the support of the highest-ranking official in an organisation and be managed by highly qualified respected person who holds a senior position. The author goes on by comparing diversity management with affirmative action. Affirmative action and managing diversity have become much debated issues in South Africa. Both these concepts are often misunderstood and entail a long process of change. The author says a strategic management process and diversity management will be properly executed if it is addressed holistically with other strategic management processes such as organisational culture, organisational change, total quality management, participative management, resources development and strategic planning.

Organisations will have no choice but to learn how to use workforce diversity constructively. Successful organisations can respond to diversity as an important issue, by implementing proactive strategic human resource planning. Organisations that invite change and succesfully manage diversity are likely to detect and solve complex business problems that do not fit into the orthodox business models of yesterday. Solutions to such problems will call for unique, multiple perspectives that only diversity can generate (Foster *et al*, 1988: 38-41).

2.2.1 Strategies

Kogod (1992: 245-249) recommends a strategic management methodology approach to manage diversity based on two pillars. The author argues that

- (a) the organisational climate has to be analysed and be enhanced, that is, the present attitude of the organisation to diversity has to be assessed. There is a need for attempts influencing the climate in order to recognise and support cultural differences from a multiperspective approach. One also needs to ensure that people are made aware of the

importance of diversity. Whilst doing so, barriers to accepting and managing diversity needs to be identified and dealt with constructively whilst insitutionalising an attitude of respect and co-operation amongst the employees;

(b) a vision, strategies and action plans need to be designed and implemented. This vision should be compared with the current reality of diversity management then be utilised to bridge the gap by means of strategies. Such strategies can be employed at system level, where it includes consultants linking diverse cultural groups, creating incentives for effective diversity management, heroes of diversity process and developing new stories that will suit the organisation. Strategies can also be implemented at task level designed to develop jobs that accommodate cultural differences, systems envisioning results, negotiations and conflict resolution.

It is further argued by Schwella *et al* (1996:326) that there are various options to deal managerially with diversity and different organisations respond differently. Adler (1986:232-234) in Schwella *et al* (1996: 326-327) identifies three possible responses to diversity in the workplace as parochial, ethnocentric and synergistic. The author argues that in synergistic response, organisational members believe that our way and theirs differ but neither is superior. The combination of efforts and responses lead to accrual of strategies. Synergistic organisations create new forms of management transcending the individual cultures of their members where policies and procedures are based on, but not limited to, the cultural patterns of individual organisational members.

It is stated further by Kogod (1992:242) that proper training programmes on diversity and its management should increase the understanding of the concept and also help managers to deal with it. What is necessary, is that managers need to encourage constructive communication about differences, while treating people equally. Different employees need to be given access to information as well as establish meaningful relationships with authoritative people. It is necessary to acknowledge the fact that cultural differences, stereotypes and assumptions about one another exists. Therefore learn about other cultures while developing greater awareness and acceptance of one's own cultural background and style (Kogod, 1992 : 242).

The central issue dealing with diversity is mostly power sharing. Therefore giving every society or community a stake in the system and every group within the organisation "a piece of action" is one of the most significant challenges diversity presents. Organisations need to become open about differences and create an inclusive environment where new groups will be formed. Allow such groups be in position of decision-making and influence (Wilson, 1994: 30).

Managing diversity demands that organisations deal with fundamental issues, assist staff at all levels to overcome their resistance to demographic transformation thus dealing with one another harmoniously and co-operatively. Organisations should overcome barriers to communication and create strategic ways to foster synergistic teamwork, educate and retrain employees to meet the varying needs of their increasing multifaceted staff (Schwella *et al*, 1996 : 228-230). In essence the effective management of diversity in organisations in which differences are truly valued and are not just a morale imperative, brings a strategic advantage in that diversity can be turned into a corporate asset through the increased creativity (Gardenswarts & Rowe, 1993: 396-399)

Above all, top management's support and commitment are crucial, because diversity requires a shift in policies, recruitment goals, management strategies as well as workforce training and development, all of which requires monetary support (Flynn, 1995 : 62).

2.2.2 Principles for effective diversity management

According to Van der Waldt & Du Toit (1997 : 263) certain principles can be applied to expand the sensitivity towards diversity. They recommend the following principles:

- promotion of understanding amongst employees to understand one another's differences;
- promote tolerance and show empathy;
- be open about promotion of unity within the workforce;
- understand cultural and racial differences;
- establish an atmosphere of trust, respect and solidarity;
- avoid judging people whose values and standards differ from yours;
- recognise that diversity can lead to conflict;
- create forums to discuss interpersonal relations.

2.2.3 Diversity Opportunities

Diversity in the workplace is important because of its contribution to organisation decision making process, effectiveness and responsiveness. The diverse workforce brings about diverse experiences, insights, approaches and values with different perspectives and alternative approaches to problems (Wilson, 1994 ; 27). It presents the organisation with the following opportunities : -

- i. Diversity presents an opportunity for workforce development, service enhancement and an endless world of multitalented workers;
- ii Assist older workers in becoming differently abled in order to find rich new labour resources;
- iii Creative diversity recruitment strategies can develop pools of talented entry level workers;
- iv The chance to enhance services thereby capitilising on the new markets;
- v New business opportunities in the form of new or improved services and products are created;
- vi Diversity gives a better return on the investment in human capital if the organisation gives both commitment and concentration towards developing its employees;
- vii Diverse population translates into a diverse market for goods and services thus capitilising on diverse markets for goods and services. Organisations whose workforce mirror the composition of the society at large will be in the better position to understand and reach out this to pluralistic marketplace (Gardenswarts & Rowe, 1993 : 396 - 398).

2.2.4 Organisational diversity imperatives

Gardenswartz & Rowe (1993: 431 - 433) and Flynn (1995 : 62 -63) recommend that there are certain factors that are imperative to making diversity work in any organisation.

- Demonstration of commitment at the highest level by willingly supporting the diversity programmes which involves role modelling and not lip service. The lip service to diversity management will lead to clues being dropped all along the way in the choices or decisions made daily, and the diversity programmes will be destined for failure;
- Seeking involvement and commitment from the bottom up, is one of the critical aspect and creating an understanding of the impact the programme will have on all;
- Teaching a wide array of management techniques that work cross-culturally by means of treating all people in the same manner;
- Integrate diversity into the fabric of the organisation, i.e building diversity into the existing systems, procedures and make it an intergral part of the overall organisation's strategy;
- Expect and sustain a long-term effort associated with a long-term change venture and the time commitment that is required;
- Accepting the new demographic reality and view change as offering both great opportunities and stimulating challenges;
- Making the rapid change constant. An organisation that is adaptable, flexible and smart enough to find security in the predictability of change is an organisation that will excel and remain healthy, productive and that is vital in our rapidly changing;
- Be willing to share the power and work through difficult times. Anger and frustration are the natural part of the diversity process; those who have power want to keep it, while those who do not have want to access to it;
- Be honest with yourself and others; identifying areas of fear, threat and discomfort is essential. Honesty can lead to tactful, but clear interactions with others that might ultimately make the organisation's diversity policy much more positive;
- Spread the Goodwill towards all by showing warmth and kindness towards people that are different from you, they might also respond in kind. Although it is not always easy to show respect, and charity and goodwill alone will cannot help us, organisations need to practise these qualities.

2.2.5 Global Challenges

Organisations are facing diversity problems at all levels. Organisations are learning to understand about their major roles, beliefs, attitudes, values, prejudices, relationships, access to information, understanding themselves, their dynamics as well as the national and global priorities (Weiss, 1997 : 109). There is a growing understanding that organisations need to establish relationships with the whole spectrum of diverse people in the workplace, working towards finding greater unity and harmony as a nation as well as organisations and communities then bringing such knowledge to the global arena. Unity with diversity has been an ideal in a nation and the challenge is to make such an idea a reality in the workplace. The global competition is further intensifying this challenge, hence diversity needs to be applied to meet the global challenges, thus creating global harmony. Diversity is the greatest source of power but can also be a source of disintegration as a culture. It symbolises a key power force in meeting the challenges, thus creating the world we want. Diversity also gives clues to changes that we need to make in order to meet its challenges and rise to opportunities (Carr-Ruffino, 1996: 26-29).

Sherman *et al* (1988: 6) further states that globalisation is not just something of interest to large organisations. When talking about global challenges, managers need to balance a complicated set of related issues with regard to different geographies, cultures, laws and business practices.

2.3 CHANGE MANAGEMENT

It is the researcher's contention that understanding change is not something that should be taken for granted. The concept of change is multidimensional and we therefore need to ask questions such as :-

What do we refer to when we utilise the concept ?

Which areas do we have in mind ? What are the driving forces behind change?

Which level of change are we referring to ?

These questions will be addressed in this chapter. For the purpose of this research assignment reference is made to second order change defined by Esterhuysen (1996: 1-4) which deals with conceptual level, new way of thinking and looking at the world, change on the level of mindset or paradigm shift. This type of change in reality involves change in the manner in which systems, structures and organisational cultures are decisively altered. In this instance the rules of the old game are discarded and reflects the discontent of the status quo. Second order change is a complex process and seldom completed by one man, and never overnight. Success is guaranteed, but it needs to be supported by a process such as leading in and leading out, re-orientation, development of new inspiring visions and strategies (Weiss, 1997 : 1). However, resistance from those who profited from the old order of things should never be underestimated, and the conflict so generated need to be dealt with seriously (Schwella *et al*, 1991:166-167).

2.3.1 Change Leadership

It is the opinion of French (1987 : 101 in Schwella *et al*, 1991 : 95 and Weiss, 1997 : 186 - 187) that excellence in leadership is needed to manage change especially in a world where the future

is so uncertain. Many of our traditional ways and means of dealing with the future are no longer effective and organisations built on uncertain foundations will collapse under the huffing and puffing winds of change. The argument is substantiated by making examples of different organisations. One is an organisation in which leadership is centralised, where the emphasis is on following the rules and subordinates are discouraged from taking risks. Such organisations are characterised by a bureaucratic culture with mechanistic structures and processes which are not flexible enough to withstand the winds of change.

The other example is an organisation with a leadership that determines the vision, mission, action plans and strategies to deal with change, with no participation of the employees. This type of leadership is excellent in finding solutions to deal with problems of yesterday and not the challenges of the present and the future and therefore does not represent a sound approach to managing change (French, 1987 : 101 and Beach, 1985 : 338 in Schwella *et al*, 1991: 95).

The last example is the type of leaders who are futurists and who believe that all organisations have a compelling vision of the future which can be turned into reality if shared by the majority of employees within the organisation. In essence, the organisation's future lies in the hands of its employees to survive the winds of change. Changing structures only is a rain dance if employees do not act and think differently. When referring to changing structures being a rain dance, specific reference is made to the fact that if the organisation policies and procedures are changed without influencing the manner in which the employees think and function, such efforts will be in vain. It is evident that some of the organisational change problems have with the human dimension of change (*Management Today*, 1998 : 28-29, Weiss, 1997 : 186 & Schwella *et al*, 1996 : 54-55).

According to Kroon (1995: 353 in van der Waldt & Du Toit, 1997:288) the basic characteristics of leadership are to get people to work together effectively as a team, to inspire loyalty towards the group and to make a significant contribution to the achievement of objectives. What is important is that leadership should integrate the employees's hopes, dreams and aspirations with the realities of co-creating means for turning the organisation's vision into reality (*Human Resource Yearbook*, 1994: 34-43).

Kluger & Baker (1994 : 11 - 14) are further of the opinion that leadership should enable the organisation to realise its philosophy, mission, vision, strategy, objectives and goals. In order to be effective, the leadership group needs to share a unified vision of how the organisation should be managed and, what organisational characteristics and culture are desirable. Good communication skills and cultural diversity are also essential to the quality of a leadership group or team (Weiss , 1997 : 138-139). It must be noted that the leadership group is solely responsible for making decisions about the organisation. Therefore visionary leadership that will create a vision, oneness among members, set strategic direction and establish goals for the organisation is important (*Management Today*, 1998 : 27). What is important about leadership is the development of a management vision that encompasses recent and future changes.

2.3.2 Dynamics of Change

There will always be support for change as well as resistance to change (Schwella *et al*, 1991 : 166). Too often change is either supported or opposed without proper understanding of exactly

what it is that has to change. It is the researcher's view that change is everywhere, that is constantly present and its pace is accelerating. Each hour of the day offers people new experiences and challenges. Many organisations have experienced mergers and/or hostile takeovers producing wrenching psychological and economic effects on their employees. In these organisations the survival issue is not a question of whether to change or not, rather when and how to make change occur most successfully (Schwella *et al*, 1991 : 171).

