An Assessment on Managing Workforce Diversity in Public Sector Organisations – The Case of the Department of Local Government Western Cape (WC)

by

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DECLARATION

By submitting this thesis electronically, I declare that the entirety of the work contained therein is my own, original work, that I am the owner of the copyright thereof (unless to the extent explicitly otherwise stated) and that I have not previously in its entirety or in part submitted it for obtaining any qualification.

Date: ....

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ABSTRACT

This thesis examines the perceptions of the staff of the Department of Local Government in the Western Cape (WC) regarding workforce diversity as part of diversity management. A literature review is presented and this research shows that organisations in South Africa and around the world have come a long way with regard to understanding and appreciating workforce diversity. The literature review also revealed the important facilitating role HR diversity management plays in improving the performance of organisations, as well as in creating unity amongst employees. What is also important is the fact that organisations now understand and realise the important role diversity management programmes and practices play in their own survival. Therefore various steps are available for organisations to ensure that the benefits are achieved from having diverse employees in their workplace while effectively integrating these employees into the organisation.

A background on the Department of Local Government (WC) is provided, which highlights the Department's priorities and Key Performance Areas (KPAs) as set out in its Annual Performance Plan (APP). The KPAs of the Department are dynamic and not influenced by political shifts, as in the case of municipalities. However, the priorities of the Department are similar to the strategic objectives that are embedded within the 30 municipalities. The priorities of the Department are parallel to those of the municipalities' priorities in order to ensure that the Department and municipalities achieve their objectives together. It is therefore the Department's responsibility to assist municipalities in achieving their strategic objectives by constantly monitoring and evaluating their level of performance. If a municipality performs badly, the Department must assist where necessary.

The research findings regarding diversity management show that the employees are unaware whether a diversity management policy has ever existed or whether any training of such a nature has been conducted within the Department. Data show that limited effort has been made by the Department to develop a diversity management policy. The findings also indicate that more diversity management programmes and training are needed, in order to bring about awareness of workforce diversity and the

successful management of diversity. What was also clear is that not enough diversity audits have been conducted to determine the level of diversity within the Department; and most importantly it is also illustrated that a limited number of staff is housed within the HR unit to assist the Department in creating a strong diversity environment that supports the wellbeing of the staff and the Department.

Finally, the thesis provides recommendations for the Department on how to be an inclusive entity, but these recommendations can only be successful if top management and HR have the necessary ability to successfully implement the following recommendations (interventions): develop a diversity management policy to guide the Department on diversity issues; develop diversity management programmes to ensure that all staff members are briefed on all diversity issues; and create a monitoring system to ensure that the policies and programmes are updated as new entrants enter the Department. It is therefore a requirement that these interventions are placed in the Department's Employment Equity Plan and, more importantly, form part of their Annual Performance Plan (APP). If there is commitment from HR, top management and the employees, these interventions will create a safe, friendly, and hard-working environment with good performance levels.

OPSOMMING

Hierdie tesis ondersoek die persepsies van die personeel van die Departement Plaaslike Bestuur, Wes-Kaap, met betrekking tot werkmagdiversiteit as deel van die bestuur van diversiteit. 'n Literatuurstudie word aangebied en vanuit hierdie navorsing word getoon dat organisasies in Suid-Afrika en dwarsoor die wêreld ver gevorder het met die verstaan van en waardering vir werkmagdiversiteit. Die literatuurstudie het ook lig gewerp op die belangrike fasiliterende rol van die bestuur van diversiteit deur Menslike Hulpbronne vir die verbetering van die prestasie van organisasies, sowel as in die bewerkstelliging van 'n gevoel van eenheid tussen werknemers. Wat ook belangrik is, is dat organisasies nou die belangrike rol van diversiteit-bestuurprogramme en -praktyke verstaan en besef hoe hul eie oorlewing daardeur geraak word. Verskeie stappe kan deur organisasies onderneem word om te verseker dat dit voordelig is om 'n diverse groep werknemers in hul werkplekke te hê en hierdie werknemers doeltreffend in die organisasie te integreer.

Die agtergrond van die Departement Plaaslike Bestuur (Wes-Kaap) is voorsien, met beklemtoning van die Departement se prioriteite en sleutel prestasie areas (*KPA*'s) soos in die Jaarlikse Prestasieplan uiteengesit; sleutel prestasie areas van die Departement is dinamies van aard en word nie, soos in die geval van munisipaliteite, deur politieke omwentelinge geraak nie. Die prioriteite van die Departement is egter soortgelyk aan die strategiese doelwitte wat in die 30 munisipaliteite vasgelê is. Die prioriteite van die Departement loop ewewydig met dié van die munisipaliteite om te verseker dat die Departement en munisipaliteite hul doelwitte saam bereik. Die Departement is dus verantwoordelik om munisipaliteite by te staan in die bereiking van hul strategiese doelwitte deur voortdurende monitering en evaluering van hul prestasievlak. Indien 'n munisipaliteit swak presteer, moet die Departement hulp verleen waar dit nodig is.

Die bevindings van die navorsing oor diversiteit dui daarop dat werknemers nie van die bestaan van enige diversiteitbestuurbeleid óóit bewus was nie, óf geweet het of enige opleiding van dié aard al in die Departement aangebied is nie. Data toon die

beperktheid van die Departement se pogings om 'n beleid vir die bestuur van diversiteit te ontwikkel. Die bevindings toon verder dat meer diversiteitbestuurprogramme en -opleiding benodig word om bewustheid van werkmagdiversiteit en die suksesvolle bestuur van diversiteit daar te stel. Wat ook duidelik was, is dat te min diversiteitkontrole onderneem is om die vlakke van diversiteit binne die Departement te bepaal. Die belangrikste bevinding is egter dat daar slegs 'n beperkte aantal personeellede in die Menslike Hulpbronne-eenheid is om die Departement by te staan in die skepping van 'n sterk diversiteit-omgewing wat die welstand van die personeel onderskraag.

Die tesis doen voorstelle aan die hand vir die Departement oor hoe om 'n inklusiewe entiteit te wees. Hierdie voorstelle kan egter slegs suksesvol wees indien die Hoofbestuur en Menslike Hulpbronne oor die nodige vermoë beskik om die volgende aanbevelings (intervensies) te implementeer: Ontwikkel 'n beleid vir die bestuur van diversiteit om die Departement ten opsigte van diversiteit te begelei; ontwikkel diversiteitbestuurprogramme om te verseker dat alle personeellede oor diversiteit ingelig word; en skep 'n moniteringstelsel om te verseker dat die beleide en programme bygewerk word namate nuwelinge by die Departement aansluit. Dit is dus 'n vereiste dat hierdie intervensies in die Departement se diensbillikheidsplan opgeneem word en, wat nog belangriker is, deel vorm van die Jaarlikse Prestasieplan. Indien Menslike Hulpbronne, topbestuur en werknemers hulle hiertoe verbind, sal hierdie intervensies 'n veilige, vriendelike en hardwerkende omgewing met goeie prestasievlakke tot stand bring.

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List of Acronyms and Abbreviations

African (or black South African), Coloured, Indian and White	- ACIW
Affirmative action	- AA
Annual Performance Plan	- APP
Basic Conditions of Employment Act	- BCEA
Black Management Forum	-BMF
Business-to-business	- B2B
Chief Financial Officer	- CFO
City of Cape Town	- COCT
Community Development Workers	- CDWs
Department of the Premier	- DotP
Department of Public Service and Administration	- DPSA
Employment equity	- EE
Employment Equity Act of 1998	- EEA
Employment Equity Plan	- EEP
Equal Employment Opportunity	- EEO
Head of Department	- HOD
Human Immunodeficiency Virus	- HIV
Human Resource Management	- HRM
Human Resource Development	- HRD
Integrated Development Planning	- IDP
International Labour Organisation	- ILO
Key Performance Areas	- KPA's
Labour Relations Act	- LRA
Non-governmental organisations -	NGOs
National Qualification Framework	- NQF
Personal assistants	- PA's
Provincial Economic Review & Outlook	- PERO
Provincial Government Western Cape	- PGWC
Reconstruction and Development Programme	- RDP
Senior Management System	- SMS
Skills Development Act	- SDA
Skills Levies Act	- SLA
Statistics South Africa	- StatSA
Western Cape	- WC

Chapter 1: Introduction

1.1 Introduction

During the last 19 years of democracy in South Africa, the workplace has shifted from being a homogeneous (which included only white male and female workers) workforce to a place of employment for individuals from various cultures, races, genders, ethnicities, religions, sexual orientations as well as for the disabled. This particular change has also been evident in public sector organisations. An outcome of this change in the working environment has been a need to fully acknowledge workforce diversity within organisations. This change has also created awareness among public sector employers that diversity management is an important component; especially regarding the impact diversity has on management style and strategic planning processes.

Despite the imperative role of workforce diversity for the success of an organisation, it can be difficult to manage and this necessitates a full understanding, appreciation and response to the diversity of people. Managing diversity requires the commitment of all parties involved, including the participation of the employees themselves. It is necessary to understand that the successful management of diversity is dependent on the buy-in of all stakeholders throughout the organisation. Therefore, workforce diversity can be associated with the policies and practices implemented to address the similarities and differences of people within a working environment, different to those from those of organisations pre-1994 (McInnes, 2000).

The purpose behind this study is to investigate workforce diversity, and how to manage it successfully, with a specific focus on the Department of Local Government in the Western Cape. Chapter 1 will firstly provide a brief background and rationale for the research. Secondly, it will highlight the research question and objectives. Next, the research design and methodology will be discussed and the type of design and methodology chosen to address the research question and objectives will be identified.

Some key definitions that will be referred to throughout the paper will also be explained. Lastly, a brief outline of the chapters will be provided**.**

1.2 Background and Motivation

South Africa has successfully moved away from a predominantly *apartheid local government system*, whose main purpose was to cause division amongst citizens economically, socially, spatially, as well as racially. The core reason behind this system was to allow only a small number of South Africans to gain from development (Isaaks, 2008:3). With democratisation in 1994, several acts and policies have been approved which have brought many changes to how diverse employees should be employed and recognised in the public sector domain, guiding the South African public sector through various transformational processes. Post-1994, South Africa became more representative of a democratic society dedicated to achieving a non-sexist and non-racist country and workplace. This transformation can be seen as a precondition for the public sector to legitimise its drive towards an equitable working environment for all, as well as for the improvement of service delivery.

The Department of Local Government in the Western Cape (WC), hereafter referred to as the Department, will be used as a practical case study in this research to illustrate the abovementioned argument. The Department is one of thirteen provincial sector departments in the broader Western Cape region. It is made up of employees with diverse attitudes, perceptions and learning experiences who work together on a regular basis and whose differences management should be aware of. Perceptions are important because they are the core of all *organisational behaviour* and help to analyse situations regarding *perceptual connotations*. Attitudes are also important in the sense that they relate to situations that are specific, such as the attitude of employees, employee morale as well as organisational effectiveness (Niemann, 2006; Otike, Messah & Mwalekwa, 2011 and Human, 1996).

The Department is tasked by legislation to provide services to municipalities within their provincial jurisdiction, namely the twenty-four local municipalities, five district municipalities and one metro municipality. Therefore, the Department is required to

have employees who feel comfortable, motivated and empowered within their working environment, ensuring that services are delivered effectively and efficiently to all thirty of these municipalities. This being said, the Department cannot achieve this if proper diversity management programmes and initiatives have not been implemented and introduced into it. The Department is obligated by law to employ people with diverse characteristics as stated in the Employment Equity Act (Act 55 of 1998). This requires the Department to, at all times, be cognisant of the fact that workforce diversity is a current issue within the Department that needs to be maintained and managed in order to provide the best service delivery for its stakeholders as well as to ensure the best working environment for its workforce.

1.3   Research Question and Objectives

The aim of the study is to critically explore and assess the type of diversity management mechanisms that are embedded within the Department, and the extent to which the department manages its workforce diversity.

Therefore, the research question can be stated as follows:

How successfully is workforce diversity managed within the Department of Local Government Western Cape (WC)?

The study aspires to achieve the following objectives:
- To examine the theory on diversity and diversity management.
- To focus on the nature of workforce diversity as well as define key concepts.
- To understand the link between programme implementation theory and the successful implementation of diversity management programmes within organisations.
- To determine the criteria needed to assess the successful implementation of diversity management programmes within organisations.
- To explore the payoffs for managing workforce diversity effectively within various organisations.

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- To discuss the legislative framework of diversity management within the South African context.

- To assess whether or not the Department of Local Government (WC) has successfully implemented diversity management programmes in its structure throughout the organisation.

- To make recommendations based on the findings of the aforementioned assessment as well as find ways to make the department more inclusive of its workforce.

1.4   Research Design

With the above research question in mind, the research design will be conducted in the form of an ethnographic case study. The study will be qualitative in nature and will aim to provide an in-depth description of the relevant concepts regarding diversity, diversity management and the Department.

The design classification includes the following: empirical, textual and numerical, and hybrid data, and low control. Empirical data, in the form of a literature review, will be used to provide an overview of the concepts of diversity and diversity management. Numerical data refers to the type of data that will be collected through the questionnaires, and hybrid data refers to the mixture of interview data and questionnaire data collected. In this design low control will be achieved. Secondary as well as primary data will be collected throughout the study; primary data will be generated through expert interviews and structured questionnaires and secondary data through books, journals, departmental documents and web searches.

1.5   Research Methodology

For the purpose of this study, the subject matter or unit of analysis will mainly consist of the staff of the Department of Local Government in Western Cape (WC), with the help of one HR representative from the Department and one from the Department of the Premier (DotP). Convenience sampling will be used when selecting individuals to

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conduct the structured questionnaire interviews with the Department of Local Government (WC). Expert interviews will be conducted with the two HR representatives who are responsible for implementing diversity management policies and programmes, and who deal with issues of workforce diversity on a daily basis. The structured questionnaire will be conducted with the selected staff of the Department to assess their perceptions of diversity management as well as the level of diversity within the Department and how best to make the Department more inclusive.

After all the data has been collected, it will be collated and documented, and a thorough written description will be prepared of each interview. The soundness of the case study information will be supplemented by cross-referencing the information gained in the interviews with that of other information stemming from the study, i.e. departmental documentation and organisational charts.

