

Assessing diversity management within the Western Cape Department of Community Safety (DCS)

by

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DECLARATION

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Abstract

South Africa has committed itself to social transformation: institutional transformation through the removal of racism and sexism in all legislation, business, employment practices, service delivery and interpersonal relationships: in all of society; and in all spheres of government. Diversity in the South African context is dynamic and complicated as a result of the -apartheid era. There are many political, social and economic factors that are major obstacles to building healthy intercultural relations in South Africa. In today's corporate workplace, diversity management is what is mostly used to bring about transformation. The South African Constitution enacted in 1996 states that South Africa belongs to all who live in it, being united in our diversity. We are now almost two decades into our democracy and, despite progress being made to ensure redress of historical imbalances in South Africa; diversity management is not advancing at the pace that had initially been envisaged. It is therefore evident that, despite enabling legislation to promote diversity management, translating such into practice is proving to be quite a daunting challenge.

It has been noted that organisations are still grappling with issues of diversity. Working with people who have different values, beliefs, attitudes, perceptions, customs and languages from your own can result in costly miscommunication, misinterpretation, misunderstanding and misperception. This subject of diversity management has been explored exhaustively by various authors over time and various explanations for lack of progress have been offered.

Over the years, the Western Cape Department of Community Safety (DCS) has witnessed an increase in its organisational workforce. Employees from different backgrounds were recruited to achieve representivity in the workplace. It even went to the extent of appointing females in fields of employment which were previously predominantly staffed by males.

The thesis assessed the DCS approach to diversity management by:

- Firstly, obtaining an understanding of how diversity is managed in the department;
- Secondly exploring the concept of diversity management in various contexts;
- Thirdly exploring the legislative context for diversity management in the South African Public Service; and

- Determining the DCSs approach to diversity management by using the current situation in the DCS as a case study

A qualitative case study research design with structured interviews and survey questionnaires was used to conduct the study. This was used to draw inferences between practice and theory. The literature review on what diversity management is has been grouped into dimensions to influence managers to formulate a model on how to embrace and value diversity in the workplace. The research findings clearly indicate that the Department of Community Safety still has much to do in terms of implementing the prescribed legislation on diversity.

It is expected that the study will assist the department in its endeavour to achieve a greater level of compliance. In an organisation, the desired results of the “value all differences” approach are synergy and pluralism combined with an appreciation of and contribution towards goals and objectives. Recommendations are proposed in relation to what is key to diversity management as well as identifying determining factors of successful management. The main aim is the implementation of the diversity management model that comprises several steps.

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CHAPTER ONE: INTRODUCTION AND RESEARCH PROBLEM

1.1 INTRODUCTION

According to Wissink, Schwella and Fox (2004:325), many countries of the world, just like South Africa, have undergone economic, political and social changes. These trends have resulted in an increased diversity in national populations and in the workforce employed to deliver service to these populations. Managers of today are challenged by diversity. The way in which diversity is dealt with can have beneficial or detrimental effects for the employees and the organisation as well. A diverse workforce holds many benefits for organisations and therefore diversity management should be a priority within organisations.

Herselman (2004:1) argues that socio-cultural diversity is part of the South African way of life, yet policies of the previous government ensured separation and polarisation between different socio-cultural groups. When the Government of National Unity came into power in 1994, new policies were developed. The government abolished the old apartheid laws and initiated a new legislative framework to ensure that all citizens of South Africa have an equal chance of being selected for employment, that they are treated equally once they are employed, and that preference was given to those who were disadvantaged in past decades. Carrel, Elbert and Hatfield (2006:82) explain that the new government has been very innovative in terms of number of actions to rectify the imbalances of the past with efforts to address the issue of inequality and disparities in the workplace.

Kamoche, Debrah, Horwitz, and Muuka (2004:3) affirm that the face of socio-cultural diversity has changed and it is undergoing a further change, not only because of the democratic election in 1994, but also as a result of fulfilment of affirmative action and legal requirements concerning equity in the workplace. Carell, Elbert and Hatfield (2006:82) added that South Africa has identified a need to meet the new intense global competition and to utilize new technology and has made most of the South African companies to reassess their most important asset –workforce. Miller (2005:75) acknowledges that the government of South Africa introduced a White Paper on Affirmative action in the Public Service (1998) as well as the Employment Equity Act (1998) to provide further weight to ensure that the public service is non-racist, non-sexist and non-discriminatory. These legislative imperatives require the public service to prioritise diversity management and that managers within the

public service must have the necessary skills and capacity to successfully manage a diverse workforce. This is not always the case and it is therefore important to ensure that managers are equipped to manage diversity successfully.

1.2 BACKGROUND

According to Fuhr (1994:6), the concept of managing diversity is critical to the development of human resources in South Africa. It has to do with creating a working environment in which everyone has a true sense of belonging and which removes the barriers that have hindered the fulfilment of human potential. It should be impressed upon South African managers that they are facing unique challenges. The normal managerial and supervisory skills found in textbooks do not adequately equip managers to face these daunting human resource problems.

This creates a need for a new calibre of manager, who has the necessary diversity management skills in planning, setting objectives, leading, delegation of responsibilities, sensitivity, respect, motivation, problem solving, conflict resolution, judgment and criticism for achieving the goals of the organisation. In 2003, when the researcher joined the Department of Community Safety, it had a human resource plan to expand the department. The department's expansion brought into contact race groups with different cultural backgrounds and all the threats and opportunities that this represents. The department had to ensure that it manages diversity effectively. This became a challenge to managers and they had to be equipped for understanding diversity management properly. In a pre-assessment that was conducted, it was found that many managers were experiencing difficulties in meeting the challenge of adapting to people who were different from themselves.

According to Smit and Cronje (2007:245), most organisations used what is called the "melting pot" approach to managing diversity in the workplace in the past. This approach assumes that people who are different would somehow automatically want to assimilate. Now organisations have realised that employees do not set aside their cultural values and lifestyle preferences when they come to work. This has been a challenge in the Department of Community Safety (DCS) and has inevitably caused conflict between employees and managers and interventions were sought to deal with these differences, which included conflict resolution and diversity management workshops. However, the management of diversity within the DCS requires a new strategy if it is to be successful. Diversity

management requires commitment from the organisation, as well as specific skills from managers.

1.3 RESEARCH PROBLEM AND OBJECTIVES

Karen Miller (2005:52) wrote that the democratic political dispensation of post-apartheid South Africa inherited a public service that was beset with problems. Aside from the usual criticism of being bureaucratic, the South African public service was racist in structure, staff, organisations and procedures. It was a public service reflective of South Africa's history of apartheid and ideological interference. Swanepoel, Erasmus and Schenk (2008:84) argue that apartheid policies led to allocative and technical inefficiency. They marginalised large sections of the labour force, preventing them from engaging in directly productive and sustainable economic activities, either as employees or as self-employed individuals. The Department of Community Safety (DCS) in the province of the Western Cape is one of 12 departments. Its mandate is to ensure safety of every person in the province. In 2003, the department embarked on its strategy of Affirmative Action to meet its requirements under the Employment Equity quota. The staff establishment then was less than three hundred. In the last seven years with the department, the researcher has witnessed growth and expansion in the staff establishment. To date, the department has more than a thousand employees.

Whilst organisations, according to Thomas (1996:89), may state in corporate documents (as in the case of DCS) and in other ways that they value diversity amongst their employees, hidden perils exist for those who are different in an environment which values the comfort, safety and the predictability of conformity. The Thomas study as related to Kamoche, Debrah, Horwitz and Muuka (2004:10) is particularly relevant in the South African context, with its diverse cultural and ethnic fabric, and where research on cross-cultural diversity in organisational contexts is embryonic. Within the South African public sector, diversity is a reality, but, unfortunately, it is not yet managed in such a way as to promote its benefits and diminish the negative. Diversity management, specifically within DCS, is still problematic and it is for this reason the aim of this study is to investigate diversity and how best to manage diversity.

With the above in mind, one primary objective and four secondary objectives were been identified. The primary objective of the study was to assess the implementation of diversity management within the Department of Community Safety.

The following secondary objectives supported the researcher in achieving the primary objective.

- Define diversity and diversity management;
- Investigate the dynamics of diversity and diversity management and develop criteria for successful diversity management;
- Analyse the existing legislative framework for diversity management within the South African public service;
- Investigate the current method the department of community safety utilises for diversity management and also evaluate the organisation's compliance with the legislative framework; and
- Identify gaps and challenges faced by the department in terms of management of diversity;
- Make the necessary recommendations regarding the change required in order to progress from the current practices to the point where the department would comply with an ideal theoretical model.

1.4 RESEARCH DESIGN AND METHODOLOGY

The research took the form of a case study of the Department of Community Safety. . This was regarded as the most appropriate method to gather the necessary data, because the researcher was able to visit all the various components within the department personally to verify whether the existing programme had been implemented effectively and the target audience (employees) had been involved in its implementation. According to Mouton (2001:158) implementation of assessment research aims to answer the question of whether an intervention has been properly implemented as designed.

1.4.1 Instruments for data collection

The point of departure was the specific tasks of data collection. The study used the following:-

- Literature review (secondary data);
- Policy framework (secondary data);
- Interviews (primary data);

- focus groups (primary data); and
- questionnaires with rating scales that were designed and tested before it was distributed to the target group.

Interviews were also conducted with three of the members of the Senior Management Service responsible for the implementation of policies. Employees from the various directorates within the department were nominated as champions of diversity and they formed a focus group.

1.4.2 Methodology

The study required a hybrid approach. The research falls under the qualitative paradigm with some elements of quantitative research methodology. Mouton (2001:56) explains that research methodology focuses on the research process. According to Welman, Kruger and Mitchell (2005:8), the purpose of quantitative research is to evaluate objective data consisting of numbers while qualitative research deals with subjective data that are produced by the minds of respondents or interviewees (i.e. human beings).

A scrupulous literature study was done and this was followed by an empirical study conducted by means of circulating a questionnaire to the focus group and conducting personal interviews with three of the senior managers. The following steps were taken:

- Step 1 Develop criteria for success through the most authoritative theory and recent research.
- Step 2 Assess current policies and other relevant documentation within DCS.
- Step 3 Do data collection through the questionnaires and personal in-depth interviews.
- Step 4 Analyse data and discuss the research findings and make recommendation towards implementation of an ideal theoretical model.

A questionnaire was designed around the key aspects of mastering diversity management successfully, as identified in theory, as well as to test the department's conformance with the legislative framework and theory.

Interviews were conducted with members of the senior management service (SMS) in order to complete the highly structured questionnaire focused on the departments. Selection of these participants was conducted on the basis of their direct decision-making ability and their ability to drive the change.

1.5 OUTLINE OF CHAPTERS

The research study consists of six chapters, including the current one, which are organised and summarised as follows:

Chapter 1 Objectives and scope of study

Chapter one introduces the study, gives the background and identifies the research problem and objectives. It also explains the research design and methodology, and provides an outline of the chapters of this study.

Chapter 2 Literature review

Chapter two discusses all the relevant literature on diversity and diversity management to identify the main components for managing diversity successfully within public sector organisations.

Chapter 3 Historical overview of Human Capital Development approaches and legislative requirements

Reasons for common misunderstandings about the intentions and requirements of the legislative framework are apparent from legislation descriptions, e.g. "Arguments in favour of managing diversity vs race-based Affirmative Action", which lead to societal and organisational transformation.

Chapter 4 Department of Community Safety (Case Study)

The exploratory design of this study called for in-depth investigation by the researcher and analysis of the research phenomenon. According to Babbie and Mouton (2001:280-283), a case study research design would provide the researcher with an excellent opportunity to achieve the aforementioned objectives. Henning, Van Rensburg and Smit (2004:41) explain that case studies focus on discovery rather than confirmation.

Chapter 5 Data analysis and interpretation

This chapter is merely devoted to the reporting and interpretation of evidence.

Chapter 6 Research findings and Recommendation

This last chapter contains the findings and recommendations of the results, principally in the form of a recommended theoretical model of how the department could go about implementing the recommendations. It also contains the organisational behavioural aspects referred to in the literature review that could be incorporated into the current methods of diversity management.

CHAPTER TWO – THEORY ON DIVERSITY MANAGEMENT

2.1 INTRODUCTION

According to Hubbard (2004:8) diversity has become one of the most important issues of the 21st century, commanding much attention in the popular press, conferences, magazines and executive boardrooms. Recognising the importance of having diverse work teams, managers are exploring ways to enhance diversity. In recent years, measuring the impact of diversity has become an important issue. Diversity management is more valuable to the organisation and the impact of diversity should drive decisions for investing more in this important process. Gomez-Mejia, Balkin and Cardy (2001:146) draw our attention to the fact that the changing composition of the labour force is altering the employee landscape at every rapid pace. They further explain that managing a diverse workforce in a way that both respects the employee and promotes a shared sense of corporate identity and vision is one of the greatest challenges facing organisations today. Although employee diversity offers opportunities that can enhance organisational performance, it also presents managers with a new set of challenges. These challenges include valuing employee diversity appropriately; balancing individual needs with group fairness; dealing with resistance to change; ensuring group cohesiveness and open communication; avoiding employee resentment and backlash; retaining valued performers; and maximising opportunities for all.

Hubbard (2004:16) acknowledges that forward-thinking organisations know that their competitive strength lies in focusing on their employees and their clients. For an organisation to improve performance and results, it must be able to attract, motivate and retain high potential employees, including men and women from all backgrounds and walks of life. In practice, when someone refers to diversity in South Africa, the unstated reference most often is to race, ethnicity and gender. Particularly in the workplace, diversity is understood to mean affirmative action and employment equity, with the focus on race and gender. This circumstance profoundly short-changes the reality of diversity, which incorporates much more. This chapter explores the concept of diversity as well as diversity management. De Inca and Vazquez (2007:4) argue that we live in a diverse world and that does not need any explanation. We can see it and feel it every moment in the reality that surrounds us. The authors say that the question is not whether we are diverse or not, but whether we as employees of the organisation are capable of understanding what this means and, more importantly, taking advantage of it, so that diversity can become a major asset for our lives. De Inca and Vasquez (2007:5) claim that it is becoming increasingly obvious that people are interested in the social and ethical dimensions of their working lives. The idea that

organisations should treat their employees fairly is one of the most widely shared beliefs we have. The increased expectations that employees have of management are focused on fairness and the need for employees to achieve a reasonable work-life balance. The speed of change suggests that cultures, values and needs cannot be taken for granted. According to Swanepoel (2003:118), the history of South Africa makes diversity management one of the most pressing issues of how to address the vast inequalities prevalent in almost all walks of life within our multicultural society. The apartheid policies led to allocation and technical inefficiency. They marginalised large sections of the labour force, preventing them from engaging in directly productive and sustainable economic activities, either as employees or as self-employed individuals.

2.2 WHAT IS DIVERSITY?

The Oxford Concise English Dictionary defines the word diverse as “Different in character or quality; not of the same kind; not alike in nature or qualities” and diversity as “The condition or quality of being diverse, different, or varied; difference, unlikeness”. In organisations, though, diversity has come to be applied to having for different people in the workforce, although mainly relating to the population and groups within it.

According to Clements and Jones (2002:12), it is probably of little surprise that there are a number of views as to what constitutes diversity. Definitions range from functional descriptions to humanistic statements advocating acceptance of otherness and to fairly detailed and inclusive analyses that embrace personal qualities and characteristics. Hubbard (2004:8) refers diversity to the differences, similarities and related tensions that exist in any mixture. The above definition includes both differences and similarities and therefore diversity is not limited to issues of race and gender, nor is it confined to the workforce. Daniel (1994:14) argues that the term diversity often gets distorted and misused by critics, saying that it is promoting affirmative action and employment equity quotas. He strongly disagrees with this notion and explains further that affirmative action is tied to laws, whereas the diversity standpoint is voluntary, should be non-confrontational and focuses on the crucial issue of what is professional (i.e. effective, productive, team-oriented and creative). Being different is far greater than race and gender. In its fullest sense, diversity involves a broad range of human uniqueness-perception and attitudes, work style, personality, values, lifestyle, sexual orientation, work ethic, age, communication style, world view, ethnicity, recreational and personal habits, religion, educational background, work experience, appearance, parental status, marital status, functionality, division/department/unit/group, and functional level classification. Work content, seniority, work location, union affiliation, and

management status are further aspects of diversity. A person is a complex being with unique values and attitudes, different abilities and a unique personality.

Van der Waldt and Du Toit (1997:36) elaborate that one can distinguish between primary and secondary dimensions of diversity. The primary level of diversity refers to differences that are inherent and cannot be changed such as age, ethnicity, gender, physical abilities, race and sexual orientation. The secondary level of diversity includes aspects that can change or be adapted such as educational background, geographical situation, income, marital status, religion and work experience. Clements and Jones (2002:16) acknowledge that it is probably of little surprise that there are a number of views as to what constitutes diversity. Definitions range from functional descriptions to humanistic statements advocating acceptance of otherness and to fairly detailed and inclusive analyses that embrace personal qualities and characteristics.

Carr-Ruffino (2005:4) concludes by saying that diversity is more complex than sameness or simplicity. For an example, humans are very complex living systems compared to one-celled amoebas. Humans have many parts and subsystems such as the heart and the skin. Each is very unique system with its own function, but they work together as parts of human body, forming a unity that supports the whole. In addition, achieving the unity that we need to achieve our goals, while respecting and valuing our diversity, is a major key to success. It may help to focus on the fact that every person in the world belongs to one species. Yet each of us is as unique as a snowflake and we each belong to a particular ethnic group that blends us all together into its own type of cultural "snow". Van der Waldt and Du Toit (1997:260) claim that diversity is a characteristic attribute that is available in all public institutions owing to the composition of the heterogeneous population of South African society. They further explain that public managers should address the issue of differences in the workplace cautiously in order to promote unity and solidarity.

De Anca and Vazquez (2007:6) understood diversity as meaning that putting different people in different positions does not necessarily guarantee success; they argue that it is quite the opposite, if the different point of view and opinions are not handled well, the decision-making process can become enormously difficult. Diversity has to be managed in such a way that differences are transformed into a catalyst for business success. Smit and Cronje (2002:243) define diversity as referring to the mosaic of people who bring a variety of backgrounds, styles, perspectives, values and beliefs as assets to the groups and organisations with which they interact. According to the authors, the definition has three notable points. Firstly, it describes diversity as a mosaic, which is different from the traditional idea that diversity is a

melting pot. It is explained that a mosaic enables people to retain their individuality while collectively contributing to a large picture. Secondly, the definition of diversity applies to and includes everyone; it is not exclusionary and, according to the definition, we are all diverse. Finally, the definition describes diversity as an asset, as something desirable and beneficial. Human (2005:48) considers that the change in the demographic structure of the South African workforce mirrors the diversity of the South African population as a whole. The increased importance of globalisation for South African industry challenges organisations to appeal to a diversified market base and diverse customer base. The challenge of recruiting, selecting and managing a diverse workforce involves more than complying with employment regulations; it has become necessary for organisational survival. Organisations that want to succeed in the twenty-first century must form pluralistic organisations that vary in many dimensions among individuals.