Change is dynamic and requires a management process to allow rationalisation and structural changes to take place in an orderly manner. Therefore effective change requires understanding of both the nature and scope of change, and how it must be implemented. The concept of change can be regarded as a move away from the present situation, that is the status quo is no longer applicable; certain forces are then required to bring about change (Weiss, 1997 : 109). The status quo referring to the manner in which issues are currently dealt with by the organisation in question. In order to create a favourable climate for change, it is important that one understands the concept of change. Effective organisations are those that can adapt to changing circumstances and apply pro-active steps to pre-empt change in the environment. Management of change therefore requires pro-active and re-active processes to keep the institution continually in harmony with the changing environment. For effective change management van der Waldt & Du Toit (1997:252-253) further argues that change requires an understanding of the present status, an image of the required future and a movement of the institution away from the status quo through a transitional process or phase to the desired future situation.

Schwella *et al* (1996 : 230 - 231) also argue that change is the fact of organisational life and managers should realise that people are the source of innovation. They should develop and cultivate an appropriate environment for change. Organisations need to share information on the needs, plans and consequences of change with relevant people. The authors further add that it should be noted that information technology also plays an important role in change.

Managing change is not only the challenge for managers; it is rather a necessity for the organisation's survival. It is the researcher's view that change should have the commitment and support of high level officials in the organisation as well as the participation of all involved. Managers consider it as crucial to the success of the organisation, and therefore continue to search ways to make positive organisational changes (Fox, 1991 : 164 and Duffy & Assad, 1989 : 205 in Schwella *et al*, 1997 : 230-231). Changing an organisation involves the modification of existing organisational systems and culture with the purpose of increasing organisational effectiveness and survival. If the organisation is to be excellent, it must respond continuously to significant environmental developments, for change (Harvey & Brown, 1992 : 201).

2.4 ORGANISATIONAL DEVELOPMENT

According to Harvey and Brown (1996: 3-9), organisational development is an emerging discipline aimed at improving the effectiveness of the organisation and its members by means of a systematic change program. It develops and grows both the individual and the organisation and further distinguishes those features that are healthy and effective from those that are not. Organisational development is one of the primary means of creating more adaptive organisations characterised by planned change, a collaborative approach to change, enhanced performance and quality, humanistic values, a systems approach concerned with interrelationships and

interdependency as well as the scientific approaches to increase organisational effectiveness. Organisations adopt organisational development for survival, the level of competitiveness and for improved performance. The winning organisations of the future will be those that are quality conscious, innovative, faster, both employee and customer oriented, and flexible. Hence organisational development viewed as a long-range effort to improve an organisation's ability to cope with change and its problem-solving and renewal process through effective management of organisational culture (Prett & Bennett, 1989 : 363).

The argument that is put forward by Van der Waldt & Du Toit (1997: 287-289) is that because change is a constant variable in organisational context, organisational development is a useful management application to move an institution from a current situation to a desired future situation. Organisational development is viewed as a complex educational strategy aimed at changing the institution's values, beliefs and attitudes to enable it to manage change in technology, clients, and challenges. The main purpose of organisational development is to increase effectiveness through planned intervention in the organisational process by applying behavioural science knowledge. Van der Waldt & Du Toit (1997:288) further add that organisational development entails systematic analyses of the organisation and the realisation that the organisation must understand and have a management plan to manage change effectively. Its goals are to :

- ensure improvement on interpersonal competence;
- bring about shift in values so that human factors are considered legitimate;
- improve interpersonal relations to avoid conflict;
- develop teamwork and better conflict resolution methods;
- develop organic rather than mechanical organisations (Van der Waldt & Du Toit, 1997: 289).

Furthermore it is added that managers who know how to diagnose organisation problems and intervene effectively have a great advantage in today's competitive market place. The most basic idea of organisational development is that change can be much more beneficial if it is properly managed and need to be directed towards creating more human and productive work environments (Robert *et al*, 1996 : 754 - 756).

2.5 ORGANISATIONAL CULTURE

2.5.1 What is Organisational Culture ?

Weiss (1996 : 240 - 242) defines organisational culture as the shared values, beliefs, norms, expectations and assumptions that bind people and their system. Organisational culture gives a sense of identity, facilitates commitment, initiative communication and provides a basis for stability, control and direction. The author argues that organisational culture has two characteristics. The first is the visible elements or observable aspects such as dress code, heroes/heroines, language, stories, physical setting legends, myths which all indicate the underlying dimensions such as values, beliefs and feelings. The second is the invisible elements, which include unwritten rules about the environment, time, space relationship and activities, which are often difficult to identify.

Hofstede (1980 in Berger, 1996 : 3) defines culture as the collective programming of the mind which distinguishes the members of the group or society from those of another. Harris & Morran (1989 in Fitzgerald, 1997 : 66) further view culture as communicable knowledge for human coping within a particular environment that is passed down for the benefit of subsequent generations. Harvey & Brown (1992 : 85 -89) are also of the opinion that every organisation has a culture. The authors argue that it is a system of shared values and beliefs which interact with an organisation's people, structure and systems to produce behavioural norms. Organisational strategy, management style as well as culture are viewed as central and critical factors for the success of the organisation. These elements are seen to be setting the tone of the organisation and also influencing the decision making, communication as well as leadership patterns of the entire organisation.

2.5.2 Workplace Diverse Teams

It is the opinion of Weiss (1997 : 262) that managing culturally diverse team requires positive commitment and depends upon a number of factors which relate to the nature of the organisation and the context in which it operates. Managers are expected to apply policies and practices developed under the auspices of equal opportunity policies and recognise the inherent limitations of this approach. Many people have little experience of working with colleagues from different cultural backgrounds, new situations then arise which managers are not trained to deal with.

It is important is to take all factors into account with the intention of improving the situation. Managers play a prominent role and the impact of their attitudes as well as behaviour on personnel must be positive. Organisations need to consider the differences whilst acknowledging similarities of the culturally diverse staff from different backgrounds, access development opportunities, encourage cross-cultural communication skills, acknowledge the emergence of segregated groups in the workplace as well as devising support networks for individual staff members from a specific cultural or ethnic group (Kemp, 1997 : 22). When dealing with culture, organisations need to be able to deal with uneasy relationships, make the best use of minority, ethnic staff, communicate and address differences openly, deal with resentments towards certain workgroups and aim at achieving the acceptable culture diversity for all and collaborative forms of working together (Weiss, 1997 : 263).

The winning organisations of the future will be those that make culturally diverse teams work. The ability to work across cultures is relevant to managing the changing make up of organisations. It must be noted that culturally diverse teams can contribute positively to the competitiveness of the organisation by widening and enriching the pool of talented and skilled workers (Gardenswartz & Rowe, 1993 : 393-398). In any organisation human resources are critical in gaining competitive advantage; therefore cultural diversity provides one of the key ingredients in developing a motivating, empowering and energising atmosphere (Wilson, 1994 : 28). Organisations need to develop internal human resource policies and initiatives that do not only welcome and value talent, but are also sensitive to diverse needs (Harvey & Brown, 1996 :73-77). Globalisation is yet another reason for an ethical dimension to be woven into the fabric of the organisation (Gardenswartz & Rowe, 1993 : 432).

2.5.3 Paradigm Shift

Fitzgerald (1997 : 66 - 70) states that organisations need to shift focus and ask themselves : “what are the real issues?” The aim is to better understand diversity in the workplace through an examination of the metaphors they use in the domains of culture and identity. Culture has become a political reality to be understood and dealt with. Effective communication with diverse groups is undoubtedly essential for global survival, while the acceptance of different lifestyles, ethnic interest groups and authentic cultures will be the ultimate challenge of organisations of the future. It must be understood that diversity often includes cultural diversity, but it is fruitless to use culture to analyse issues of age, race ethnicity, gender and sex. Identity is the cause of these issues and the metaphors of identity fuel culture.

What is of paramount importance within the organisations is an understanding and appreciation of fundamental differences between groups and culture, and there should be an emphasis on diversity. But there must also be recognition of the fundamental similarities, the cultural universals, that link organisational members with common humanity (Fitzgerald, 1997:69). The tendency is to exaggerate the human differences when in reality we are more alike than different (Tutu, 1997 : 77 and Cleveland, 1995:39).

As a result too much concentration on differences between groups obscure the real similarities, Tutu (1997 : 77). In a society emphasising global communication, the ideal for organisational success would be to adapt and communicate in a variety of challenging situations, have trained managers who can deal with social, cultural and mixed gender encounters with relative ease, to handle diversity and be flexible in the face of rapid social changes.

Pusch, Seely and Wasilewski (1980 in Fitzgerald, 1997 : 69) further add that if we can learn to be more respectful of others, less judgmental, tolerant of ambiguity, more resourceful communicators all round, we can then become better communicators in the global society.

The global manager of the future needs to be sensitive, innovative, participative and be capable of operating comfortably in a global or pluralistic environment. This is the one that involves some sort of inter-cultural performance (Harris & Morran, 1989 in Fitzgerald, 1997 : 60 -70).

2.5.4 Learning to be Different Together

There are also limits to cultural diversity. Cleveland (1995:37) believes that there is a fear that drives people to leave to their primordial loyalties, referring to what people have at that specific moment of time which make it harder for them to learn to be tolerant of others who may be guided by different faiths and loyalties. We therefore, need to strive for cultural renewal and the development of cultural resilience (Newman, 1996 : 150). The collision of cultures with global trends is evident everywhere. What is important, we need to learn how to be different together. We have to think hard about our growing pluralism. It is useful to dissect in the open our thinking about it, to see whether the lessons we are trying to learn might stimulate some useful thinking. Diversity cannot be governed by simple enforced integration. Unfortunately we do not yet know how to create “wholeness incorporating diversity,” but we owe it to the world, as well as to ourselves, to keep trying. What is needed is cultural richness without cultural dominance, but with the moderating effect of inter-cultural respect (Cleveland, 1995: 37 - 39).

2.5.5 Diversity as an organisational Asset

Wilson (1994 : 27 - 30) is of the opinion that cultural diversity, if used constructively, can be an organizational asset. The writer argues that diversity in the workplace is important because of its contribution to the organisation's decision-making effectiveness and responsiveness. From a leadership point of view inputs of diverse groups with diverse experiences, insights, approaches can enhance rational decision-making and therefore efficiency. Public managers need to be interested and committed first to changing the organisational culture to include values of diverse groups, ensuring fairness and non-discrimination in the workplace (Simmons, 1997 : 62 and Gardenswartz & Rowe, 1993 : 396).

Therefore the real objectives of programmes designed to implement cultural diversity should be positively viewed as one of the intervention strategies that will transform government. It is a known fact that human perceptions drive behaviour; for example; negative attitudes lead to negative behaviour. Such negative attitude can easily undermine the manager's abilities to manage cultural diversity effectively and part of the change strategy should include a challenge to these negative attitudes and behaviour in order to create a felt need for new ones (Schwella *et al*, 1991 ; 167-168). The executive's responsibility is to establish a vision that workers can get excited about and participate in. The creation of a safe and friendly environment where the leadership with different personalities, races, ethnicities and genders can engage in brainstorming activities about events, organisational interests and long range goals of the diverse workforce (Van der Waldt & du Toit, 1997 : 260).

Schwella (1996 : 349-350) thinks that the role of the manager is to establish structures and processes that will ensure the successful implementation of cultural diversity programs that are designed to create assets from the heterogeneous workforce. It must be noted that human differences can add value to the workplace by increasing the quality, number of alternative ideas, and approaches designed to solve problems and therefore accomplish goals.

It is important to complement the strategy it is important for organisations to consider both driving and restraining forces in the implementation of diversity programmes. The primary restraining force is embodied in the fact that white males, who hold the power in most organisations are both the major target and implementers of cultural diversity programmes (Robbins, 1980 : 345 in Schwella *et al*, 1991 : 166). The male population needs to understand the added value to organisations when diversity is implemented through participatory decision-making. Implementation of cultural diversity programmes and change strategy in the workplace is not only the right thing to do, but the right business thing to do. It ensures responsiveness and responsiveness is synonymous with survival (Wilson, 1994 : 9).