Qualitative data will be collected through expert interviews and departmental documentation and will be analysed manually in order to determine whether workforce diversity can be linked to lower or higher productivity levels (functionality). No computer software will be utilised to analyse the specific qualitative data as the quantity of data generated will be easily manageable without using complex computer tools. However, software such as Word and Excel will be used to make simple graphs and tables of the collected qualitative and quantitative data.

1.6   Key Concepts

The following key concepts will be discussed throughout the paper, and are referenced from the Employment Equity Act of 1998 (Act 55 of 1998), (Düweke, 2009: 1) and Kim (2006:72).

Affirmative action: A policy that takes into account factors such as race, colour, religion, sex or national origin, and which is implemented to benefit these underrepresented groups. Affirmative action also attempts to counter the effects of past inequalities.

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Employment equity: This is applicable to all employers and employees and protects employees and job seekers from unfair discrimination. Employment equity aims to achieve fairness in all employment environments and creates a framework for the implementation of affirmative action.

Black people: A generic term which means Africans, Coloureds and Indians.

Constitution: The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996).

Designated groups: Black people, women and people with disabilities.

Employee: any person other than an independent contractor -
   a) "Who works for another person or for the State and who receives, or is entitled to receive, any remuneration", and who
   b) "In any manner assists in carrying on or conducting the business of the employer."
   (Republic of South Africa, 1998).

People with disabilities: "People who have a long-term or recurring physical or mental impairment" which substantially limits their prospects of entry into, or advancement in, employment (Republic of South Africa, 1998).

Diverse characteristics/people: People who are "different" regarding the colour of their skin, gender, ethnicity, religion, national origin, sexual orientation or characteristics such as attitudes, behaviours, desires, needs, values and so forth. (Kim, 2006:72).

Traditional white male employee: Referring to the pre 1994 employment trend in South Africa which was held mainly by Whites, predominantly by White males. (Düweke, 2009: 1).

Manager profile: Refers to the prerequisite a manager has according to its employees, mainly more a preference. (Düweke, 2009: 1)

1.7   Chapter Outline

The proposed study will consist of the following six chapters:

CHAPTER 1: INTRODUCTION

The first chapter of the study will act as the introductory chapter. This will include the subsections of introduction, background and rationale of the study, the research question and objectives. The concluding part of Chapter 1 will be dedicated to a chapter outline.

CHAPTER 2: A CONCEPTUAL FRAMEWORK FOR MANAGING WORKFORCE DIVERSITY

This chapter will review available literature by previous authors on the contribution of diversity management and workforce diversity. The chapter will also refer to literature on diversity programmes, and mechanisms used to address issues regarding workforce diversity.

CHAPTER 3: THE LEGISLATIVE FRAMEWORK WHICH GUIDES SOUTH AFRICAN GOVERNMENT DEPARTMENTS WHEN MANAGING WORKFORCE DIVERSITY

The third chapter will be based on the legislative mandates that govern the concepts of diversity and diversity management within the Department. In this chapter, the following will be looked at: the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996); The Employment Equity Act, 1998 (Act 55 of 1998); The Labour Relations Act, 1995 (Act 66 of 1995); The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act 4 of 2000) as well other legislation applicable to an understanding of the historical origin of affirmative action and employment equity (i.e. the Employment Equity Plan).

CHAPTER 4: BACKGROUND TO THE CASE OF THE DEPARTMENT OF LOCAL GOVERNMENT IN THE WESTERN CAPE (WC)

Chapter 4 will provide a background to the case study and use the case study to determine how workforce diversity is managed as well as the successful implementation of diversity management programmes within the Department.

CHAPTER 5: FINDINGS AND RESULTS

In this chapter, empirical information will be given pertaining to the interviews conducted with the officials of the Department of Local Government Western Cape. The results of the interviews and questionnaires will also be presented, analysed and interpreted.

CHAPTER 6: RECOMMENDATIONS AND CONCLUSION

The concluding chapter will be dedicated to the recommendations and concluding remarks, based on the findings from Chapter 5.

Chapter 2: A Conceptual Framework for Managing Workforce Diversity

2.1   Introduction

Diversity and diversity management play an important role in the life of an organisation, especially during the implementation phase. Research shows that the process of diversity management is useful once organisations realise how important it is not only to employ a diverse workforce but how to manage it successfully as well. Many private and public sector organisations have begun to implement diversity management mechanisms. These are not only to ensure that all employees are represented equally within the organisation, but also to make the transition easier when integrating diverse employees into the working environment. However, this process is not always an easy one.

According to Dobbs (1996:351-368),

> "Managing Diversity has become a new human resources mandate as organizations seek to maintain a competitive edge and compete successfully in a global economy. This mandate takes on a sense of urgency as organizations witness changes in the ethnicity, sex and age of the work force".

Although the abovementioned article was written in 1996, many organisations still see workforce diversity and diversity management as a new phenomenon. Diversity (referring to sex, age and ethnicity) in its complexity is not easy to achieve. Therefore, diversity management programmes are important for the facilitation and management of diversity within organisations. The main objective of this chapter is to examine existing theory on diversity and diversity management and to focus on the nature of workforce diversity. The reason for addressing this objective is to understand the link between programme implementation theory and the successful implementation of diversity management programmes within organisations. This can be achieved by determining the criteria needed to assess the successful implementation of diversity

management programmes as well as by exploring the payoffs for managing workforce diversity effectively within organisations.

2.2   Theory of Diversity

Around the 1980's theories on diversity and diversity management in the field of organisational study was started under the main influence of managerial reports in order to ensure the increasing diversity of future workforce. For this reason the study of diversity seems to have a two-fold purpose. The first purpose is dedicated to identify the discriminatory practices that are embedded within the workplace. Many of these studies conducted around the working experiences of the diverse workforce have focused on the phenomena of the glass-ceiling effect (Cox & Nkomo, 1990; Wirth, 2001 as cited in Janssens and Steyaert, 2003). Whereas, the second purpose of the study of diversity is to determine the effects of diversity on work-related outcomes.

For example studies conducted by Milliken and Martins (1996) have determined that the connection between *value diversity and conflict*, and those amongst *cognitive heterogeneity and problem-solving capabilities* is important component for organisation in managing their workforce successfully (Janssens and Steyaert, 2003). Therefore well-known theorist and scholars have indicated that a need exist for theorizing diversity in order to ensure the continuation of the diversity domain (Cox, 1995; Nkomo, 1995; 2000; Nkomo & Cox, 1996 as cited in Janssens and Steyaert, 2003).

According to Shore, Chung-Herrera, Dean, Ehrhart, Randel, and Singh (2008:117), numerous theories have been applied when studying diversity, especially from a central point of interest. The majority of these theories have been derived from a *micro-theoretical* viewpoint which tries to explain the behaviour from an individual's perspective as well from a working group perspective. The following section will go a bit more in depth regarding defining and understanding diversity better.

2.3   Defining and Understanding Diversity

The notion of diversity has evolved so much in the last few decades that it is difficult to address its concomitant problems. The endless adjustments to an organisation's culture (meaning from a homogeneous to a heterogeneous culture) and the personal beliefs of its workforce, can compel the organisation to explore the concept of diversity as well as the issues surrounding it. According to Kim (2006:71-72), while diversity has come to be known as a critical workplace topic in the last few years, it has gained many different definitions by many authors in various ways, ranging from narrow to broad. The narrow definition of diversity is usually derived from its relation to ethnicity, gender and race. The broader definition includes characteristics such as age, beliefs, disability, economic status, education, ethnic background, lifestyle, language, national origin, physical appearance, religion, sexual orientation and values (Hayles and Russell, 1997, as cited in Wentling, 2004:166).

Thomas (1991:3) describes diversity as a combination of different components that are distinguished by the differences and similarities individuals hold. These differences and similarities can be regarding race, age, gender, educational level, religious affiliation, geographical origin, as well as their work-life style. Johnston and Packer (1987:xix-xxi), view diversity as an important alteration to the composition of an organisation's workforce, for example, the increased number of racial minorities, women, senior workers and immigrants entering the workplace.

These authors illustrate the inevitable realism of organisations being confronted by diverse people entering the workplace. According to Kim (2006:71-72), this inevitable realism should be welcomed by organisations because of the value that diversity brings which can help in establishing a *competitive edge* over competitors. Many successful leaders, whose main objective is to achieve the ultimate bottom-line, while striving for organisational effectiveness and inclusiveness, value and appreciate diversity. This becomes obvious as these organisations experience a decrease in costs and turnover, along with an improvement of market shares as productivity levels increase (Kim, 2006:71-72).

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Stemming from the above, it is evident that diversity can be seen as an important variant that differentiates the human resources in an organisation. This brings forth the conclusion that humans differ from each other in general with regards to the dimensions and characteristics each person holds. While certain dimensions are vastly observable (i.e. gender and race), other dimensions are less visible (i.e. education, experience, personality, sexual orientation, religion, and values) (Kim, 2006:71-72).

The purpose of this study is to go beyond the general issue of gender and race and to focus on the diverse characteristics individuals hold which have a direct influence on the effectiveness of the organisation. These diverse characteristics include things such as skills, abilities, educational level, work experience, and positive attitudes and behaviours. This section has mentioned a few of the differences that exist between diversity versus workforce diversity; having workforce diversity versus diversity management; and valuing diversity versus managing diversity. The following sections will look at these differences in greater depth.

2.4   Workforce Diversity Defined

An important challenge facing South African organisations today is their ability to adapt to the diversity found within their organisations. The concept used to describe this challenge is called workforce diversity. According to McInnes as cited in the Newsletter (2009), *"workforce diversity refers to policies and practices that seek to include people within a workforce who are considered to be, in some way, different from those in the prevailing constituency"*. The prevailing constituency refers to the past organisations which employed only a homogenous (which only included white male and female workers) workforce, which only included white male and female workers. Due to workforce diversity, organisations are now receiving more heterogeneous individuals based on characteristics such as gender, race and ethnicity. Other forms of workforce diversity include age, the disabled and people with varied sexual orientations. This challenge is not only applicable to South Africa, but is also experienced in other countries such as Australia, Canada, Japan, USA and other European countries (Niemann, 2006:99).

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The difference between diversity and workforce diversity in this context is that diversity is committed to appreciating and recognising the various characteristics individuals hold in a unique atmosphere that enables and promotes the collective achievement of a diverse workforce (Wentling, 2004; Kim, 2006; & Niemann, 2006). Whereas workforce diversity generally refers to those policies and practices developed and implemented in a working environment, which make provision for a workforce that is diverse and appreciate the differences each individual holds. It considers the differences and similarities of each individual in terms of their age, race, sexual orientation, religion, and so forth (BusinessDirectory.com). Organisations will be placed in a position to effectively utilise their own human capital due to experiencing changes within their workforce (Wentling, 2004:165). What is meant by this is that organisations will constantly have to incorporate these demographic changes into their strategic plan and business strategy to be able to operate as an effective organisation. This is because organisations have come to realise that times have changed and that the only form of survival is to incorporate workforce diversity within their organisation.

According to Ongori and Agolla (2007:72), the main purpose of workforce diversity is to promote equal opportunities within the workplace. This philosophy of equal opportunity is to ensure that all organisations understand and respect the differences of their diverse workforce. Ongori and Agolla (2007:72) further state that within heterogeneity diversity is born, which necessitates being nurtured, cultivated and appreciated. This is made obvious by the increased rate of immigration, the increase in people going abroad seeking work opportunities, and the existence of *indigenous ethnic communities*. This has progressed so much that employees who have never left their country of birth are often faced with a multicultural workforce in local, public and private sector organisations. The extent to which these shifts are effectively managed will have a direct impact on the competitive and economic performance of businesses and organisations (Kundu and Jambheshwar, 2003:215).

Workforce diversity is also an important factor for both public and private sector organisations in the sense that it can lead to significant financial cost if the human resources are not planned strategically (Erasmus et al., 126). The issue of having

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workforce diversity in public and private sector organisations can be delicate in that organisations can face consequences such as being overstaffed or understaffed if not managed correctly. It is the responsibility of the HR unit and management to ensure that correct measures are in place to guarantee a smooth flow of production and employee satisfaction. Therefore, the success of the organisation will depend on its ability to fully embrace diversity and acknowledge the advantages it holds.

2.4.1 Advantages of workforce diversity

Workforce diversity, when managed successfully, offers many advantages for organisations such as the following:

- *Diversity creates competitive advantages for organisations*: Diversity enables better decision-making; it creates more creative and innovative ideas, as well as greater economic opportunity distribution (Cox, 1991; Cox & Blake, 1991).
- *Diversity creates the realisation of open-mindedness*: It shows that an organisation considers all legislation related to affirmative action as important, such as employment equity, equal opportunity, along with legislation associated with human rights.
- *Better service delivery*: Organisations that hold a diverse workforce will be able to provide better service delivery due to a better understanding of the needs of their customers (Wentling and Palma-Rivas, 2000). A perfect example is where organisations have started to actively employ more minority groups. This enables organisations to tap into different niche markets (Mueller, 1998, as cited in Henry & Evans, 2007).
- *Greater competitive advantage*: A diverse workforce enables organisations to compete better on the global market, especially when trading with foreign countries. For example, as economies have shifted from a manufacturing to a service-oriented economy, diversity has gained much attention through effective communication and interaction amongst people abroad, which is essential for the success of any business.

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- *Organisational improvement*: Diversity enables quicker adaptation to change and flexibility, and rapid response to important issues concerning the survival and effectiveness of the organisation (Adler, 1997; Jackson et al., 1992, as cited in Ongori & Agolla, 2007:74).

Employing a diverse workforce should not only be a compliance issue but a survival strategy. Gandz (2001:3) states that the business case for any public or private sector organisation should rest on the belief that organisations require well-managed diversity if they wish to fulfil the needs and demands of their stakeholders of, for example, taxpayers, clients, customers, suppliers, public society and employees. Supplementary to the above, the level of public policy development in public organisations will also illustrate what constitutes workforce diversity – a critical variable for creating a stable, harmonious and progressive community and society (Gandz, 2001:3).