2.3 DEFINITION OF DIVERSITY MANAGEMENT

Diversity management is the process of planning for, organising, directing, and supporting a collective mixture of differences and similarities in a way that adds a measurable difference to organisational performance (Hubbard, 2004:8) Stockdale and Crosby (2004:12) define diversity management as the purposeful use of processes and strategies that make the differences among people into an asset rather than a liability for the organisation. Thus, diversity management involves systematic and planned programmes or procedures that are designed (a) to improve interaction among diverse people, especially people of different ethnicities, sexes or cultures, and (b) to make this diversity a source of creativity, complementarity and greater organisational effectiveness, rather than a source of tension, conflict, miscommunication or constraint on the effectiveness, progress and satisfaction of employees. Being in compliance with equal opportunity regulations is not enough. Organisations need to recognise the business necessity of having a diverse workforce and tapping the potential of that workforce. Diversity management is a long-term process which demands top management identification and commitment to set in motion mechanisms to access the potential of all employees.

Van der Waldt and Du Toit (1997:260-263) explain that the managing of diversity within a public institution is a sensitive matter, particularly the management of change in the present South African socio-political context. Diversity management refers to those unique human qualities that differentiate one person from another. He further explains that a person is a complex being with unique values and attitudes, different abilities and a unique personality. It is further explained that the management of diversity basically means that the complex and

heterogeneous nature of the composition of the public workforce should not be taken for granted, but that the workforce should be formed into a tight unit.

Barry and Bateman (1996:368) explain that managing a culturally diverse workforce involves recognising the characteristics common to specific groups of employees while dealing with such employees as individuals and supporting, nurturing, and utilising their differences to the organisation's advantage. These authors argue that managing diversity involves organisations making changes in their systems, structures, and management practices in order to eliminate barriers that may keep people from reaching their full potential. The goal is not to treat all people the same, but to treat people as individuals, recognising that each employee has different needs and will need different things to succeed. This approach implies that different people in the workplace sometimes should be treated equally but differently.

Human (1996:5) further argues that the management of diversity involves the broader issues of power and control, of how you see yourself in relation to others and of your perceptions of how the other and his/her status impacts the image you have of yourself. According to her, the management of diversity is not about cross-cultural sensitivity training or learning other languages (although these may be important). It is ultimately about how you see yourself in relation to the other and the value judgments you place on the behaviour and culture of the individual. The author further explains that managing diversity is not about managing them out there, it is all about you in here. It is about managing the conversations you have with yourself so that you can better manage the conversations you have with a diversity of others.

According to Human (1996:80-82), the management of diversity is very complex. Many organisations are currently examining the need to manage diversity better. The management of diversity is closely tied into the effective management of tasks through people and requires a commitment to create an organisation in which the management of people is a major priority. It is not enough for individuals within the organisation to be competent managers of diversity only.

Whiteford (2005:32) takes us through the processes of managing diversity as:

- A means of creating an organisational environment that promotes the sustainability of well-constructed programmes of affirmative action;
- Linked to individual and interpersonal interventions; and

- Linked to sound business reasons that ensure the achievement of organisational objectives.

The author further explains that managing diversity targets all employees and assumes that multicultural norms can prevail in an organisational culture when consensus exists around performance criteria and not around individual styles that have no bearing on job output. Managing diversity ensures the natural upward mobility of employees by creating an organisational environment in which all employees can progress without hindrance from factors unrelated to job performance. Smit and Morgan (1996:325-326) explain that managing diversity has to do with more than understanding each other in a multicultural society; according to them it should create an organisational environment in which people understand, accept, respect, tolerate and explore their differences. In such an environment all employees, despite their differences, feel a sense of belonging, are accepted and are able to reach their full potential. The management of diversity is a total management approach for creating an environment in which each individual or group can reach his or her full potential, thereby ensuring organisational success. The definition of managing diversity includes, yet advances beyond race and gender issues. Managing diversity for strategic and competitive advantage is an on-going process of addressing the full array of diverse issues that impact the business performance of an organisation. Some of the issues are the changing workforce, shifting employee values, new and emerging markets, globalisation for the enterprise, mergers and acquisitions and the impact of technology.

Smit and Morgan (1996:321) claim that organisations that have adopted the Affirmative Action approach, have mainly addressed employment practices. However, using this approach alone will not allow organisations to use human resources to the fullest potential in the long term. Managing diversity aims to create an organisational environment (culture, systems and practices) that will allow all human potential to be managed effectively, resulting in greater productivity. The fact that the reason for moving beyond affirmative action to management of diversity is because Affirmative Action fails to deal with the root causes of racial and gender prejudice, and does little to develop the full potential of every employee in the organisation. For an example, many organisations believe that once Black employees have been appointed in traditionally white positions, all is well. It is only afterwards that they discover that there is now a diversity of races, genders, ethnic and religious groups in the same organisation, each with its own misconceptions about the other. This poses a difficulty because the different groups do not know how to deal with these misconceptions.

According to Human (1996:8), the paradox of managing diversity is probably the fact of life in many countries of the world. At one level it incorporates employment equity and yet, at a particular level, is one of the competencies required for the effective implementation of programmes to increase equity. Ndlovu (2006) argues that managing diversity is crucial for the effective management and development of people. It is also not a new notion, but now it is just in the new context. The confusion around the issue of diversity is more often about the inclusion of other cultures and different racial groups into the organisation. Carrel, Elbert and Hatfield (2006:75) defined diversity management as a planned system and a complete managerial process including all elements for making sure that an organisational environment is developed in which all employees with their commonalities 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. The authors further explain that diversity management is the recognition of groups of people who share a broad range of common traits.

Stockdale and Crosby (2004:14) conclude that diversity management can be defined as the purposeful use of processes and strategies that make the differences among people into an asset rather than a liability for the organisation. Thus diversity management involves systematic and planned programmes or procedures that are designed to:

- (a) improve interaction among diverse people, especially people of different ethnicities, sexes or cultures; and
- (b) make this diversity a source of creativity, complementarity and greater organisational effectiveness, rather than a source of tension, conflict, miscommunication or constraint on the effectiveness, progress and satisfaction of employees.

Human (2006:91) explains that being different is far greater than race and gender. In its fullest sense, diversity involves a broad range of human uniqueness-perception and attitudes, work style, personality, values, lifestyle, sexual orientation, work ethic, age, communication style, world view, ethnicity, recreational and personal habits, religion, educational background, work experience, appearance, parental status, marital status, functionality, division/department/unit/group, functional level classification. Work content, seniority, work location, union affiliation, and management status. Human (1996:5) further argues that management of diversity involves the broader issues of power and control, of how you see yourself in relation to others and of your perceptions of the other and of how his/her status impacts the image you have of yourself. According to her, the management of diversity is not about cross-cultural sensitivity training or learning other languages (although these may be important), but is ultimately about how you see yourself in relation to the other

and the value judgments you place on the behaviour and culture of the individual. It is about managing the conversations you have with yourself in order that you can better manage the conversations you have with a diversity of others.

Mor-Barak (2005:207) added that diversity management can also be defined as policies and programmes designed to create a welcoming organisational environment for those groups who in the past and through the present have not had access to employment, in general, and to more lucrative jobs in particular. She further refers to it as voluntary organisational actions that are designed to create greater inclusion of employees from various backgrounds into the formal and informal organisational structures through deliberate policies and programmes. Cox (2001:56) adds that the main objective of diversity management is to create organisations in which members of socio-cultural backgrounds can contribute and achieve their full potential. It does not refer to those groups that have been marginalised or discriminated against, but to everyone in the organisation. Thomas (1996:16) frames diversity management nicely, using a jar of jelly beans (colourful candy) as a metaphor, emphasising that diversity management involves dealing with the collective mixture of all workers, not just the recent additions to the organisational workforce.

Human (1996:80-82) acknowledges that diversity management is very complex. Many organisations are currently examining the need to manage diversity better. The management of diversity is closely tied into the effective management of tasks through people and requires a commitment to creating an organisation in which the management of people is a major priority. It is not enough for individuals within the organisation to be competent managers of diversity. Therefore diversity management is not the sole domain of the human resource function in the organisation (as has been the case with affirmative action initiatives) primarily aimed at compliance with legal requirements. It is a systematic organisation-wide effort based on the premise that, for organisation to survive and thrive there is an inherent value in diversity.

Singh (2002:7) concludes by saying that, simply speaking, diversity management refers to valuing different perspectives of people in the organisation. In a broad sense, it is a process to develop an environment that facilitates maximisation of the potential of all employees involved in the working of an organisation; thus implying focus on valuing qualities that are different between groups and individuals. Thus diversity management takes into view differences among people related to gender, ethnicity, race, physical ability, sexual-attitude, education, experience, opinions, beliefs, personalities, and value systems, functions, thought

processes like talents, socio-economic status, parental status, heritage, perspectives, skills and many other aspects.

Diversity management can, in a way, be said to be a modern form of ensuring quality and opportunity, though some consider these terms to be different. The concept is rooted in the thinking that society is not a melting pot, but, rather, a salad bowl where each unique ingredient that is included in it contributes something to produce a “delicious” outcome. Life and work today are significantly changed by the diversity profile of the employees who have been woven into the fabric of organisation in many countries. Daniel (1994:14) puts it bluntly in saying that South Africa has no choice but to harness the talents and ideas currently available in its diverse pool. The country is a mosaic of talent and the utilisation and further development of this pool is one of the biggest challenges of all organisations. Managing diversity prescribes a broad-based approach; it calls for working at individual, interpersonal, organisational and environmental (broader) levels. It addresses culture, values, biases or stereotypes, and systems. This requires a holistic and evolutionary perspective. Van der Waldt and Du Toit (1997:260) caution that the management of diversity basically means that the complex and heterogeneous nature of the composition of the public workforce should not just be taken for granted, but that the workforce should be formed into a tight unit.

2.4 THE STRATEGIC IMPORTANCE OF DIVERSITY MANAGEMENT

Human (1996:7) indicates that the identification of the effects of poor effective diversity management in a specific context is central to an understanding of why effective management of diversity is crucial to the strategic goals of an organisation. One, if not the most important, asset of any organisation is its people, their motivation, their productivity and their commitment. The goals of any organisation cannot be met unless tasks are performed and the work is done. The work can be done begrudgingly or by a motivated and committed staff. Commitment and motivation, in turn, depend on how we manage people, their performance and development.

According to Gomez-Mejia, Balkin and Cardy (2001:124), the changing composition of the labour force is altering the employee landscape at every rapid pace. Managing diversity in a workforce in a way that both respects the employee and promotes a shared sense of corporate identity and vision is one of the greatest challenges facing organisations today. Stockdale and Crosby (2004:54) affirm that workforce diversity is an issue that all contemporary organisations face. Although the level of diversity may differ depending on industry or geographic location, no organisation is free of the impact of demographic

changes and globalisation. Cornelius (2002:147) goes further by saying that we all now operate in a global economy, with many leading organisations operating internationally, recruiting, selecting and working with a diverse workforce, not only locally, but also around the world, to sell their services and products to a more diverse customer base. For most countries in the global village, in the wake of economic and social developments over the last 25 years, the overwhelming consensus of the professional management and human resources communities are that diversity is now the rule not the exception. Clearly, for the international business community, diversity is increasingly seen as primarily strategic in an increasingly global marketplace.

Human (2005:68) says that, with increasing globalisation, managing diversity today is a worldwide business imperative to the extent that many large international companies have included diversity management among their strategic objectives. However, exactly what diversity management is, why it is included in their business objectives, and how it is measured is often unclear. Many managers (and employees) regard the frequently grandiose statements of corporate leaders with scepticism. Some of these people will avoid diversity issues owing to a feeling of personal inadequacy and insecurity; others will be confused about what is expected of them. Smit and Morgan (1996:26) draw our attention to the fact that managing diversity does not have to do with understanding each other in a multicultural society only, it should also create an organisational environment in which people understand, accept, respect, tolerate and explore their differences. In such an environment, all employees, despite their differences, feel a sense of belonging, are accepted and are able to reach their full potential. The management of diversity is a total management approach for creating an environment in which each individual or group can reach his or her full potential, thereby ensuring organisational success. Furthermore, Human (2005:67) concludes by saying that the most forward looking organisations are those that have recognised the changing demographics of their workforces and are actively seeking to develop their organisational competencies, so they recruit, retain and develop the highest calibre staff. The key competence in this regard, both from the organisational and individual perspective, is the ability to effectively manage a diverse workforce.

Clements and Jones (2002:12) proclaim that the most forward-looking organisations are those that have recognised the changing demographics of their workforces and are actively seeking to develop their organisational competencies, so they recruit, retain and develop the highest calibre staff. The key competence in this regard, both from the organisational and individual perspective, is the ability to manage a diverse workforce effectively. The authors argue that the vast majority of private sector companies are concerned with profitability and

with increasing the bottom line, but what is also clear is that there is a commercial driver for companies or organisations to become even more profitable. There is a similar need for the public sector and not-for-profit organisations to become more effective and efficient. Government is increasingly concerned with making more effective use of public money and there is a far greater emphasis within the public sector on such issues as accountability, value for money, performance management, and increased efficiency.

According to Esty, Griffin and Hirsch (1995:9), today's workforce truly is a mosaic of different races, ages, genders, ethnic groups, religions and lifestyles. As a manager or supervisor, it is imperative, as part of the job, to ensure that disparate pieces of the mosaic fit together in a harmonious, coordinated manner, while maximally utilising the talents and abilities of each employee. If skilfully managed, diversity can bring a competitive advantage to an organisation.

2.5 THE BENEFITS OF MANAGING DIVERSITY

According to Human (2005:58), the belief in the equality and dignity of all people as people, irrespective of their position in the company, their race, gender, physical or mental ability, financial status, sexual orientation and so on is at the basis of an effective people management culture. The belief is underscored by a respect for individuals and an understanding of the negative consequences of stereotyping individuals using generally irrelevant criteria. There also exists the notion that most individuals, if they are managed and developed effectively, have a great deal to offer the organisation and are the most important factor in determining its success. That success may not be in increased production only; it can also reside in the interface with clients, suppliers and other stakeholders, as well as in the image of the organisation in the broader community.

There may be considerable benefits to be gained by managing diversity, but considerable costs by not doing so. Thomas (1996:91) indicates some generic benefits that an organisation may gain upon embarking on the diversity process. These include the following:

- Tapping into a range of skills which the organisation never had before;
- Attracting and retaining the best talent;
- Promoting greater productivity as a result of employee job satisfaction;
- Developing enhanced creativity and problem solving and the accompanying timely responses to diverse customers and markets;

- Utilising all people to the maximum and creating improved relations and communication between organised labour and management.

Van der Walt and Du Plessis (2010:33) strongly believe that a diverse workforce can be a strong indicator of an admirable and inclusive organisation. Although employee diversity offers opportunities that can enhance organisational performance, it also presents managers with a new set of challenges. These challenges include valuing employee diversity appropriately; balancing individual needs with group fairness; dealing with resistance to change; ensuring group cohesiveness and open communication; avoiding employee resentment and backlash retaining valued performers; and maximising opportunity for all. Luiz (2006:40) acknowledges that cross-cultural management means bridging the cultural divide in an organisation, irrespective of whether it is a profit or non-profit organisation. Cross-cultural management is a delicate process, being both a science and an art, to which the following benefits accrue (reference):

- It draws on the best practice of intermixing cultures and moulds them into a complementary unit.
- It enhances the chances of success for an organization by minimizing opposing behaviour within management, which can be destructive
- It enables the organization to compete on an equal footing with peers in the industry or business, as management standards are similar
- It makes the organization and its local economy global participants, as the systems are aligned with international norms.
- It has a positive impact on African nations by contributing to their growth in GDP and thus facilitating
 - employment opportunities
 - social upliftment and improved quality of life
 - social equity and peace co-existence

Carr-Ruffino (2007:25) advises that, in order to maximise possible benefits while mitigating any negative effects, we need to ask ourselves the following two questions:

1. What can an organization's leadership achieve through effective cultural diversity management?
2. What does the achievement accomplish in the greater scheme of things?

In her attempt to answer the first question, Carr-Ruffino (2007:36) suggests that the following benefits could be achieved:

- The leadership gains greater knowledge and understanding of what motivates each ethnic group. This counteracts people's fear of the unknown and builds their confidence and willingness to contribute to better group relations.
- Leaders develop their ability to influence the thinking of different groups. This is a priceless asset, as managers need to influence others to pursue the organization's vision.
- Effective diversity management promotes mutual trust and inter-group dependence. When reciprocal communication prevails between groups, a good foundation exists for building trust and teamwork.
- The leadership establishes unity of purpose, which results in higher productivity. Similar perceptions pave the way towards common goals, which makes it easier to implement a plan as a team.

The second question then is: what can effective cultural diversity management achieve in the greater scheme of things? Carr-Ruffino (2007:42) suggests the following:

- On a political level, diversity management can build community interdependence, which promotes peace and this is critical in South Africa
- At the social level, an enlightened society is free of xenophobia and ethnocentrism

The greater lesson leaders can learn from cross-cultural management is that it can prevent atrocities based on cultural misunderstanding, as people adopt and practise cultural tolerance, non-ethnocentrism and respect for all.

Thomas (2006:16) agrees that research and experience has convinced many that, in a workforce world, competitive differentiation rests on at least five imperatives, listed below:

1. Realising that diversity is a golden opportunity to be encouraged, nurtured and utilised, not an unfortunate by-product of immigration and birth rates or changes of government;
2. Strengthening the organisation's problem-solving and decision-making process by actually establishing a diverse workforce throughout, without requiring, either actively or tacitly, that employees assimilate around issues unrelated to productivity;

3. Developing an organisational structure that relies on diverse work teams and then allows those teams to unleash greater levels of creativity leading to the development of new ideas and services, and the extension of many existing products and services;
4. Establishing a strategy and process for creating a new corporate culture that recognises the special value and utility of all diverse employees; and
5. Relating a comprehensive managing diversity strategy to any and all organisational efforts to improve the quality of its deliverables and services.

De Beer (1998:56) adds that the management of the diversity paradigm values differences and these are accepted as assets to the organisation. Different perceptions and viewpoints of the participating cultural groups contribute to high-quality solutions. A new synergistic organisational culture is developed with all the different value systems contributing to the new culture. The shared value of the newly developed organisational culture contributes to the improvement of productivity in the following ways:

- Greater identification with the goals of the organisation;
- A greater sense of belonging and unity established among employees;
- Employees feel psychologically more secure: their views are taken into account; and
- The culture of tolerance that is achieved allows for many different solutions to be considered; this enhances the quality of problem solving in the organisation.

A growing emphasis on quality as the key to success in a competitive and global marketplace has prompted management to rely increasingly on better team work, more flexibility, and an organisational culture that encourages people to contribute their full range of abilities to the work at hand. These efforts reinforce for people that it is not only what they do, but also who they are, that matters. Identity thus comes to the fore as a potential source of relevant experience, knowledge and insight. It seems reasonable to assume, at least in theory, that a more diverse workforce would be better equipped to bring a broader range of perspectives to increasingly complex problems.