2.6 CONCLUSION

The demographics of diversity destiny presents organisations with both challenges and opportunities. Change does not come easy - in other words "There is no remedy where no one pays". During the struggle to deal with diversity and change both the individuals and the organisation might be scarred. Therefore the changes we are living through demands the best of us.

It is also acknowledged that there is a host of problems with the way in which diversity management is being conceptualised and implemented. But if organisations are truly interested in remaining competitive and viable, particularly in the global arena, they will have to re-conceptualise and overhaul their diversity management programmes. Diversity forces us to face our differences, learn to be different together, whilst we acknowledge our similarities.

2.1 Introduction

Organisations are never static. They are constantly in flux, responding to changes in their environment. In the 1990s, the concept of diversity management emerged as a response to the need for organisations to adapt to a globalised world (Wells, 1992).

It is the opinion of the author that organisations are changing more rapidly and continuously than ever before, and that the structures and systems that were successful in the past are no longer applicable in the current environment (Wells, 1992).

The twenty-first century is characterised by a diverse workforce, the organisation and its employees, and a vision shared by all in the organisation (Management Today, 1998). These organisations that respond to complex business problems, respect the perspectives that diversity can

bring to the organisation, and are able to adapt to the operational climate changes that are being experienced, will be the ones that survive. Those that do not change will incur losses in the long run, and those that do not change where managers are ill equipped to handle the change will go bankrupt (Wells, 1992).

Organisations that will survive in the twenty-first century are those that are able to effectively manage a diverse workforce, continuously adapt to change, and have a clear vision and purpose (Management Today, 1998). Such organisations will be the driving force for their employees and the survival of the organisation.

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CHAPTER 3

THE ORGANISATIONAL BACKGROUND - CITY OF TYGERBERG

3.1 Introduction

Organisations are never static; they are in continuous interaction with many forces internally or externally (Harvey & Brown, 1996:158). Changing consumer behaviour, international forces, economic status, services to be rendered, political changes, technological breakthroughs all act on organisations and cause them to change. It is the opinion of Robbins (1980:343 in Fox *et al.*, 1991: 165) that the degree of change may vary from one organisation to another depending to the nature of forces that cause the organisation to change; that is, not all organisations are changing at the same pace. But what is common about all changing organisations is that, they have to face the need for adaptation to the changing environment and failure to do so commonly leads to stagnation (Weiss, 1997:109 and Harvey & Brown, 1992: 201).

It is the opinion of the researcher that the twenty-first century workplace organisations are changing more rapidly and radically than those of the past had to. Successful organisations are sustaining their existence by adapting, re-engineering, restructuring, rethinking their strategies, structures and expertise around their reason for existence or survival (Van der Waldt & Du Toit, 1997:252-253, *Management Today*, 1998:34 and Harvey & Brown, 1996:155). In order to be successful organisations need to be information-based with knowledge workers who are specialists in their respective fields that resist command and control procedures based on military or authoritative model (Schwella *et al.*, 1997:230-231).

The twenty-first century organisations should always take note that in order to manage successfully a diverse workforce depends upon a number of factors which relate to the nature of the organisation and the context in which it operates. Changing organisations should have a clear vision shared by all in the workplace and strive towards achieving it (Weiss, 1997: 138-139, *Management Today*, 1998: 34 and Kluger & Baker, 1994:11-14). With the increasing diversity, those organisations that invite change and successfully manage diversity are more likely to solve complex business problems. Such business problems will call for unique and multiple perspectives that diversity can generate (Vosloo, 1996:37).

Organisations should bear in mind that the future rests on the organisation's ability to change as the operational climate changes (Fox *et al.*, 1991: 165). Those organisations who fail to adapt to change will incur losses in the course of change. These losses often occur in organisation where managers are ill equipped to deal with the level of challenge that is inherent in change. It goes without saying that such mystique of those organisations who fail to adapt to the changing environment is fading fast.

Organisations that will survive in the twenty-first century are those that can thrive on competition, effectively read community needs, implement effective strategies to manage the diverse workforce, continuously adapt to changing forces and deliver quality services at the right time and price (Gardenswartz & Rowe, 1993: 393 - 398). Such organisations will preserve their mission as the driving force for their existence and survival at the same time be entrepreneurial

in orientation policy development, diversity management, operational orientation, organisational culture that includes fostering to be agile and willing to change direction (Prett & Bennett, 1989:363 and Harvey & Brown, 1992:201). In the case of the City of Tygerberg, things are not different; it is an organisation that is currently undergoing a number of changes. For the purpose of this research assignment, the researcher will give a historical background of the organisation and further explain the dynamics, challenges and changes under which the organisation is operating.

3.2 Historical background of the City of Tygerberg

The City of Tygerberg is a local government organisation which came into existence through the amalgamation of former "whites only" municipalities and former black local authorities. In May 1996 the first democratic local government elections took place in South Africa as prescribed in the Local Government Act 209 of 1993 which resulted in the establishment of the City of Tygerberg. The umbrella organisation, the City of Tygerberg; is comprised of the then autonomous municipalities of Bellville, Khayelitsha, Goodwood, Durbanville, Mfuleni and Parow. The organisation also includes areas that fell under the former Western Cape Regional Services Council such as Delft, Belhar and Elsies River as well as areas such as Bishop Lavis and Bothasig. The City of Tygerberg exists and is self-sustained within the municipal boundaries of about 421,79 square kilometres with approximately one million residents (Welcome to Tygerberg, 2000:2).

Appendix B, Map 1 has been attached to this research assignment which indicates the local authorities or substructures in the Cape Metropole. Appendix C has been attached, Map 2 the City of Tygerberg; which indicates the different service areas of the City of Tygerberg.

These divergent former "whites only" and "blacks only" autonomous municipal administrations were operating individually and in isolation with different policies, staff structures, conditions of employment, salary scales and municipal gradings. The organisation has further a staff compliment of about 7000 employees falling under different conditions of service (City of Tygerberg, Human Resource Department, 1999).

The City of Tygerberg also comprises of diverse communities ranging from the developed, semi-developed and under-developed areas which makes it difficult for the organisation to offer uniform community services.

3.2.1 The Vision of the City of Tygerberg

In Chapter 1, section 1.8 of this research assignment it was stated that an attempt will be made to define where the City of Tygerberg is coming from, where it is now and where it is heading to. The researcher then concluded that it was appropriate to include the vision statement of the City of Tygerberg as gives the direction of the organisation, i.e that is where the organisation is headed.

The broad medium-term vision statement for the City of Tygerberg has been formulated as follows " We will exploit our position as the City of opportunity at the hub of economic activity in the Cape Metropolitan area, create a safe and secure environment and improve the quality of

life of all our people in a mutually supportive and participatory manner” (IDP document, 1999/2000 : 10).

3.2.2 Corporate Themes and Corporate Goals of the City of Tygerberg

In order to give direction to the stated vision, the City of Tygerberg structures its business around corporate themes and corporate goals. These themes and goals are based on the identified needs of the community and those of the organisation. Amongst the areas of concern to be addressed by this research assignment, organisational development within the City of Tygerberg was identified. The implementation process and strategies employed by the City of Tygerberg for organisational development have been identified under the corporate themes and goals of the City of Tygerberg (IDP Document, 1999/2000:11). The City of Tygerberg has identified three corporate themes namely economic development, social development and organisational development. Under each corporate theme there are various corporate goals that have been identified and each corporate theme and its goals is aligned with the budgeting goals of the City of Tygerberg (IDP Document, 1999/2000 : 11). For the purpose of this research assignment, economic and social development themes were mentioned for information purposes. This research assignment will only focus on the organisational development theme, because organisational development has been identified as the key aspect of diversity to be discussed in this research assignment.

3.2.2.1 Organisational Development within the City of Tygerberg

In order to fulfil the City of Tygerberg’s role for service delivery, the City of Tygerberg finds it imperative to utilise its human resources in a more efficient, effective and productive manner (IDP Document, 1999/2000: 13). Organisational development will therefore be aimed at best practice standards so as to improve revenue streams and reduce expenditure flows. The City of Tygerberg has further embarked on a process to assess whether the existing organisational structure and human resource complement can deliver cost-effective and efficient service to the community, taking into account its future economic development and its community. Three corporate goals have been identified under the corporate theme of organisational development:

(a) to improve governance, administration and management in order to ensure the optimal utilisation of resources of the City of Tygerberg by improving productivity through training and development, introducing organisation-wide performance management systems, re-organising and re-engineering decision making and delivery systems, improving international, national and local networking, ensuring Y2K compliance and general compatibility, modernising systems, developing leadership and management capacity

(b) to improve community participation aimed at enhancing participation of local communities and businesses in Council initiatives in order to ensure sustainable development and local democratic processes

(c) local government transformation aimed at preparing the City of Tygerberg in the next phase of the local government transformation process (IDP Document, 1999/200:13).

3.3 Legislation

The City of Tygerberg has implemented a number of human resource policies in order to ensure that training and development takes their course as prescribed by the various pieces of legislation, namely the Skills Development Act and the Employment Equity Act. Those human resource policies established by the City of Tygerberg will be discussed in order to give insight of the human resource development programmes in place within the organisation. It is the opinion of the researcher that the various pieces of legislation namely the Constitution, Act 108 of 1996, the Skills Development Act No 97 of 1998, Equity Employment Act No 55 of 1998, Basic Conditions of Employment Act No 75 of 1997, the Labour Relations Act No 66 of 1995, White Paper on Transformation of Public Service Delivery of December 1997 as well as the White Paper on Human Resource Management in the Public Service of October 1997 all address a number of human resource related issues which are simultaneously intended to address issues of diversity in the workplace. The researcher also refers to secondary issues of diversity, which include aspects that can be changed or adapted such as educational background, work experience and others as defined by Londen and Rosener (1991 in van der Waldt & Du Toit, 1997 :261).

For the purpose of this research assignment when discussing relevant legislation which addresses the importance of diversity issues, the emphasis will be specifically on the Skills Development Act as well as the Employment Equity Act. The current legislation, such as the Skills Development Act and the Employment Equity Act places greater emphasis on human resource development, that is the implementation of the employment equity principles in order to achieve a diverse workforce (Employment Equity Act, 1998:2). Whilst the Labour Relations Act encourages participation of employees in decision-making in issues that affects their interests. Furthermore, the White Paper on Transformation of Public Service Delivery and White Paper on Human Resource Management in the Public Service will also be discussed as both make reference to the importance of diversity management, human resource management and development as well as other aspects related to diversity. The other pieces of legislation that are not individually discussed will be mentioned as background. For the purpose of this research assignment, when referring to employees reference is made to local government employees specifically working for the City of Tygerberg

3.3.1 Labour Relations Act 66 of 1995

The Act aims to give effect to Section 27 of the Constitution, Act 108 of 1996 with the aim of improving the law governing labour relations. The Act is intended to promote and facilitate collective bargaining in the workplace and at sectoral level, thus regulating the right to strike and the recourse to lock outs in conformity with the Constitution, Act 108 of 1996. The Labour Relations Act makes provision for employees to participate in decision making the establishment of workplace forums, establishment of procedures to resolve labour disputes, union registration and employer organisations as well as their regulation to ensure democratic practices and proper financial control. The Act is also intended to give effect to the public international law obligations of the Republic of South Africa as the member state of the international law organisations.

3.3.2 Skills Development Act 97 of 1998

The Skills Development Act was established as the driving force and obligatory machinery to ensure that the skills and abilities of the people of the South African workforce are developed as quickly as possible. The Act is aimed at providing an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the workforce (Skills Development Act, Preamble, 1998). The Act also makes provision for learnership that leads to recognised occupational qualifications.

Chapter 3 of the Skills Development Act provides for mechanisms in the form of institutional structures that influence the implementation strategy, further supporting the skills development such as the local government sector training authority and the standard-generating bodies as well as accreditation mechanism. In terms of Section 17 (2) of the Skills Development Act, the Training Department of the City of Tygerberg has to align its policies and their implementation to the expected requirements contained in this Act.

One of the primary objectives of the Skills Development Act is to improve the competency levels of the workforce in order to increase the levels of responsibility of employees, thus enabling the employer to achieve higher levels of productivity and competitiveness. This is relevant to the increasing pressures on local government to deliver quality and cost effective services to the community. The Act makes provision for learnerships, which is a combination of both practical and theoretical training that lead to registered qualifications. Such learnership can only be achieved within a structured career advancement programme. Section 30 (a) and (b) of the Act imposes a training levy of one percent (1%) of the salary budget on all public service employers to be set aside for training and development of employees.