2.4.2 Difficulties of workforce diversity

Workforce diversity also poses difficulties for organisations. Many employers and employees feel threatened by the idea of working with people who are different to them in terms of age, gender, race, sex or culture (Henry & Evans, 2007:75 and D'Netto & Sohal, 1999:535). Other challenges caused by workforce diversity are the following:

- *Increased expenditure*: The biggest challenge that organisations face is that of an increase in their expenditure for training. The cost of training is usually linked to activities such as seminars, lectures and programmes to promote diversity within the organisation.
- *An increase in workplace conflict*: Workplace conflict usually occurs when two or more individuals and sometimes groups do not agree on a specific situation. This can mainly be ascribed to ignorance, insulting comments and prejudicial feelings towards diverse individuals. White notes that it can bring about negative

dynamics such as causing ethnocentrism, culture clashes and stereotyping (Henry and Evans, 2007:75).

- *Increase in absenteeism and labour turnover***:** According to White, individuals who do not see themselves as a member of the inner group usually feel like outsiders and will be the first to leave the organisation or have negative patterns of absenteeism (Henry and Evans, 2007:75).

- *Mismanagement of diversity***:** When diversity is mismanaged this can have negative consequences on employee productivity and satisfaction. Valued employees are primarily hard working, involved and more creative and innovative. Minority individuals often feel less valued than other members of the workforce because of things such as ethnocentrism, stereotyping and prejudices. Thus the mismanagement of diversity inhibits the individual's abilities, skills, motivation and creativity, which results in a poorer job performance.

- *Communication barriers***:** Communication is an important factor for an organisation when fulfilling its day-to-day responsibilities. Communication is important when integrating diverse employees into the organisation, especially on the language issue, i.e. English literacy (Adler, 1986; Loden and Rosener, 1991). To fully break through the language barrier, management will be tasked to take a number of steps to ensure the effectiveness of communication throughout the organisation. Such examples include: translating documents and policies that govern the organisation (i.e. sexual harassment policies) and initiating literacy programmes and training to assist migrants in learning the English language (Adler, 1986; Morrison, 1992, as cited in D'Netto & Sohal, 1999:535).

Organisations should realise that it is the way in which diversity is approached that leads to greater organisational performance and it is not diversity itself that brings forth any positive or negative results (Adler, 1997, as cited in Henry and Evans, 2007:75). What should be noted as important, regarding the organisation's survival, is the way diversity is managed as well as the acceptance of its employees who are committed and willing to work together to address diversity issues. Lawrence as cited in Henry & Evans (2007:76) notes that today's working environment has become so fast-paced that, for an organisation to be successful, diversity should be seen as the norm and not the exception.

The same can be said for public sector organisations. The public sector is one of the biggest employers in South Africa, employing staff from local, provincial and national government level. With regards to the local and provincial government levels of the public sector, its main key stakeholders are the community and public society. For public sector organisations that have incorporated diversity management into their organisational culture and legislative framework there are often difficulties. These difficulties are mentioned in the list above and place much strain on the functionality of public and private sector organisations, which necessitates the need for diversity management programmes and policies.

2.5   Diversity Management

Diversity management as a concept originated from the United States of America where it has been embraced by industrialised countries of the West including Australia, Canada and the UK (Agocs and Burr et al., 1996, as cited in Syed and Ozbilgin, 2009:2435). The concept was created to address concerns within the workforce regarding diversity. With more heterogeneous employees entering organisations, the employment of a more proactive approach to manage workforce diversity and gain from it in the long run was pushed onto the laps of organisations.

Cox notes that the main goal of diversity management is to create multicultural organisations (Su¨b and Kleiner, 2007:1935). Research shows that diversity management is usually linked to the term of affirmative action. Around the 1990s, most of the research done on diversity was focused on the terms of *Affirmative Action* (AA), *Equal Employment Opportunity* (EEO) and *Representative Bureaucracy* (Grabosky and Rosenbloom, 1975; Kellough, 1990; Meier, 1975 and Rosenbloom, 1977, as cited in Pitts, 2009:328).

Many authors have reasoned that diversity management is distinctly different from that of affirmative action. AA is concerned with rectifying past inequalities and assisting historically disadvantaged individuals to find their right of way to the workplace. It is also concerned with supplying all employees with an equal chance with regards to job opportunities (Pitt, 2009:329). On the other hand, diversity

management is characterised by the human resource management aspects of the organisation which include diversity policies and programmes making up the diversity management component of the organisation, for example, training programmes and family-friendly policies (Pitt, 2009:329).

According to Sessa, for diversity to be managed successfully organisations [corporations] must first value diversity, possess diversity, be willing to change to accommodate diversity and make it an integral part of the organisation (Gilbert et al., 1999:61). Currently a growing number of public and private sector organisations are attempting to improve inclusiveness for all underrepresented individuals through hands-on efforts to manage their diversity effectively. It is important to create a culture within the organisation which appreciates and values the differences of all employees.

According to Wessels (2008:21), the transformation of the South African public sector became a reality in 1994 in order to serve the ever-present influx of diverse employees. An important criterion used to determine the progress made regarding diversity management and the transformational process is representatives. At this stage, diversity management took its place in the public sector, to ensure that all employees were represented equally and given a fair chance when applying for employment through legislation like the Employment Equity Act, 1998 (Act 55 of 1998), the Constitution of the Republic, 1998 (Act 108 of 1996) of South Africa and the Labour Relations Act, 1995 (Act 66 of 1995).

2.5.1 Managing workforce diversity in the organisation

Now that the concepts of diversity and diversity management have been addressed, it is necessary to discuss the importance of managing workforce diversity within organisations.

According to Esty, Richard and Marcie (1995), as cited in Green, López, Wysocki and Kepner (2008), managing diversity is about understanding, acknowledging, valuing, accepting as well as celebrating the differences people hold with regards to their age, ethnicity, gender, physical and mental abilities, class, sexual orientation, race and spiritual practice. Kim (2006:86) describes diversity management as a mechanism that places much emphasis on promoting inclusiveness, valuing the differences that people bring to the organisation as well as combating discrimination.

Managing diversity is also seen as an intervention associated with organisational development, which mainly involves enhancing inter-group and interpersonal relationships along with communication within the working environment (Agócs & Burr, 1996:36). These interventions are primarily focused on improving the interaction between managers and their employees, peers, as well as between employees and their clients and customers. Managing diversity successfully can lead to improved "human relations", which in turn leads to an increase in acceptance and appreciation of those individuals that are different from the *traditional white male* employee and manager profile. What is meant by the term traditional white male employee is that the pre 1994 employment trend in South Africa was mainly held by Whites, predominantly White males (Düweke, 2009: 1). With regards to the term manager profile, it refers to the prerequisite a manager has according to its employee profile, mainly more a preference (Düweke, 2009: 1)**.** Reece and Brandt stated that managing diversity is primarily associated with changing the individual's attitude and, maybe to some degree, persuading employees to change their own behaviour (Agócs & Burr, 1996:36). It is a fact that humans differ from each other, as no two human beings are the same. Diversity encompasses this because it refers to the differences employees bring to an organisation and/or group.

According to Rosado (2008:7), managing workforce diversity should be embarked upon as a holistic and comprehensive process that manages the diversities and differences of employees within the organisation. This can lead to the overall productive well-being of the organisation. The holistic model of managing workforce diversity makes reference to the following two dimensions: firstly, the primary or horizontal approach that focuses predominantly on biological characteristics which are usually visible such as age, disabilities, ethnicity, gender, race and sexual orientation (Rosado, 2008:7). The second dimension is the secondary or vertical approach which is mostly concerned with the psycho-socio-spiritual characteristics which are usually invisible: value systems, world views, mind-sets, ethics and paradigm core intelligence. These diversities have the potential to produce conflict within the working environment but, if managed correctly, they can lead to synergy, meaning the effect of all parts working together will be greater than the sum total of all parts working independently (Rosado, 2008:7).

The management of workforce diversity can be seen an initiative created to recognise the connections that exist between *effective people management* and *an increase in organisational efficiency and productivity*. Organisations should see diversity as a fundamental management philosophy to be incorporated into all operational plans and processes. From a South African perspective, Black Management Forum (BMF) believes that managing diversity should not be done for political correctness and compliance purposes but as an important business imperative (Sustainability Report, 2009). In the South African public sector, managing diversity has traditionally been a difficult task for personnel in all organisations. A successful HR management approach should focus on creating as well as promoting diversity within the working environment. This will help organisations to bring about inclusiveness and bring all employees on board, opening up opportunities such as buy-ins and effective participation (Tshikwatamba, 2003).

According to Carr-Ruffino (2005:17) there are also many payoffs for managing diversity effectively such as:

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- Attracting and retaining qualified individuals, which can be highly beneficial for all organisations.

- Increasing the flexibility of the organisation, which means alliances are formed to tighten relationships with customers and suppliers and resources are pooled.

- Reducing turnover costs, for example, investing in multicultural approaches in the short as well as long run.

- The improvement of the quality of management approaches, where managers learn new and fresh approaches to address diversity issues.

- Problems are solved faster and more effectively.

- Enhancing social responsibility. The organisation can be a change agent for changing and creating a better working environment.

- A positive effect on the bottom-line, increasing the organisation's profits.

With regards to managing diversity, much emphasis should be placed on the behavioural properties which best gets each employee to give their best (Rice, 2001, as cited in Wessels, 2008:29). Therefore, public sector organisations have come to the realisation that diversity management's main purpose is to educate organisations in utilising their own diverse status quo (diversity profile), which in turn will bring about the payoffs as mentioned above.

2.5.2 Role players in managing diversity

Various academics have highlighted the important role manager's play in the management of diversity. Thomas and Ely suggest that *effective leadership connects diversity to work effectiveness* (Choi & Rainey, 2010:111).

It is not only management's responsibility to act as the custodians of diversity management, but that of the entire organisation. Management's responsibility is to set guidelines, develop policies and programmes, and monitor and evaluate whether any positive outcomes have been reached (Niemann, 2006:109-110). An organisation's

management, the HR unit, and employees should work together as a team to improve the working environment not only to satisfy the needs of the organisation but their own as well (Choi & Rainey, 2011:111). For an organisation to improve organisational performance through workforce diversity, three key contributions are needed, namely everyone including management should support the notion that diversity is an important starting point for learning; diversity should be openly discussed without any remarks or discrimination made towards any individual in the organisation; and each and every member of the organisation should be able to fully embrace diversity (Foldy, 2004, as cited in Choi & Rainey, 2010:111).

According to Pekeur (2002:35), diversity management necessitates public sector organisations to have policies and procedures in place in order to empower managers to act as the custodians in managing diversity and meeting the needs of diverse employees. Through having diversity management policies and procures in place to guide all relevant role players, role players will be able to perform their duties to the best of their abilities.

2.5.3 Advantages of diversity management

The practice of diversity management assists organisations in making the most of their diverse human resources as well as capturing the bottom-line benefits of this process (CEDA Bulletin, 2001:45). According to the CEDA Bulletin (2001:45), the following are considered the most potential benefits organisations can gain from diversity management:

- If managed successfully, diversity management unlocks the creativity and innovation embedded in individual employees through providing a platform for diverse employees to bring forth their talents and abilities.
- Diversity management helps to enhance the communication channels within the organisation by creating a friendly and open working environment.

- The reduction of conflict within the workplace through the encouragement of multicultural relations between employees and educating employees to respect and appreciate each other's diversities.

- Diversity management creates an environment in which employees feel comfortable and valued which results in lower absenteeism and turnover rates as well as improved teamwork.

- Expanded global opportunities become available which assist organisations in improving business-to-business (B2B) relations with organisations abroad.

- The improvement of the quality of customer service delivery through learning about niche markets and the needs and wants of diverse clients.

Cox and Blake argue that, when workplace diversity is managed effectively, it can create competitive advantages for an organisation such as resource acquisition, cost effectiveness, creativity, marketing, organisational flexibility and problem-solving abilities (Gilbert et al., 1999:64). Cox and Smolinski suggested in 1994 that when workforce diversity is managed effectively it can yield additional advantages such as higher organisational productivity which will ultimately lead to higher profit returns (Gilbert, Stead, & Ivancevich, 1999:64). Furthermore, the same can be said for the public sector domain, which has its own stakeholders such as the community and public society. By having diversity management as part of the organisation, the organisation is enabled to have a vast and varied talent pool consisting of people from different cultural and communicational backgrounds which will aid them when communicating with clients across borders and help with the reduction of conflict by the presence of diversity management programmes in place.

2.6   Diversity Programmes Contributing to the Success of a Well-Performing Organisation

2.6.1 Diversity management programmes

There are various types of programmes that can be initiated within organisations to assist with managing workforce diversity. Diversity management programmes can be divided into three namely *affirmative action/equal employment*, *valuing diversity* and *managing for diversity* (D'Netto & Sohal, 1999: 534).

Firstly, *affirmative action*, also known as *equal employment* opportunity, is primarily concerned with the legislative side of diversity. It focuses mainly on the compliance aspect towards the rules and regulations based on *anti-discrimination*, *hiring* and *termination* of employment. These diversity management programmes focus exclusively on procedures undertaken before the identification of prospective applicants, the hiring phase, as well as the execution of *affirmative action programmes* (D'Netto and Sohal, 1999:534). *Valuing diversity* is the second type and focuses on the norms and values instilled within the organisation. With regards to the programme of valuing diversity, the aim is to include all employees from various backgrounds by focusing on creating initiatives which expand awareness, promote acceptance and tolerance, and help all employees to understand and acknowledge the differences of their backgrounds. Lastly, *managing for diversity* is aimed at the practical side of management policies for assisting the workforce to succeed in the organisation. This type of programme has the tendency to become inclusive of the organisation's strategy and mission, which includes multiple dimensions of diversity within the activities and programmes. It also attempts to avoid focusing on the legalistic side of diversity (D'Netto & Sohal, 1999:534).

To conclude, well performing organisations are those which include all three types of diversity management programmes. A means of encouraging success is through the accountability of management. When managers do not exert accountability with regards to *diversity management* programmes and policies; these are most likely not to be implemented. It is important that strategic and structural considerations be

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included in any programme as well as the organisational goals and mission, which in turn will increase the odds for success (D'Netto and Sohal, 1999:534).

Public sector organisations implement diversity management programmes in order to equip their staff to be able to interact and communicate in an effective and efficient manner with diverse individuals (Department of Local Government, 2011/2012:2). Furthermore, public sector organisations are responsible for capacitating, integrating, promoting participative public communities and municipalities and for delivering the best services though sound administration at all levels of government and on community level.