De Anca and Vazquez (2007:4), as mentioned earlier, have argued that we live in a diverse world. We see it and feel it every moment in the reality that surrounds us. The question is whether employees of the organisation are capable of understanding what this means and take advantage of it, so that diversity can become a major asset in our lives. Carr-Ruffino (2007:148) concludes that, when cultural differences are not understood and appreciated,

people tend to engage in stereotyping, prejudice and discrimination. When this is understood and appreciated, cross-cultural relationships that broaden and deepen our world views; that stimulate our thinking and creativity; that boost our effectiveness and productivity, and therefore our success in life, can be formed. The multicultural approach to managing diversity offers many payoffs for organisations, including attracting and retaining the best available human talent, increasing organisational flexibility, improving the quality of management, problem solving and innovation more powerfully and thus increasing productivity and contributing to social responsibility.

In conclusion, Smit and Cronje (2002:249) affirm that organisations that manage diversity and multiculturalism will have a competitive edge in the market, because they create higher morale and better relationships in the workplace. They further acknowledge that research has shown that diverse groups tend to be more creative than homogeneous groups. The presence of cultural and gender diversity in a group leads to freer discussion and reduces the risk of “groupthink”. Moreover, the simple act of learning about other cultural practices enables organisations to expand their thinking in other fields as well.

2.6 HOW ORGANISATIONS SHOULD MANAGE DIVERSITY

According to Swanepoel, Erasmus and Schenk (2008:364), the increasing multinationalism and multiculturalism of workforces pose significant challenges for leaders in South African organisations. It has been emphasised that leadership is important and that the styles, actions, attributes, orientations and approaches of leaders all have a major effect on workers and, ultimately, on the success of organisations. In South Africa we have our own issues and challenges regarding leadership and organisational success. Leaders need to recognise the emergence of the diversified workforce and find the means to harness its energies, talents and differences for tomorrow’s challenges. The United Nations Paper on best practises in diversity management written by Reichenberg (2001)) also focuses on the fact that managing a diverse workforce can be a challenge. When people from different backgrounds come together in the workplace, there is potential for great accomplishment, but also for great conflict. Smit and Cronje (2002:268) suggest that successful diversity management depends on the commitment of the whole organisation. Many spheres of management activity are involved in preparing an organisation to accommodate diversity. These include assessment, leadership commitment, and diversity in strategic planning, measurement, accountability, employee involvement and training. These are discussed in more detail below:

2.6.1 Assessment

Smit and Cronje (2002:268) suggest that once a vision for a diverse workplace has been formulated, management can analyse and assess the current culture (prevailing value system; cultural inclusion; differences and systems such as recruitment, training and promotion) within the organisation. According to Hubbard (2004:67) before the development of any plan or model, senior management must assess the work environment and demonstrate personal commitment to diversity. In short, management must have a GPS moment whereby they assess where they are and where they desire to go. Diversity initiatives must be in direct alignment with the strategic direction of the organization, and such initiatives must be reflected in the organization's vision statements, policies, procedures and operating philosophies. It goes without saying that the findings of the assessment must be documented through a formal report. Hall and Kennedy (2008:26) emphasise that with a focus on putting differences to work in any organization, the role of self –assessment has a much higher purpose. Building in both formal and informal ways to engage people in the process of on-going self-assessment as an organization, or as a leader, creates the foundation for change and a continuous cycle of renewal. At the same time, it can add powerful catalyst cycle of renewal and it should be a regular practice woven into the mainstream of day-to-day business. Hall and Kennedy (2008:47) proclaim that there is a resounding need for all leaders of innovation, to get a knowledgeable first-hand grasp and acceptance of the realities of the demographic change in the workplaces of the twentieth century.

2.6.2 Top Leadership Commitment

Hubbard (2004:147), from an organisational change point of view, observes that diversity leadership commitment is the behaviour that helps establish a direction for change (a vision). It provides a sense of urgency and importance for the vision that facilitates the motivation for the others, and cultivates necessary conditions for achievement of the vision. Diversity leadership commitment throughout the organisation serves as a linchpin for success that is combined with the efforts of others to sustain forward progress. Kendrick (2006:69) puts it bluntly in stating that all members of the organisation must be held accountable for creating a diverse, inclusive environment that effectively thrives on putting differences to work in an act of commitment. Diversity as a strategic issue also requires that organisational members are evaluated on their commitment to diversity. Similarly, top management commitment to diversity should not be relegated to grandiose mission statements or statements of values in Annual Performance Plans and in annual reports. Such commitment should be both

proactive and lived. It should be evidenced in the actions and attitudes of top management as in their regular reviews of departments and in the alignment of diversity with other key strategic objectives. Similarly, for management, commitment must be a fundamental element in the implementation of diversity management initiatives.

According to Bhudwar and Bhatnagar (2009:17), leaders and managers within the organisation are primarily responsible for the success of diversity management because they must provide the visibility and commit the time and necessary resources. A leader that is committed to diversity management communicates the organisation's support for diversity in policy statements, speeches, and meetings with staff. Communication of this commitment from senior management throughout the organisation sends a clear message to others in the organisation about the seriousness and business relevance of diversity management. A code of conduct in relation to diversity and an associated set of disciplinary procedures could also be considered. Diversity as a strategic issue also includes the extent to which workforce plans, succession plans and plans exist. Such planning for human resources ensures that development and opportunities for growth are provided, thereby ensuring increased levels of motivation and commitment.

2.6.3 Diversity incorporated into Strategic Planning

According to Kendrick (2006:77), integrating diversity management into an organisational strategic plan fosters a culture change that supports and values differences. Organisations must link diversity to its overall strategic plan to ensure that diversity initiatives are not viewed as an "extra" which could make them vulnerable, for example, when funds are tight. Developing a plan for action is the first critical step of the framework for the organisation's diversity model. In efforts for this step to be effective, senior management must lay the foundation for a diversity vision. They must articulate a clear diversity journey regarding how diversity initiatives will be systemically embedded within and throughout the organisation. In the planning stage, management has to develop a corporate vision, and develop a framework or structure for the vision to be executed. Corresponding, cascading goals and objectives need to be developed in the effort to fully engage all participants in the organisation.

Arredondo (1996:33) articulates that it is unusual to question the necessity for a diversity strategic plan. In some settings, it is viewed as vital to the life blood of the organisation diversity management agenda. To not have a strategic plan may be perceived as giving less value to the initiative itself. The strategic plan must have clear goals and objectives that

include sound leadership and management, resources, communication systems and measurement. The success of the initiative depends on the deliberations of a combination of the latter factors. Furthermore, Arredondo (1996:45) adds that it is assumed that this function is part of the Human Resource (HR) component in many organisations. HR must become strategic at designing strategies and systems to facilitate or deliver the organisation's vision. Fundamentally, HR is responsible for ensuring that the plan is aligned with the organisation's charted journey, as envisioned by senior management. They are also responsible for developing systems to evaluate the effectiveness of each process. Consequently, when systems are developed and deployed without a process for evaluating their effectiveness, success becomes difficult to measure.

Hubbard (2004:17) argues that, although emphasis is placed on HR managing the organisational effectiveness of the strategies, it is important to know that the plan does not belong entirely to HR; it is an organisational plan. Diversity leadership commitment is critical to the diversity change process. It cannot be delegated or given just given tacit consideration. It is clear that the leaders of the organisation have primary responsibility for breakthrough progress on diversity. If they do not hold themselves accountable for the leadership requirements to execute diversity initiatives, the effort to change is doomed to failure as a unifying force. Kendrick (2006:96) argues that all members of the organisation must consequently be held accountable for creating a diverse, inclusive environment that effectively thrives on putting differences to work in an act of commitment.

2.6.4 Measurement

Hall and Kennedy (2008:71) stresses that it is critical that all members of management are able to evaluate the effectiveness of processes that are designed and implemented. The primary emphasis is to analyse the impact and to be able to effect other remedial initiatives. Activities associated with these include the following, but are not limited to:

- Internal audits – cross-functional team from around the organisation to see how effective the department was in achieving the desired diversity objectives
- Focus groups – cross-functional groups selected to discuss important issues on which senior management desires more clarification
- Diversity councils – instrumental for human resources to obtain quick pulse checks regarding employee issues.

Jyotsna (2006:28) affirms that quantitative and qualitative performance measures help organisations to translate their diversity aspirations into tangible practices. For example, an organisation can track data on its workforce to evaluate the effectiveness of the organisation's diversity management efforts and the progress it is making in those efforts. Organisations can also track the return they receive on investments in such areas as diversity training and recruitment to evaluate the progress they are making in those efforts. In addition to analysing quantitative workforce data, organisations can use qualitative data derived from interviews, focus groups and surveys for identifying employee perceptions, including available opportunities and work environment/culture-among various segments of their workforces.

2.6.5 Accountability

According to Kennedy (2008: 96), accountability is also a key element for organisations to ensure the success of a diversity management effort in providing a means of ensuring that managers at all levels are made responsible for diversity in the organisation and are evaluated on the progress toward achieving their diversity goals and their ability to manage a diverse group of employees. An organisation may make managers' performance ratings and compensation dependent, in part, on their success in achieving diversity-related goals.

2.6.6 Employee Involvement

Involving employees in diversity management helps them contribute to driving diversity throughout an organisation. Employees may become involved in the organisation's diversity management efforts by forming an employee diversity taskforce and networks (also called advisory, advocacy, support, and affinity or resource groups) to identify issues, recommend actions and to help develop initiatives. The organisation can also establish advisory groups that include representatives from many specific groups. In addition, mentoring programmes are a popular method for organisations to develop and retain newer employees and this requires the involvement of more senior or experienced employees. Mentoring can help new employees adjust to an organisation's culture.

2.6.7 Diversity Training

According to Thomas (2006:75), diversity management is a craft with dual elements of both art and skill. For the naturally talented, the craft is mostly art. Often, they cannot easily articulate why and how they are so effective with diversity management, while, for others, it

is suspected that the craft is largely a learned skill. Sometimes, people use acquired skills so thoroughly and for so long that they eventually cultivate a natural inclination and so the skills ultimately become an art. This means that diversity management can be learned and applied as an acquired skill until it becomes an art in terms of practising it.

Human (1996:55) cautions organisations that there is a danger in any attempt to identify specific conversational routines for managing diversity. Many managers of organisations are competent and professional workshop delegates; they have learned to say what they believe the facilitation wants them to say and they have learned to cut through provisos to the bottom line skills many programmes provide. They attend workshops with apparent enthusiasm and gusto, listening attentively, participating in role-plays, contributing to the discussions, only to forget everything the moment the workshop ends. Such cynicism is compounded by professionals who accuse each other of attempting to provide a quick-fix solution rather the real thing.

Carr-Ruffino (2007:48) usefully argues that awareness training seeks to motivate employees to recognise the worth and dignity of everyone in the workplace and to treat them with respect. Awareness is the first step. It may, however, cause a backlash among some employees if not carefully developed and implemented. Thomas (1996:97) suggests the following:

- Create awareness of the need for a managing diversity process as strategic and competitive advantage;
- Gain top management ownership of the process;
- Identify sustainable business reasons for the organisation to embark upon this process;
- Convey and clarify senior management roles in implementing the initiative;
- Clarify the difference between affirmative action and managing diversity;
- Develop with top management, a strategy to implement a diversity process; and
- Create an enthusiastic vision which will sustain the process.

Smit and Cronje (2002:268) affirm that training and support (in the form of delegated power and rewards) are important for people in pioneering roles. Once management accepts the need for a strategy to develop a truly diverse workplace; three major steps are involved in implementing change such a major change:

1. Building a corporate culture that values diversity.
2. Changing structures, policies, and systems to support diversity.
3. Providing diversity awareness and cultural competency training.

De Anca and Vasquez (2007:5) claim that it is becoming increasingly obvious that people are interested in the social and ethical dimensions of their working lives. The idea that organisations should treat their employees fairly is one of the most widely shared beliefs we have. The increased expectations that employees have of management are focused on fairness and the need for employees to achieve a reasonable work life balance. The speed of change suggests that cultures, values and needs cannot be taken for granted.

Thomas (1996:48) confirms that there are organisations in South Africa, sadly few in number, which have progressed in this field. Some lessons can be learnt from those that have progressed beyond (or skipped, as in one case) the so-called formal Affirmative Action stage and have gone on to develop effectively managed diverse workforces. Much progress has also been made in some government departments with regard to increasing the representation of designated groups (blacks, women and person with disabilities) in the government. Many departments have adopted a hiring, transfer, development or promotion process which pro-actively or re-actively attempts to advance candidates from target groups (designated groups). Van der Walddt and Du Plessis (2007:18) strongly believe that a diverse workforce can be a strong indicator of an admirable and inclusive organisation

2.7 SUMMARY

This literature review expresses the essential features, views and opinions of different authors on matters of diversity management. While they are inherently different, it is clear that they all contain similar perceptions and views, such as the definition of diversity, managing diversity, importance of valuing diversity and the benefits of it. Diversity management is dynamic and is continuously evolving as a learning process in most organisations. These elements of diversity, such age diversity, gender diversity, diversity in abilities, ethnic diversity and social diversity, are dynamic and continuously evolving as a learning process.

An understanding of diversity and diversity management has become critical in our organisations since such diversity is the bedrock of the organisation and permeates through it. Working together as a team to achieve a common goal among groups of people with different backgrounds and cultures is the ethos of an organisation's existence and senior

management needs to be flexible in its strategies and policies in order to allow the organisation to achieve its diversity fit. The absence of this fit will result in failure, just as the failure to adhere to corporate governance, ethic, planning and control will achieve the same undesirable result. All stakeholders in the organisation must have a say and input. Synergistic effort is the reward for a shared sense of common purpose which will achieve the stated goal. This, after all, is one of the key determinants of a successful organisation.

The researcher's understanding is that managing diversity is an on-going process that unleashes the various talents and capabilities which a diverse population bring to an organisation, community or society so as to create a wholesome, inclusive environment that is safe for differences; enables people to reject rejection; celebrates diversity; and maximises the full potential of all in a cultural context where everyone benefits.

CHAPTER THREE: THE LEGISLATIVE CONTEXT FOR DIVERSITY MANAGEMENT IN THE SOUTH AFRICAN PUBLIC SERVICE

3.1 INTRODUCTION

Thomas (1996:47) points out that South Africa is a country that has undergone rapid socio-economic and political transformation in which government itself is taking a proactive role in improving diversity in organisations. According to Murh (2008:183), an overly cerebral and essentialist approach to diversity has historically informed most organisational practices as well as issues around our understanding of diversity and its management. South Africa, especially post 1994, has witnessed a paradigm shift in relation to diversity and its management. Van der Waldt and Du Toit (1997:260) claim that diversity is a characteristic attribute that is available in all public institutions owing to the composition of the heterogeneous population of South African society. They further explain that public managers should cautiously address the issue of differences in the workplace in order to promote unity and solidarity.

3.2 HISTORY OF THE SOUTH AFRICAN PUBLIC SERVICE

Smit and Morgan (1996:324) explain that apartheid has created an environment of separate development, which has resulted in a lack of understanding between people from different backgrounds and cultures. It has left most of us as South Africans ignorant of other racial and cultural groups. Ignorance leads to misunderstanding, fear, apprehension, hostility and even contempt. We are all faced with an enormous task to overcome decades of conditional responses to other groups. Miller (2005:65) explains that the democratic political dispensation of post-apartheid South Africa inherited a public service beset with problems. Aside from the usual criticism of being bureaucratic, the South African public service was racist in structure, staff, organisation and procedure. It was a public service reflective of South Africa's history of apartheid and ideological interference. Swanepoel (2003:84) argues that apartheid policies led to allocative and technical inefficiency. They marginalised large sections of the labour force, preventing them from engaging in directly productive and sustainable economic activities either as employees or as self-employed individuals.

3.3 THE DEPARTMENT OF PUBLIC SERVICE AND ADMINISTRATION (DPSA)

The South African Public Service is the single biggest employer in South Africa with more than one million public servants employed by approximately 140 government departments at

national and provincial level. It has an umbrella body, the Department of the Public Service and Administration (DPSA) based in Pretoria. The Department of the Public Service and Administration has a crucial role in assuming the responsibility for developing policies and programmes to support government departments to respond to impacts of service delivery and it is also accountable for them.

3.4 LEGISLATIVE FRAMEWORK OF DIVERSITY MANAGEMENT

The introduction of democracy in 1994 heralded comprehensive and fundamental transformation challenges in the South African Public Service and particularly to service delivery institutions. The aim of the Department of the Public Service and Administration is to lead the modernisation of the Public Service, by assisting government departments to implement their management policies, systems and structural solutions, within a generally applicable framework of norms and standards, in order to improve service delivery.

The White Paper on the Transformation of the Public Service published in 1995 (Department of Public Service and Administration, 1998) stipulates clearly that the managers of today needs to be skilled in handling the complex processes of change taking place around them and this requires continuous refreshing and updating in such management skills. One of the dimensions of change arising from the successful implementation of affirmative action programmes as prescribed on the Employment Equity Act; No.5 of 1998 concerns the question of diversity. Public institutions have become rainbow workplaces, representative of the cultures and peoples of South Africa. Such diversity is and should become a major source of strength for the service, but in the short term, at least, it is also likely to pose problems. Conflict may arise over the infusion of new ideas and new ways of thinking, and due to misunderstandings of cultural nature between people at work. The increasing diversity of the public service therefore needs to be managed effectively, to maximise the benefits and minimise the problems. Training in the management of diversity is especially important.

According the White paper on Affirmative Action (Department of Public Service and Administration, 1998), one of the post-1994 government's foremost tasks has been to transform the Public Service into an efficient and effective instrument capable of delivering equitable services to all citizens and of driving the country's economic and social development. The constitution requires, amongst other things, that the composition of the Public Service be broadly representative of South African society as a whole and the White Paper on Transformation of the Public Service sets out a number of specific targets to

achieve this. Chapter 3 of the White Paper, on human resource management in the public service, explains the importance of developing a diverse management culture, not only in order to support broad representation and to achieve democratic legitimacy, but to also increase efficiency and effectiveness; improve service delivery; and develop more participatory management styles. It goes on to describe the measures that national and provincial administrations should introduce in order to develop more genuinely diverse and inclusive management culture.

Affirmative Action has been identified as a programme that must play an important part in improving effectiveness, efficiency and productivity by maximising the contributions of a more diverse workforce. A more representative workforce could assist in the development of a more responsive and effective Public Service and an improved relationship with recipients of public services. This was achieved by, for example, increasing the number of public servants who are able to communicate in the variety languages spoken by the clients they serve, and who have an in-depth understanding of the needs of sections of the community who were most neglected by past administrations. Or by increasing the number of Public servants at decision-making level who have disabilities, which will not only speed up the recruitment of disabled persons, thereby enriching the pool of diverse skills and talents available to the disability community and thereby lead to better understanding of the needs of the disabled community, and thereby enhance the delivery of services. Likewise, the increase of women at decision-making levels will lead to greater sensitisation of the workplace on gender issues and more responsive delivery to women.

At first sight, the Public Service appeared to be making progress towards representation of the main previously disadvantaged groups. Closer scrutiny, however, reveals that there is some way to go to achieve meaningful representation. Improved human resource management practices, combined with effective affirmative action, should redress these imbalances within a relatively short period of time. However, achieving numerical balance alone will not, be enough to create a multicultural workforce, not least because cultural diversity goes wider than race, gender and disability. Other cultural differences also need to be taken into account, for example, the differences between people of different age groups; between those who are married and those who are single; between those who have children and those who do not; between those who live in rural areas and small towns, and those who are city dwellers. Maximising the positive benefits of these differences is also important for the development of a diverse corporate culture.