It is the researcher's opinion that diversity is enhanced by the Skills Development Act in that the Act makes specific reference to the development and improvement of the skills of the historically disadvantaged workforce. Deducting from the previous statement mentioned, the researcher then concluded that education and skills development gap between the disadvantaged and those who benefited from discriminatory system is bridged in an attempt to address diverse levels of education and skills in the South African workforce. The Act makes provision for mechanisms which influence and support skills development.

3.3.3 Employment Equity Act 55 of 1998

The Employment Equity was promulgated in order to achieve a diverse workforce as well as to promote economic development in the workplace and simultaneously redress the effects of discrimination (Employment Equity Act, Preamble, 1998). Section 15(b) of the Employment Equity Act makes reference to the fact that a designated employer must apply affirmative action which include measures designated to further diversity in the workplace based on equal dignity and respect of all people. The designated employer in terms of the Act also refers to a municipality as referred to in Chapter 7 of the Constitution (Employment Equity Act, 1998:8). Section 15(d) (ii) of the Act also makes reference to the development of people from the designated groups and to implement appropriate training measures, including measures in terms of the Skills Development Act. The designated group in terms of the Employment Equity Act means black people, women and people with disabilities (Employment Equity Act, 1998:8).

In order to effect the purpose of the Employment Equity Act, the Training Department of the City of Tygerberg has developed the employment equity programme with specific objectives identified within specific time frames. These time frames are intended to assist in deciding priorities especially career-advancement programmes based on organisational needs and a focus for accelerated training in specified target areas (HRDP, City of Tygerberg, 1999:v). Section 15(i) of the Employment Equity Act refers to accelerate training and human resource development of members from the designated groups. The Act also refers to the equal employment opportunities of suitable qualified people from the designated groups to ensure their equitable representation in all occupational categories and levels in the workforce (Employment Equity Act, 1998:18).

The employers, i.e the City of Tygerberg, do not have to employ new employees in order to fulfil the requirements of the Employment Equity Act. Employers have the duty to train and develop employees as part of the process of career advancement. This necessarily implies that accelerated training programmes should be implemented within the framework of a structured career-advancement programme. Without a structured career advancement programme, accelerate training programmes will be presented in a vacuum and this will defeat the purpose for which it was intended for in the Employment Equity Act (HRDP, City of Tygerberg, 1999:18).

3.3.4 White Paper on Local Government

The White Paper on Local Government deals with a number of issues relating to local government (White Paper on Local Government, 1998 : ix). The researcher will only outline the history of local government, its financial constraints, the transformation process as well as the challenges facing local government as defined in this White Paper.

The history of local government involves the impact of the apartheid system which has left an imprint on South Africa's human settlements and municipal institutions (White Paper on Local Government, 1998 : 1). The Group Areas Act is viewed as the key piece of apartheid legislation which instituted strict residential segregation and simultaneously reserved a viable municipal revenue base for the white areas by separating townships, industrial and commercial development. A number of attempts were also made under the apartheid system to introduce "own management" structures for blacks as compensation for restricted rights and partly bolster the political and economical priviledges of racial exclusion. In addition the Bantu Affairs Administration Act of 1971 established appointed administration boards which removed responsibility for townships from white municipalities. This attempt was followed by the introduction of community councils which were later replaced by the Black Local Authorities Act of 1982, all these attempts had no significant revenue base and have never enjoyed any political credibility. These forms of 'own local government' system acknowledged the permanent presence of black people in urban areas. However, these were designed to re-inforce the policies of segregation and economic exclusion and none had the resources to make the difference in improving the quality of life of their constituencies.

The White Paper on Local Government further states that the financial history of local government revenue in urban South Africa was generated through property taxes and service delivery to residents and businesses. Whilst financial shortfalls were built into local government for black areas. Apartheid regulations barred most retail and industrial developments in black

areas which forced retailers to spend their money in white areas. The needs of the rural majority were ignored and crisis and collapse were inevitable. In an attempt to increase revenue the black local authorities imposed rent and service charges on township residents but this source of revenue could never have provided for meaningful delivery of services. This White Paper states that there have been changes in the local government system since 1993. However, the laws and regulations which supported the old system are in effect and often applied differently. These legislative complexities and legal vacuums have to be addressed and rationalised to support the new vision and role identified for local government.

One of the challenges facing local government is to be developmental in its approach. The White Paper on Local Government makes reference to developmental local government as the local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs with the intention to improve the quality of life. Developmental local government as defined by this White Paper consist of four inter-related characteristics namely (i) maximising social development and economic growth, (ii) inter-grating and co-ordinating aimed at ensuring that all efforts work together for common goals, (iii) democratising development, empowerment and redistributing by promoting involvement of the citizens. (iv) Lastly, developmental local government should play a leading and learning role by creating conducive conditions for local solutions to development. The White Paper further states that developmental local government requires municipalities to become more strategic, visionary, it must seek to mobilise a range of resources to meet the basic needs in order to achieve the developmental goals and ultimately be influential in the manner in which municipalities operate. Included together with the characteristics of developmental local government are the three inter-related approaches to accompany the characteristics: integrated development planning and budgeting, performance management as well as working together with local citizens and partners.

The transformation process in the White Paper on Local Government is aimed at creating space for municipalities to work with local communities in order to fulfil their developmental role in a sustainable manner. It is stipulated in the White Paper that national government will enable and support local government transformation in a number of ways and will also create an enabling legal framework which will promote the establishment of the new developmental local government, although the ultimate transformation rests with the municipality. The White Paper states that municipal elections for the establishment of new municipal institutions is vital point in the transformation process and essential in creating a stable environment to enable good local governance. It is stated that municipalities must drive the transformation process, transformation is not a choice but an obligation placed on each municipality to fulfil its constitutional mandate and role in the development of the nation. The constitutional mandate of local government is defined in Section 153 (a) and (b) of Act 108 of 1996 which is to structure and manage its administration, budgeting and planning process to give priority to the basic needs of the community. Local government is also mandated to participate in national and provincial development programmes.

3.3.5 White Paper on Transformation of Public Service Delivery (Batho Pele White Paper)

The Batho Pele which means “People First” White Paper has been included in this research assignment because it covers some of the issues to be addressed in this research assignment, such

as human resource development and training, employment conditions and labour relations as well as information on transformation of service delivery. Furthermore, the Batho Pele White Paper is not only directed at national and provincial government levels, it is also applicable to all other areas of employees regulated by other pieces of legislation which include local government.

The purpose of the Batho Pele White Paper is to provide a policy framework and a practical implementation strategy for the transformation of the public service delivery. It is directly applicable to both national and provincial government levels, which are regulated by the Public Service Act, 1994. It is, however, also relevant to other areas of employees regulated by other pieces of legislation including local government, parastatals, government departments, South African Defence Force, South African Police Services and Intelligent Services (Batho Pele White Paper, 1997: 1 & 14).

The core of the Batho Pele White Paper deals with the way that public services are provided and specifically and improving efficiency and effectiveness of the way in which services are delivered (Batho Pele White Paper, 1997:9). In the case of the City of Tygerberg, the organisation has complied with the Batho Pele focus in that, the organisation in its IDP Document (1999/2000:13) under the section that deals with the organisational development within the City of Tygerberg, the issue of cost-effectiveness as well as efficient services to be rendered to the community have been considered.

The Batho Pele White Paper sets out eight transformation priorities namely transformation of service delivery, human resource development and training, employment conditions and labour relations, promoting professional services ethos, rationalisation and restructuring, institution building and management, representation and affirmative action as well as democratising the state (Batho Pele White Paper, 1997:9). The Batho Pele White Paper further includes eight principles to accompany these priorities: consultation, service standards, access, courtesy, information, openness and transparency as well as value for money.

Section 1.2.5 of the Batho Pele White Paper (1997:11) further states that the process of improving service delivery calls for shift from inward-looking and bureaucratic systems, processes and attitudes to search for new ways of working which puts the needs of the public first. In this research assignment the issue of change management was identified as an area of concern with specific reference to second-order change that deals with the new way of thinking and looking at the world, i.e change at the level of mindset or paradigm shift. Furthermore, the City of Tygerberg in its IDP Document (1999/2000:13) has mentioned the issue of community participation as aimed at enhancing the participation of communities as well as to ensure sustainable development and local democratic processes. In other words, the researcher is of the opinion that the City of Tygerberg is putting the people first by involving them in issues which affects them.

In sections 1.2.10 and 1.2.11 of the Batho Pele White Paper deals with important issues of budgeting and human resource management as well as cultural and managerial reforms which are further viewed as of an ongoing nature. The City of Tygerberg has defined its budgeting management and plan in its IDP Document (1999/2000:27-37). The issue of human resource development is defined in the human resource policy document of the City of Tygerberg, as discussed in this chapter. Furthermore, the issue of organisational culture and managerial

reforms are discussed in chapter 2 of this research assignment, with recommendations and suggestions regarding these issues proposed in chapter 6.

The Batho Pele White Paper, section 7.2.8 mentions that the implementation of service delivery programmes is likely to involve significant changes in the organisation and management (Batho Pele White Paper, 1997: 27). In chapter 6 of this research assignment, under the section that deals with specific suggestions of the City of Tygerberg, the researcher has suggested the unfreezing of the status quo of the organisation, even if this means moving people from their comfort zones, and the organisation should be prepared to adventure into new ventures of diversity and change.

3.3.6 White Paper on Human Resource Management in the Public Service

A number of issues which are discussed by the White Paper on Human Resource Management in the Public Service that have been identified as areas of concern to be addressed in this research assignment, namely diversity management as well as the diverse culture. Furthermore, this White Paper discusses the diversity management strategy as well as the implementation plan for improved productivity and other benefits to the organisation. In the case of the City of Tygerberg, a similar implementation strategy has been suggested for consideration, hence this White Paper was included for discussion.

The purpose of the White Paper on Human Resource Management in the Public Service is to provide the policy framework that will facilitate the development of human resource management practices which support effective and efficient public service geared for economic and social transformation (White Paper on Human Resource Management, 1997: 16). The scope of this White Paper is confined to personnel provisioning and utilisation, human resource management culture and some aspects of human resource development as well as the termination of services and it applies to both national and provincial administrations regulated by the Public Service Act of 1994 (White Paper on Human Resource in the Public Services, 1997:19). However, it is also stated that the values underpinning the policies set out in this White Paper and their application should be a model for emulation by other sectors; hence it has been included in this research assignment.

In chapter 3, section 3.1.1 of the White Paper on Human Resource Management in the Public Service, it is stated that turning into reality the vision of a diverse, competent and well-managed workforce that is committed in delivering high-quality services to the public is tantamount to a managerial revolution in the public service. Furthermore, section 3.1.8 of this White Paper adds that a managerial revolution will still not materialise unless the public service genuinely reflects the cultural diversity of the people whom it employs. The White Paper further states that achieving numerical balance amongst various racial groups alone will not be enough to create a multi-cultural workplace, other cultural differences need to be taken into account. Such differences will be to the benefit of the organisation if they are maximised as they are important for the development of a diverse corporate culture. A corporate culture is further viewed as important to ensure that all employees work together to achieve organisational goals (White Paper on Human Resource in Public Service, 1997:25). Furthermore sections 195 (h) and (i) of Act 108 of 1996 argues in favour of developing a more diverse culture in the public service (Constitution Act 108, 1996:83).

The managerial revolution underlies the entire public service transformation and this White Paper further advocates certain management principles namely decentralisation, efficiency, effectiveness, flexibility, diversity and service standards. When referring to diversity this White Paper makes specifically stipulates that, whilst observing the primary objective of human resource management, employees will be managed in an environment that will accommodate and value their culture (White Paper on Human Resource Management in the Public Service, 1997: 22-23). The implication of these management principles when applied to the management of human resource that organisational structures will need to be closely aligned to strategic delivery goals of the organisation. Organisations will have to be flexible enough to change in line with the changing needs and priorities of the public service. Employees will have to become multi-skilled and continuously updated to keep pace with the new policy demands, economical and efficient working processes (White Paper on Human Resource Management in the Public Service, 1997: 23).