2.6.2 Diversity audits

Diversity programmes are an important mechanism for creating internal awareness about workforce diversity as well as for helping the organisation to portray a positive image (Martin & Parsons, 2007, as cited in Opperman, 2009:7). Organisations should realise that managing diversity must be viewed as a long-term process, rather than short-term, and this is where diversity programmes come into play. Diversity programmes enable organisations to understand their workforce, bring about awareness and create a platform for change. Change can have a direct impact on the way an organisation's working environment operates. The success of diversity programmes will be dependent on whether or not they address the issues of workforce diversity and whether they have a positive impact on the way management interacts with staff (Martin & Parsons, 2007, as cited in Opperman, 2009:7). Success can be determined through conducting diversity audits to see if the diversity programmes have had the desired outcomes as initially forecast by the organisation.

Diversity auditing can be described as a means to determine if an organisation has achieved all diversity objectives through the proposed and implemented diversity policies, programmes and awareness initiatives. Most organisations have a monitoring and evaluation unit situated within the Human Resource Development (HRD) directorate, which monitors and evaluates the progress made on policies implemented, programmes designed and awareness initiatives developed on either a quarterly or

annual basis. The HRD unit plays an important role in assessing whether or not the organisation's diversity management programmes have had a positive impact on the organisation's performance and organisational culture towards diverse employees (Human, 2005:77-78).

These diversity audits can provide the organisation with results of how effectively these diversity management mechanisms and programmes have been implemented and performed. According to Human (2005:77-78), diversity audits can be grouped into three types:

- The auditing of *workforce compositions, policies and procedures*. According to Human (2005:77-78), this type of auditing can be described as a type of framework against which the organisation sets goals and targets for aiding the participation between diverse employees (non-dominant members) and homogeneous employees (dominant members) at various levels within the organisation.
- The auditing of *HR policies and procedures*. Again, Human (2005:77-78) argues that when an organisation reviews its current *HR policies and procedures*, the conduct of the official auditing should bring forth the *policies and practices* that prohibit the employment of diverse employees, which lead to direct and indirect discrimination.
- The auditing of the *workforce's attitudes and perceptions*. Human (2005:77-78) supports the notion that this type of auditing should give insight to how these different *constituencies* should be perceived within the organisation regarding performance linked to *diversity-related issues*.

To ensure that the diversity auditing process is successful, the following need to be included in the programme: conducting of problem or needs assessments, undertaking desktop research, qualitative or quantitative analysis, integration of data and drafting of tentative reports, validating the information, the writing of a final audit report which includes recommendations and an implementation plan, and lastly providing feedback to management and members of the organisation. The organisation should

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also take into account the language barrier so that no one is excluded during this process.

Diversity audits are an important means to assess if the organisation is achieving its diversity objectives but, for an organisation to manage it workforce diversity successfully, it is imperative for the organisation to make use of HRM practices and processes. Public sector organisations are mainly focused on transforming public reform and providing the best services to their public stakeholders (Ernst & Young: South Africa). Therefore, diversity audits support organisations in staying ahead, and ensure that training programmes encourage employees to better understand each other's diverse backgrounds and stay abreast of modern programmes to improve the organisation's stance on diversity management and delivery of services. For this reason, the next section will deal with HRM practices and functions and the importance of implementing diversity management programmes successfully.

2.6.3 HR diversity management practices and functions

Human Resource Management (HRM) consists of distinct sets of activities, functions and processes mainly focused on attracting, directing and maintaining the human resources of an organisation (Lado & Wilson, 1994, as cited in Manjit, 2008). HR has become an important role player in the last few years in assisting organisations with the influx of diverse employees and how best to deal with these diversities. Many organisations view the nature of HRM in different ways because various types of HR practices exist and are adopted by other organisations (Boselie, Dietz, & Boon, 2005, as cited in Manjit, 2008). However, the most widely used HRM practices include recruitment and selection, training and development, and performance management (Shen & Edwards, 2006, as cited in Majit, 2008).
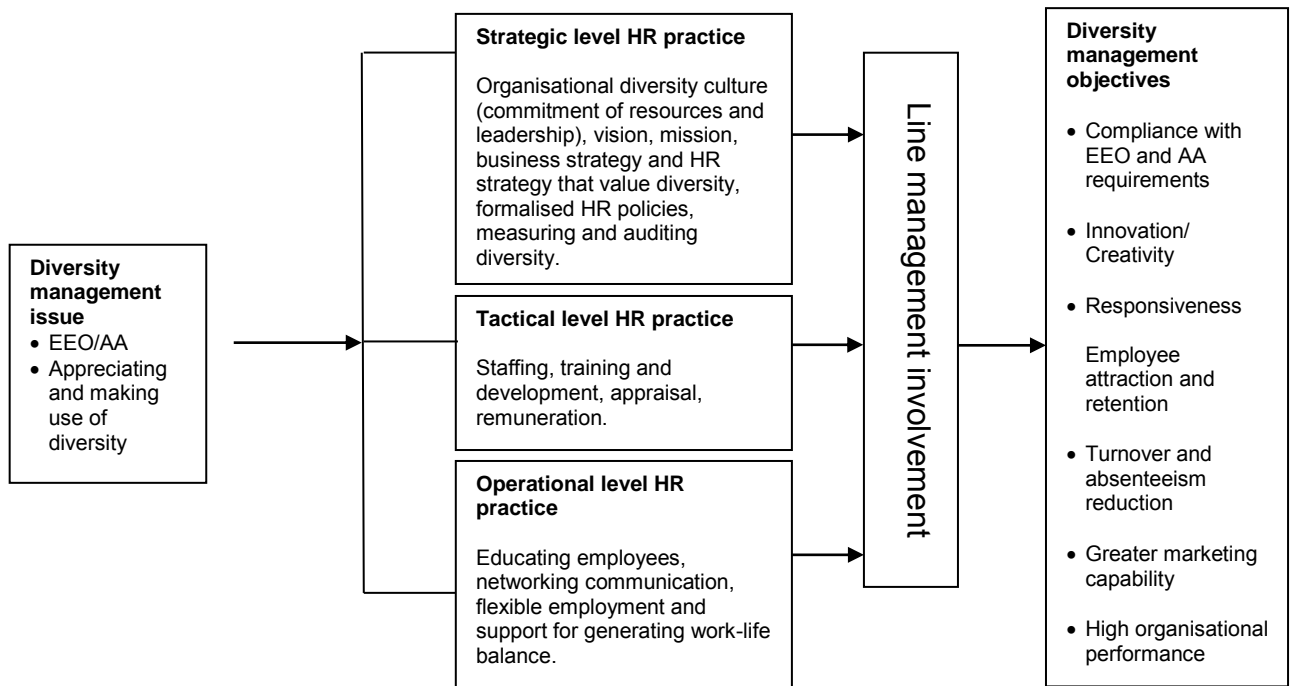
Figure 2.1: A framework of HR diversity management
Source: Shen, Chanda, D'Netto, & Monga (2009:245)

From the above figure, it is important to note that diversity management takes place first at the strategic level, working its way down to the tactical level and lastly to the operational level. This constitutes the involvement of manager's at all three levels. Shen et al. (2009:245) state that the model, in its simplicity, tries to highlight the objectives of diversity management through HRM. It is important for organisations to assign the responsibility of managing diversity to senior management and, where decisions are concerned regarding diversity management, such as recruitment and selection, succession planning, rewards and performance management, and placement, the responsibility should fall on the HRD unit.

The core objective behind diversity management is to emphasise the importance of developing policies, assist with building appropriate skills, as well as draft diversity management practices. D'Netto and Sohal (1999:531) state that, in a sense, diversity takes on a coherent environment which aspires to achieve effectiveness, productivity and competitive advantage. It is necessary for diversity management principles to be effectively integrated within the human resource functions which include recruitment and selection, training and development, performance appraisal and remuneration.

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This will allow the organisation to effectively manage the diversity that resides within its workforce through the following HRM practices:

- **Recruitment and Selection**

Well-performing organisations can further increase their success by creating an organisational climate that attracts diverse individuals from the labour market.

While most organisations employ or promote individuals internally to fill a vacant post, recruiting individuals from a diverse pool of applicants can ensure that the organisation has a diverse group of people available to perform critical tasks within the organisation if necessary. Kandola and Fullerton (1994:11) are of the notion that, to accomplish organisational objectives, the recruitment and selection processes should be based on the organisation's *job-relevant criteria* as well as on those responsible for the running the recruitment and selection processes. For example, the managers responsible for the abovementioned processes must be trained in determining the particular necessary criteria (Kandola and Fullerton, 1994:11).

- **Training and Development**

According to Anthony et al. (1999), the main reason behind training and development programmes is to retain and improve the performance of all employees (D'Netto and Sohal, 1999:532). Diversity training is also important in the sense that it promotes and eliminates group differences by enhancing mutual respect for individuality with regards to attitudes, behaviour and values. Diversity training enables the organisation to better understand and integrate diversity in their policies, work ethic guides, and teach staff and management to respect each other's differences. Diversity management training is an attempt to educate and inform management and staff about the benefits diversity holds for an organisation. The training also addresses the issue of career management which leads to an increase in the performance of employees and the performance management of the organisation in the long run.

- **Performance Management**

As Cornelius states, when performance management is conducted effectively it can have major implications towards the attainment of organisational objectives, while increasing employee participation (D'Netto and Sohal, 1999:533). There are various steps that an organisation can consider to improve its performance appraisal systems and practices within the diversity component. These can be done regularly, including diverse individuals as part of panel discussions when evaluating, selecting and promoting managers. Performance management thus acts as a basis for appraising employee performance, which can in turn have a positive impact on diversity management through giving diverse individuals the opportunity to showcase their abilities and skills (UC Berkeley, Guide to Managing Human Resources).

- **Remuneration**

With regards to the remuneration aspect, it is important to note that the remuneration system helps to enhance employee performance by compensating an employee for the contribution he/she has made to the organisation's overall performance. A well-developed remuneration system ensures that a direct relationship exists between effort and reward. This can be accomplished through an approved framework of planned objectives, goals and standards (Armstrong and Murlis, 1994, as cited in D'Netto & Sohal, 1999:534).

D'Netto and Sohal (1999:534) state that when an organisation utilises an effective performance-based pay system, it will lead to an increase in the level of performance within the human resource functions of the organisation. This will have a spiral effect, leading to all employees feeling appreciated.

Within public sector organisations the HRM function plays an important role in ensuring that all functions and activities are according to prescribed legislation. These distinct activities, as described by Lado and Wilson (1994, as cited in Manjit, 2008) above, set the scene in public sector organisations and act as a framework which management, HRM and employees should adhere to.

2.7   Successful Diversity Programme Implementation

According to Nelson and Bickel (2000:1), programme theory can be summarised as *the outcomes a program is intended to achieve* and, just as importantly, *the strategies and interventions it uses to get there*. Programme theory is thus associated with how a programme is thought to work. Programme theory also possesses multiple purposes which include the following:

- It guides the implementation process of a programme, which means it acts as a reference point. For example, by ensuring that the programme stays focused on its intended core objectives and strategies.

- It places emphasis on important decision points, recognising the differences between programme leadership and how the programme is operated and acting, as a means of resolving such differences.

- The structuring of the evaluation. This means deciding on the approach and the extent to which the core goals are achieved and ensuring strategies are implemented in the most successful way.

- Conveying important information on the effects the programme has on the external community, mainly those individuals that may be interested in imitating the programme

(Nelson & Bickel, 2000:1).

Over the last few decades, evaluators of social programmes have come to develop different evaluation approaches which have focused on creating theories of how certain programmes are intended to work (Vaessen, 2006:398). According to Stame (2004), the collective element that fuses these *theory-oriented* approaches is the restructuring of a *causal model* -called programme theory (Vaessen, 2006:398). This is founded on the basis of providing various sources of information to assist in arriving at an understanding to determine how the programme brings forth intended and unintended results (Vaessen, 2006:398).

According to an argument made by Leeuw (2003), even with a renewed focus on the literature of programme theory evaluation, there still exists a deficiency in utilising systematic methods of reconstructing *programme theories*. The problem is that these deficiencies are not being addressed in most of the methodological discussions around the reconstruction of programme theory, including the issue of how to effectively reach the perspectives of multiple stakeholders on how a programme is supposed to look and operate (Vaessen, 2006:398).

Programme theory evaluation is thus an important element when considering implementing diversity management programmes and initiatives within the organisation. This will enable the organisation to address all stakeholders' values and needs when implementing programmes that influence them directly. Another important component is managing these multiple stakeholders within an organisation, which will help to make the working environment not only more employee-friendly but will also address the differences that reside within each of these diverse employees. The next section overlaps with programme theory as, to manage workforce diversity, an organisation's management must first understand what the problem is and how to address it properly (the intended results and what it will yield for the organisation if it is achieved). Programme theory is more concerned with assessing whether the intended results of implementing programmes, for example diversity management programmes, have been achieved.

2.7.1 Criteria to establish the successful implementation of diversity management

- *Commitment attained* from top management through the receiving of a buy-in for diversity management projects.
- Having an *inclusive working environment and organisational culture*.
- *Developing a plan of action* which provides direction for the organisation in future endeavours in respect to workforce diversity.
- Developed *programmes that specifically focus on disadvantaged groups*, i.e. women, black people and the disabled.

- The achievement of *raising diversity awareness* within the organisation.

- Increased *performance and productivity* levels.

- Increased *customer satisfaction* regarding diversity norms and issues.

- An *improved perception* of external job applicants.

- Improved *turnover and retention rates* compared to diversity objectives.

(McCombs, 2008: available online at: www.jhuaa.org)

It is the organisation's responsibility to *assess* the progress made after implementing diversity management programmes on a continuous basis, including whether these have yielded *successful results as anticipated*. If the organisation has been successful, it will have a much clearer understanding as to what is needed, what has worked and how to improve on past practices.

Therefore criteria to determine the successful implementation of diversity management programmes are important as these guides' organisations to find the best ways to manage diversity effectively. Pitts (2006:13) states that if organisations (public and private) devote more resources (i.e. human, monetary, time management, etc.) towards diversity management, these diversity management programmes will be more likely to be implemented.

2.8   Conclusion and Deductions

Research shows that diversity management in South Africa and other countries around the world has come a long way with regards to understanding and appreciating workforce diversity within organisations.