Anyone entering the post-1994 public service from outside the previously dominant group is therefore likely to find him- or herself in a culture which is unresponsive to and unsupportive of their skills and talent. Cultural diversity, therefore, is not a matter of encouraging people from different cultural backgrounds to become assimilated into the prevailing corporate culture; rather it requires the existing corporate culture to change in response to the differing cultures of those who are employed within the organisation. Unless positive steps are taken to create a genuinely diverse management culture, many of the people most needed by the Public tend to leave after a short time, while others, whose skills and talents would be invaluable to the Public Service, tend to be deterred from joining.

The White Paper on a new employment policy (Department of Public Service and Administration, 1997) stipulates the need to develop a culture of diversity that goes well beyond simply maintaining a representative work force. There are strong business arguments in favour of developing a more diverse culture within the Public Service. First and foremost is the contribution it can make to improved service delivery. As set out in the Batho Pele White Paper on Transforming Service Delivery, developing a more responsive, customer-focused approach for the recipients of public service will require public servants to be able to relate closely to every section of South Africa's diverse society – public servants who are familiar with citizens' needs; can communicate in their languages; and can respond to their concerns.

Secondly, the Public Service itself is facing immense challenges as it attempts to increase efficiency and effectiveness and reduce costs at the same time as improving the quality and extending the benefits of public services to the whole society. These challenges are not short-term; they will remain at the top of the agenda in South Africa for the foreseeable future, as for all other countries worldwide. Meeting the challenges will require fresh thinking and innovative approaches which are outside the experience of the traditional Public Service culture. Encouraging a diversity of culture can help to generate new ideas and get them adopted. Moreover, a culture in which differing cultures are valued is likely to improve employee morale and contribute to increased job satisfaction and thus to increased productivity. Developing a culture of diversity is therefore not only necessary to legitimise the Public Service, but is also essential and powerful tool to development an efficient, effective and stable Public Service. National and provincial departments should therefore learn to manage diversity just as systematically and effectively as they seek to manage all other aspects of their human resource responsibilities.

Kamoche, Debrah, Horwitz and Muuka (2004) further points out that organisations that look at diversity through this lens focus on recruitment and selection of African and Coloured people, Indians and women employees and compliance with the provisions of the Employment Equity Act. Such an approach may be justifiable, given the mandate of employment equity legislation, union demands, and the historical exclusion of Africans and women from certain occupations. The fairly slow progress in achieving employment equity is due to management's emphasis on numerical goals and not giving enough attention to creating organisational cultures and workplaces that value diversity as key competitive advantage.

According to Kamoche, Debrah, Horwitz and Muuka (2004:13), organisational diversity programmes have an existence for only a few years in South Africa and vary substantially in their content, cost and effectiveness. The awareness and valuing diversity training programmes have not met with great success in South Africa. Whilst many organisations around the world have implemented managing diversity initiatives in response to the growing heterogeneity of the workforce, South African organisations generally lag behind in the adoption of such practices. In a study on diversity management in a sample of South African companies, Strydom and Erwee (1998:27) at the time found that the majority were best classified as monolithic and Black people were expected to adopt the culture of the white dominant group. Hence, most South African organisations are still using what Ely and Thomas (2001:20) describe as the discrimination and fairness paradigm in managing diversity.

The report on employment equity registry issued by the Department of Labour in 2001 cited corporate culture as one of the major barriers to employment equity (Department of Labour, 2000). Nevertheless, the specific strategies adopted by South African organisations to value and manage diversity will have to take into consideration the specificity of the local and historical context. Smit and Morgan (1996:321) claim that organisations, that have adopted the affirmative action approach, have mainly addressed employment practices. However, using this approach alone will not allow organisations to use human resources to its fullest potential in the long term. Managing diversity aims to create an organisational environment (culture, systems and practices) that will allow all human potential to be managed effectively to result in greater productivity.

Kamoche, Debrah, Horwitz and Muuka (2004:15) conclude by saying that South African managers live in a society rich in diversity. Organisations need to shift from compliance to a commitment model that has an organisational culture reflecting the notion of Ubuntu and capacity building as vital for both competitiveness and equity in the workplace. South Africa

as a country faces a double transitional challenge to redress historical inequalities by building a democracy based on human rights and tolerance; and simultaneously and speedily develop its human capital capacity to compete in a harsh global economy. Although progress has been made to enhance racial and gender diversity, this is an incremental process that has to be supported by coherent human resource development priorities and changes in organisational culture. Managing a diverse workforce is a daunting challenge and arguably a bigger policy and practical challenge than managerial and executive employment equity, where the focus seems to lie.

According to Carr-Ruffino (2007:20), it is unfortunate to note that some organisations in South Africa still see managing diversity as part of its employment equity/affirmative action policies. Government initiated affirmative action and employment equity, and its efforts were legally driven to change the makeup of the organisation's employees from a quantitative standpoint. When these prescripts were introduced, the emphasis was on absorbing large numbers of previously disadvantaged people. By contrast, managing diversity is the specific necessity in organisations to drive the efforts for change from a qualitative standpoint and the utilisation of the organisation's workforce and is neither affirmative action nor employment equity.

Shonhiwa (2006:11) comes to the fore saying that it is the 21st century and South Africa is experiencing an enormous challenge. The demographics of the country's workforce have changed dramatically and the new millennium heralds a revolution in the way work will be done to meet the challenge of the twenty-first century, South Africa must access the best and the brightest employees. The workforce must be willing and be able to provide the skills and commitment necessary to compete in the world economy. Leaders must emerge from the workplace to motivate and direct the workforce. These leaders must be able to understand the organisations and the employees' needs and ensure that both are met. If South African organisations are to succeed, the emergence of the diversified workforce must be recognised and means to harness its energies, talents and differences for tomorrow's challenge must be found. Thomas (1996:97) acknowledges that there are major groups that provide diversity in the workforce, such as ethnic groups, Blacks, Africans, Coloureds, Indians or Asians and Whites and to complicate the matter further, more than 11 languages are spoken by these groups.

3.5 DEPARTMENT OF COMMUNITY SAFETY IN THE WESTERN CAPE GOVERNMENT

While business and other government departments in South Africa failed to rise to the occasion and implement policies of transformation and manage diversity effectively, the Department of Community Safety realised the importance of effective people management through managing diversity. Research all over the world has demonstrated that investment in people management is the single most important factor in gaining the competitive edge.

In 2005, the department initiated a project of looking at the issues of diversity management. An organisational diagnosis was conducted with the aim of achieving the following:

1. Determine what diversity challenges employees are currently battling with
2. How do they deal with those challenges or issues
3. How diversity issues currently impact on personal and organisational relations
4. Investigate what interventions are necessary to improve the current status with regard to diversity issues.

Service providers were sourced through Source Link and a selection was made for a suitable one to obtain the following objectives:

1. To ensure that participants have an understanding of diversities that exist within the work environment (workforce diversity);
2. Ensure that participants have an understanding of historical diversities;
3. Empower participants to manage diversity on a personal level;
4. Empower participants to manage diversity at an organizational level.

It was expected that the nominated service provider would compile a comprehensive report on recommendations for future directions as an agreement on scope of work on the service level agreement. Magida Human Capital Corporation won the tender to roll out diversity training intervention in the department. The following comprised the identified scope of work that needed to be accomplished by the service provider.

1. Diversity awareness, interpersonal effectiveness, the practical management of diversity
2. Facilitating institutional change by creating diversity awareness, to ultimately assist in developing a culture that embraces diversity

3. Facilitating an environment that recognises, supports, respects and welcomes diversity of employees and clients
4. Increasing interpersonal effectiveness to work with people from diverse cultures
5. Strategies to manage stereotypical actions and attitudes effectively (e.g. based on gender, disability, etc.)
6. Transferring the necessary skills to implement the affirmative action measures
7. Creating understanding and knowledge of the different legal aspects that govern employment equity
8. Empowering the employees with the necessary skills to manage diversity issues in organisational context

Assessment, evaluation and recommendations derived from the project would be the department's responsibility to implement and ensure sustainability. The service provider submitted the comprehensive report

Thomas (1996:48) confirms that there are organisations in South Africa, although very few, that have progressed in this field. Some lessons can be learnt from those that have progressed beyond (or skipped, as in one case) the so-called formal Affirmative Action stage and have gone on to develop effectively managed diverse workforces. Van der Waldt and Du Toit (1997:260-263) explain that the managing of diversity within a public institution is a sensitive matter, particularly the management of diverse groups. Much progress has also been made in some government departments with regard to increasing the representation of designated groups (Blacks, women and persons with disabilities). Many departments have adopted a hiring, transfer, development or promotion process which pro-actively or re-actively attempts to advance candidates from target groups (the designated group).

CHAPTER FOUR: CASE STUDY – WESTERN CAPE DEPARTMENT OF COMMUNITY SAFETY

4.1 INTRODUCTION

The Department of Community Safety (DCS) is seen as the catalyst for creating a safer home free from the fear of crime for all in the Western Cape. It aims to promote safety and security through a process of civilian oversight, integrated crime prevention strategies, effective traffic law enforcement, traffic safety education and security risk management. The department has 859 staff members. The majority of staff is traffic officers who are deployed in various traffic centres in the province. The next in size in terms of the number of employees in the department are security officers. A small number of employees are administrative staff based at head office. Below is a table that presents the breakdown of the staff compliment at DCS.

Table 4.1: Staff compliment of DCS as at 31 July 2012

Programme 1	Programme 2	Programme 3	Programme 4	Programme 5	Total
Administration	Civilian Oversight	Crime Prevention and Community Police Relations	Traffic Management	Security Risk Management	
57	28	50	574	150	859

Source: CSC Persal Share Drive

4.2 HISTORY OF DCS

As mandated by Section 260 of the Constitution of South Africa (Act No. 108 of 1996), the DCS in the Western Cape was established in 1996 with just one budget programme, namely the Secretariat for Safety and Security. As South Africa is a country of rich cultural diversity, the department chose to embrace diversity in order to meet their strategic operational objectives and organisational needs. The pre-1994 Public Service deprived of experience and talent needed to achieve the social and economic goals of the new democratic South Africa. Since the establishment of DCS, a corporate transformation processes has been

under way to migrate from the pre-1994 dispensation to a new dispensation as envisaged by the Constitution and the White Paper on Transformation in the Public Service.

Since 2005, much progress has been made on many fronts, particularly with respect to workforce representivity. The department has become more diverse and it now is organisationally and otherwise vastly different compared to the situation of its inception. The department started with a small establishment of 27 staff members in 2000, grew to 414 employees in 2005 and now has a staff compliment of 859. Many of the changes have been beneficial and have significantly contributed towards transformation, for example the definite progress towards representivity.

The department has made significant progress in improving representivity, especially in terms of race and gender. Recruitment, appointment, promotions and career development were executed in compliance with the relevant regulatory criteria for representivity. Table 4.2 illustrates the composition of the department and Table 4.3 illustrates the growth in numbers and representivity that was experienced by the department.

Table 4.2: Composition of the workforce as at 1 July 2005 with regard to race and gender

<i>RACE</i>	<i>Employees</i>	<i>Percentage %</i>	<i>Total % per race</i>	<i>Deficit</i>
<i>AFRICAN</i>	31	7.5%	29,7	22.2%
<i>COLOURED</i>	258	62.3%	51,2	-11.1
<i>INDIAN</i>	0	0	0,9	0.9
<i>WHITE</i>	125	30.2%	18,2	-12
<i>TOTAL</i>	414	100%	100	

Source: DCS Human Resource Plan 2005

Table 4.3: Three-year snapshot comparative employment equity analysis (2010 – 2012)

<i>RACE</i>		<i>2010</i>	<i>%</i>	<i>2011</i>	<i>%</i>	<i>2012</i>	<i>%</i>
<i>AFRICAN</i>	29.7	252	29.4	234	28.7	244	28.4
<i>COLOURED</i>	51.2	508	59.3	489	60.0	511	59.5
<i>INDIAN</i>	0.9	3	0.4	3	0.4	4	0.5
<i>WHITE</i>	18.2	94	11.0	89	10.9	100	11.6
<i>TOTAL</i>	100	857	100	815	100	859	100

Source: CSC Persal Share Drive

4.3 DEPARTMENTAL STRUCTURE

The Department’s core operations are divided into five budget programmes, as depicted in the form of an organogram in Figure 4.1.

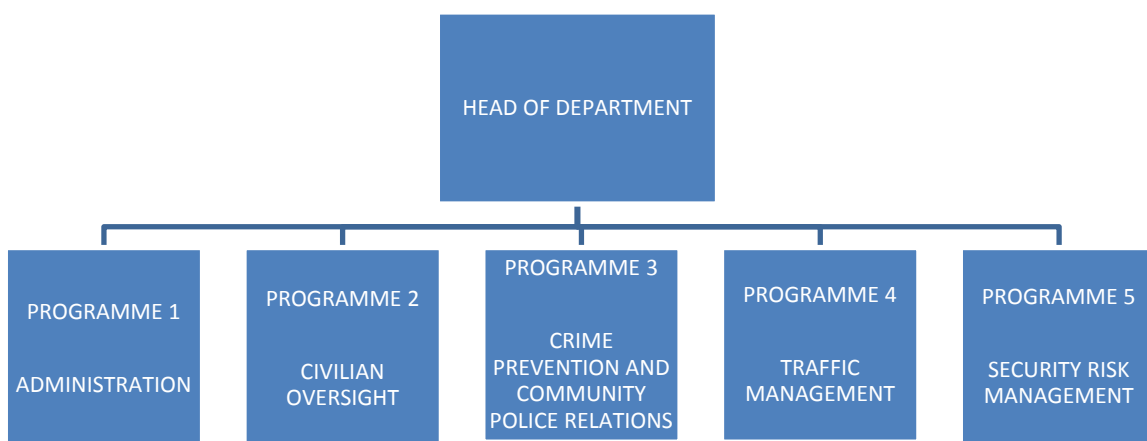


Figure 4.1: Organisational structure of DCS per budget programme in 2012

Source: 2010/2011 DCS Annual Report

- The purpose of Programme 1 is to provide strategic management and administrative support services to the line functions of the department.
- Programme 2 aims to increase safety in communities by improving the performance of policing through effective oversight, the obligation of which rests with Provincial Governments as stipulated in section 206 of the Constitution of the Republic of South Africa.
- The purpose of Programme 3 is to make safety everyone's responsibility by means of building partnerships, creating forums for promoting active citizenship in the field of community safety and by informing public opinion about the state of safety.
- Programme 4 continually optimises road safety in the province by providing traffic law enforcement services; facilitating road safety education; communication; awareness; and providing training and development opportunities to all traffic policing officials and other law enforcement officials.
- The purpose of Programme 5 is in line with the Provincial Strategic Objective 5 of the Western Cape Government: Increasing Safety aims to consolidate the management systems and processes impacting on the security risk profile of the province.

Geographically, the department/head office is located at No. 35 Wale Street in Cape Town. It has 12 regional traffic centres across the province and in the following geographically areas, namely:

- Beaufort West
- Caledon
- Swellendam
- Somerset West
- Vredendal
- Vredenburg
- Oudsthoorn
- Knysna
- Brackenfell
- Laingsburg
- Mossel Bay
- Worcester

4.4 DCS VISION, MISSION AND MANDATE

4.4.1 Vision

The Department of Community Safety's vision is to create an open opportunity society, free of the fear of crime. It aims to increase safety by dealing with the challenges of the high

levels of violent crime, gangsterism, substance abuse and road fatalities (DCS: Annual Report, 2010 – 2011)

4.4.2 Mission

The declared mission of the Department of Community Safety is to promote freedom and opportunity for all the people of the province by improving efficiency and effectiveness in the field of safety and security through a process of civilian oversight, integrated community safety strategies and designs, traffic safety promotion and security risk management (DCS: Annual Report, 2010 - 2011)

The department primarily focuses on the following:

- Creating a safer environment for learners in schools – the department is in partnership with the department of Education to implement safer schools programmes by specifically targeting violence and drug abuse in schools. There are Learner Support Officers that are deployed in schools to enhance school safety.
- Creating an environment that build social networks, community participation and social cohesion with communities through establishment of Community Police Forums, neighbourhood watch structures and mobilising communities in the fight against crime.
- Increasing the capacity of security risk management to manage and support security functions on behalf of all Heads of Departments in the Western Cape Government, through providing security services to the province.
- Decreasing the high number of road fatalities by creating a safer road system and reducing trauma loads in hospitals. By providing uniformed traffic law enforcement on a twenty-four (24) hour basis along critical routes such as N1, N2 and N7, which are the national roads, including municipal roads. (DCS: Annual Report, 2009 - 2010)

4.4.3 Mandate

The mandate is from the Constitution of the Republic of South Africa (No. 108 of 1996), Section 206, which is to:

- Monitor police conduct;
- Assess the effectiveness of visible policing;

- Oversee the effectiveness and efficiency of the police service, including receiving reports on the police service;
- Promote good relations between the police and the community; and
- Liaise with the National Cabinet member responsible for policing with respect to crime and policing in the Western Cape.

The Western Cape Government's objective is to make every community in the province a safe place in which to live, work, learn, relax and move about.

The department delivers the following broad range of services.

- Increases safety in communities by improving the performance of policing through effective oversight;
- Makes safety everyone's responsibility by means of building partnerships and creating forums for promoting active citizenship in the field of community safety;
- Maintains law and order for all modes of transport by providing consolidated and integrated traffic policing operations;
- Elevates security measures to minimise security breaches in respect of theft and unauthorised access to Western Cape Government buildings.

These services are delivered through the following five budget programmes:

Programme 1 – Administration

This programme aims to provide and maintain quality support services to the minister and manage and render corporate functions to the Department. This includes the rendering of centralised administration; legal and office support services, strategic and communication services and exercising control through the Head of Department and ensure internal process excellence. (DCS: Annual Performance Plan, 2012 - 2013).

Programme 2 – Civilian Oversight

The purpose of this programme is to implement the constitutional and legislative mandate of civilian oversight over law enforcement agencies and to implement both national and provincial policies on safety and security. This includes determining policing needs and priorities for the Province; researching safety and security needs of communities; mobilising

communities against crime; and initiating, executing and co-coordinating crime prevention strategies to reduce crime through effective civilian oversight in the Western Cape. (DCS: Annual Performance Plan, 2012 - 2013)

Programme 3 – Crime Prevention and Community Police relations

The purpose of this programme is to make safety everyone's responsibility by means of building partnerships, creating forums for promoting active citizenship in the field of community safety and by informing public opinion about the state of safety. This is enhanced by the establishment of the integrated information system and the expanded partnership programme allowing communities to record their safety concerns and by using the constitutional mandate of oversight to amplify the response of government to the safety concerns raised. (DCS: Annual Performance Plan, 2012 - 2013)

Programme 4 – Traffic Management

The purpose of this programme is to promote and enhance Traffic Safety management in the Western Cape. This is done through the sustained law enforcement that ensures greater compliance with traffic laws, rules and regulations by the public. It also increases road safety awareness among the general public resulting in positive behavioural changes by both drivers and pedestrians. It also provides quality training and development to municipal police, traffic law enforcement agencies and community volunteers. (DCS: Annual Performance Plan, 2012 – 2013).