In addition, chapter 3, section 3.4 of the White Paper on Human Resource Management in the Public Service deals with diversity management, diversity management strategy as well as the implementation of such strategy. This section further states that the active support and participation of everyone throughout the organisation is important. The support and commitment of leadership is viewed as critical to the success of diversity management process. This commitment should be backed up with openness and continuous communication with employees at every level. This section further highlights the importance of regularly evaluating and monitoring the diversity management programme (White Paper on Human Resource Management in the Public Service, 1997: 27-28).

3.4 Human Resource Development Policies of the City of Tygerberg

Riccucci (1997:38) argues that diversity efforts must be integrated into a broader human resources management programme aimed at recruiting, hiring, training, promoting and developing all workers. Flynn (1997:74) further adds that organisations that are prepared to become truly diverse, human resources can be a key player in the process. Such process should be established on three actions namely bench marking, training and communication. The researcher is also of the opinion that diversity refers to “uniqueness” or those human qualities that distinguish one person from another (cf van der Waldt & du Toit, 1997:26). The latter two authors further mention that diversity also implies the improvement of the potential of an individual by expanding on the person’s strengths and making a concerted effort to eliminate weaknesses. For the purpose of this research assignment Human Resource Development Policy (HRDP) of the City of Tygerberg refers to an integrated education and training strategy that meets the need for economic development and reconstruction, as well as the development needs of the individuals (HRDP, City of Tygerberg, 1999:5).

The human resource development policy for the City of Tygerberg is intended to facilitate the provision of human resource development in a manner which will ensure that the community receives an efficient, cost effective services delivered by competent employees. The human resource policy is further aimed at ensuring that human resource development programmes are aligned to the organisational vision, strategic goals and values (HRDP, City of Tygerberg, 1999:9, 12 & 13 and IDP document, 1999/2000 : xxi).

Within the human resource development policy there are various stakeholders who are jointly responsible to ensure that education, training and development succeed in the City of Tygerberg. These stakeholders have been identified as the Council and management. Council is tasked to view training and development as a strategic objective and simultaneously provide the infrastructure and resources. Council is also expected to participate in the training and development process. Management is expected to commit itself and support the implementation plans and also provide strategic direction and guidelines with regard to the needs and priorities for training and development based on the strategic objectives and priorities of the organisation. Management should also take ownership of the process and its plans as partners to the training and development process for the City of Tygerberg (HRDP, City of Tygerberg, 1999:23).

The third set of stakeholders identified are the employees, who are expected to commit themselves to participation and development process to ensure that the process succeed and carried to its full consequence. The trade unions are recognised as partners in the process and should continually encourage and motivate their members to participate and take ownership in training and development. Providers of training and development should also play an important role and also advise the Training Department on new legislation and trends in the training and development field (HRDP, City of Tygerberg, 1999: 23-24).

3.4.1 Objectives of the Human Resource Development Policy of the City of Tygerberg

The human resource development policy of the City of Tygerberg has been established to achieve the following objectives:-

- promoting job competency at all levels;
- creating opportunities and making resources available for prioritised needs directed to training and development, facilitation in the process of career advancement;
- ensuring that training and development interventions occur within the framework or system of human resource development, human resource management and organisational strategic objectives and priorities;
- creating a balance between the employee expectation with regard to training and career development and organisational needs with regard to competence and performance;
- creating the required infrastructure and co-ordination mechanism with regard to training and development delivery administration and information;
- ensuring compliance with the legislative requirements;
- ensuring alignment with national and sector directives or guidelines;
- ensuring that all role players are informed of their respective roles with regard to this policy and are able to meet them (HRDP, City of Tygerberg, 1999:12-13).

The human resource development policy of the City of Tygerberg is the overriding policy framework within which there are numerous sub-policies. Sub-policies within the human resource policy of the City of Tygerberg refers to specific policies that have been established to give meaning to the objectives of the human resource policy in order to address particular issues of training and development of the employees. For the purpose of this research assignment reference is made to the following sub-policies namely policy on career advancement, policy on management and organisational development, policy on basic adult education and training as well as the policy of occupational based skills and technical training.

3.4.2 Policy on Career Advancement

The policy on career advancement is intended to provide for competency-based training, ensuring provision for competent job performance, but also providing for structured and planned career advancement based on organisational needs and individual potential. This policy is intended to ensure that individual skills are developed as well as enhancing individual career opportunities. This policy emphasises on the notion of growth and development for all employees but not necessarily the upward mobility (HRDP, City of Tygerberg, 1999: 19).

The underlying philosophy of the career advancement programme is to ensure that learning opportunities are provided to counter possible skills deficiencies amongst the members of the designated groups. Personnel should be responsible for their own development and should be encouraged and supported by line managers to fulfil their potential. It should be noted that successful implementation of the career advancement programme should be the co-partnership between line management, human resources department, employees and the trade unions (HRDP, City of Tygerberg, 1999:20).

It is the opinion of the training department of the City of Tygerberg that in order to establish and effectively maintain a career advancement programme which meets the requirements of the current legislation and the needs of the organisation, a holistic approach which integrates several interdependent human resource functions and others should be followed. Human resource functions such as manpower and succession planning, performance management, selection, training and development, as well as the employment equity programme. Furthermore the other activities referred to the career advancement programme should be aligned with, is the City of Tygerberg's business plan, structure, culture, budget and the national qualifications framework (HRDP, City of Tygerberg, 1999:20).

3.4.2.1 Objectives of policy on career advancement

- to assist in achieving key individual goals as well as departmental and organisational goals;
- to identify and optimally develop skills and potential of each employee;
- to enhance the career opportunities of each employee;
- to support the equal employment plan and affirmative action process of the organisation;
- focus all existing training initiations;
- to facilitate the planning of training and development needs assessment;
- to establish an accredited competency based modular training programme for career paths;
- to enable individual employees to prove their knowledge, skills and attitudes to provide for recognition of prior learning;
- to align career advancement with national qualification framework that should promote the channelling of available funds in a systematic and integrated manner;
- to structure career advancement programme that will improve the organisational ability to attract and retain personnel with required skills;
- to ensure greater mobility in career opportunities, which will prevent stagnation with the organisation;
- to provide bursaries and learnership within the career advancement programme system

which should be aligned to the City of Tygerberg's overall strategy and business plan (HRDP, City of Tygerberg, 1999:19).

3.4.3 Policy on Management and Organisational Development

The researcher would like to emphasise that in the delimitation of this research assignment organisational development has been identified as one of the aspects of diversity that will be discussed. Hence the researcher has concluded that the policy on management and organisational development of the City of Tygerberg is relevant for discussion in this research assignment. The policy on management and organisational development is provided by the Training Department of the City of Tygerberg in order to ensure a standardised and competent approach to human resource management and competent performance at managerial level. This policy addresses organisational development at a corporate level within the City of Tygerberg. Management development is further viewed as the development of managers to manage their changing internal and external environment effectively and efficiently to the benefit of themselves and the organisation (HRDP, City of Tygerberg, 1999:32).

The Training Department of the City of Tygerberg has structured the process of management development into two phases of training programmes, namely the mandatory and the elective phases. The mandatory phase consists of the legislative framework, transformation management, financial management, strategic planning, general management principles as well as conflict resolution and negotiation skills. The elective phase consists of team building, facilitation and problem solving skills, presentation skills, project management, introduction to computer technology as well as management and leading skills or techniques (HRDP, City of Tygerberg, 1999:33).

3.4.3.1 Objectives of Policy on Management and Organisational Development

- to develop those managers who are already in possession of professional qualifications and experiential learning to a more efficient and effective level of management;
- to enhance skills and knowledge to manage the process of change within the organisation and the country more effectively;
- to develop a capacity to handle the broad and complex problems confronting professional managers throughout their career;
- to enhance the intellectual tools and perspectives which will facilitate long-term development of managers as practising professionals;
- to provide the necessary preparation for further professional and academic development (HRDP, City of Tygerberg, 1999:32).

3.4.4 Policy on Adult and Basic Education and Training

The Policy on Adult Education and Basic Training (ABET) is intended to address the entry point and basic phase in the provision of life long learning, enabling employees to access further training and development. Adult basic education and training (ABET) is the basic education and training phase in the provision of lifelong learning which has exit points equivalent to those of compulsory education and consist of level along a continuum of learning. The skills and knowledge in ABET implementation will be linked to the career development plan in terms of

career development and accelerated training programmes. The various stakeholders responsible for the success of ABET are the employees, the employer, the facilitators, the trade unions and the training providers (HRDP, City of Tygerberg, 1999:39).

3.4.4.1 Objectives of policy on Adult and Basic Education and Training

- to provide workers with an education and training base for further learning;
- to develop workers with skills and knowledge to participate more effectively in the process of change within the organisation and the country as a whole;
- to contribute towards removing all the discriminatory barriers within the organisation;
- to encourage more workers to participate in further education and training through the bursary system;
- to develop learning which is relevant and responsive to the needs of the individual and the organisation;
- to promote access to in-house learning programmes (HRDP, City of Tygerberg, 1999:39).

3.4.5 Policy on Occupational Based Skills and Technical Training

Section 15 (2) (d) (ii) of the Employment Equity Act 55 of 1998 refers to accelerated training and development programmes for those employees who are from the designated groups. The Training Department of the City of Tygerberg has developed occupational based skills and technical training programmes in order to ensure that those employees who, through performance assessment system, have proven ability may be assisted in acquiring the relevant skills needed for the future promotion within a structured career path. The acquisition of those skills will in turn contribute to a more competent employee which should positively influence the quality and efficiency of service delivery (HRDP, City of Tygerberg, 1999:46).

In terms of the Human Resource Development Policy of the City of Tygerberg (1999: 146-147) occupation- based skills and technical training also refers to those training programmes which seek to address and develop the skills needed by every employee within a defined occupational group. Such training programmes are intended for all the employees to enable them to perform specific tasks effectively and efficiently according to pre-determined standards. Skills in this training programme refers to the aptitude or abilities to perform a specific task. The effective or efficient process of transferring knowledge to the practical execution of a task.

The other sub-policies for occupational categories that have been developed by the City of Tygerberg, refers to technical training such as computer training policy, driver training policy and apprenticeship policy. The City of Tygerberg has adopted two approaches in order to implement a relevant and cost effective occupational based skills and technical training programmes:

- (1) the short-term skills and technical training programmes which deals with the ad-hoc training where the need occurs due to the unplanned changes of an operational nature. Although this type of training is not recommended because is of a re-active nature. It is the opinion of the Training Department of the City of Tygerberg that ad-hoc training is unavoidable and is essential for the continuation of effective and efficient service delivery (HRDP, City of Tygerberg, 1999:47).

- (2) The medium to long-term skills and technical training programmes in terms of the human resource policy of the City of Tygerberg, refers to training programmes that are more commonly aligned with the career advancement programme which does not acquire immediate ad-hoc attention. This type of training programme needs manpower and succession planning as well as the strategic organisational objectives. The Training Department of the City of Tygerberg is of the idea that medium and long term skills and technical training programmes should be pro-active in nature. This is approach to training is recommended as it sustains the development of competencies in a progressive manner over an extended period of time (HRDP, City of Tygerberg, 1999:47-48).

3.4.5.1 Objectives of Policy on Occupational Based Skills and Technical Training

- to improve the overall level of skills of employees within the City of Tyerberg;
- to enhance the career advancement of employees within the City of Tygerberg;
- to contribute to the overall improvement of service delivery;
- to meet the requirements of the current legislation;
- to contribute to the general upliftment and development of the members of the disadvantaged groups (HRDP, City of Tygerberg, 1999:47).

3.5 Conclusion

Despite its diverse background in terms of the employees' conditions of service as well as the levels of service delivery to the communities served, the City of Tygerberg has so far proved its commitment to transformation and change. The City of Tygerberg has implemented human resource development policies in order to give effect to the various pieces of legislation, namely the Skills Development Act, as well as the Employment Equity Act.

In an attempt to address organisational development as an aspect of diversity considered in this research assignment, the City of Tygerberg has further implemented the integrated development planning process as the strategy which gives strategic direction to the organisation in an attempt to address the diverse needs of the communities served. The organisation has further implemented strategies aimed at ensuring that the organisation is self-sustained and economically able to meet the needs of the community within its boundaries.

CHAPTER 4

THE RESEARCH PROCESS

4.1 Introduction

The purpose of this chapter is to give an account of the research process employed by the researcher in the process of collecting data and gathering information for this research assignment. The key issues of the research process include the discussion of the research instrument and the target group which participated in this research assignment. The data collection process will also be discussed.