The literature review revealed the important facilitating role that HR diversity management practices and programmes play in improving the performance of organisations and the unity of employees. It is imperative that organisations understand and realise the important role diversity management programmes and practices play in their survival. There are various steps organisations can take to ensure that they benefit from having diverse employees in their workplace while

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effectively integrating these employees into the organisation. According to Wessels (2008:21), a good form of measuring whether diversity management has worked is through looking at the progress achieved with regard to the transformation in organisations (public and private sector) after the implementation phase. Guidroz, Kotrba and Denison (2005-2009:5-6) state that the following six best practice examples can assist organisations to successfully implement diversity management mechanisms:

1. Organisations should place emphasis on the value of diverse employees. It is obvious that diverse employees bring fresh ideas, skills, educational backgrounds and work experiences to an organisation. Another advantage of workforce diversity is that it can assist organisations in narrowing the gap when conducting business with Multi National Organisations. Diversity also refers to *a point of difference*, which each and every individual possesses. Therefore, valuing workforce diversity creates opportunities for an organisation to gain from the advantages of, as well as strengthen the unity amongst, employees and the organisation.

2. Organisations need to structure diversity management programmes and initiatives in such a way that they can *easily be integrated* within the organisation and so that employees see them as an opportunity to learn. Organisations need to emphasise the integration and learning perspective as motivation for both management and its workforce to ensure long-term success in relation to diversity management programmes and initiatives.

3. It is vital for senior management to be committed and accountable for ensuring the success of diversity management programmes and initiatives within the organisation. The *main role players* in promoting the awareness of diversity management are top management as well as the HRM unit. It is important for senior level managers to express their commitment and respect of workplace diversity through participating in diversity management. This will also illustrate their accountability for successfully implementing diversity management policies within the organisation.

4. Articulate how important diversity is for the overall functioning of the organisation. Much thought should be given to how the new diversity management programmes and initiatives will be implemented to benefit the organisation. Attention should be given to how the organisation can best make the link between the pros and cons of using diversity management. This will help to convince employees that diversity management programmes can be a win-win opportunity for the organisation as well as for themselves.

5. Solidarity which can be achieved through diversity management programmes is an important component in teams as well as within organisations. Organisations should avoid in-group and out-group relationships amongst employees, and should try to engage employees in diversity management and not only working groups. Organisations should initiate team-building exercises through diversity management programmes to help facilitate integration and communication in work activities as well as create pride in one's responsibilities and work tasks.

6. Evaluating the success of diversity management programmes and initiatives through diversity audits. It is important for organisations to continuously monitor and evaluate their diversity management programmes and initiatives to determine whether or not these address the workforce diversity concerns and improve the performance of the organisation.

These six best practices will help organisations to increase their organisational performance through better understanding their diverse employees as well as assist in implementing diversity management programmes and initiatives.

In Chapter 3, a contextual background will be provided by identifying and discussing the legislative framework that guides diversity management within the context of South Africa. This will provide a basis for the investigation of the case study of the Department of Local Government (WC). This chapter will be based on a review of the legislative framework which provides the foundation for organisations to act upon with regards to the management of workforce diversity.

Chapter 3: The Legislative Framework Which Guides South African Government Departments When Managing Workforce Diversity

3.1   Introduction

The most important affirmative action legislation which resides in South Africa and which brought forth the fight against unfair discrimination is the Employment Equity Act of 1998 (EEA). Although the Act was approved in 1998, it only became operational at the end of 1999. According to Msimang (2007), the Act encourages fair treatment through the prevention of unfair discrimination based on diverse characteristics such as, "race, gender, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth."

This realisation was ultimately born in the interim Constitution now known as the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), hereafter referred to as the Constitution, 1996. The Constitution, 1996 made it possible for *all people*, with diverse characteristics, to be treated with respect based on their Constitutional rights, and to be considered for employment based on their experience and educational background as opposed to these characteristics. The Constitution, 1996 consists of a Chapter 2 that outlines the rights of all South Africans, emphasising that no one may discriminate against another.

The Bill of Rights is the cornerstone of democracy in South Africa, which protects the rights of all citizens as well as acknowledges the democratic values of human dignity, equality and freedom (Republic of South Africa, 1996). Even though the Constitution, 1996 and the EEA are key role players in protecting the rights of diverse employees, the encouragement of effective management of workforce diversity lies with human resource (HR) professionals and management. It is the HR professional's and management's responsibility to develop and ensure that appropriate policies and procedures are implemented to protect diverse individuals from unlawful acts and discrimination (Opperman, 2009, as cited in Grobler et al., 2006:83).

The main objective of this chapter is to provide the legislative and contextual background of diversity management within the public sector domain. The following pieces of legislation will be discussed and will provide more information on how South Africa's legal mandate protects diverse individual's rights in the working environment:

- The Constitution of South Africa, 1996 (Act 108 of 1996)
- The Labour Relations Act, 1995 (Act 66 of 1995)
- The White Paper on the Transformation of the Public Service, 1995
- The Basic Conditions of Employment Act, 1997 (Act 75 of 1997)
- The Public Service Law Amendment Act of 1997
- The Employment Equity Act, 1998 (Act 55 of 1998)
- The White Paper on Affirmative Action in the Public Service, 1998
- The Skills Development Act 97 of 1998 and Skills Development Levies Act 9 of 1999
- The Promotion of Equality and Prevention of Unfair Discrimination Act of 2000

This chapter will also highlight the importance of having an Employment Equity Plan (EEP), which acts as a guide for organisations on how to recruit and select individuals.

3.2   The Legal Framework for Employment Legislation in South Africa

With South Africa's history, the Nelson Mandela administration made it a priority, in their first term of office, to focus mainly on providing education, housing and welfare services to all South Africans (Msimang, 2007). This new government also placed much attention on adapting the laws of the country to manifest the essence of the new Constitution, 1996 of South Africa. The new government rewrote many of the old laws to ensure they were in accordance with the Constitution, 1996 and with international human rights agreements. In addition, the new government was serious

about creating laws that would proactively promote the hiring of black people, women and the disabled (also known as designated groups) into the workplace, and allow these designated people to attend higher learning institutions of their choice (Msimang, 2007). The Ministry of Labour was tasked with the responsibility of compiling a framework which would outline the manner in which employers and employees had to operate with one another in the new South Africa. This paved the way for the drafting of legislation which would allow all South Africans to compete for job opportunities on an equal level. The Labour Relations Act (LRA) of 1995 and the Basic Conditions of Employment Act (BCEA) of 1997 were drafted by the Ministry and have played an important role in establishing the boundaries in which employees are to be employed and organised (Msimang, 2007). The BCEA is responsible for setting clear regulations about overtime, working hours and remuneration. The LRA is responsible for allowing legal strikes and industrial action for all employees. The following is a discussion of the most important pieces of legislation.

3.2.1 The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

On the 27th of April 1994, South Africa experienced two momentous events, namely the first democratic election and the birth of the interim Constitution. Both paved the way for a new and improved South Africa. The Constitution, 1996 is the most integral part of legislation presiding over labour legislation in South Africa (Republic of South Africa). Furthermore, the most dominant part of the Constitution, 1996 is Chapter 2, referred to as the Bill of Rights, which summarises the underlying rights bestowed on all South Africans.

Considering the past injustices in South Africa, the Constitution, 1996 was amended to address and promote equality. These amendments can be found in section 9(1), (2), (3), (4) and (5) which mostly focus on equality and unfair discrimination. According to section 9(1), every citizen living in South Africa is entitled to be treated equally before the law, as well as have the right to equal protection and benefit of the law.

Underlying this notion is that the Constitution, 1996 aimed to embrace the differences of all people living in South Africa. Subsection 2 promotes the accomplishment of "equality" and the protection of every person living in South Africa, including those individuals previously discriminated against. In section 9(3) of the Bill of Rights it is written that the state may not unfairly discriminate directly or indirectly against anyone on one or more of the following grounds (diverse characteristics): age, belief, birth, colour, conscience, culture, disability, ethnic or social origin, gender, language, marital status, orientation, pregnancy, race, religion or sex and sexual orientation (Republic of South Africa, 1996). It is clear that the law prohibits any discrimination based on diverse characteristics, as described in subsection 9 (3), (4), and (5).

Chapter 2 of the Constitution, 1996 namely the Bill of Rights, was created to protect the rights of all employers and employees in the working environment. Section 23 of the Constitution, 1996 also deals directly with labour-related rights. Its main purpose is to ensure an equitable working environment for all employers and employees based on subsections (1) to (6). Further to this, section 8(1) of the Constitution, 1996 has a direct influence on "public sector employment relationships" (Erasmus, 2005:453). What is implied here is that all rights found in the Bill of Rights have direct applicability to the employment relationship found between the state as the employer and its employees. This makes it possible for all employees to depend directly on these Constitutional rights in a case where the state infringes upon them.

3.2.2 The Labour Relations Act, 1995 (Act 66 of 1995)

Purpose of the Act:
The purpose of this Act is to advance economic development, social justice, labour peace and the democratisation of the workplace by fulfilling the Act's primary objectives, which are:

- To give effect to section 27 of the Constitution (1996);
- to regulate the organisational rights of trade unions;

- to promote and facilitate collective bargaining at the workplace and at sectoral level;

- to regulate the right to strike and the recourse to lock-out in conformity with the Constitution (1996);

- to promote employee participation in decision-making through the establishment of workplace forums;

- to provide simple procedures for the resolution of labour disputes through statutory conciliation, mediation and arbitration (for which purpose the Commission for Conciliation, Mediation and Arbitration is established), and through independent alternative dispute resolution services accredited for this purpose;

- to establish the Labour Court and Labour Appeal Court as superior courts, with exclusive jurisdiction to decide matters arising from the Act;

- to provide for a simplified procedure for the registration of trade unions and employers' organisations, and to provide for their regulation;

- to ensure democratic practices and proper financial control;

- to give effect to the public international law obligations of the Republic relating to labour relations;

- to amend and repeal certain laws relating to labour relations; and

- to provide for incidental matters

(Republic of South Africa, 1995)

Objectives of the Act:

The Labour Relations Act (LRA) was promulgated in November of 1996, after the new structures of the Commission for Conciliation, Arbitration and Mediation and the Labour Court were established (Finnemore, 2006:167). This Act can be seen as a major divergence from previous legislation and is coherent with the fundamental rights found in the Constitution, 1996 and International Labour Organisation (ILO) conventions. The main objective of the LRA is to improve economic development, social justice, labour peace as well as the democratisation of the workplace (Republic of South Africa, 1995). The Act intends to accomplish this through achieving its primary objectives, namely to ensure that no unfair discrimination resides within the

workplace. The Act also places much attention on those who are directly associated with labour practices, who should at all times review as well as adapt their HR policies and programmes especially when these concerns a diverse workforce (Grobler et al., 2005, as cited in Isaaks, 2008:60).

The LRA provides employees with the necessary steps to make a case against their employer in instances of unfair labour practices. A good example is the Code of Good Practice, which was created to address sexual harassment (as one form of discrimination), but most importantly to assist employees against unfair discrimination. The Act also encourages affirmative action where it states that, "An employer is not prevented from adopting or implementing employment policies and practices that are designed to achieve the adequate protection and advancement of persons or groups or categories of persons disadvantaged by unfair discrimination, in order to enable their full and equal enjoyment of all rights and freedom" (Jain, Sloan, & Horwitz, 2003:196). This Act promotes collective bargaining structures and trade union privileges important for the disclosure of information, which is also important for negotiating employment equity (EE) plans within organisations.

3.2.3 The White Paper on the Transformation of the Public Service, 1995

Purpose of the Act:
The primary aim of this White Paper is to set out a policy framework to guide the implementation and introduction phases of the development of new legislation and policies intended to transform the public service of South Africa. With this said, the Government of National Unity, on its accession to power, inherited a society and country darkened by economic and social inequalities, as well as political, social and racial divisions (Republic of South Africa, 1995). The new South African Government, guided by the notion of national reconciliation, adopted the Reconstruction and Development Programme (RDP) to reunite and reorient South Africa and the public service towards the shared goal of having a socially sound and economically equitable country.

Objectives of the Act:

The main objective of the White Paper is not to elaborate on the implementation of detailed strategies of outlined policies and legislation but rather to be seen as a statement of intent. It will be the responsibility of individual departments and provincial governments to develop specific strategies when assisting transformation in the public service.

It can thus be said that the White Paper focuses on representativeness (diversity in the workplace) and affirmative action practices that reside within the South African workplace. It can also be regarded as one of the first pieces of government legislation directed at affirmative action. This document also explains in detail what representativeness means, in layperson's terms as well as to management in organisations. It has been identified that the main beneficiaries of these affirmative action programmes are black people, women and disabled persons. This document also requires that each and every government department, whether at provincial or national level, develop a complete affirmative action plan created to meet the needs of those designated groups and to create a transformed public service (Republic of South Africa, 1995: Section 10.7).

3.2.4 Basic Conditions of Employment Act, 1997 (Act 75 of 1997)

Purpose of the Act:

Section 23(1) of the Constitution, 1996 states that the primary goals of the BCEA are to achieve and regulate the right to fair labour practices for all, and to enforce the basic conditions of employment standards in South Africa. As indicated, certain minimum standards were developed in line with basic employment conditions between employer and employee, excluding members of the National Intelligence Agency, National Defence Force, the South African Secret Service, and those unpaid volunteers working for non-governmental organisations (NGOs). All employees are entitled to these minimum standards regardless of their race, gender, ethnicity, religion or any other differences (Jansen, 2002:24).

The abovementioned minimum provisions stipulate the following:

- Working hours completed for the day, including night work;

- payment regarding overtime shifts;

- breaks, i.e. meal intervals and rest periods;

- payment for working on Sundays and public holidays;

- maternity and family responsibility leave;

- compensation and severance payments;

- termination of employment;

- prohibition of child and forced labour;

- variations of basic conditions of employment; and

- written particulars of employment

(Erasmus et al. 2005:457).

The BCEA was developed in order to protect employees' basic employment conditions. For example, women falling pregnant can be seen as one of the biggest job security threats in South Africa (Bargaining Monitor, 2007). It has been noted that South Africa is one of few countries in the world where employers are under no obligation to compensate women during maternity leave. Women today experience much more stress with regards to juggling work-life as well as family-life (Bargaining Monitor, 2007). Within the last few years a breakthrough has occurred where legislation has been developed to address inequalities in the workplace. The Employment Equity Act was also developed in accordance with the BCEA to address the inequalities of the past in order to create a fair working environment for both sexes (Bargaining Monitor, 2007).