Programme 5 – Security Risk Management

The purpose of this programme is to manage the entire security risk functions on behalf of all the heads of departments in the Western Cape Government. It provides security in respect of employees for a safe and secure working environment, learners and teachers at school, property, visitors and guests, safeguards the resources of the departments by minimising loss, damage or injury to property, maximising the safeguarding and protection of employees, stakeholders, information and assets of the Western Cape Government (WCG). (DCS: Annual Performance Plan 2012 - 2013)

4.5 EMPLOYMENT EQUITY ANALYSIS

A major requirement, as prescribed by the Employment Equity Act (No.55 of 1998), is the employment equity plan (EEP). Section 20 (1) states that a designated employer must prepare and implement an employment equity plan which will achieve reasonable progress towards employment equity in that employer's workforce. In 2001, the department had a staff of 414 people. The first employment equity plan (EEP) was drafted for the period of validity from 1 July 2001 to 31 December 2005. The plan was reviewed in 2005 after the strategic planning session that took place in March 2005 and a subsequent EEP was developed and implemented for the period 1 April 2005 to 31 March 2010. Inclusive in the EEP was the affirmative action plan looking at addressing race and gender under-representation.

In terms of the Employment Equity Act, Section 2(a) and (b), Affirmative Action measures must be implemented to address the disadvantages in employment experienced by designated groups, in order to ensure their equitable representation in all occupational categories and levels in the workplace in the workforce. During this period, the department launched a fast-tracking programme especially in the Chief Directorates: Traffic Promotions and Security Risk Management in terms of targeting women and Africans.

In order to determine the degree of under-representation of persons from the designated and non-designated groups, the Western Cape's Economic Active Population (EAP) data were used as the targets for achieving representivity.

Designated groups in the workplace are clearly defined in the Employment Equity Act as those employees who have been unfairly discriminated against in relation to equal access and opportunities when applying for jobs, or seeking to progress their careers.

Non-designated groups in the workplace are clearly defined as predominantly occupied senior positions as the result of historical apartheid legacy.

Table 4.4 depicts an ideal demographic representivity of the workplace in the Province of the Western Cape.

Table 4.4 The Demographic Profile of the Western Cape (Economically Active)
(To be used for Employment Equity Plans)

RACE %		GENDER %		DISABILITY %
AFRICAN	29,7	MALE	53,9	(National target of 2%)
COLOURED	51,2	FEMALE	46,1	
INDIAN	0,9	TOTAL	100	
WHITE	18,2			
TOTAL	100			

Source: Persalshare, 2012-07-01.

Table 4.5 depicts ideal gender representivity within race groups in the workplace.

Table 4.5: The Demographic Profile of the Western Cape (Economically Active)
(Breakdown of gender per race)

RACE	GENDER		
	Male %	Female %	Total % per race
AFRICAN	15,8	13,9	29,7
COLOURED	27,4	23,8	51,2
INDIAN	0,6	0,3	0,9
WHITE	10,1	8,1	18,2
TOTAL	53,9	46,1	100

Source: Persalshare, 2012-07-01.

As reflected in Table 4.6, some huge gaps in terms of the representivity of some race groups were evident and this dominated the need to reform the racial and gender profile of the department.

Table 4.6: Composition of the DCS workforce as at 1 July 2005 with regard to race and gender

<i>RACE</i>	<i>Employees</i>	<i>Percentage %</i>	<i>Total % per race</i>	<i>Deficit</i>
<i>AFRICAN</i>	31	7.5%	29,7	22.2%
<i>COLOURED</i>	258	62.3%	51,2	-11.1
<i>INDIAN</i>	0	0	0,9	0.9
<i>WHITE</i>	125	30.2%	18,2	-12
<i>TOTAL</i>	414	100%	100	

Source: DCS Human Resource Plan, 2005

Recruitment, appointments and promotions were effected in compliance with relevant regulatory criteria for representivity. This was done through an affirmative action plan to attract the targeted groups which involved females and African candidates. In terms of the Employment Equity Act, section 2(a) and (b), affirmative action measures must be implemented by organisation to redress the the disadvantages in employment experienced by the designated groups. The department also launched a fast-tracking programme to empower traffic and security officers to compete for better positions within the force. The plan was to ensure that the department met the employment equity targets by 2010.

The next section outlines the comparative employment equity analysis for the years 2010 to 2012. Data in this section have been consolidated to provide a snapshot of the impact of employment equity initiatives during the preceding three financial years

The analysis presented in Table 4.7 shows, that the DCS has made significant progress with improving representivity, especially in terms of race and gender. The racial/gender profile of DCS has also changed markedly over the past years. The departments current staff compliment now consists of 859 employees.

Table 4.7: Three-year snapshot comparative employment equity analysis

<i>RACE</i>		<i>2010</i>	<i>%</i>	<i>2011</i>	<i>%</i>	<i>2012</i>	<i>%</i>
<i>AFRICAN</i>	29.7	252	29.4	234	28.7	244	28.4
<i>COLOURED</i>	51.2	508	59.3	489	60.0	511	59.5
<i>INDIAN</i>	0.9	3	0.4	3	0.4	4	0.5
<i>WHITE</i>	18.2	94	11.0	89	10.9	100	11.6
<i>TOTAL</i>	100	857	100	815	100	859	100

Source: CSC Persal Share Drive

4.6 Background to Diversity Management in the DCS

The Department of Community Safety in the Western Cape (WCG) realised the importance of effective people management through managing diversity. Research from all over the world has demonstrated that investment in people management is the single most important factor in gaining the competitive edge.

In the budget speech of the then Finance MEC, Lynne Brown, she announced that the provincial Department of Community Safety had been given an additional R112.9 million in the 2008 year allocation to establish a 24-hour seven-day traffic service to reduce road fatalities in the Western Cape. In the strategic planning session of 2008, one major decision that impacted on the department's human resources planning was the extension of Programme 4 (Traffic Management) regarding its traffic services operations, from eight hours to a twenty-four hour service. Additional to that was the transfer of Security Risk Management (Programme 5) from the Department of the Premier to the DCS. The strengthening of this programme by empowering capacity meant greater deployment of Africans and women to promote equality in terms of race and gender.

The integration of Traffic Management and Security Risk Management into the DCS impacted on other programmes, as this led to expansion of programmes in terms of capacity because there needed to be a balance to increase efficiency.

4.6.1 Challenges in the DCS

The rapidly changing demographics of the workforce and the growth in numbers in gender and diverse groups in the organisations affected the department. Women were being recruited in the positions that had been predominantly occupied by men. Traditionally, the traffic and security fraternity was male dominated. The following diversity challenges were highlighted in the assessment report conducted by the appointed service provider, the Magida Human Capital Corporation, which provided pertinent information on areas of concern that needed to be addressed.

4.6.1.1 Buddy System Programme

The introduction of the 24-hour traffic law enforcement service encompassed a buddy system programme, which is a process set up to increase the safety of a lone worker. It is also intended to accelerate the productivity of new employees and enhance job satisfaction so that they have an effective introduction to the organisation. Female traffic and security officers were not allowed to be alone on patrol at night for safety reasons. The buddy system (deployed and paired together with incumbents who are well integrated in the organisation within certain routes on public roads) was mandatory.

Challenges experienced with the Buddy System

According to Hyatt's (2000) research, the emerging 24-hour global economy can be hazardous to marriage. In addition, the physical demands and psychological stress of balancing late night and rotating schedules can pull at the threads of marriage stability, as suggested in findings from national data. Unhappy relationships can be linked to high levels of stress but nevertheless affect the workplace. Absenteeism (missing work each day) and presenteeism (a phenomenon of employees coming to work yet not functioning up to their capabilities on the job) was the order of the day and was costing the department loss in productivity. Employees who are stressed incur healthcare costs because they are referred to Employee Assistance Programmes (EAPs) for confidential personal counselling services, which are sponsored and paid for by the employer.

4.6.1.2 Stereotyping

First, humans are dependent on stereotypes in order to make sense of the world and stereotypes therefore cannot be eliminated (Falkenberg, 1990:108) Second, stereotypes are resistant to change. Stereotyping is a barrier that is present in every environment. It is a belief that all members of a specific group share certain traits or characteristics. The effect of stereotyping is prejudice and the behaviour that accompanies it is discriminatory (Mankayi, 2006).

Challenges of Stereotyping

Men still consider women more suited to supporting positions because they are physically weaker. Men also doubt the current abilities of women. Women, however, receive the same training as men and there is no gender discrimination. Women have experienced sexual harassment. Within the traffic division, women have often been judged by their sexuality in a variety of ways. Mankayi (2006:44-64), for example, found that men accuse women of using their sexuality to “achieve success in the system”, in other words to get promotion or preferential treatment. Incidences of sexual harassment were reported and verbal abuse continued to be a major problem facing women in traffic. These prejudices and attitudes led to indirect discriminatory-practices which put women at a disadvantage. The department had to do something about its commitment of a discrimination free environment.

4.6.1.3 Conflicts

As reflected in Table 4.8, traffic officers and security officers employed in the Western Cape have been preponderantly coloured and male. In the DCS this has involved the integration of the majority of population into a coloured-dominated workplace. This included an assertive affirmative action (AA) employment equity opportunities programme that would change the racial, ethnic and gender profile of the DCS, which evoked tension among the racial groups. Meanwhile years of discrimination (pre-1994) had denied many blacks access to certain jobs and sectors of society, including in the regulation of traffic.

Challenges caused by conflict

A prime difficulty involved merging different cognitive styles, attitudes and values, such as those found in teams with diverse members. Ancona and Caldwell (1992:23) have pointed

out that teams made up of individuals from different 'thought worlds' may find it difficult to develop a shared purpose and an effective group process

4.7 EFFECTIVE DCS REMEDIAL PLANS OF ACTION

Having provided the history explaining why issues of diversity management have become important in the Department of Community Safety, this part of the study presents the initiatives taken by the department to address the issue of embracing diversity in the organisation. This encompassed all challenges experienced by employees within the workplace.

In 2005, the department initiated a project aimed at investigating the issues of diversity management in response to a number of emerging concerns, as mentioned above. However, another reason for establishing the strategy was to develop a culture in which quality and diversity would become established as core values in the department. The department adopted the theme "Embracing Diversity". The theme was grounded on the premise that diversity is an asset rather than a liability in the workplace. It aimed at the personal level and its point of departure was that employees must understand themselves in relation to their colleagues who might, amongst other aspects, differ in race, gender, cultural background, religion, education, personality traits, or beliefs,. Knouse and Dansby (1999:487) argue that organisations that embrace equal opportunities and diversity gain advantage through effectiveness, satisfaction and commitment among employees.

The action of the theme would promote frequent interaction and information sharing involving activities that increase knowledge of one another by means of workshops. The department decided to appoint an external service provider to make a diagnosis by carrying out an equality review and having a thorough review of the organisation through the lens of equality and diversity, and then looking at the recommendations of that review and developing action plans. Firstly, the intention of appointing an external party was to avoid bias and any factor, recognised or not, that would distort the findings of a study, and in an effort to speed the discovery.

Secondly, service providers are able to draw on an extensive domain of expertise and an extensive experience. They demonstrate the strongest level of commitment to client satisfaction. It is assured that you can receive the highest quality data. Lastly, service providers provide additional insight for completing a study.

The Human Resource (HR) component drafted a specification as prescribed by management to procure the services of a suitable provider. The specification was placed on Trade world/Source link, which is a fully-fledged electronic hub that provides a range of procurement products, and services to assist organisations in achieving local and international trade solutions. A selection was conducted; service providers had to submit proposals on how they would approach the intervention. The Magida Human Capital Corporation won the tender to roll out diversity training intervention in the department.

The service provider had to obtain the following objectives:

1. To ensure that participants have an understanding of diversities that exists within the work environment (workforce diversity);
2. Ensure that participants have an understanding of historical diversities;
3. Empower participants to manage diversity on a personal level; and
4. Empower participants to manage diversity at an organisational level.

As with virtually every initiative that seeks to be successful, there must be clearly identified and visible drivers. Each programme nominated a group of 12 employees as champions of diversity. An organisational diagnosis as prescribed on the specification was conducted with the group by means of individual interviews with the aim of achieving the following:

1. Determine what diversity challenges employees are currently battling with;
2. How they deal with those challenges or issues;
3. How diversity issues currently impact on personal and organisational relations;
4. Investigate what interventions are necessary to improve the current status with regard to diversity issues.

The programme outline emphasised the topics embedded in diversity management issues as presented in Table 4.8.

Table 4.8: Diversity management issues outlined in the programme to address difficulties in the DCS

Topic	Objective	Content
Why the employment Equity Act (EEA)	Empower participants to understand the purpose of the ACT.	Understanding the Act Legislation relevant to equality
What is Employment Equity	Empower participants to understand the purpose of equality in the workplace.	Purpose of the Act
Structure of the EEA	Empower participants to understand unfair discrimination and fair discrimination – Affirmative Action.	Unfair Discrimination Fair Discrimination
Implementing Affirmative Action	Empower participants to implement, enforce and monitor Affirmative Action.	What must the employer do Enforcing and monitoring Employment Equity and Affirmative Action
Understanding cultural diversity	Empower participants to understand the diverse cultures that exist in society.	Afro- and Euro-centric values. Impact of terminology.
Understanding Historical diversity	Empower participants to understand the impact of historical diversity in the workplace.	Racism Oppression Gender Equity
Managing diversity – personal	Provide participants with the necessary tools to manage diversity.	Overcoming prejudice and discrimination.
Managing diversity - organisational	Empower participants to understand the shifts government has made from apartheid to democracy.	From apartheid to democracy
Dealing with diversity	Provide participants with tools to deal with diversity in the workplace.	Dealing with issues of diversity

The expected outcomes at the end of the workshops would be that participants would have the following competencies:

1. An understanding of the Employment Equity Act.
2. The ability to implement and monitor Affirmative Action
3. An understanding of what diversity is
4. An understanding of historical diversity and how it impacts on the workplace
5. The skills to realise and identify prejudice and discrimination
6. The necessary tools to deal with issues of diversity

On the service level agreement, it was also expected that the nominated service provider would compile a comprehensive report with recommendations for future directions as an agreement on scope of work. The following scope of work that needed to be accomplished by the service provider was identified:

1. Deal with diversity awareness, interpersonal effectiveness, the practical management of diversity
2. Facilitate institutional change by creating diversity awareness, to ultimately assist in developing a culture that embraces diversity.
3. Facilitate an environment that recognises, supports, respects and welcomes diversity of employees and clients.
4. Increase interpersonal effectiveness to work with people from diverse cultures.
5. Strategies to manage the stereotypical actions and attitudes effectively (e.g. based on gender, disability, etc.)
6. Transfer the necessary skills to implement the affirmative action measures.
7. Create understanding and knowledge of the different legal aspects that govern employment equity.
8. Empower the employees with the necessary skills to manage diversity issues in organisational context.

Assessment, evaluation and recommendations derived from the project would be the department's responsibility to implement and ensure sustainability. At the end of the workshops the service provider submitted the comprehensive report to the senior management as prescribed on the service level agreement. Outcomes of the intervention were not disclosed or cascaded down to the employees. As a project coordinator (HR Practitioner) of the department the researcher was informed that the report contained negative connotations that would lower the morale of employees

The intervention seemed to be a quick-fix solution because it was in the form of a workshop which was not incorporated into overall strategic and human resource management processes. The programme was discontinued and not sustained. As a result, the programme lost credibility and was abandoned.

4.8 SUMMARY

Thomas (1996:48) confirms that there are organisations in South Africa, though very few in numbers that have progressed in this field. As mentioned above, lessons can be learnt from those that have progressed beyond the so-called formal Affirmative Action stage and have gone on to develop effectively managed diverse workforces. As Van der Waldt and Du Toit (1997:260-263) explain, managing of diversity within a public institution is a sensitive matter, particularly in the case of diverse groups. Progress has been made in some government departments with regard to increasing the representation of designated groups (blacks, women and persons with disabilities) and many departments have adopted a hiring, transfer, development or promotion process which pro-actively or re-actively attempts to advance candidates from targeted groups

In this chapter, the Department of Community Safety was presented as a case study to investigate the practical application of diversity management in the workplace. A brief background of DCS was provided, which included the history of the department, as well as the vision, mission and the fundamental mandate of the department. The Department of Community Safety is the catalyst for creating the Western Cape a Safer Home for all that is free from the fear of crime. There has been a realisation that the department is becoming a changing organisation with changes in the demographics of the workforce.

The case study highlights the fact the department has opened doors of opportunity to diverse persons. It also realises that the legal approach, which relies on meeting employment equity targets, has been an effective tool to open doors to all, but does not provide an adequate basis for managing diversity. A brief background of diversity management reveals that diversity management is a subtle concept that needs greater attention from all managers, thus the department made a commitment to create corporate systems and cultures that support employees from all groups. Another reason for this initiative was to develop a culture in which equality and diversity would become established as core values in the department. By acknowledging and valuing differences, the department aimed to ensure a working environment where people feel valued and where their potential

is fully realised. All the training is good, but if a training programme does not impart a feeling of empathy in the minds and hearts of the workers, it may just be a waste of time, money and effort.

The diversity management initiative was a once-off intervention in the department of Community Safety. When a commitment is made, a follow-up is mandatory.

There are two aspects to achieving diversity. The first is to move from a non-diverse to a diverse workforce. This does nothing for an organisation unless that diversity is managed effectively. It is also not a natural thing for people of different cultural backgrounds to interact spontaneously. Top management's attitude towards, and priorities for diversity are the main variables for what can successfully be accomplished in improving an organization's value regarding diversity and leveraging diversity for organisational success. When the perceptions of top management or senior management regarding the strategic importance of interventions lag behind the intended impact of the effort to change, essential support will be missing. The diversity climate is therefore a means for measuring the reality of the situation in the organisation, the religious or moral upbringing, cognitive styles or even genders, to communicate effectively, appreciate what shapes each other's viewpoints, debate with each other without giving offence, or otherwise get along together.

The next chapter outlines the data gathering process, the data analysis and the results of the study.

CHAPTER FIVE: RESEARCH DESIGN AND METHODOLOGY

5.1 INTRODUCTION

This chapter describes the methods used to collect the data and explains their appropriateness to the exploration of the questions outlined in Chapter 1. Research methodology, as defined by Welman, Kruger & Mitchell (2005:2), refers to the application of various methods, techniques and principles in order to create scientifically obtained knowledge by means of objective methods and procedures within a particular discipline. Therefore, research methodology consists of ways of collecting and analysing data. According to the above-mentioned authors, the research should therefore be systematic and purposeful so that procedures are planned to yield data on a particular research problem.

The chapter further provides details of the methodology used in the design of the research. The focus was on a sampling procedure, data collection methods, the research instruments validity, reliability, data processing, the procedure for the design and the administration of the questionnaires. A mixed-method research design was used which involved two phases of data collection. The summary of results is discussed in terms of the trends and patterns as identified by the literature in respect of diversity management.