4.2 The research Instrument

In Chapter 1 section 1.4 of this research assignment it was stated that various methods of gathering data will be used. It was also mentioned that the process of primary data collection will also consist of logically sequenced questionnaires drawing on both structured and unstructured questions. The questionnaire would then be completed by those participating in the process of gathering information as defined by Bless & Higson-Smith (1995: 99-100).

The researcher developed a questionnaire consisting of thirteen different types of questions. The researcher identified four categories, namely diversity management, change management, organisational development and organisational culture. These categories were also identified as areas of concern in Chapter 1, section 1.2, hence the researcher has formulated questions around them. From each category between three to four items were developed which formed the bases of the questions asked. From the items nominal, ordinal and open ended questions were formulated by the researcher.

4.3 The target group

In Chapter 1 of this research assignment a specific target group was identified to participate in the process of gathering data. The target group identified from the population for the sake of this research assignment were the employees of the City of Tygerberg such as the Chief Executive Officer, Manager: Human Resources, Manager: Training and Development as well as the Director of Administration. The target group was selected on the basis of the functional relevance of the various members of the target group. They are charged with the duty of implementing certain pieces of legislation which address issues of diversity in the workplace.

The researcher assumes that the Chief Executive Officer is responsible for ensuring the smooth running of the organisation as well as the implementation of the pieces of legislation which are applicable to local government. The Manager Human resources deals with personnel issues, labour relations, recruitment as well as appointment of employees within the organisation. These matters are regulated by the Constitution, Act 108 of 1996, Labour Relations Act 66 of 1995, White Paper on Human Resources in the Public Service and many others, and all refer to the importance of diversity and how it should be managed.

The Manager: Training and Development is part of the target group because she is charged with a responsibility of implementing the provisions of the Skills Development Act 97 of 1998, the Employment Equity Act 55 of 1997, as well as the Human Resource and Development Policy of the City of Tygerberg. All these pieces of legislation and policies places greater emphasis on human resource development and simultaneously address some of the diversity issues in the workplace.

The Director of Administration is directly involved with the implementation of organisational development within the City of Tygerberg. The Strategic Support Services Department which compiled the IDP Document for the City of Tygerberg falls under the supervision of the Director of Administration. Furthermore, both the Training and Development Departments as well as the Human Resources Department are also supervised by the Director of Administration. In Chapter 1 of this research assignment organisational development has been identified as one of the areas of concern which would be addressed here. The researcher then concluded that all the members of the target group were in terms of functional relevance, appropriate to be considered in the process of data collection.

4.4 The Data collection Process

All the members of the target group were contacted telephonically before questionnaires were circulated to them in order to their ensure awareness and acceptance, the possible benefits to the organisation, if the questionnaire is completed, was also explained. The possible benefits referred to are the objectives as stated in chapter 1, section 1.3. In order to encourage the members of the target group to participate, the researcher indicated that the research assignment will be made available to the employer on completion. The intention of contacting all the members of the target group telephonically was also to establish that all the members are willing to co-operate as well as motivated to share their knowledge by furnishing the researcher with answers they believe to be the best.

The distribution of questionnaires to the members of the target group took place through the available computer communication services, faxing as well as through office delivery via the internal courier services of the City of Tygerberg. The target group members were given reasonable time to complete questionnaires and then return them to the researcher's office. The researcher opted for self administered questionnaires as defined by Bless & Higson-Smith (1995: 106-107). The researcher did not make special arrangements for collection of questionnaires other than including the general instruction that all questionnaires should be e-mailed or faxed back to the office of the researcher. All the questionnaires distributed were returned to the researcher.

4.5 Conclusion

It was stated in chapter 1, section 1.8 that chapter 4 will outline the research process employed in this research assignment. This chapter has attempted to do this by discussing the research instrument as means of collecting data. In this chapter it was further stated how the research instrument, the questionnaire, was formulated as well as the logical steps involved in doing so.

Chapter 4 also indicated the members of the target group as defined in chapter 1, section 1.2 of this research assignment. This chapter further revealed the reasoning and bases behind identifying the specific target group members who participated in the process of collecting data for this research assignment.

Lastly, the process of collecting data has been discussed in this chapter. The discussion on data collection process addressed the step-by-step method employed by the researcher and the reasoning behind adopting this method. Chapter 4 was intended to reveal only the research process employed in this research assignment; chapter 5 will deal with the findings of the research process, conclusions drawn from those findings as well as the recommendations and suggestions emanating from the results of the research process.

CHAPTER 5

FINDINGS AND RECOMMENDATIONS

5.1 Introduction

The purpose of this chapter is to review the findings of this research assignment conducted on relevant functionaries within the City of Tygerberg as indicated in chapter 1, section 1.2. These functionaries were identified as the Chief Executive Officer, Manager: Human Resources Management, Manager: Training and Development as well as the Director of Administration. The intention of the review is to discuss findings of the research process as well as conclusions drawn from those findings.

Chapter 5 will also discuss recommendations as well as suggestions for the City of Tygerberg on possible shortcomings revealed by the research process. This chapter will discuss specific suggestions and guidelines suggested for the City of Tygerberg in order to improve on the current strategies employed by the organisation in terms of managing diversity and other areas of concern identified in this research assignment namely, diversity management, change management, organisational development and organisational culture. Some general recommendations drawn from the existing theory about diversity management, change management, organisational development and organisational culture will also be suggested for the City of Tygerberg to consider.

5.2 Discussion of Findings

The researcher will discuss the findings of the research process in two parts: firstly, the findings in terms of the specific findings in relation to the objectives of this research assignment as stated in Chapter 1, section 1.3; secondly, the general findings of the research process.

5.2.1 Discussion of Findings in terms of Objectives

The researcher's intention to discuss the specific findings in relation to the objectives is to determine whether the intended objectives for this research assignment were achieved or not.

One of the objectives mentioned was to evaluate the status quo of diversity management within the City of Tygerberg as well as to make an impact and improve (where necessary) the current strategies employed by the City of Tygerberg towards managing diversity. Both these objectives have been shown by the research process to exist and to be true to some extent. The findings of the research process have indicated that the City of Tygerberg has attempted to address some of the diversity issues, namely organisational development as defined in the IDP document of the City of Tygerberg. The issue of training and development of employees as defined by Riccucci (1997:38) has to a larger extent been attended to by the organisation. This aspect is revealed by the a number of human resource-related policies that has been established by the City of Tygerberg, namely policy on career advancement, policy on management and organisational development, policy on adult basic education and training as well as policy on occupational based skills and technical training.

Simultaneously the research process has also indicated some shortcomings in the manner in which the organisation is dealing with some diversity aspects such as organisational culture as well as organisational leadership. The research process has revealed that there are no specific strategies in place to deal with the issue of organisational culture, although the organisational leadership is aware that culture is one of the important aspects which needs to be addressed. In other words, it is known to the organisation that organisational culture cannot be simply wished away, but a more neutral approach is being adopted by the organisation instead of facing the issue head on.

On the aspect of leadership, the research process has revealed that organisational leadership has a clear vision of what has to be done in order for the organisation to succeed as indicated in Chapter 3 of this research assignment. The problem is that this aspect is that such vision is not made known and shared with the rest of the employees in order for them to take ownership and strive towards achieving it. The situation has negative implications for the future of the organisation; and the issue of sharing information as well as seeking involvement and commitment from bottom-up is well argued by Gardenswartz & Rowe (1993:431-433 and Flynn, 1995:62-63).

The other objective of this research assignment was to reveal that diversity is not a threat to the City of Tygerberg, but rather that it can be used as a tool for new vision and direction. Although the research assignment has revealed that there are some attempts at dealing with diversity efforts by the organisation, but there is still room for further suggestions. The research process has shown that to some extent diversity is not a direct threat to the City of Tygerberg in that there are policies in place which deal with the issue. Furthermore, Chapter 3 of the Integrated Development Plan document of the City of Tygerberg deals with the economic, social and organisational development achievements during the financial year 1998/1999; which spells out the diverse achievements in the various areas obtained by the City of Tygerberg. These achievement issues are to a larger extent addressing some diversity issues in the field of economic development, social development and organisational development.

The last objective of this research assignment was intended to make the City of Tygerberg ready to deal effectively with both local and global diversity issues in the coming new millennium. The review of the theoretical perspectives of diversity management as a concept and within the organisational context is a difficult task involving a variety of strategies to be employed by organisation, many of which are not precisely understood. As Cleveland (1995:37) argues, we do not know yet how to create "wholesomeness including diversity," but we owe it to the world, as well as ourselves, to keep trying. Chapter 2 of this research assignment deals with the theoretical overview on diversity management, which illustrates the strategies to be employed by organisations in order to deal with both local and global diversity issues effectively.

5.2.2 General discussion of Findings

Due to complexities, recent experiences, both nationally and locally the researcher is of the opinion that the issue of diversity is approached with caution due to uncertainty. The uncertainty is particularly prominent in local government sphere due to the various levels of transformation which have made it difficult to address diversity smoothly at this stage at the local government level. More and more the decision-makers within local government realise that they can no

longer afford to make decisions without thinking of the diverse workforce that makes up local government.

Generally the research process has revealed that diversity in the City of Tygerberg is addressed to some extent in that certain policies addressing the issue are in place. Specific reference is made to the national agreement on affirmative action and the organisation's policy in this regard. Reference is also made to the Employment Equity and Skills Development Acts and the City of Tygerberg's Human Resource Policy document addressing issues emanating from these Acts. However, that does not imply that everything is in order, the organisation still reveals general shortcomings in dealing with some of the aspects of diversity.

The research process has also revealed that there is a high degree of resistance by a certain component of the staff structure, and some staff structure that disregard the changing environment rather insist on entrenched processes and procedures. On the other hand, there is also a component of managers that are highly committed to change that also explore new and changed ways of dealing with organisational issues.

In terms of organisational development the research process has revealed that management is aware of the fact that the organisation is operating in a dynamic environment, where the exterior and interior influences due to the variety of factors are constantly changing and have an impact on the organisation. As a result the organisation has strategies in place to deal with organisational development, but what has been revealed as lacking is an action plan, the implementation strategies as well as mechanisms to evaluate successes or failures. Furthermore, the issue of organisational development and change management is viewed as two sides of the same coin by the City of Tygerberg.

In terms of organisational culture the research process has revealed that the organisation views organisational culture as a sensitive and important aspect of diversity management. It is also acknowledged by the organisation that there is a need for a creating and engendering a desirable work culture. Unfortunately the research process has revealed that the organisation is failing to address the issue of organisational culture adequately or at all.

5.3 Summary of Findings

The summary of findings will be analysed in terms of the major trends established by the researcher, where there is a concentration of scores in terms of the positive and negative aspects. For the sake of this research assignment, the researcher has regarded any trend identified with the concentration of scores of 60% and above as a major trend.

The findings of the research process have shown that the City of Tygerberg is making substantial effort in addressing positively the issue of organisational development. The findings have further shown that the organisation has goals, approaches and measures for successful organisational development. Almost 100% of the target group members confirmed that the City of Tygerberg has goals and approaches for organisational development and at least 75% also confirmed that measures for successful organisational development are being implemented by the organisation.

The research process has also revealed that diversity management strategies are in place and

change is valued by the organisation. The preceding statement is confirmed by 75% and 100% respectively of positive responses shown by the research findings in this regard as being important by the City of Tygerberg; 100% of the responses received confirmed the acceptance of the importance of organisational culture.

At least 75% of the research findings have confirmed that diversity management was identified as an aspect that is not adequately addressed. In fact, diversity management is addressed to some extent as stated in paragraph 3 above in that the research process has revealed that the City of Tygerberg has some diversity management strategies in place but they are not adequate. As a result there is 100% support for diversity management improvement.

The research process has also revealed that the City of Tygerberg does not have strategies to improve change management process. This position is confirmed by 100% responses received in this regard. Furthermore, the findings of the research process have shown that there is a high degree of resistance and denial of change. This has been revealed by 100% responses received confirming this position. Although the respondents have indicated that there is 100% resistance as well as denial to change, the researcher is of the opinion that such response does not imply that everyone resists and denies change, rather indicates that there is a high degree of resistance and denial to change.