3.2.5 The Public Service Law Amendment Act of 1997)

Purpose and objective of the Act:

To provide for both the administration and organisation of the public service of the Republic of South Africa, regulating the conditions of employment, terms of office, discipline, retirement and discharge of members of the public service, as well as matters connected therewith (Republic of South Africa, 1997).

The Public Service Law Amendment Act can be seen as a follow up to the principles of the White Paper on the Transformation of the Public Service. According to section 11 of the Public Service Act 103 of 1994, "in making appointments and the filling of posts in the public service due regard shall be had to equality and the other democratic principles enshrined in the Constitution, 1996". What is being implied here is that evaluation done on any individual will be based solely on the need to address past injustices. This will be used to attain a public service that is broadly representative of the people of South Africa, which also includes representativeness in gender, race and disability (Republic of South Africa, 1997a:Section 8).

3.2.6 The Employment Equity Act, 1998 (Act 55 of 1998)

Aim of the Act:

The Employment Equity Act was ultimately created to redress the legacies of apartheid that resided within the South African workplace (Republic of South Africa, 1998). Over the last few years, employment equity has been attained through the promotion of equal opportunities and fair treatment for all through implementing affirmative action processes to improve the circumstances of all designated groups (referring to blacks, women, and disabled people) (Thomas, 2002:237).

The (Employment Equity Act, 1998, as cited in Isaaks, 2008:45) therefore aims at doing the following:

- Promoting the constitutional rights of equality and the exercise of true democracy.

- Eliminating unfair discrimination through the improvement of employment practices.

- Ensuring the implementation of employment equity to address past injustices.

- Achieving workforce diversity through the principle of broad representation in South Africa.

- Promoting economic development and efficiency in the labour force.

- Achieving the commitment of the Republic as an affiliate of the International Labour Organisation.

Purpose of the Act:

It is clear from the above that the EEA had an intention to right the wrongs of the past with regards to diversity representation in the workplace, and also aimed to advance economic growth in organisations and, in turn, the country as well. According to Joseph (2006:19), when a workplace is representative of the society and market it operates in, it will enable organisations to better serve the diverse needs of its society and market.

Smit and Cronje also support this view and argue that valuing diversity should be seen as a bottom-line advantage that can help with increasing organisations' productivity and profitability levels (Joseph, 2006:19). Smit and Cronje further state that when organisations understand the importance of diversity and fully make use of it, they can gain a competitive edge in the marketplace.

Objectives of the Act:

The most important response to the conditions from the Constitution, 1996 was the Employment Equity Act of 1998, which came into effect on August 9, 1999 (Schwellnus & Bendix, 2001, as cited in Isaaks, 2008:44). The Employment Equity Act centres on one specific aspect, namely past and future discrimination. The overall objective of the Act is to eliminate all discrimination associated with employment opportunities by promoting equal opportunities through affirmative action processes

to address past injustices as well as achieve a representative workforce (Erasmus et al. 2005:458).

The Act consists of two important sections: Chapter II, which involves the prohibition of discrimination, and Chapter III which entails affirmative action applicable only to "designated groups and designated employers" (Erasmus et al. 2005:458). The Act also outlines the AA measures to assist employers in ensuring that all designated groups are represented equally in the workplace and hold an equal chance for advancing and competing for jobs (Msimang, 2007). These affirmative action measures involve identifying and eliminating obstacles, which will have negative effects on the following:

- Designated groups;
- promoting diversity;
- retention;
- providing adequate space for persons from designated groups;
- skills development; and
- numerical representation for all employees.

Furthermore, the Act requires employers that have 50 or more employees in their workforce, or with an annual turnover of more than R4 million, to provide Equity Plans which illustrate the organisation's commitment to equity for the following five years (Msimang, 2007). This Equity Plan must be submitted to the Employment Equity Commission on a yearly basis. The Commission for Employment Equity consists of the following functions and advises the Minister on the following:

- The making of sectoral determinations;
- any matter concerning basic conditions of employment;
- any matter arising out of the application of the BCEA;
- the effect of government policies on employment; and
- collective bargaining trends and whether any of them undermine the purpose of the BCEA. (Department of Labour, 2012).

3.2.7 The White Paper on Affirmative Action in the Public Service, 1998

Aim of the Act:

The key aim of this White Paper is to set out the mandatory requirements needed to guide national and provincial departments in developing and implementing affirmative action programmes (Republic of South Africa, 1997).

Purpose of the Act:

The White Paper's purpose is to promote affirmative action in the Public sector in order to assist in creating a democratic, efficient, equitable, representative and service-orientated public service which will in turn encourage and enable those who were historically unfairly discriminated against to be part of the public sector and subsequently reach their full potential in the working environment (Republic of South Africa, 1997).

Objectives of the Act:

The objectives of this White Paper are within the scope of the Employment Equity Act and other applicable public service legislation, namely:

- To encourage the achievement and improvement of numeric targets set in the White Paper on the Transformation of the Public Service.
- Developing and introducing practical methods in order to support the advancement of black people, women and the disabled in the public service.
- To instil a culture in the public service of valuing diversity and supporting those individuals who were previously unfairly disadvantaged.

(Republic of South Africa, 1997)

According to Erasmus et al. (2005:180), the White Paper on Affirmative Action in the Public Service was seen as one of the most imperative and detailed policy documents with regard to the implementation of affirmative action processes in the South African public service. The main intention of this document is to convey the mandatory

obligations and offer support to provincial and national departments and administrations on how to effectively develop their own affirmative action programmes (Erasmus et al., 2005:180). It also sets out the role players' responsibilities regarding accountability, monitoring, reporting and coordinating affirmative action programmes.

The objectives of this White Paper were achieved within the anticipated two to three year timeframe, whereas the administrative reform is an on-going process. This means that during this two to three year period the transformation was a dominant process for organisations, where transformation is more of a compulsory reform. Organisations had to adapt their policies and way of running business according to what is prescribed in the White Paper (Republic of South Africa, 1995).

3.2.8 Skills Development Act 97 of 1998 and Skills Levies Act 9 of 1999

Aim of the Act:

The aim of the Skills Development Act is to improve the working skills of South Africa so that the economy can grow and all South Africans can live a better life. The Skills Development Act changes the old way of vocational training by introducing learnerships and skills programmes.

Purpose of the Act:

The short supply of skilled staff is a serious obstacle to the competitiveness of industry in South Africa. The levy grant scheme, imposed by the Skills Development Act of 1998 and the Skills Levies Act of 1999, aims to expand the knowledge and competencies of the labour force. Improvements in employability and productivity can be achieved through new approaches to planning for training, learning programmes, incentives and an improved employment service. Participating fully in the scheme will allow organisations to reap the benefits of a better skilled and productive workforce.

The purpose of the skills development legislation is to fund the improvement of skills levels in South Africa in a structured way. A second broad goal is to regulate the standard of education/training. For these purposes a National Qualification Framework (NQF) was established.

The Green Paper on Employment and Occupational Equity (1996) states that the Employment Equity Act cannot be successful without considering the two abovementioned Acts and, therefore, the national training and educational system that supports all workers. The Department of Labour created a framework in the form of a human resource development strategy (i.e. the Skills Development Act 97 of 1998 and the Skills Levies Act 9 of 1999) to advance the hiring, training and promotion of individuals from designated groups (Isaaks, 2008:62). These acts have been put in place to improve the circumstances of all disadvantaged individuals through providing opportunities to acquire skills and knowledge through access to training and development opportunities (Grobler et al., 2002:350).

Objectives of the Act:

Jansen (2002:24) stated that, in the past, a clear and direct link existed between inequality and discrimination with regards to the availability of education, training and employment opportunities for those social groups living in South Africa. South Africa's past policies brought forth discrimination and exclusion which led to the scarcity of skills experienced by blacks and women today. These social groups were denied access to participate in any training and development programmes and, in the case where they had acquired knowledge and skills through work/life experience, it was never fully recognised. The main objective of the Skills Development Act is to provide learnerships as well as link working experience with structured learning to bring forth nationally recognised qualifications that will provide workers with greater job opportunities as well as reduce the gap between education and training. The Skills Levies Act necessitates all employers to contribute a "skills levy of 1% of their wage bill" into a National Skills Fund to assist with the skills development of their labour force (Jansen, 2002:25).

The Skills Development Act also requires employers to encourage the following:

- Use of the workplace as an active learning environment;
- the provision of opportunities for employees to acquire new skills; and
- the provision of opportunities for new entrants to the labour market to gain work experience and the employment of persons who find it difficult to be employed

(Republic of South Africa, 1999)

3.2.9 The Promotion of Equality and Prevention of Unfair Discrimination Act of 2000

Purpose of the Act:

According to this Bill, its main purpose is to further regulate the training and designation of presiding officers for equality courts in order to provide for the incremental implementation of equality courts at magistrate level (Republic of South Africa, 2000).

The horizontal application is provided by section 9(4) of the Constitution, 1996 which prohibits unfair discrimination of any kind. All South Africans have the right to be treated fairly and not be discriminated against by any individual or juristic person. The responsibility was placed on Parliament to develop national legislation to prohibit and prevent unfair discrimination (Isaaks, 2008:63). Both the Promotion of Equality and Prevention of Unfair Discrimination Act and the Employment Equity Act can be used to address issues associated with unfair discrimination. The Act requires government to implement certain processes to promote equality. According to Jansen (2002:26), this necessitated ministers to develop equity plans to prevent inequality and unfair discrimination as well as introduce applicable legislation where needed.

Objectives of the Act:

The main objectives of this Act are to promote quality, prevent unfair discrimination, prohibit hatred based on race, ethnicity, gender and religion, and to provide remedies to victims of unfair discrimination (Schwellnus & Bendix, 2001 as cited in Isaaks, 2008:63). Jansen (2002:26) notes that the Act aims to prevent unfair discrimination, based on grounds related to "race, ethnicity, gender, and religion". Grobler et al. (2006:88), states that the Act follows two routes for dealing with disputes in the workplace that are associated with unfair discrimination (as cited in Opperman, 2009:26). The first route deals with issues that are outside the organisation where individuals can make use of equality courts, and the second route deals with issues that arise within the organisation where individuals can refer to the Labour Court. Equality courts are institutions that protect constitutional rights to equality (Section 9 of the Constitution, 1996). The Labour Court has the same powers as the High Court which adjudicates labour-related disputes and where appeals can be made on grounds of the labour disputes.

It has also been stated by Currie and De Waal (2005:267) that this Act focuses mostly on eradicating only social and economic inequalities of past injustices (i.e. "colonialism, apartheid, and patriarchy"). It is important to note that this Act does not apply to workplace discrimination, the same as the Employment Equity Act (Currie & De Waal, 2005:268).

3.2.10   Employment Equity Plans

The Employment Equity Act requires all designated employers to formulate and implement an employment equity plan, in order to help organisations attain greater progress in employment equity in the working environment (Erasmus et al., 2005:299). The Labour Relations Act is more focused on advancing economic and social development through appointing and promoting diverse employees as well as retaining and developing employees from designated groups. The BCEA has the responsibility of maintaining an organisational strategy that is sensitive towards achieving employment equity as well as diversity in the working environment.

The Skills Development Act (SDA), in conjunction with the Skills Levies Act (SLA), provides the opportunity to implement and develop strategies and plans in order to promote EE. The main purpose of including the SDA and SLA is to achieve equitable representation in the workplace. With regards to the White Paper on the Transformation of the Public Service, White Paper on Affirmative Action in the Public Service and the Promotion of Equality and Prevention of Unfair Discrimination Act, these enable organisations to address past mistakes through promoting equality and preventing unfair discrimination, in turn ensuring a representative workforce.

According to Erasmus et al. (2005:166), a number of Labour Court cases have pointed out that an employer should possess an employment equity plan to be able to implement affirmative action measures. Although, these also noted that it is not always necessary to have an employment equity plan in the case of making an affirmative action appointment. To a certain extent, the employer should be able to prove that the decision to appoint or not appoint a person is reasonably linked with a reason for that specific decision.

According to Jain et al. (2003:97), employers are responsible for presenting the Department of Labour with a statement specifying information about the remuneration packages and benefits employees are receiving in each occupational grouping as well as the level of their appointment. If any discrepancy is found in the statement, the employer will be held responsible to take progressive measures to reduce such discrepancies. The aforementioned steps include collective bargaining, skills development and adhering to other "wage-regulating instruments" and standards created by the Employment Conditions Commissions (Jain et al., 2003:97).

3.3   Conclusion

According to this chapter it is evident that affirmative action (AA) was developed and initiated solely to provide designated groups with the opportunity to be treated fairly and to address the past injustices that have plagued the country for so long. AA has helped to reduce unfair discrimination and has also achieved greater levels of employment equity within the South African workplace. The Constitution, 1996 has

committed itself to enact legislation to address past injustices, namely through the Employment Equity Act of 1995 which was created to address and eradicate all forms of unfair discrimination whether direct or indirect. The EEA has placed responsibility on designated employers to effectively implement affirmative action programmes and processes within their organisations to bring forth a more representative workforce. The other pieces of legislation which were discussed in this chapter provided greater insight as to what constitutes affirmative action and were also identified as the founding legislation behind this concept.

The purpose of the next chapter is to provide a detailed discussion of the Department of Local Government in the Western Cape, including an examination of their vision, mission, and main responsibilities as well employment equity and affirmative action within the Department.

Chapter 4: Background to the Case of the Department of Local Government in the Western Cape (WC)

4.1   Introduction

Chapter 2 discussed the usefulness of managing diversity in public sector organisations and acted as the basis for understanding the concepts of diversity and diversity management. Chapter 3 outlined the legislative framework which guides the South African government departments on how to address as well as manage workforce diversity. It also focused on the historical origin of discrimination legislation. In Chapter 4 the Department of Local Government Western Cape (WC) is used as a case study, and the following is discussed:

- The organisational structure of the Department
- Scope of services rendered by the Department
- The Department's district boundaries
- The employee profile (i.e. employment equity plan)
- The key strategic role players
- Skills development (i.e. HR diversity management practices)

The above points are important elements when addressing workforce diversity in the organisation. Chapter 4 will provide background information on the Department, from the organisational structure to the type of skills development it offers. The information obtained during this study was gathered through the following departmental documentation:

- Annual Performance Plan 2011/2012: Department of Local Government (WC)
- Annual Report 2010/2011: Department of Local Government (WC)
- Consolidated Annual Municipal Performance Report 2008/2009
- Employment Equity Plan

4.2   Background to the Department of Local Government (WC)

Figure 4.1: Map of the Department of Local Government (WC)
Source: Western Cape Provincial Department (2012)

The Provincial Government together with Local Government in the Western Cape work to develop laws for, and provide services to, the people living in the Western Cape Province. This province is located on the south-western tip of the African continent and is one of nine provinces situated in South Africa.