5.2 DATA SOURCES

Mouton (2001:99) states that data sources can be classified into various categories and data collection can rely on many sources of evidence. The present study employed methods using both quantitative and qualitative techniques in data collection. A mixed-method research design therefore was used which involved two phases of data collection. The researcher's insights were therefore compiled from of primary and secondary data sources that were analysed in a diversity management framework.

5.2.1 Secondary Data

Secondary data are likely to provide a wealth of information for a range of purposes. Secondary data were gathered from public literature by means of library research for relevant literature from all possible sources and formats, including journal articles, books, strategic plans, business plans, statistical reports, theses and the internet. The literature was reviewed in order to have a better understanding, interpretation and analysis for the present study.

5.2.2 Primary Data

The primary data collected by means of a survey were processed to calculate the species richness and diversity of the study area. Questionnaires were used to establish the level of knowledge and awareness of diversity concepts among the participants in the research project.

5.3 RESEARCH INSTRUMENTS

The instrument used to collect information from the sample population was a questionnaire. The draft survey questionnaires were developed on the basis of issues concerning diversity management. It must be noted that the questionnaires were used as the main data collection instrument of the study. According to Saunders, Lewis and Thornhill (2007) the questionnaire survey enables researchers to examine and explain relationships between constructs, in particular cause-and-effect relationships.

The questionnaire contained close-ended statements and it was designed according to the standards identified in the literature that was consulted. The questionnaire tested deviations from the standard by measuring the degree to which respondents agreed or disagreed with the statements.

According to Hair, Black, Babin, Anderson and Tatham (2006:425), the Likert Scale has been extensively modified over the years from its original five-scale descriptors, and its current definition varies from researcher to researcher. In this study, the main elements derived from the literature review were identified and translated into positive statements regarding the management practices of DCS. Initially the researcher had developed a 6-point Likert scaling for the pilot test of the instrument and the following responses were used.

- Do not know
- Strongly disagree
- Disagree
- Sometimes/sometimes not
- Agree
- Strongly agree

5.4 CONDUCTING A PILOT TEST OF THE SURVEY QUESTIONNAIRES

Conducting a pilot study allowed the researcher to ask participants for feedback and also helped the researcher to avoid bias. Pilot testing of a questionnaire is important in conducting research. When the English version questionnaires were developed, it was sent to three diversity champions who worked in the component that specialises in research in the department, namely Safety Information Research. The diversity champions are experts in the field of research. The purpose was to ensure that the questionnaires possessed face validity. In addition, the pilot study was aimed at reducing ambiguity and potential confusion of questions in the questionnaire.

The identified colleagues (three diversity champions) were requested for responses to the instrument and comment on any questions they felt were difficult to understand or answer. They were also asked to point out any omissions. The trialling of the survey was necessary for adequate questionnaire coverage, and to ensure clarity of the questions. It also involved the testing of the wording and identifying ambiguous questions. The pre-testing of the questionnaire resulted in positive feedback and few amendments to it. The pilot helped to refine the data collection plans with respect to both content and the procedures to be followed.

5.5 MODIFICATIONS TO DRAFT QUESTIONNAIRES

The major feedback from this trial was that the instrument was too long and therefore time consuming and resistance in responding would be likely. Ambiguous statements were eliminated. The inclusion of the scaling indicator was sometimes found relevant, but sometimes was not. The researcher took steps to apply the major changes. Several changes to the wording clarified the meaning of questions and improved their relevance. The result was that the scale indicators were reduced and the following five-point Likert scaling was used to test responses:

- Agree (1)
- Strongly agree (2)
- Do not know (3)
- Disagree (4)
- Strongly disagree (5)

The questionnaire is included in Annexure A.

The questionnaire (see Annexure B) began with briefing information as guide, followed by a request for the respondent's biographical information. The questionnaire that was distributed to diversity champions tested the following organisational areas.

- A. Structures and frameworks for supporting diversity management
- B. Leadership and management
- C. Communication and information flow on diversity management
- D. General expectations in respect of the role of HR component
- E. Monitoring and Evaluation of diversity management
- F. Efficacy and value-adding of diversity management policies

Each of these organisational management areas was covered by a number of statements comprising the key elements of the model of diversity management and they were created to ascertain to what extent the practices identified in the diversity strategic framework were followed by the department. The questionnaire contained 25 statements grouped into six identified management areas. Respondents in the target population were requested to indicate their agreement or disagreement with the statements on a five-point Likert scale.

5.6 TARGET POPULATION

According to Hair *et al.* (2006:23), a target population is generally a large collection of individuals or subjects that comprise the main focus of a scientific enquiry. The target population is a well-defined collection of individuals or subjects known to have similar characteristics. All individuals or objects within a certain population usually have a common, binding characteristic or trait. The target population for this study consisted of the employees of DCS. Employees were informed that participation was voluntary, with confidentiality and anonymity assured.

5.7 RATIONALE FOR SELECTION OF A TARGET POPULATION AND SAMPLE

A purposive sampling method, in terms of which individuals are selected from a population according to an underlying interest in a particular group, was employed in order to obtain an accurate reflection of the current practices employed by DCS.

The population selected for this study on diversity management comprised two very distinct groups, firstly, the 48 diversity champions who were selected from the four programmes of the department (twelve persons from each department), one HR Manager (the driver of the process) from the Senior Management Service (SMS) cadre and another two SMS members selected from the line functions. Line functions in the department constitute large numbers of employees. The criteria for selecting members of SMS in the department centred on:

- Experience and involvement in DCS management (SMS members who are more experienced than others and acquired experience through the number of years in service)
- Representivity (In terms of race groups in the department)
- Level of seniority (determined by length of continuous service in the Public Service)

The following senior managers were approached:

1. Mark Jansen: Director of Traffic Law Enforcement
2. Charles Monyai: Director of Security Advisory Services
3. Trevor Wingrove: Acting Director of Human Resource Management and Administration.

5.8 DISTRIBUTION OF QUESTIONNAIRES

The 48 participants were invited to attend a preliminary session in one venue. A PowerPoint presentation on the nature of the questionnaire and how to complete it was given to the participants to elaborate more and solicit qualitative feedback from participants. A brief session for questions and answers was allowed following the presentation.

It should be noted that large numbers of the participants are deployed in various provincial traffic centres in the province and that they have no access to computers. As traffic officers they need to be visible on national roads to enforce traffic laws. Some in the group were computer literate. It was vital that the questionnaire should be thoroughly clarified to them to enable fruitful results. They were informed that the questionnaire would be disseminated by e-mail to those who had access to e-mail and that responses had to be submitted electronically as well. Those who did not have access to the internet were handed hard copies to complete. Participants were granted three weeks to respond. At the end of each week, a follow-up mail was sent to encourage completion of the questionnaire. A final

reminder was sent a week before the closing date of the survey. A total of 48 questionnaires were disseminated and of these 43 were returned; the usable return rate was 89%.

The approach to Senior Management Service (SMS) members was different to that of diversity champions. The content of their questionnaire was different. The Senior Management questionnaire had open-ended statements and tested the following managerial areas.

- A. Mission
- B. Governance
- C. Human Resources and Development
- D. Staff Diversity
- E. Training

A copy of the questionnaire is included as Annexure C

The personal assistants to SMS members were approached about their availability and 20-minute interview appointments were arranged through them. The questionnaire was forwarded to them in preparation for one-to-one interviews. The SMS questionnaire was completed in the interview set up with each senior manager. . During the interview, the aim of the study and the content of the questionnaire were discussed. The purpose of the interview was also to identify the most accurate responses and responses of high quality on strategic issues in the department and to ensure that the sample was representative of current departmental diversity management practices.

5.9 DATA VALIDATION

To ensure that the survey was conducted correctly, the e-mail addresses of all the respondents were recorded and responses were controlled against these particulars. A covering letter to the questionnaire informed respondents that the information would at all times be kept confidential and used for research purpose only, which may have contributed to a level of openness in rating the statements, and therefore improved accuracy.

The researcher, as the person who knew what the expected data should look like, reviewed the questionnaires as they were handed in to ensure that appropriate fields had been filled in. The database was created as a control measure with the list of all names of respondents who received the questionnaire.

5.10 DATA COLLECTION AND MEASURES

The respondents were given a brief background to the purpose of the study and were requested to complete the questionnaire. A copy of the covering letter is included as Annexure C. Only 43 the 48 Champions responded, which gave a response rate of 89.5%. All senior managers honoured the arranged appointments and the response was 100%.

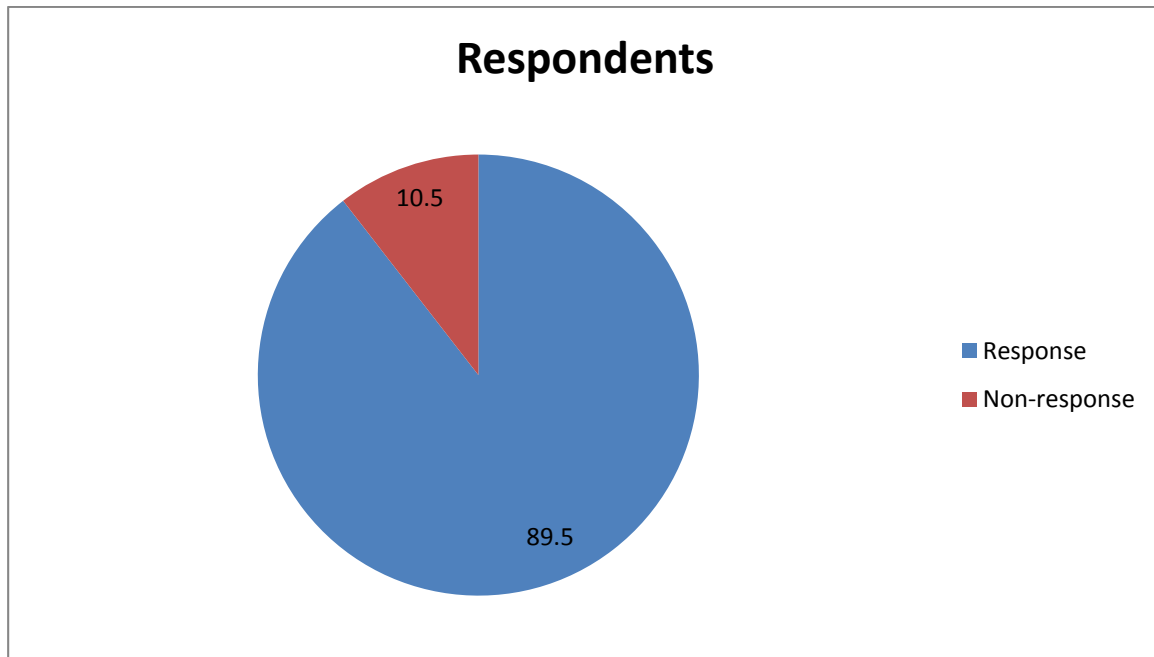


Figure 5.1: Distribution to respondents

The researcher accepted the level of response as it exceeded 80%. This level of response was regarded as sufficient to avoid serious risk of sampling bias.

5.11 DEPENDANT AND INDEPENDENT VARIABLES

For the purpose of this research, a response of “Do not Know” in the 5-point Likert Scale questionnaire was interpreted to mean that the management practice proposed by the model is either not being practised by the Department of Community Safety, or that, if it is, the respondent is not aware of it. Even if such practices are not embedded in departmental policies or form part of the day-to-day practices of the department, it was important to establish the opinion of the champions of diversity as drivers of the processes in the department with regard to issues of diversity management.

5.12 DESCRIPTION OF RESULTS

In this study, the results of the empirical study are reported per section of the six organisational practices as listed in the questionnaire. The cluster analysis therefore lists the responses of the respondents for each of the six organisational areas identified for managing diversity in the department. The strongly disagree, disagree and do not know responses were clustered together as non-compliance with the legislative framework and agree and strongly agree represented compliance. The findings that were observed are discussed below.

Table 5.1: Results expressed in actual scored per statement

No	A1	A2	A3	A4	A5	A6	A7	A8	B9	B10	B11	B12	B13	C14	C15	C16	C17	D18	D19	D20	E21	E22	E23	F24	F25	F26
1	4	2	2	3	2	3	2	2	2	5	4	4	3	2	2	2	2	2	2	2	2	4	5	4	2	
2	1	1	1	1	1	1	2	1	1	4	2	1	5	1	5	1	1	4	4	4	1	1	5	5	3	3
3	4	3	2	2	1	2	3	2	2	4	4	4	5	3	2	2	1	3	3	5	2	3	5	5	4	4
4	2	2	2	2	2	3	2	2	2	5	4	4	4	2	2	2	3	3	3	3	2	5	6	4	5	
5	3	2	2	2	2	2	2	2	3	4	3	3	2	2	2	2	2	2	2	2	2	2	4	3	4	
6	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5
7	1	1	1	1	1	1	2	1	1	4	2	1	5	1	5	1	1	4	4	4	1	1	5	5	3	3
8	4	4	3	4	4	4	4	4	4	4	4	4	4	2	2	2	2	4	2	4	2	2	4	5	1	5
9	4	3	2	4	4	2	4	2	4	4	4	4	2	2	2	2	4	3	2	3	1	1	5	3	3	5
10	3	4	4	3	3	3	3	3	4	4	4	4	4	3	3	3	3	3	3	3	3	5	5	5	5	5
11	4	2	2	3	3	3	2	3	2	4	3	4	4	1	1	1	1	3	2	2	1	5	1	4	4	
12	1	4	1	2	2	2	2	2	3	4	4	4	4	2	2	2	2	2	2	5	2	2	5	5	2	5
13	4	3	2	2	1	2	3	2	2	4	4	4	5	3	2	2	1	3	3	5	2	3	5	5	4	2
14	4	2	2	3	2	3	2	2	2	5	4	4	3	2	2	2	2	2	2	2	2	4	5	4	2	
15	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5
16	4	4	3	4	4	4	4	4	4	4	4	4	4	2	2	2	2	4	2	4	2	4	5	1	5	
17	2	2	2	2	2	3	2	2	2	5	4	4	4	2	2	2	3	3	3	3	2	5	6	4	5	
18	3	4	4	3	3	3	3	3	4	4	4	4	4	3	3	3	3	3	3	3	3	5	5	5	5	5
19	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5
20	4	2	2	3	2	3	2	2	2	5	4	4	4	3	2	2	2	2	2	2	2	4	5	4	2	2
21	1	1	1	1	1	1	2	1	1	4	2	1	5	1	5	1	1	4	4	4	1	1	5	5	3	3
22	4	3	2	2	1	2	3	2	2	4	4	4	5	3	2	2	1	3	3	5	2	3	5	5	4	4
23	2	2	2	2	2	3	2	2	2	5	4	4	4	2	2	2	3	3	3	3	2	5	6	4	5	
24	3	2	2	2	2	2	2	2	3	4	3	3	2	2	2	2	2	2	2	2	2	2	4	3	4	
25	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5
26	1	1	1	1	1	1	2	1	1	4	2	1	5	1	5	1	1	4	4	4	1	1	5	5	3	3
27	4	4	3	4	4	4	4	4	4	4	4	4	4	2	2	2	2	4	2	4	2	4	5	1	5	
28	4	3	2	4	4	2	4	2	4	4	4	4	2	2	2	4	3	2	3	1	1	5	3	3	5	
29	3	4	4	3	3	3	3	3	4	4	4	4	4	3	3	3	3	3	3	3	3	5	5	5	5	5
30	4	2	2	3	3	3	2	3	2	4	3	4	4	1	1	1	1	3	2	2	2	1	5	1	4	4
31	1	4	1	2	2	2	2	2	3	4	4	4	4	2	2	2	2	2	2	5	2	2	5	5	2	5
32	4	3	2	2	1	2	3	2	2	4	4	4	5	3	2	2	1	3	3	5	2	3	5	5	4	3
33	4	2	2	3	2	3	2	2	2	5	4	4	3	2	2	2	2	2	2	2	2	4	5	4	2	2
34	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5
35	4	4	3	4	4	4	4	4	4	4	4	4	4	2	2	2	2	4	2	4	2	4	5	1	5	
36	2	2	2	2	2	3	2	2	2	5	4	4	4	2	2	2	3	3	3	3	2	5	6	4	5	
37	3	4	4	3	3	3	3	3	4	4	4	4	4	3	3	3	3	3	3	3	3	5	5	5	5	5
38	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5
39	1	1	1	1	1	1	2	1	1	4	2	1	5	1	5	1	1	4	4	4	1	1	5	5	3	3
40	4	3	2	2	1	2	3	2	2	4	4	4	5	3	2	2	1	3	3	5	2	3	5	5	4	4
41	2	2	2	2	2	3	2	2	2	5	4	4	4	2	2	2	3	3	3	3	2	5	6	4	5	
42	3	2	2	2	2	2	2	2	3	4	3	3	2	2	2	2	2	2	2	2	2	2	4	3	4	
43	3	3	1	2	2	3	1	1	2	4	5	4	4	3	2	3	3	2	2	1	1	5	5	4	5	5

5.13 CLUSTER ANALYSIS

In this study, the results of the empirical study are reported per section of the six organisational practices as listed in the questionnaire. The cluster analysis therefore lists the

responses of the respondents for each of the six organisational areas identified for managing diversity in the department. The strongly disagree, disagree and do not know responses were clustered together as non-compliance with the legislative framework and agree and strongly agree represented compliance. The findings that were observed are discussed below.

Section A

Scaling	A1	A2	A3	A4	A5	A6	A7	A8	Total	Percentage
Agree(1)	14	12	4	10	6	22	9	6	84	40.9%
Strongly agree(2)	17	10	4	6	6	4	6	4	57	
Do not know(3)	7	7	14	5	10	5	6	12	66	58.7%
Disagree(4)	5	14	21	22	21	12	20	21	136	
Strongly disagree(5)	0	0	0	0	0	0	0	0	0	
Total	43	43	43	43	43	43	43	43	344	100%

Section B

Scaling	B9	B10	B11	B12	B13	Total	Percentage
Agree(1)	5	0	0	5	0	10	19.5%
Strongly agree(2)	22	0	5	0	5	32	
Do not know(3)	5	0	5	3	4	17	80.5%
Disagree(4)	11	34	26	35	24	130	
Strongly disagree(5)	0	9	7	0	10	26	
Total	43	43	43	43	43	215	100%

Section C

Scaling	C14	C15	C16	C17	Total	Percentage
Agree(1)	7	3	7	12	29	31.3%
Strongly agree(2)	20	31	25	13	89	
Do not know(3)	7	3	7	12	29	68.6%

know(3)						
Disagree(4)	20	26	25	13	84	
Strongly disagree(5)	0	5	0	0	5	
Total	43	43	43	43	172	100%

Section D

Scaling	D18	D19	D20	Total	Percentage
Agree(1)	0	0	7	7	44.2%
Strongly agree(2)	16	24	10	50	
Do not know(3)	18	14	11	43	55.8%
Disagree(4)	9	5	9	23	
Strongly disagree(5)	0	0	6	6	
Total	43	43	43	129	100%

Section E

Scaling	E21	E22	E23	Total	Percentage
Agree(1)	4	4	0	8	16.2%
Strongly agree(2)	2	8	3	13	
Do not know(3)	9	10	0	19	83.7%
Disagree(4)	28	10	8	46	
Strongly disagree(5)	0	11	32	43	
Total	43	43	43	129	100%

Section F

Scaling	F24	F25	F26	Total	Percentage
Agree(1)	2	4	0	6	10.1%
Strongly agree(2)	0	2	5	7	

Do not know(3)	2	10	6	18	89.9%
Disagree(4)	10	16	8	34	
Strongly disagree(5)	29	11	24	64	
Total	43	43	43	129	100%

Figure 5.2 presents the percentages obtained for each statement, including the clustered statements. The results of the questionnaire were analysed per statement, and the percentages for each statement are reported per Likert Scale Indicator.