The aspect of organisational culture has been identified as a process that is completely unaddressed at all by the City of Tygerberg; although the research findings have revealed that it is accepted and regarded as an important issue. Furthermore, the research process has revealed that the organisation does not have the necessary tools to strengthen organisational culture. These positions have been confirmed by 100% responses received in both instances. The summary of the research findings is shown below in a tabular form in figures 5.3.1 and 5.3.2.

5.3.1 Section 1

Questions		Raw Scores				Standard Scores			
No	Shortened Version	Yes	No	Missing	Total	Yes	No	Missing	Total
1.1	Diversity Management adequately addressed	1	3	0	4	25%	75%	0%	100%
1.2	Goals and approaches of organisational development	4	0	0	4	100%	0%	0%	100%
1.3	Recommending organisational development	4	0	0	4	100%	0%	0%	100%
1.4	The importance of cultural management	4	0	0	4	100%	0%	0%	100%
1.5	Organisational culture being addressed	0	4	0	4	0%	100%	0%	100%
1.6	Is there strategies in place to improve change management process	0	4	0	4	0%	100%	0%	100%
1.7	Does resistance and denial to change exist	4	0	0	4	100%	0%	0%	100%

53.2 Section 2

No	Shortened Version	Raw Scores						Standard Scores					
		Strongly Agree	Agree	Dis-agree	Strongly Dis-agree	Miss ing	Total	Strongly agree	Agree	Dis-agree	Strongly Disagree	Miss-ing	Total
2.1	Does the organisation recommend areas for diversity management improvement	0	4	0	0	0	4	0%	100%	0%	0%	0%	100%
2.2	Does the organisation have diversity management strategies in place	0	3	1	0	0	4	0	75%	25%	0%	0%	100%
2.3	Does the organisation have diversity management problems	4	0	0	0	0	4	100%	0%	0%	0%	0%	100%
2.4	Is change being valued by the organisation	4	0	0	0	0	4	100%	0%	0%	0%	0%	100%
2.5	Is management committed or explore change	0	3	1	0	0	4	0%	0%	75%	25%	0%	100%
2.6	Does the organisation take measures for successful organisational development	3	1	0	0	0	4	75%	25%	0%	0%	0%	100%
2.7	Is there necessary tools to strengthen organisational culture ?	0	0	0	4	0	4	0%	0%	0%	100%	0%	100%

5.4 Suggestions and Recommendations

The researcher will provide recommendations and suggestions in two parts. Firstly, specific suggestions referred to the City of Tygerberg will be discussed. These suggestions will be based on the findings of the research process, that is issues which have been identified by the research process as shortcomings and that are not addressed adequately by the City of Tygerberg. Such issues will particularly make specific reference to the areas of concern which were identified as needing to be addressed by this research assignment, namely diversity management, change management, organisational development and organisational culture. Secondly, the general recommendations will also be discussed with the intention of addressing issues relating the areas of concern identified in this research assignment which in the researcher's view should be considered by the City of Tygerberg on a medium and long-term basis.

5.4.1 Specific Suggestions to the City of Tygerberg

The researcher suggests the unfreezing of the current status of the organisation of being moderate or neutral about diversity and change because, in the researcher's the opinion, that such attitude delays the acceptance of the existence of diversity and change in the workplace. Such attitude may also mean that senior management are not fully committed and supportive of diversity and change within the organisation. The researcher is of the opinion that those individuals will need to change their attitude and be prepared to come out of their comfort zones deriving from the older order of doing things and face the challenges of diversity and change. The organisation must also be prepared to implement strategies which encourage diversity and change in the workplace and also provide measures to support all the employees to understand the need for diversity and change. This position is further supported by Van der Waldt & Du Toit (1997:253) as the authors argue that if change takes place the status quo no longer applies and certain actions are required to bring change.

It is argued by *Human Resource Management Yearbook* (Vol 9 No 10 of 1994) that effective leadership, and the utilisation of appropriate organisational development interventions, informal change agents will build the organisation with bricks of customer care, employee support, mutual respect, co-operation, open and honest communication, confidence, trust, dignity, participation and consideration of cultural elements will create a climate that could withstand the climate of change. The researcher supports this idea and further confirms that the City of Tygerberg is adequately addressing the issue of organisational development and further has an implementable plan to deal with this issue as discussed in chapter 3, section 3.2.2.1. But the researcher further suggests that measures to monitor and evaluate progress be put in place. For an example, the City of Tygerberg mentions in its IDP Document (199/2000: 13) that productivity will be improved through training and development of personnel, but does not specify measures to be utilised in order to monitor progress and whether the intended goals are achieved, nor how it intends evaluating such progress. The research process has further revealed that the City of Tygerberg has successful measures in place to deal with organisational development.

Flynn (1997: 70) recommends the establishment of the corporate diversity development department to handle the day-to-day strategies and implement new diversity initiatives. Such a department should serve as a link between the rest of the departments of the organisation and should be driven by solid business objectives. The researcher supports this idea, but views it as a long term strategy to deal with diversity issues as the establishment of such department will have financial implications which will have to be budgeted for first. The researcher is of the opinion that the short term strategic action in order to address this issue within the City of Tygerberg would rather be to make use of the officials from the existing departments.

- The researcher specifically suggests that the strategic support services and training and development departments be tasked jointly by the Chief Executive Officer to drive diversity development issues within the organisation as a short-term strategy to drive the diversity management process until such time that a corporate diversity department is established by the organisation. The Training Department of the City of Tygerberg is specifically suggested for consideration because it is one of the departments within the City of Tygerberg that deals with diversity-related-issues discussed in this research assignment, namely the human resource related issues, Skills Development Act and the Equity Employment Act. The Strategic Support Department of the City of Tygerberg also deals with the Integrated Development Plan (IDP) for the City of Tygerberg, which includes the organisational development discussed in this research assignment.

In an attempt to address cultural issues, the researcher suggests that the organisation needs to organise continuous cultural programmes and sensitivity workshops for all the employees, where employees can talk openly about culture in order to improve understanding of one another. The intention of these open discussions is to improve the principle of tolerance and learning to be different together, as defined by Tutu (1997: 77 and Cleveland, 1995:39).

Furthermore, Cleveland (1995:38) recommends that when establishing a new organisational culture, cultural richness without cultural dominance be established with the moderating effect of inter-cultural respect. The researcher supports this idea and suggests that it should be implemented by the City of Tygerberg in the process of creating an all-inclusive culture for the organisation.

The research process has revealed that the City of Tygerberg does not have a policy document on its organisational culture, but organisational leadership is aware that organisational culture is an important process which needs to be addressed. The research process has further revealed that the organisation does not have tools to strengthen the organisational culture or means to address this issue. This position has been confirmed by the results of the research process as shown in the summary of findings. In an attempt to address the issue of organisational culture for the City of Tygerberg, the researcher suggests that comprehensive procedural steps be considered :-

- a task should team be nominated by the Chief Executive Officer, which will include officials from training department of the City of Tygerberg and be mandated to establish an all-inclusive organisational culture for the organisation.
- The task should team then organise workshops with all the various directorates/departments with the intention of ascertaining facts about different cultures, and establish similarities, differences as well as cultural barriers. Such workshops should also attempt to identify the the intervention strategy with the employees in order to address this issue and attempt to find common ground for the direction to be followed in order to achieve the intended goal, being the establishment of an all-inclusive organisational culture.
- The task team should co-opt two to three representatives from each directorate/department with the intention of utilising such representatives to give feedback to their respective directorates/departments.
- The task team together with the various representatives should undertake to do some bench marking or comparative study of the information gathered from the various directorates/departments and also establish similarities, differences as well as establish the proposed intervention strategy to be employed. Simultaneously, such task team should identify the benefits of the intervention strategy for the organisation as well as the implementation plan should also from part of the process.
- The task team should furthermore organise other workshops with all the different directorates/departments in order to present the findings of the information-gathering workshops. These workshops will discuss the findings in terms of similarities, differences, strengths, weaknesses, benefits and threats of an all-inclusive organisational culture. A discussion of the proposed implementation strategy as well as the implementation plan.
- The implementation plan should also include aspects of monitoring, evaluation and support. The task team can also consider the issue of publicising the issue of organisational culture within the organisation by the available means of communication such computer communication services, newsletters and pamphlets.

5.4.2 General Recommendations

Diversity in both societies and organisations is on the increase and the differences will add value for everybody in the organisation (Fitzgerald, 1997: 68). In order to manage diversity properly the mindsets of individuals as well as the organisational attitudes and actions have to change (Schwella *et al.*, 1997: 349-350). The following recommendations are suggested and intended to address the shortcomings which have been highlighted by the research process.

- Organisational change should be driven by its philosophy as set out in its vision, purpose and values. The organisation's system should reflect such philosophy at all times (*Management Today*, 1998:34). The research process has revealed that the City of Tygerberg has no measures in place to improve on the change management process, hence it is suggested that the City of Tygerberg needs to continually evaluate whether the organisation is driven by its values and philosophy as stated in its vision. It is further suggested that a department like the strategic support services of the City of Tygerberg be tasked to evaluate the overall performance of the organisation in terms of its values on quarterly basis in order to establish whether the organisation is achieving its mission or not.
- Riccucci (1997:38) recommends that diversity efforts as well as total quality management need to be integrated into the broader human resource management program aimed at recruiting, hiring, training, promoting and developing all workers (*Management Today*, 1998: 34). Total Quality Management refers to an approach that will be intended to ensure that an organisation operates with a commitment to quality and continuous improvement in meeting its customer's needs (Harvey & Brown, 1996 : 3). For the City of Tygerberg, the researcher suggests as means of strengthening the existing goals and approaches as revealed by the research process that the Training and Development as well as the Human Resources Departments jointly be tasked to investigate the system of other local authorities to achieve this goal and then undertake a comparative study for improvements, if necessary.
- Wilson (1994:28 and *Human Resource Yearbook*, 1997:23) recommend that diverse groups within the organisation must be encouraged to support one another. Kemp (1997:23) supports this position and further argues that people from diverse backgrounds do not automatically gel and form synergistic teams. The researcher believes that staff members from diverse backgrounds have diverse experiences which they need to share with one another. The researcher suggests that in all the formal as well as informal gatherings of the City of Tygerberg, staff members should be encouraged to adopt a positive attitude and support one another and be prepared to share their experiences and knowledge with one another. This suggestion is specifically intended for improved productivity to the benefit of the organisation and being those served by it.
- It is recommended that in order to make learning possible, the organisation must develop an environment that embraces change and continuous learning. For this purpose, organisational structures need to change, adopt flexible policies and procedures and also review its processes and systems (*Management Today*, 1998:34-35). The City of

Tygerberg has to a greater extent adopted flexible policies more especially the human resource policies as discussed in Chapter 3 of this research assignment. It is further suggested that implementation strategies be evaluated continuously to ensure that the intended goals are achieved.

- It is the opinion of Kluger & Baker (1994:11-14 and *Management Today*, 1998:27) that leadership have to share a unified vision which will encompass recent and future changes and such vision be made known and shared by all employees. For the City of Tygerberg it is suggested that the values mentioned in its vision be evaluated in the entire organisation on quarterly basis and annual reports on findings be compiled by the strategic support department of the City of Tygerberg. Furthermore, the organisation needs to explore means of ensuring that its vision is known to all by using the means of communication and advertising methods available within the organisation such as use of notice boards, pamphlets, newsletters, computer communication system and others.
- Adler (1986:229-233) argues that any form of effective diversity management has to start with a conscious effort to recognise cultural diversity without judging it, thus perceiving differences where they exist. The researcher suggests a specific cultural diversity programme for the City of Tygerberg as discussed under specific suggestions of this research assignment, which incorporate the process of diversity management.
- It is recommended that the organisational leadership realise that culture is a political reality that the organisation has to live with, therefore commitment and support of the senior officials of the organisation is crucial (Fitzgerald, 1997:66-70 and Gardenswartz & Rowe, 1993:431). The researcher supports this idea and suggests that it should be taken into account in the process of creating an all inclusive organisational culture for the City of Tygerberg, because the support of the senior officials is important to the success of the programme.
- Different employees need to be given access to information as well as meaningful relationships with authoritative people. Acknowledgement of the fact that cultural differences, stereotypes and assumptions about one another exists. Therefore personnel need to learn about other cultures, while developing awareness and acceptance of their own cultural background and style (Kogod, 1992:242). In the process of creating an all inclusive organisational culture for the City of Tygerberg, the researcher further suggests that all the employees be informed and afforded an opportunity to participate actively and also influence the process. The researcher is of the opinion that the end product will be widely acceptable to all the employees as they had a say in the decision making process and this will result in the sense of ownership.
- Wilson (1994:30) is of the opinion that organisations need to become open about differences and create an inclusive environment where new groups will be established. Allow such groups be in position of decision-making and influence. It is the researcher's view that, in organisations where people are given the responsibility as well as the correct information on issues affecting them, they are more likely to contribute to the prosperity and goal achievement for the organisation. In the City of Tygerberg it is suggested that this position be explored.