The Western Cape Province is often complimented for its hospitality, natural beauty and cultural diversity, which make the province a popular tourist attraction. This diversity stems from the Western Cape's population of 5.4 million people living on 129 370 km² of land (PGWC: Provincial Treasury **-** Provincial Economic Review & Outlook **-** PERO 2011). The language spoken by the majority of the people living in the Western Cape is Afrikaans, with English and isiXhosa being the other dominant languages.

According to the PERO (2011), the Western Cape has the lowest unemployment rate (22.2%) when compared to the other provinces in the country and the national figure of 23.2%. The public sector plays a significant role in creating and maintaining

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employment in the province. As previously stated, the Western Cape Province is home to 5.4 million people who require and demand public services on a daily basis. In this case, the Department of Local Government is responsible for the promotion of *good governance* in local authorities and for improving service delivery at municipal level.

The overall mission of the Department is to:

- Enable municipalities to create an environment that delivers high quality services to communities;
- encourage integrated, participative and sustainable communities;
- ensure that all municipal priorities subscribe to national, provincial and local plans and resources, through the use of sound intergovernmental relations;
- be the first point of call when municipalities require advice and support; and
- facilitate delivery by means of sound administration and through engaging all spheres of government and social partners.

(Department of Local Government Annual Report, 2010/2011:5).

The Department consists of the three chief directorates of Governance, Municipal Monitoring and Support, and Disaster Management and Fire Brigade Services. Each of these chief directorates is responsible for overseeing and ensuring that the directorates, illustrated in Figure 4.2, deliver on their Annual Performance Plan (APP) and Key Performance Areas (KPA's). These KPA's, as listed in the Department's APP, enable the department to deliver on their responsibilities, ensuring that assistance is given to all 30 municipalities.

4.3   Organisational Structure of the Department

The organisational structure of the Department consists of a ministry, Head of Department (HOD), three chief directorates and twelve directorates. The key roles of the three chief directorates are illustrated and defined below.
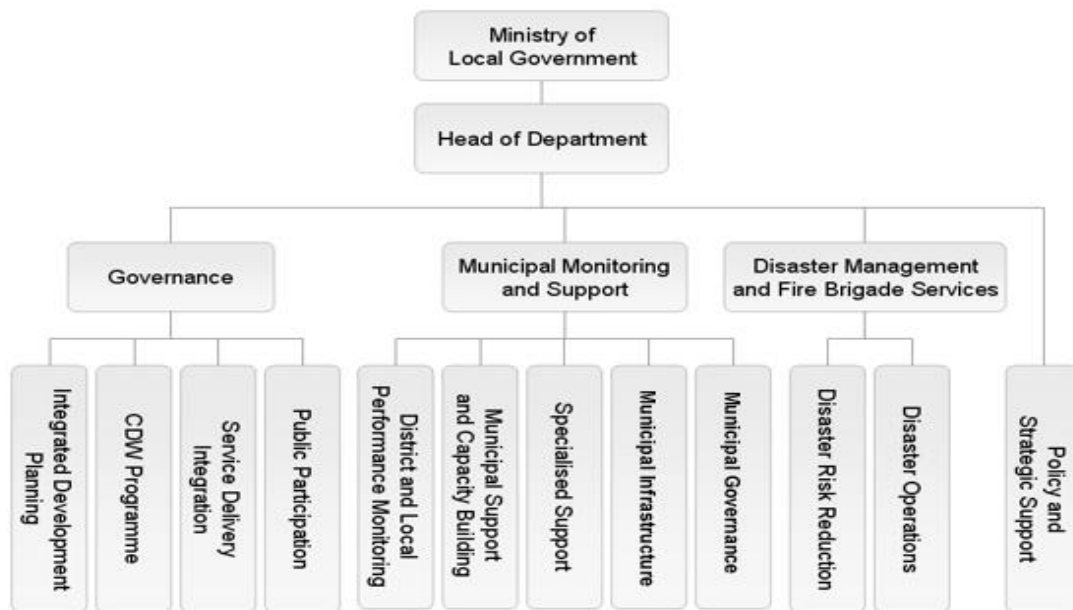
Figure 4.2: Organogram of the Department of Local Government WC
Source: Western Cape Provincial Government (2012)

The key responsibility of the chief directorate of Governance is to promote good governance while enhancing integrated developmental planning at municipal level as well as effective intergovernmental relations amongst all spheres of government. The chief directorate of Municipal Support and Performance Monitoring is responsible for the overall monitoring and efficacy of all 30 municipalities in the Western Cape. It is also responsible for improving the level of service delivery on a municipal level.

The chief directorate of Disaster Management and Fire Brigade Services has been allocated the responsibility of facilitating all disaster management risks as well as coordinating fire brigade services in the Western Cape Province. Finally, the directorate of Policy and Strategic Support has the overall responsibility of developing departmental policies, strategies and communication support services.

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4.4 Scope of Services Rendered by the Department

The Department has the overall responsibility of ensuring that all 30 municipalities are well governed and developed with regards to being empowered, integrated and sustainable communities. Each of the three chief directorates has its own scope of services that it renders to its stakeholders (i.e. municipalities).

Table 4.1: Chief directorates responsible for supporting municipalities at local level

Chief Directorate	Scope of services rendered:
Governance:	• Supporting municipalities with their integrated development planning. • Providing guidance and support to municipalities to ensure legislative clarity. • Managing the community development worker programme. • Facilitating cooperative governance by supporting service delivery. • Promoting integrated community-based planning by initiating public communication and participation.
Municipal Support and Monitoring:	• Monitoring and evaluating performances of metro and non-metro municipalities. • Providing assistance to municipalities and monitoring compliance with regards to the Property Rates Act. • Facilitating municipal infrastructure maintenance and development. • Coordinating training interventions and providing logistical support in aid thereof.
Disaster Management and Fire Brigade Services:	• Establishing and maintaining institutional disaster management capacity and implementing effective risk reduction

	activities.
	• Preparing for and responding to disasters and coordinating disaster recovery.
	• Being responsible for coordinating provincial fire brigade functions and capacitating municipalities.

Source: Western Cape Department of Local Government (2012)

4.5   The District Boundaries

Figure 4.3: Map of the Western Cape Region
Source: Consolidated Annual Municipal Performance Report (2008/2009: ii)

Figure 4.3 is an illustration of the Western Cape Region. This region is home to one metro municipality, five district municipalities and twenty-four local municipalities. The Department is responsible for ensuring that all 30 municipalities are governed and managed properly and ascribe to all applicable legislation. In the figure above, the

metro (City of Cape Town) is highlighted in yellow. The other five district (also called parent) municipalities, with their local municipalities, are detailed below.

Table 4.2: The five districts within the Western Cape Region

District Municipality	Local Municipalities
Metro Municipality	City of Cape Town.
West Coast District Municipality	Matzikama, Cederberg, Bergrivier, Saldanha Bay, and Swartland Municipality.
Cape Winelands District Municipality	Witzenberg, Drakenstein, Stellenbosch, Breede Valley, and Langeberg Municipality.
Overberg District Municipality	Theewaterskloof, Overstrand, Cape Agulhas, and Swellendam Municipality.
Eden District Municipality	Kannaland, Hessequa, Mossel Bay, George, Oudtshoorn, Knysna, and Bitou Municipality.
Central Karoo District Municipality	Laingsburg, Prince Albert, and Beaufort West Municipality.

Source: Western Cape Provincial Department (2012)

The Department is thus tasked with the responsibility to monitor, address and assist municipalities within these boundaries as indicated in the table above. The Eden district is the largest district, consisting of seven local municipalities, and Central Karoo District Municipality is considered the smallest district with only three.

Table 4.3: Western Cape population numbers

Western Cape Population numbers from StatSA 2011 Census	
Population per district and metro	**StatSA 2011 Census**
City of Cape Town	3 740 026
West Coast	391 766
Cape Winelands	787 490
Overberg	258 176
Eden	574 265
Central Karoo	71 011
Western Cape	5 822 734

Source: Statistics South Africa 2011 Census

The table above gives a breakdown of the population numbers in each of the five districts and metro area. It clearly shows that the majority of the population is situated in the City of Cape Town, Cape Winelands and Eden areas. Other diversities found between these six areas relate to age, gender and race. In all of the five districts and the metro it is evident that a higher concentration of coloured people reside within the Western Cape Region when compared to the other races of Blacks, Whites, and Indians (Western Cape Government Provincial Treasury, 2012). The remaining diverse characteristics found were those of age and gender.

Within the City of Cape Town (COCT) and the Eden area a dominant female population was found (Western Cape Government Provincial Treasury, 2012). In the Eden area the age cohorts between 20-34 and 40-44 indicate a proportionally larger population of females in the area and that the same phenomenon exists for other age cohorts such as 45 and upwards (Western Cape Government Provincial Treasury, 2012). A sharp decline throughout all age groupings of the male population has been evident. The remaining district municipal areas such as Cape Winelands, Overberg and Central Karoo have a respectively larger male population (Western Cape Government Provincial Treasury, 2012). What was also interesting is that the census taken in 2011 compared to the census taken in 2001 have shown an increase in each of these diverse characteristics where population size has grown, and areas previously dominated by males are now being dominated by their female counterparts (Western Cape Government Provincial Treasury, 2012:2-7).

4.6   The Employee Profile (I.E. Employment Equity Plan)

The following two tables provide a summary of the total workforce profile per occupational level in the Department. Temporary employees are defined as workers employed for three consecutive months or less. The tables in this section are based on the formats prescribed by the Employment Equity Act 55 of 1998.

The table below illustrates the total number of employees, including the total number of employees with disabilities, in each of the occupational groupings. Race is

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represented by letter, with ACIW representing African (or black South African), Coloured, Indian and White respectively.

Table 4.4: Employee profile of all staff in the Department

Occupational Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management (Levels 14-15)	-	1	-	1	-	-	-	1	-	-	3
Senior management (Level 13)	1	3	-	3	1	1	1	1	-	-	11
Professionally qualified and experienced specialists and mid-management (Levels 9-12)	6	11	2	4	3	7	-	6	-	-	39
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents (Levels 6-8)	12	16	1	5	12	22	1	4	1	-	74
Total	19	31	3	13	16	30	2	12	1	-	127
Temporary employees	-	-	-	-	-	-	-	-	-	-	-
Grand Total	19	31	3	13	16	30	2	12	1	-	127

Source: Western Cape Department of Local Government (2011/2012:117)

Figure 4.4: Pie diagram of the different race groups in the Department of Local Government

Indian 3.9%   White 19.7%

Coloured 48.03%   African 28.3%
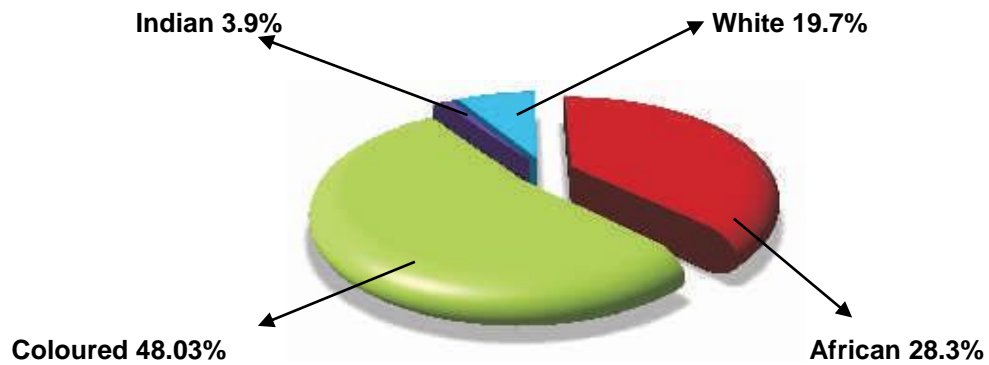
The above pie diagram is an illustration of the different race groups that reside within the Department and the percentages linked to each of these groups.

Figure 4.5: Pie diagram of the two gender groupings in the Department of Local Government

Female 58.7%   Male 41.3%
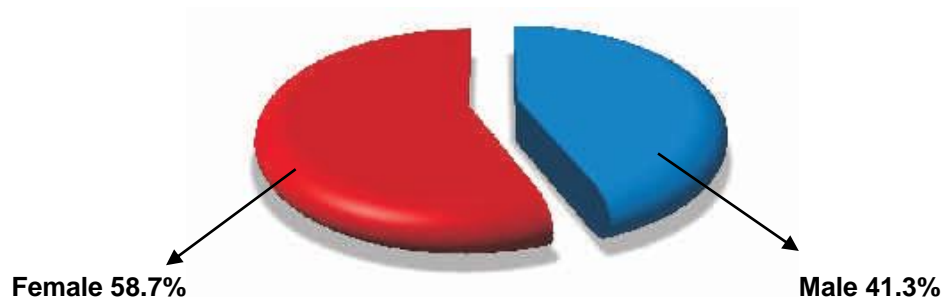
The above pie diagram is an illustration of the percentages of males versus females with regards to employee distribution.

The table below shows the total number of employees with a disability in each of the following occupational categories, as on 31 March 2011.

Table 4.5: The employee profile of all disabled employees

Occupational Levels	Male				Female				Foreign Nationals		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top management (Levels 14-15)	-	-	-	-	-	-	-	-	-	-	-
Senior management (Levels 13)	-	-	-	-	-	-	-	-	-	-	-
Professionally qualified and experienced specialists and mid-management (Levels 9-12)	-	-	1	-	-	1	-	-	-	-	2
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents (Levels 6-8)	-	-	-	-	-	-	-	-	-	-	-
Total	-	-	1	-	-	1	-	-	-	-	2
Temporary employees	-	-	-	-	-	-	-	-	-	-	-
Grand Total	-	-	1	-	-	1	-	-	-	-	2

Source: Western Cape Department of Local Government (2011/2012:118)

4.7   Strategic Role Players in the Department

The Department is managed by the following key strategic role players: the Minister of Local Government (Anton Bredell), the Head of Department (Hildegard Fast) and the chief directors (Mr GW Paulse and Mr CA Deiner). The position of the Chief Director Governance is vacant, and Mr H Magerman is currently acting in the position. Each of these chief directors has their own functional areas as illustrated in the previous organogram (Figure 4.2).