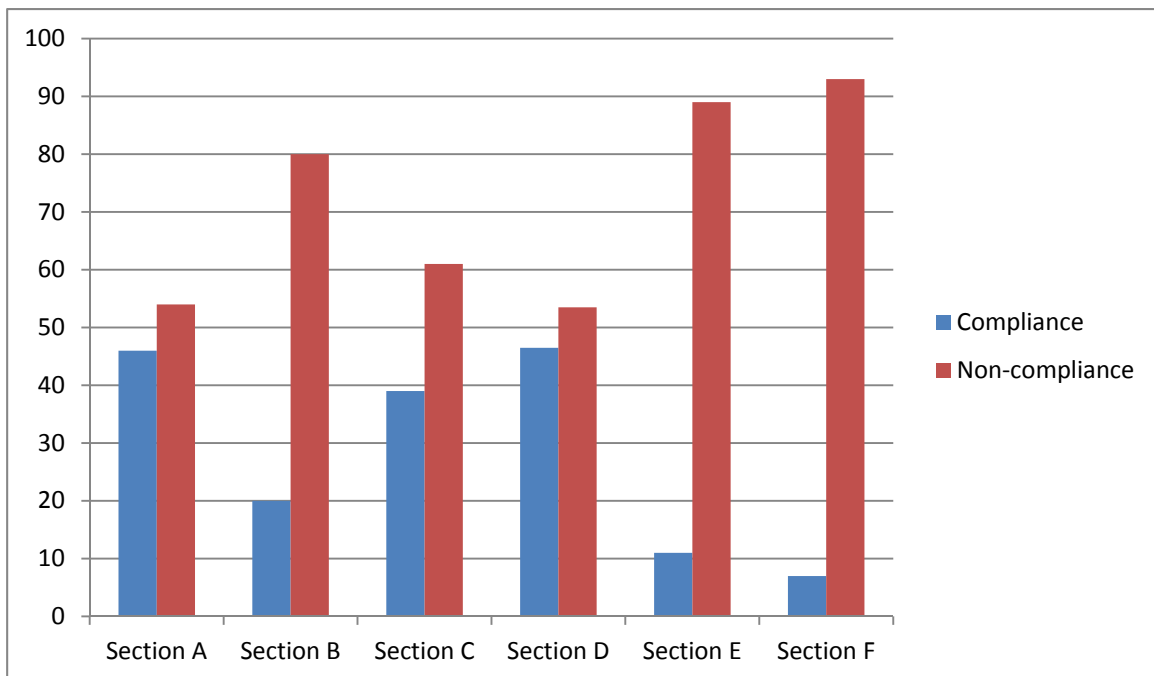


Figure 5.2: Overall analysis of survey questionnaire

Section A: Structures and frameworks for supporting diversity management

This section entailed issues of concern such as policies, commitment, framework, strategy, budget, awareness programmes and monitoring measures.

The rate of compliance was 40.9% and 59.1% for non-compliance. The gap is small and that makes this section slightly inconclusive.

Section B: Leadership and management

This section entailed issues of concern such as leadership and management, values and perceptions and awareness of cultural codes and conventions.

The rating for compliance is shown as 19.5% and 80.5% for non-compliance.

Section C: Communication and information flow on diversity management

This section entailed issues of concern such as communication, debate facilitation and conflict management.

The rating for compliance was 31.3% and 68.6% for non-compliance.

Section D: General expectations in respect of the role of the HR component

This section entailed issues of concern such as HR readiness to cater for diversity, creation of platforms to engage and coordination of mandatory training.

The rating for compliance was 44.2% and 55.8% for non-compliance.

Section E: Monitoring and Evaluation

This section entailed issues of concern such monitoring of and evaluating diversity interventions and how often they are provided, as well as value adding.

The rating for compliance was 16.2% and 83.7% for non-compliance.

Section F: Efficacy and value-adding of diversity management policies

This section entailed general issues of concern directed to the individuals in terms of efficacy and prescripts.

The rate for compliance was 10.1% and 89.9% for non-compliance.

The South African government has committed itself to improving the public service in order to achieve the priority outcomes it has set from 2009 to 2014. The priority delivery outcomes are underpinned by outcome 12, which refers to “an efficient, effective and development oriented public service”.

In 2010, the Management Performance Assessment Tool (MPAT) (Figure 4.2). was developed in collaboration with the Department of Public Service and Administration (DPSA)

MPAT is a tool that benchmarks good management practice and assesses the quality of management practices across a comprehensive range of management areas. MPAT covers the following four Key Performance Areas:

- Key Performance Area 1: Strategic Management
- Key Performance Area 2: Governance and Accountability
- Key Performance Area 3: Human Resource Management
- Key Performance Area 4: Financial Management

Among the four KPAs there are 32 standards which are based on existing policies and regulations and one of them is the Management of Diversity (Table 5.2). Each management practice is assessed and scored against these four levels of performance. Table 4.1 illustrates the four levels.



Figure 5.3

Table 5.1 Description of MPAT results

0-25%	26 -49%	50-74%	75-100%
Level 1	Level 2	Level 3	Level 4

Level	Description
Level 1	Department is non-compliant with legal/regulatory requirements
Level 2	Department is partially compliant with legal/regulatory requirements
Level 3	Department is fully compliant with legal/regulatory requirements
Level 4	Department is fully compliant with legal/regulatory requirements and is doing things smartly

An important step in the MPAT process is for the senior management of departments to conduct assessments against a range of management standards. This is conducted on annual basis for submission to be assessed by the DPSA.

A department that scores at Level 1 or Level 2 for a standard is non-compliant with the minimum legal prescripts in that management area and is performing poorly in terms of its management practices in the management area. On the other hand, a department that scores at Level 3 is compliant with the legal prescripts in that management area. A Level 4 department is compliant and operating smartly in terms of its management practices in the management area. The objective of MPAT is to get the majority of departments to operate at Level 4. In such cases, good practice case studies are developed and disseminated through learning networks.

In many standards, departments need to meet multiple requirements within each level to be scored at that level. If one requirement in a level is not met, the department's score will default to the lower level. In the example below, to be scored at Level 3, a department must meet the requirements of:

- Provide all new employees with a Code of Conduct;
- Provide training on understanding and applying the Code of Conduct; and
- all SMS members must complete financial disclosures that are signed by the Executive Authority and submitted to the PSC on time, as well as disciplinary action taken for non-compliance.

If one of these requirements is not met, the department is scored at Level 2. The improvement plan of the department would accordingly need to focus on achieving the Level 3 requirements it did not meet, so it can improve to Level 3 in the next assessment round. It is conceivable that a department could be performing at Level 4, but because it did not meet one of the Level 3 compliance elements, their score will default to Level 2.

Complying with the legal prescripts (Level 3) is essentially a minimum requirement for departments, although all departments must work towards operating at Level 4 – being fully compliant and working smartly. It is only when a critical mass of departments operate at

Level 4 that the goal of “an efficient and effective public service” (outcome 12) or a “capable and developmental state”, as envisioned in the National Development Plan will be achieved. For example, getting departments to procure smartly would result in better service delivery by suppliers and contractors, and savings from reducing corruption and increasing value for money.

Departments not yet at Level 4 in a standard are encouraged to interact with colleagues from departments that achieved Level 4 for information on how they can improve their management practice.

Each MPAT standard is defined according to these four levels. The framework also identifies the documents that departments are required to submit as evidence, as well as the criteria to be used during an external moderation process that follows self-assessment.

Table 5.2 Categories of MPAT assessments

1. Strategic Management	2. Governance and Accountability	3. Human Resource Management	4. Financial Management
1.1 Strategic Planning 1.1.1 Strategic Plans 1.1.2 Annual Performance Plans	2.1 Service Delivery Improvement 2.1.1 Service delivery charter, standards and SDIP	3.1 Human Resource Strategy and Planning 3.1.1 HR planning 3.1.2 Organisational design 3.1.3 Assessment of Human Resources Development	4.1 Supply Chain Management 4.1.1 Demand management 4.1.2 Acquisition management 4.1.3 Logistics management 4.1.4 Disposal management
1.3 Monitoring and Evaluation 1.3.1 Use of monitoring and evaluation outputs	2.2 Management Structures 2.2.1 Functionality of management structures 2.2.2 MPAT implementation (new)	3.2 Human Resource Practices & Administration 3.2.1 Payroll certification 3.2.2 Application of recruitment and retention practices 3.2.4 Management of diversity 3.2.5 Employee Wellness (new)	4.2 Expenditure Management 4.2.1 Management of cash flow and expenditure vs budget 4.2.2 Payment of suppliers 4.2.3 Management of unauthorised, irregular, fruitless and wasteful expenditure
	2.3 Accountability 2.3.2 Assessment of Accountability Mechanism (Audit Committee)	3.3 Performance Management 3.3.1 Implementation of level 1-12 PMDS 3.3.2 Implementation of SMS PMDS (excl. HOD) 3.3.3 Implementation of SMS PMDS for HOD	
	2.4 Ethics 2.4.1 Assessment of policies and systems to	3.4 Employee Relations 3.4.2 Management of disciplinary cases	

	ensure professional ethics 2.4.2 Fraud prevention		
	2.5 Internal audit 2.5.1 Assessment of internal audit arrangements		
	2.6 Risk management 2.6.1 Assessment of risk management arrangements		
	2.7 Delegations 2.7.1 Delegations in terms of PSA 2.7.2 Delegations in terms of PFMA		
	2.8 ICT 2.8.1 Corporate governance of ICT		
	2.10 Access to Information 2.10.1 Promotion of access to information (new)		

5.14 RESULTS: INTERVIEWS WITH SENIOR MANAGERS (SMS)

15.14.1 Mr Trevor Wingrove, Acting Director Human Resource Management

1. Governance

1.1 Does the department have a social network group that revolves around the strands of diversity issues?

According to Mr Wingrove, the department started the initiative of nominating 48 champions of diversity from various components as a social network group assuming leadership roles and being proponents of diversity. It was envisaged that they would drive the strands of diversity issues. He admitted that it is worth having the social network group to advocate diversity management.

1.2 Describe the department's efforts to utilise the skills, knowledge, talents of ethnically and culturally diverse staff, particularly in the areas of programme planning and policy development.

Mr Wingrove explained that the human resource component is the driver of ensuring that all Human Resource-related policies that directly affect employees are developed and implemented. It needs to ensure that HR policies are integrated into all departmental plans, projects and focused strategies. This entails a thorough analysis, diagnosis and customising of policies according to the need of the constituencies. As much as HR had identified the need for diversity management intervention and took the initiative to arrange for employees who have been nominated as champions, there is still a huge gap that needed to be covered.

Mr Wingrove explained that the diversity management workshop was a once-off intervention, but he strongly believes there should be constant interventions that are geared to change the mind-sets of the employees. In mainstreaming diversity, a set of expectations about good management practice is incorporated in the senior managers' performance agreements, namely the Core Management Criterion which has 11 performance agreements that include change management, people management and empowerment incorporating the values of inclusiveness and diversity.

2. Human resource and development

2.1 How does your recruitment practice attempt to attract a diverse workforce?

HR as a strategic vehicle to drive skills development, for a professional and capable department has to have capacitated staff to drive the diversity agenda, which has employees exemplifying the true spirit of leadership on diversity issues. The recruitment and selection panels are trained and kept well informed about the drive of employment equity and what the department needs to achieve is diverse and we are trying by all means to retain and maintain the status quo.

2.2 How have you handled, or how do you plan to handle intercultural conflicts among staff?

The HR component has source service providers to conduct training on conflict resolution. It has been made compulsory for all existing and the newly appointed employees in the department to attend the conflict resolution course. The line managers are given the opportunity to forward nominations to suit everyone's availability. A circular with course dates is circulated for individuals to select suitable dates.

3. Staff Diversity

3.1 How well represented is the population of your staff complement?

The HR staff complement is diverse enough and we are trying by all means to retain and maintain the status quo.

3.2 Do you have a recruitment policy or recruitment plan?

The department is currently using the transversal policy of the province in terms of recruitment.

4. Training

4.1 What training on valuing diversity has your staff been involved in?

Twelve of the 48 champions of diversity were nominated from HR to attend the workshop and as change agents the intention is to expose more staff from the component.

4.2 Based on your own assessment of the department, how do you plan to promote staff participation in such training?

Training and development is an essential aspect of effective implementation of diversity management. Line managers will be requested to avail every staff member to attend training. The monitoring surveys will be conducted and assessment and performance will be audited through implementation reports.

5.14.2 Charles Monyai, Director: Security Risk Management

1. Governance

1.1 Does the department have a social network group that revolves around the strands of diversity issues?

The Directorate: Security Risk Management has nominated 12 people from the component as the diversity champions that would advocate the issues of diversity and be role models to other employees. According to Mr Monyai, it is worth having the social network group to advocate diversity management and share experiences throughout the department.

1.2 Describe the department's efforts to utilise the skills, knowledge, and talents of ethnically and culturally diverse staff, particularly in the areas of programme planning and policy development.

The HR component has to provide transformation support including social transformation and institutional transformation; status monitoring by conducting surveys; and assessment and performance audits of diversity management programme implementation. The researcher believes that people of diverse ages and backgrounds working for one common purpose is a recipe for success. It has also been recognised that being competitive in the economy requires full utilisation of the skills and talents of all employees to better serve the communities.

2. Human resource and development

2.1 How does your recruitment practice attempt to attract diverse workforce?

There is a turnaround strategy that has been adopted to advertise to reach out for all diverse groups in the province and by means of placing adverts of position in community papers to reach the unreachable.

2.2 How have you handled, or how do you plan to handle intercultural conflicts among staff?

When people come from different backgrounds in the workplace, there is potential for great accomplishment but not neglecting conflict. The HR component has source service providers to conduct training on conflict resolution. It has been made compulsory that all existing and the newly appointed employees in the department should attend the conflict resolution course. It is also my desire that all the employees within the parameters of my leadership should not miss the opportunity.

3. Staff diversity

3.1 How well represented are the populations of your staff compliment?

We have embarked on a recruitment drive to attract more female Security Officers and recently there 40 women appointed in the component.

3.2 Do you have a recruitment policy or a recruitment plan?

The Human resource plan deals with recruitment issues and the priorities of the department and each and every component's needs have been incorporated into it. The plan included monitoring systems that ensure a balanced workforce and strengthen the department's ability to attract, hire, and retain the diverse workforce

4. Training

4.1 What training has your staff been involved in on valuing diversity?

The true intent of valuing diversity should be put on accelerated training and development. People differences are an asset rather than a burden to be tolerated. Although it is not adequate, HR has made great strides in developing a training and education plan and ensured implementation thereof.

4.2 Based on your own assessment of the department, how do you plan to promote staff participation in such training.

I believe that training and empowerment initiatives provide a foundation for all levels of employees. To foster the accomplishment of diversity goals, we will nominate more staff to attend and including the appointees.

5.14.3 Mr Mark Jansen, Director: Traffic Law Enforcement

1. Governance

1.1 Does the department have a social network group that revolves around the strands of diversity issues?

Yes, the HR has established the social network group and I think it will successfully drive the strands of diversity issues.

1.2 Describe the department's efforts to utilise the skills, knowledge, talents of ethnically and cultural diverse staff particularly in the areas of programme planning and policy development.

In my component I have a diverse group of experienced and long serving staff. I as leader of the team I ensure that I empower the inexperienced by coupling them with the experienced to go to the field together so that one can learn from another. This would the skills transfer.

2. Human resource and development

2.1 How does your recruitment practice attempt to attract diverse workforce?

I believe that it is beneficial to create a fair and safe environment where everyone has access to opportunities and challenges thus we are geared to embrace diversity. We saw the need to expand the outlook of the traffic law enforcement fraternity to embrace diversity.

2.2 How have you handled, or how do you plan to handle intercultural conflicts among staff?

The HR component has source service providers to conduct training on conflict resolution and we will ensure that everyone from [the] component attends.

3. Staff diversity

3.1 How well represented are the populations of your staff complement?

We endeavour to have all the people in the demographic of the Western Cape to represent in our staff complement. We have adopted affirmative measures to accelerate the recruitment of women in [the] Traffic law Enforcement fraternity.

3.2 Do you have a recruitment policy or a recruitment plan?

The department does have an integrated Human resource plan and I was very much active in ensuring that HR recruit and place adverts where more is needed. I'm witnessing progress in the component towards achieving our objectives. With development of the HR plan, I knew for a fact that diversity management goes beyond simply maintaining a representative workforce.

4. Training

4.1 What training has your staff been involved in on valuing diversity?

As much [as it] is a challenge with Traffic officers to attend the scheduled training during daytime because they need to be visible on the roads 24/7, we have nominated 12 employees as diversity champions and were involved in training on valuing diversity.

4.2 Based on your own assessment of the department, how do you plan to promote staff participation in such training?

All my staff members will be exposed to such training as it has been made compulsory to all.

5.15 LIMITATIONS OF THE STUDY

According to Macmillan and Schumacher (2009:22), knowledge acquired through research is limited by nature of both educational practice and research. The study used self- designed questionnaires that were sent out via-e-mail. The target group was selected on the basis of identifiable characteristics so that the groups would be representative of all employees.

This study was commissioned and undertaken between July and October 2010. The timing was quite challenging due to the fact that it coincided with the implementation of modernisation that came into effect from 01 July 2010 in the Western Cape Government. All HR components in 11 departments were centralised as the Corporate Services Centre under the umbrella of Human Resource Management of the Department of the Premier. As diversity management had been a function of the Human Resource component, there were no dedicated units or focal persons to drive the issues of transformation in departments. Currently, there also is a gap at the Corporate Services Centre of the Western Cape Government because there is no dedicated unit to drive the issues of transformation, including diversity management. This has resulted in some limitations which the study had to contend with on account of the following:

1. The difficulty of finding suitable times in the busy schedules of senior managers;
2. Unavoidable mobility of employees or deployment to the Department of the Premier, meetings, etc.;
3. Postponement/ cancellation of some stakeholder meetings / workshops;
4. Frequent changes in the work plans due to the above challenges.

Some limitations of this study, for example, result from the response rate which, in terms of the workforce profile, means that the findings may not be truly indicative of the department as a whole.

5.16 SUMMARY

In this chapter, the research methodology that was applied, sampling procedures, the piloting of the research instrument, and the data collection measures were reviewed. The research design outlines the steps taken in developing the questionnaire and ensuring integrity, accuracy, relevance and validity of the data.