5.5 Conclusion

This chapter was intended to review the findings of the research process as well as the conclusions drawn from such findings. The findings of this research assignment were discussed in terms of the specific issues identified as major trends as indicated in the summary of findings as well as in terms of specific findings in relation to the objectives of this research assignment. The process was also taken a step further by a discussion of the general findings of this research assignment. The general conclusions drawn from such findings were also discussed in relation to the major trends identified by the research process.

The recommendations and suggestions suggested for the City of Tygerberg based on the outcome of the research process have also been discussed and also backed up with the recommendations drawn from the existing theory about diversity management, change management, organisational development and organisational culture. Chapter 6 which will deal with the general conclusions of the whole research assignment.

CHAPTER 6

GENERAL CONCLUSIONS

6.1 Introduction

The general conclusions of the whole research assignment will be discussed in an attempt to indicate what has been undertaken in this research assignment. The intention of this chapter is to consolidate the various matters that have been explored in the research. These matters will include a brief discussion of the purpose of the research assignment, its focus, its objectives and concepts used in the text. The theoretical review as well as the historical background of the organisation in question, the City of Tygerberg will be mentioned briefly as well as the research process. In the concluding comments the difficulties faced by the local government in implementing diversity strategies and approaches due to the various levels of the transformation process will be mentioned. Furthermore, suggestion for future research at a higher level in local government will be made in order to stimulate further research in the field of diversity and its related aspects.

6.2 General Conclusions

In an attempt to discuss the general conclusions of the whole research assignment, the researcher will discuss what has been undertaken as well as the general conclusions of the whole research assignment.

The purpose of this research assignment was to attempt to address the issue of diversity management in the amalgamated City of Tygerberg and also intended to be used as an evaluation instrument in order to make suggestions for improvements on identified shortcomings. The first chapter furnished the reader with a comprehensive introduction of the research topic. The introduction indicated the relationship between diversity and other processes, namely culture, intergovernmental relations as well as the challenges and opportunities which diversity presents to the organisation. The focus of and rationale for this research assignment was stated in the problem statement as well as the areas of concern, namely diversity management, change management, organisational development and organisational culture.

The aims and objectives were mentioned and clarified. The intention in mentioning these aims and objectives was to indicate to the reader what the research assignment was intended to achieve. The researcher then defined the methodology to be employed in the process of collecting data for this research assignment and specified the specific sources to be considered in the process of gathering information. The ethical considerations and professionalism to be maintained in this research assignment were also discussed.

For the purpose of clarity and understanding, the researcher made a concerted effort to define the terms/concepts to be used in the text of this research assignment. For the sake of logical sequence and flow, the researcher has further outlined the way that the contents of this research assignment would be presented.

The theoretical overview on diversity management and its related components were discussed with the intention of equipping the City of Tygerberg with strategies and principles it can utilise in order to deal with the challenges that diversity presents. Then the historical background of the organisation in question, the City of Tygerberg, was explored. The strategies as well as the human resource policies currently in place in order to deal with a number of diversity issues were presented. Furthermore, legislation which refers to the importance of diversity management and how specific issues should be addressed was also discussed.

The research process, with specific reference to the research instrument used, the target group and the process of collecting data that was employed in this research assignment, was then discussed. This was followed by a discussion of the findings as well as conclusions drawn from those findings. Based on the findings of the research process, specific suggestions to the City of Tygerberg were discussed in order to address the immediate shortcomings identified. General recommendations suggested to the City of Tygerberg were also discussed.

The researcher generally concluded that at local government level it has been difficult to address diversity and its related aspects smoothly due to the high degree of uncertainty because of the various levels of transformation. Decision-makers within the local government sphere realise that they can no longer afford to make decisions without taking the diverse workforce which local government is made up of into account. This situation applies to the organisation in question, the City of Tygerberg.

The City of Tygerberg is a new organisation which amalgamated after the local government elections which took place during May 1996. More than six former “white only” and “black only” autonomous municipalities with diverse backgrounds, policies and experiences amalgamated to form the City of Tygerberg. As a result it was difficult for the City of Tygerberg at that level of transformation to address issues of diversity adequately. The added complexity of the other level of transformation due to the local government elections which took place on the 5 December 2000 has added more complexities in addressing diversity management and its related aspects easily.

These elections have also resulted in the establishment of the Unicity Council, which comprises of the various substructures in the Cape Metropole. These substructures had been operating independently from one another in the past, each with its own policies and procedures. The Unicity Council has been created with a specific purpose of reducing poverty, improve the quality of life for all, ensure value-for-money service delivery, to ensure that local government finances are managed properly, promote local democracy and the culture of good governance as well as the creation of globally competitive city for the 21st century (*The Unicity Commission Gazette*, Vol 1, 2000 :1). From the effective date of the establishment of the Unicity Council, all employees from the previous seven municipalities which formed the Unicity Council will be transferred into the holding structure and in terms of section 197 of the Labour Relations Act 66 of 1995. While human resource policies and procedures of the Unicity Council will be those adopted by the Unicity Commission until amended by the Unicity Council. Furthermore, the Unicity Council will take over the legal obligations, assets, liabilities, land, buildings, debtors, creditors, administrative records and valuation rolls of all the seven municipalities (*The Unicity Commission Gazette*, Vol 3, 2000: 2).

It is the researcher's view that given the background more diversity exists due to this phase of local government transformation and is obliged to continue for sometime before uniform policies and procedures for the Unicity council can be put in place. The researcher also thinks that this kind and level of diversity requires specific diversity and change management strategies to deal with various issues within the Unicity Council such as human resources, procedures, policies and others.

The researcher feels that further research in the field of diversity management and aspects related to it still needs to be undertaken at the Unicity Council level, so that ideas may emerge which will generate theoretical and practical suggestions that can be used to address this issue.

6.3 Conclusion

In order to manage diversity adequately a fundamental of mindset change among both individuals as well as the organisation needs to take place. Diversity includes all of us. In organisations where people are empowered and have a stake as well as a responsibility, they are likely to contribute to the prosperity and the economic stability of the organisation. Information should be filtered down to the people rather than being hoarded at top management level. Technological means should be used as an engine to disseminate information to all levels of the personnel in the organisation. The organisation needs to ensure that all the people within it are well informed, based because information is the currency that shapes the success of the organisation.

With the increase of diversity, the need for diversity management has become the reality in organisations. Generally, diversity management and its related processes should be dealt with by the organisation in order to ensure its continuity and survival in both the local and global arena.

It is hoped that this research assignment will stimulate further research in diversity management and its consequences within organisations and that some ideas for intervention strategies to deal with diversity may emerge from the theoretical and practical suggestions provided.

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APPENDIX A

QUESTIONNAIRE ON MANAGEMENT OF DIVERSITY WITHIN THE AMALGAMATED CITY OF TYGERBERG

BACKGROUND INFORMATION

Name of the Researcher : N. E. Nombakuse **Date :** .../.../1999
Name of the Organisation : City of Tygerberg
Name of the Respondent :
Designation :

1. Diversity Management Information

- (a) Do you think diversity is adequately addressed ? Give reasons for your answer
- (b) Which areas would you recommend for improvement and why ?
- (c) What strategies that are in place that deals with diversity ?
- (d) What are the problems that the organisation is currently facing (hinders progress) ?

2. Change Management Information

- (a) Is change valued by the organisation ? Give reasons for your answer
- (b) Comment critically on denial, commitment, resistance and exploration (creative choas) regarding change management
- (c) What strategies that can be used to improve the process ?

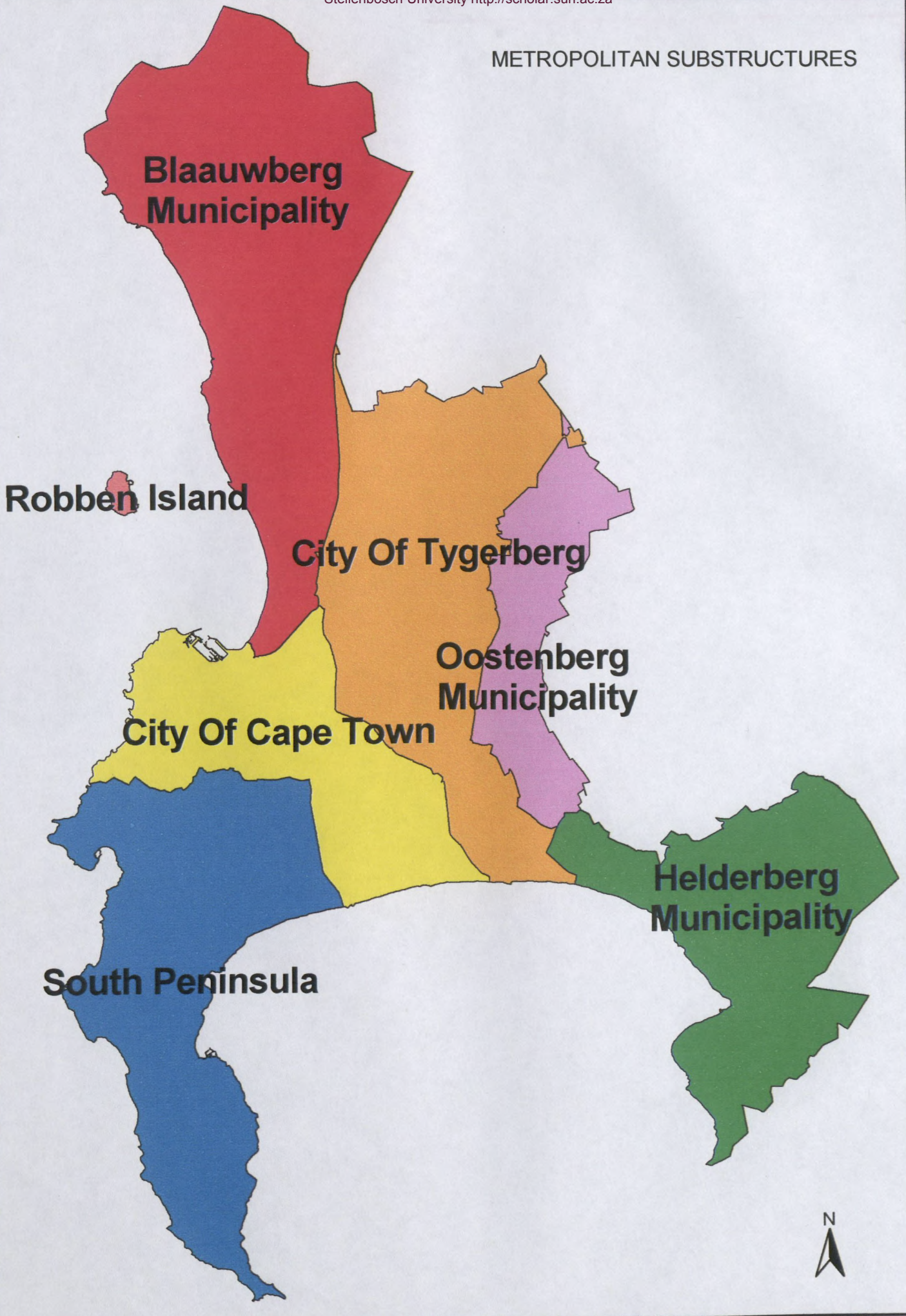
3. Organisational development Information

- (a) How relevant do you regard the goals and approaches of organisational development as a management application tool for your organisation ?
- (b) Would you recommend organisational development for your organisation? Give reasons for your answer
- (c) In your own opinion, what measures managers need to take to increase the success of organisational development? Substantiate your argument

4. Organisational Culture Information

- (a) Why do you think cultural management is important ?
- (b) Which tools that can be used to strengthen culture with less conflict ?
- (c) Give your own opinion, do you think the organisation is addressing the issue ? Substantiate your argument

METROPOLITAN SUBSTRUCTURES



City of Tygerberg Service Areas