The chapter covered the methods of study and dealt with the collected various qualitative and quantitative data derived from primary and secondary sources. It also details the approach used and conditions under which the various stages of investigations were carried out. This includes the design, development and administration of the research instruments (questionnaire). The researcher collected data, analysed, tabulated, interpreted and discussed. Furthermore the research results were applied to the hypotheses and it was found that it was proven correct. The implications that the research findings have for management and employees are also discussed.

CHAPTER SIX: FINDINGS, SUMMARIES, CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The preceding chapter outlined the primary and secondary data, an analysis of the data to understand the relationship between the concepts, tabulation and, interpretation. Furthermore, the research results were presented. This chapter presents summaries of the chapters, the conclusions that were drawn, and main recommendation flowing from the analysis of data.

6.2 SUMMARY OF THE CHAPTERS

Chapter One is an introduction to the entire study, its background and rationale. It includes an introduction to the aims and objectives, the research design and methodology, the motivation for the study and the problem statement. It also provides the demarcation of the period of study and the scope of the research. Gathering of information and the research methods and definitions of specific key concepts are briefly listed in this chapter. The chapter also explains data analysis methods.

Chapter Two focuses primarily on the literature study and its theoretical background. A review of the theories of diversity management from various authors was presented. This study developed a measuring scale for diversity management from information obtained through the literature analysis and expert consultation.

Chapter Three presents the legislative context for managing diversity in the South African Public Service. The legislation framework is set out in the South African Constitution (1996), the Public Service Act (1994), the Employment Equity Act (1998), the Skills Development Act (1998), and the Labour Relations Act (1995). The White Paper on Affirmative Action, the White Paper on Service Delivery and the White Paper on Human Resource Management in the Public Service were also investigated.

The scope of the policies is confined to those aspects of employment which relate to human resource planning, human resource management culture, career management, personnel provisioning and utilization. There are strong arguments in favour of developing a more diverse culture within the Public Service which sorely needs to achieve the social and economic goals of the democratic society of South Africa.

Chapter Four provides a background for the case study and started off with brief background information about the DCS in terms of history, mission, vision, mandate and organisational structure. A background of how the department has embarked on diversity management initiatives and the process of involving an external service provider to drive the processes within the department were also discussed.

Chapter Five provides details of the methodology employed in the design of the research. It focuses on how data were collected, research instruments that were used, data processing and administration of questionnaires.

Chapter Six presents the discussion of findings from the literature, the survey and critique. It also discusses findings from the study and critique, recommendations and conclusion. As a concluding chapter it outlines possible identified areas for further research. This will be the conclusion of the research, where the researcher shall arrive at truths that can be tested empirically. It summarises the key findings of the report and indicates the possibility of future research.

The purpose in Chapter 6 is to conclude with the findings of the study and to propose recommendations, primarily in the form of a transformational management model, as a way forward for successful management of diversity in the department. The recommendations presented and views offered are those of the researcher and are based on her perceptions.

6.3 FINDINGS

The results indicate that the Department of Community Safety achieves a combined score of **31.3%** compliance with the legislative framework and practices of diversity management. This is less than **50%** and suggests substantial non-compliance with current best practices as identified from the literature. The results reflect that the department is still lagging behind in terms of management and valuing of diversity.

The main findings from the literature study are as follows:

1. Leadership should take the lead and be a role model.
2. Transformation policies should be communicated to the employees.
3. Ethics should be instilled as fundamental to good governance.
4. A cooperative, synchronised and synergistic organisational culture should be developed as key to diversity management.

Following is a brief discussion of the findings from the primary research for the study

1. It is the leadership that determines the precedent for the vision and the leaders should be examples for the staff to follow. To be successful in achieving the objectives of the organisation, management should have the ability or capacity to set the scene of the organisation's vision through enthusiasm and personal buy-in.
2. Currently, the required diversity management does not appear anywhere in the strategy of the department nor is it discussed at any level of the organisation. It is actually a taboo. One solution for this may be realised through a communication strategy which may overcome the gap internally.
3. The issues that are there, including the report of the service provider for the diversity training that was conducted, was never communicated to the employees.
4. All employees should value the diversity of colleagues and be empowered to deal with the challenges. Empowerment should be the core value and should be effectively linked to the management of communication.

6.4 CONCLUSIONS

Conclusions from this research are presented in line with the stated objectives.

Objective 1: To define diversity and diversity management.

Chapter 2, which presents the theoretical framework, explicitly defines what diversity and diversity management are. It goes further by providing a theoretical model that could be adopted by the department for managing diversity successfully.

Objective 2: To analyse the existing legislative framework for diversity management within the South African Public Service

The researcher commenced from the supreme law of country, which is the Constitution of South Africa, and cascaded down to the promulgated Acts that were derived from it. She further consulted the White Papers that deal with issues of diversity management

Objective 3: To investigate the current method which the Department of Community Safety utilises for diversity management and also to evaluate the organisation's compliance with the legislative framework.

The researcher was involved with the inception of the initiatives taken by the department on valuing diversity. She was the coordinator of the whole programme from its inception until the end of the programme. She observed its progress whilst on the learning curve.

Objective 4: Identify gaps and challenges faced by the department in terms of the management of diversity

Respondents whose perception of diversity management was low (employees rating do not know, disagree and strongly disagree against that item) scored much higher than other respondents who rated diversity management as high in recording their perceptions in the questionnaire. Those with low perceptions of diversity management outperformed those with high rankings for diversity management. This gap is big and indicates that it is important to institute an effective management programme on workplace diversity.

Objective 5: Make recommendations where necessary in order to manage diversity to change, as required to progress from the current practices to compliance by the department with an ideal theoretical model.

Chapter 6 is the chapter that concludes the research report with findings and recommendations.

6.5 RECOMMENDATIONS AND WHY SHOULD WE DO IT? An internal business case

According to an article published by the United Nations (2001) on diversity management issues; organisations can be strengthened by differences that mirror the diversity of its citizens. Surveys have demonstrated a positive impact on high performance where senior management teams include a diversity of ages, ethnicity and gender. A diverse workforce can improve organisational productivity and creativity. The internal business case for managing diversity can have a different premise, namely that we can improve the motivation, loyalty and commitment and enhance productivity of a diverse group of employees by eradicating all irrelevant prejudgments about differences which negatively affect employees' self-confidence, dignity, sense of belonging and enthusiasm.

From the above discussion we can see that business for effective diversity management has both an external and internal component. Taken together, such a case includes:

- a) A better strategic position in terms of the broader socio-political environment
- b) A better understanding of the broader customer / client base

- c) A better ability to deliver to a broader customer / client base
- d) An ability to attract, motivate , develop and retain skilled and committed people from all sectors of society
- e) An ability to choose from a larger pool of talent
- f) An ability to create a dignified and respectful working environment which is attractive to current and potential stakeholders.

The recommendations are presented in light of the current rapid transformation taking place – not only in the Department of Community Safety, but also in the province and on the national scenario of the public service. As rapid change is taking place, recommendations made may need to be re-evaluated and adjusted with time. The recommendations presented hereunder should not be regarded or interpreted as the only available solution.

A measuring scale for rating diversity management was developed through literature analysis and expert consultation. A number of things that the department could do to maximise the benefits of diversity in the workplace and successfully integrate a diverse workforce are suggested. Whiteford (2005:103) suggested the following steps which the researcher regards as appropriate and fitting the department's situation.

Step 1: Briefing and commitment of top management

To be fully committed to this process, members of the Senior Management Service (SMS) led by the Head of Department must formulate clear business reasons for embarking on diversity managing initiatives. They need to hold themselves and others accountable to see that diversity policies are successfully implemented within the organisation. It is critical that the reasons are identified for embarking on diversity management and are connected with the achievement of departmental objectives.

The major goals of step 1 are to:

- 1 create awareness of the need for a diversity managing process as a strategic and competitive advantage
- 2 gain management buy-in and ownership of the process
- 3 identify sustainable reasons for engaging into this process
- 4 clarify the difference between affirmative action and managing diversity
- 5 develop a strategy to implement a diversity process
- 6 create a vision that will sustain the process

Step 2: Diversity Research

The department needs to tap the overt and easily accessible information on diversity management issues.

The major goals of step 2 are to:

- 1 Identify positive and negative issues that could promote or hamper the achievement of the vision of effectively managing diversity;
- 2 Ensure that all stakeholders understand and participate in the preliminary diversity research; and
- 3 Isolate those factors of departmental culture that create barriers for employees to fully contribute to the goals and objectives of the department.

Step 3: Communicate with stakeholders

To communicate to stakeholders has the dual purpose of explaining the change process to them and engaging them actively in this process; the major stakeholders are the staff. Provision must be made for communication to occur both up and down the department, as well as laterally between occupational groups, and directorates. This demands that the department should have flexible systems that are put in place to ensure that communication is regular, comprehensive and that it provides for on-going feedback, thereby engaging all stakeholders in the managing diversity process.

The major goals of step 3 are to:

1. Ensure that all stakeholders understand the managing diversity process and that they can participate in it appropriately; and;
2. Minimise fears associated with managing diversity process

Step 4: Train / educate stakeholders

Based on the needs identified during diversity research (step two), a programme of strategic intervention can be planned for the department and its stakeholders. Generally, this will initially include workshops that explain the differences between affirmative action and employment equity, understanding differences and managing diversity issues. The training/education process provides an opportunity for management to engage with employees and other stakeholders in crystallizing the values of the department.

The training/education process strengthens corporate culture and the assimilation to a joint vision rather than a style that may exclude the unique contribution of many employees of the department.

The major goals of step 4 are to:

- 1 Promote the embracing and valuing of diversity within the department and hence respect for all by all.
- 2 Develop a diversity managing task team or champions to sustain the diversity managing process.
- 3 Ensure that all staff members attend the training session or workshops to effect attitude change and are exposed to understanding how to work productively with others who may differ from themselves.

Step 5: Review the current structures and systems

The structures include recruitment and selection processes, employment equity forum training and development. Managing diversity essentially is good people management. Managing diversity should be an internal component to managerial and supervisory evaluation and performance management. Without this, the diversity managing process will never be taken seriously in the department.

The major goals of step 5 are to:

- 1 Ensure that human resources policies and systems support the organisational vision of developing an all-inclusive work environment;
- 2 Understand how the department can work towards enhancing the work/life balance of its employees; and
- 3 Begin to structure the department to take full advantage of the heterogeneity of the workforce.

Step 6: Monitoring and evaluating the diversity process

Senior managers are immersed in a world of tough measurable strategies and they are understandably sceptical of the value of managing diversity. People management is often regarded as a soft side of business and human resources strategies are given lower priority than the ones pertaining to others in the department. The old adage that “what gets measured gets done” applies very well here.

Metrics for evaluating the effectiveness of the diversity programme should be established and monitored periodically. The metrics should include monitoring the demographic profile of the department or should include an annual employee opinion survey that asks employees for their perception of the culture surrounding diversity and barriers that may exist to integrating diverse employees.

In conclusion, the managing diversity model of the department should have the following characteristics:

- 1 The department should focus on managing diversity as a core business issue;
- 2 It should involve all stakeholders, therefore ensuring joint responsibility and commitment to the process;
- 3 It should devise interventions that addresses the unique needs of the department;
- 4 It should ensure that communication to, from and between stakeholders takes place;
- 5 It should ensure commitment as far as possible from top to bottom employees;
- 6 It should customise initiatives and intervention to manage diversity in ways that contribute to the organisation's objectives.

6.6 SUMMARY

This study explored diversity management and the effect it has on management, and makes an ambitious attempt to consolidate findings from various literatures and to make recommendations that would help the department to construct a model by which diversity in the Department of Community Safety can be managed. The findings suggest that managers could only benefit from investing time and effort in the continuous development and refinement of diversity management practices.

The findings delivered from this comprehensive study and the recommendations offered will position the department well in its future endeavours. The diversity managing model should be applied with practices to derive success and it should be applied with focus and passion. This will ultimately be determinants for a successful department.

Clements and Jones (2002:63) state clearly that when an organisation truly engages with diversity there is a great deal of work to be done. The work will include the establishment of a strategy, implementing change management programmes, checking systems and

training/education. The roles will need different sets of skills and abilities, but if there is one outstanding attribute that is common to them all, we would say it is commitment.

In other words, none of the roles above will be effective in managing the change needed for an organisation to be healthy in its approach to diversity if the people undertaking the roles are not committed. That means, in simple terms, people “who walk the talk” and “own the ethos”. People would engage in this because they believe it in their hearts and are not doing it to “tick a box”.

Finally, we expect commitment to the business case to be reflected in incorporating diversity management in the corporate strategic planning process with specific objectives and targets that can then be measured and assessed, given their relevance to the departments’ performance.

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ANNEXURES

ANNEXURE A: E-mail to Diversity Champions

Dear Colleagues,

I am currently busy with research on assessing how diversity is managed in DOCS. I found it related to the Diversity workshop that we just recently had. I need your assistance in completing the attached questionnaire. It will take only 5 minutes of your precious time to complete. Please then forward the completed back to me and thank you for your assistance, it much appreciated.

Regards.

Ms Priscilla Bovana
Acting Deputy Director – Human Resource Development
Directorate: Human Resource Management
Department of Community Safety
021 – 483 5808

ANNEXURE B

**THIS SURVEY IS ANONYMOUS
RESPONDENTS SHOULD NOT WRITE THEIR NAMES ANYWHERE ON THE QUESTIONNAIRE**

Please read the following briefing information before filling in the questionnaire. Respondents are assured that filling in the entire questionnaire should not take more than 10 minutes of their precious time.

Briefing:

- This survey is conducted by an employee of the Department of Community Safety who is studying at the University of Stellenbosch, School of Public Management.
- The results of the survey will certainly have a bearing on further development of the department in diversity management.
- It is important that the information provided is as truthful and of high integrity, so as to achieve credible results.
- Respondents are thus assured that the information received will be treated with confidentiality and the data will at all times remain anonymous. As a matter of fact, the University of Stellenbosch subscribes to a Code of Ethics in Research. In all cases, public entities, departments and provinces will be codified and no names will be used.

PTO

RESPONDENT' S BIOGRAPHICAL DETAILS:

Instruction: Please fill in the un-shaded spaces only

1. National or Provincial Department		2. Please indicate Province (if applicable)		
3. Department				
4. Employment position (e.g. Deputy Director)				
5. Level of employment (Please tick appropriate box)	Level 8 and below	Level 9 or 10	Level 11 or 12	Level 13 or above
6. Number of years in the department (Please tick appropriate box)	Less than 1 year	1 to 3 years	4 to 7 years	More than 7 years
7. Number of years in current position	Less than 1 year	1 to 3 years	4 to 7 years	More than 7 years
8. Number of employees in department (including regions, where applicable)	Less than 500	501 - 1000	1001 - 2000	More than 2000
9. Number of employees in your directorate (including interns, learners, etc.)	Less 5	5 - 10	11 - 20	More than 20

PTO

READ EACH OF THE FOLLOWING STATEMENTS AND INDICATE WHETHER YOU:

1. STRONGLY DISAGREE
2. DISAGREE
3. DO NOT KNOW
4. AGREE
5. STRONGLY AGREE

		STRONGLY DISAGREE	DISAGREE	DO NOT KNOW	AGREE	STRONGLY AGREE
A	STRUCTURES AND FRAMEWORKS FOR SUPPORTING DIVERSITY MANAGEMENT					
A 1	A policy which strives to integrate diversity management exists.	1	2	3	4	5
A 2	Commitment from Senior Management is ensured.	1	2	3	4	5
A 3	A framework is available that promotes frequent interaction.	1	2	3	4	5
A 4	Have a strategy for diversity management.	1	2	3	4	5
A 5	Diversity strategy incorporated into the strategic plans.	1	2	3	4	5
A 6	The department has a budget to support its strategy.	1	2	3	4	5
A 7	Awareness programmes are raised amongst employees.	1	2	3	4	5
A 8	The department measures its strategy effectiveness.	1	2	3	4	5
B	LEADERSHIP AND MANAGEMENT					
B 9	Management of diversity in the department is viewed as an essential part of management.	1	2	3	4	5
B 10	As a manager I am aware of employees' culturally based values and perceptions.	1	2	3	4	5
B 11	Aware of cultural codes and conventions (eye contact, distance, silence, etc.) when communicating with different cultures.	1	2	3	4	5
B 12	Exhibit understanding for cultural diversity when giving performance feedback with regard to tone of voice and physical gestures.	1	2	3	4	5
B 13	Senior leadership to be held accountable for diversity management.					
C	COMMUNICATION AND INFORMATION FLOW ON DIVERSITY MANAGEMENT					

C 14	Task team exists to facilitate discussions on diversity management.	1	2	3	4	5
C 15	Senior management is seen to support the task team.	1	2	3	4	5
C 16	Conflict management training is provided for the task team.					
D	GENERAL EXPECTATIONS IN RESPECT OF THE ROLE OF HR COMPONENT					
D 17	HR is adjusted to cater for diversity management.	1	2	3	4	5
D 18	Platform / Forum has been created from which diversity misunderstandings are discussed and reconciled.	1	2	3	4	5
D 19	HR coordinates training that is mandatory for all managers.	1	2	3	4	5
E	MONITORING & EVALUATION OF DIVERSITY MANAGEMENT					
E 20	The monitoring & evaluation function for diversity management exists in the department.	1	2	3	4	5
E 21	Training that takes place on diversity management has been monitored.	1	2	3	4	5
E 22	More training of employees on diversity management issues is needed in my department.	1	2	3	4	5
F	EFFICACY AND VALUE-ADDING OF DIVERSITY MANAGEMENT POLICIES					
F 23	Diversity management does add value to the work I do as an employee.	1	2	3	4	5
F 24	Current national diversity management prescripts do not address the real issues of diversity in the workplace.	1	2	3	4	5
F 25	Diversity management policies help to minimise conflict in the workplace.	1	2	3	4	5

ANNEXURE C

DIVERSITY MANAGEMENT COMPETENCY ORGANISATIONAL ASSESSMENT QUESTIONNAIRE

PURPOSE: To identify areas in which technical assistance, training and resources are needed.

To identify specific goals and objectives for improving competence of the department on diversity management.

INTENT: To encourage the department to engage in a process of self-study and a review of their proficiency, limitations and needs for improvement.

METHOD: This questionnaire will be completed by a process of an interview.

DIVERSITY MANAGEMENT COMPETENCY ORGANISATIONAL ASSESSMENT QUESTIONNAIRE

MISSION

GOVERNANCE

1. Does the department have a social network group that revolves around the strands of diversity issues?

Is it worth having one? _____ Yes _____ No

_____ Yes _____ No

If Yes/No, Why

2. Describe the department's efforts to utilise the skills, knowledge, talents of ethnically and culturally diverse staff, particularly in the areas of programme planning and policy development.

HUMAN RESOURCES & DEVELOPMENT

1. How does your recruitment practice attempt to attract diverse workforce?

1. How have you handled, or how do you plan to handle intercultural conflict among staff?

STAFF DIVERSITY

1. How well represented are the populations of your staff complement?

2. Do you have a recruitment policy or a recruitment plan?

TRAINING

1. What training has your staff been involved in on valuing diversity?

2. Based on your own assessment of the department, how do you plan to promote staff participation in such training?