The key responsibility of management is to ensure that monitoring is conducted on a continuous basis through a strategic management framework. This should be done on a quarterly, monthly and bi-weekly basis either through reports or through management meetings. All managers are required to attend these management meetings to discuss the progress of the municipalities and that of the Department (Annual Performance Plan, 2011/2012:10). Management monitors the progress of projects and all other APP deliverables captured by making use of the dashboard system. Below are the strategic role players from the Minister of Local Government at the top, down to the HOD, the chief directors and the directors.
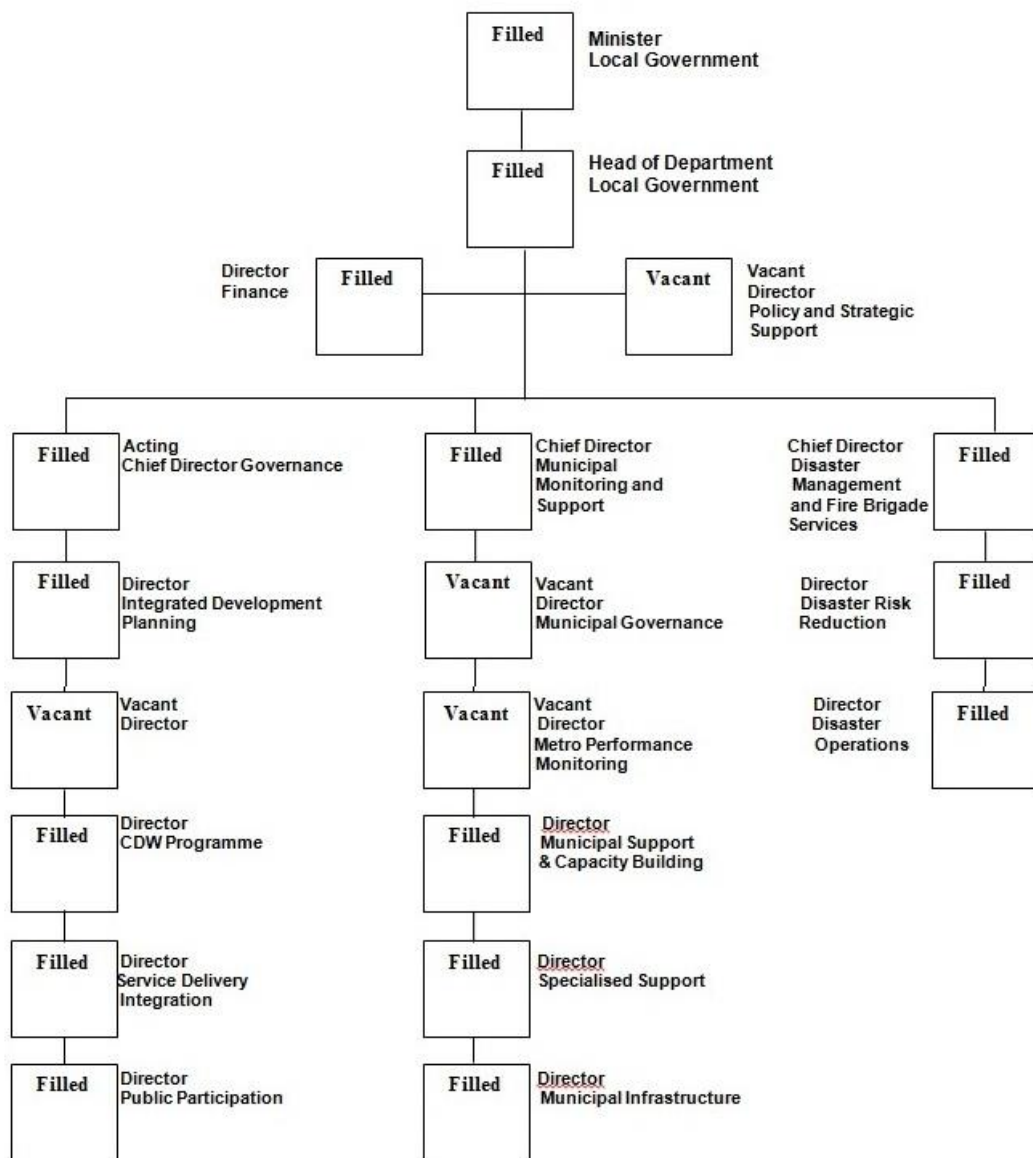
Figure 4.6: Map of the Department of Local Government (WC)
Source: Western Cape Department of Local Government (2011/2012:3)

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4.8   Skills Development (I.E. HR Diversity Management Practices)

Table 4.5 is an illustration of the attempts made by the department regarding skills development. The table shows the training required in the respective occupational categories for the timeframe being reviewed, as well as the actual training provided.

Table 4.6: Training needs identified at the start of the reporting period

Occupational Categories	Gender	Number of employees as on 1 April 2010	Training needs identified at start of reporting period			
			Learnerships	Skills Programmes and other short courses	Other forms of training	Total
Legislators, senior officials, managers	Female	4	-	4	-	4
	Male	8	-	4	-	4
Professionals	Female	104	-	93	-	93
	Male	67	-	57	-	57
Clerks	Female	19	-	13	-	13
	Male	1	-	1	-	1
Sub Total	Female	**178**	**-**	**152**	**-**	152
	Male	**135**	**-**	**104**	**-**	104
Total		**313**	**-**	**256**	**-**	**256**
Employees with a disability	Female	**10**	-	9	-	9
	Male	**6**	-	5	-	5

Source: Western Cape Department of Local Government (2011/2012:139)

The table below shows the actual training interventions that were identified during the abovementioned period.

Table 4.6: Training provided, 1 April 2010 to 31 March 2011

Occupational Categories	Gender	Number of employees as on 1 April 2010	Training needs identified at start of reporting period			
			Learnerships	Skills Programmes and other short courses	Other forms of training	Total
Legislators, senior officials and managers	Female	5	-	2	-	2
	Male	9	-	2	-	2
Professionals	Female	109	-	6	-	6
	Male	79	-	4	-	4
Technicians and associate professionals	Female	48	-	20	-	20
	Male	37	-	17	-	17
Clerks	Female	34	-	43	-	43
	Male	7	-	5	-	5
Sub Total	Female	**202**	**-**	**71**	**-**	71
	Male	**143**	**-**	**31**	**-**	31
Total		**345**	**-**	**102**	**-**	102
Employees with a disability	Female	9	-	-	-	-
	Male	6	-	-	-	-

Source: Western Cape Department of Local Government (2011/2012:140)

4.9   Diversity Profile of the Department of Local Government Western Cape

The Department has a total of 345 employees of which 120 are stationed at the Department itself, and the additional staff is deployed to the thirty municipal areas in the Western Cape Region as Community Development Workers (CDWs). For the purpose of this research only the 120 staff members stationed at the Department will be assessed. With regards to the gender dispersion there are approximately 58.7% women compared to 41.3% men employed in the Department. According to Figure 4.4 and 4.5 the race categories illustrate a 54.4 % representation of Coloured employees, compared to Blacks with 35.7%. White employees at stand at 8.1%, and Indian employees are at the lowest percentage with 1.8%. There are 15 employees with disabilities in occupational levels 1-10 in the Department. As indicated in the above paragraph, the Department has a diverse work pool which requires the guidance

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and leadership of management and the HR unit in order to ensure a good working environment, allowing all employees to be productive and satisfied in their jobs.

4.10 Adherence and Current Diversity Management Initiatives in the Department

According to the policy directorate in the Department of Local Government (WC) the following policies act as a basis for diversity management to which the Department should adhere:

- Guide for Employment Equity Compliance in the Public Service
- Handbook on Reasonable Accommodation for People with Disabilities in the Public Service
- Gender Equality Strategic Framework for the Public Service
- Transversal Human Resource Management Policy Document: Policy Statement on the Management of the Employment, Development and Career Progression of People with
  Disabilities in the Provincial Government Western Cape
- Public Service Affirmative Action and Employment Equity Report

The abovementioned policies and legal frameworks were developed by the Diversity Management Chief Directorate in the Department of Public Service and Administration (DPSA) in accordance with its core business displaying gender equality. With the help of DPSA the public service became more aware of gender equality issues which led to other areas being addressed such as race, religion, sexual orientation and disabilities. The main purpose of the Public Service Affirmative Action and Employment Equity Report (2011/2012:3) is to reflect the importance of employment equity in public sector organisations and, in so doing, highlight the Employment Equity (EE) targets as decided nationally for each provincial department.

The report states that the baseline achievement for all provincial departments was set at a 50% target for women representation in Senior Management System (SMS) level,

a 2% target for people with disabilities and a 75% target for black people in the 2011-2012 financial year (Public Service Affirmative Action and Employment Equity Report, 2011/2012:2). The report also states that the 75% equity target for race was achieved by all provincial departments, but the 2% for people with a disability and the 50% representation of women in SMS position was not achieved. For those provincial departments that underscored, for example, that did not achieve a 30% of the 50% (women in SMS positions) or achieved 1% out of the 2% for people with disabilities, special interventions were introduced to assist these underperforming departments (Public Service Affirmative Action and Employment Equity Report, 2011/2012:2). These interventions included special strategies like developing measures to attract, develop and attain women in SMS positions. It also identified and allocated the vacant posts that need to be filled by both of the non-achieved targets (Public Service Affirmative Action and Employment Equity Report, 2011/2012:2).

In this case the Department makes use of the abovementioned policies and frameworks to guide their practices in ensuring adherence as well as being concerned with the employees end departments' well-being.

4.11 Conclusion

The purpose of this chapter was to provide an understanding of how the Department is structured in attempting to achieve its KPAs as set out in its APP. The KPAs of the Department are dynamic and not influenced by any political shifts as in the case of municipalities. All thirty municipalities are governed and affiliated with a political party. With every new local election a political party is chosen which is responsible for managing and governing the municipality for their running time period. These political shifts can have negative influences on the municipality, such as new regulations and procedures being implemented or new people being appointed with different ways of doing things and seeing the present projects as not important. However, the priorities of the Department are similar to the strategic objectives that are embedded within the 30 municipalities.

The priorities of the Department are parallel to those of the municipality's to ensure that the Department and municipalities achieve their objectives together. All directorates work collectively toward the achievement of the strategic objectives to further transform these into measurable outputs that can be monitored and evaluated on a continuous basis. The Department is thus an important facilitator and role player in the success of municipalities and itself. Diversity in this sense assists the Department in ensuring that more diverse groups of people are reached. It is the sole responsibility of municipalities to provide service delivery to communities as they obtain first-hand information from them regarding their needs. It is therefore the Department of Local Government's responsibility to assist municipalities to achieve the above by constantly monitoring and evaluating their level of performance. If a municipality performs badly the Department must assist where necessary.

The objective of the next chapter is to present and discuss the findings of the research conducted through interviews and surveys as, well as to present the analysis of this data.

Chapter 5: Findings and Results

5.1   Introduction

Diversity and diversity management, especially the way in which these are implemented, play an important role in the life of any organisation. Diversity management is useful when organisations realise the importance of not only employing a diverse workforce, but how critical it is to manage it successfully as well. Many private as well as public sector organisations have started to implement diversity management programmes. These are to ensure that all employees are represented equally within the organisation, and make the integration of diverse employees into the working environment easier. However, this can often be challenging.

Diversity therefore necessitates an understanding, appreciation and response to the differences diverse employees hold. As mentioned in Chapter 2, managing diversity requires the commitment of all parties involved, including the participation of the employees themselves. It is necessary to understand that managing diversity is not only the responsibility of management but that of all stakeholders. Therefore, it can only be achieved if the buy-in of all stakeholders is accomplished throughout the organisation.

This chapter conveys the findings of this research study, which focused on the perceptions of the staff of the Department of Local Government (WC) regarding workforce diversity and diversity management within the department. This research was gathered from December 2012 to February 2013 through personal and telephonic interviews. Out of the 127 staff members, a total of 24 interviews were conducted with the Department of Local Government (WC).

The following guiding questions were used in the interview and questionnaires in order to establish the overall perceptions of the staff of the Department. These can be read in conjunction with the recommendations found in Chapter 6. The questions were developed based on the theory found in Chapter 2:

a) Does a culture of valuing equality, diversity and human rights exist within the Department?

b) Does the Department welcome and accommodate the different needs of all staff?

a) Has any diversity management training been conducted in the Department?

b) Do employees feel confident enough to disclose information about themselves, i.e. disability, race, age, sexual orientation, gender and religion/beliefs?

c) Has awareness has been promoted on how to raise equality and diversity concerns/complaints in the organisation?

d) Does diversity management have an influence on the functionality of the Department?

5.2   Methodology

This research used a qualitative study to assess the perceptions of the staff of the Department of Local Government (WC) regarding workforce diversity and diversity management in their working environment. The perceptions were assessed by means of an online survey and supplementary data was gathered through expert interviews. Given that the employees of the Department did not wish to complete the initial online survey, it was decided that an alternative methodology be applied to achieve the study's objectives by means of structured questionnaires conducted personally, supplemented with expert interviews.

5.2.1 Target population

The target population consisted of the staff of the Department of Local Government (WC), which included the main directorates below:

- Integrated Development Planning (IDP)
- District and Local Performance Monitoring
- Human Resources Directorate
- Public Participation
- Municipal Support

It is necessary to mention that the above directorates had been chosen to participate in the study due to their direct interaction with local government (i.e. municipalities) and the community.

5.2.2 Sampling definition and size

Expert interviews and structured questionnaires were directed with both the Department of Local Government (WC) and the Department of the Premier (DotP) to gain better insight into the HR practices found in provincial departments. The expert interviews were conducted with the following participants: the Director of HR (Department of the Premier) and the middle-level manager of HR (Department of Local Government).

The structured questionnaires were personally conducted with 24 staff members of the Department ranging from directors, deputy directors, assistant directors and support staff (administrative clerks and personal assistants). The sample size of this study can be defined as the minimum prerequisite number of responses needed in order to build a sound statistical conclusion. Due to availability and the non-participation of the employees of the Department, a convenience sample was used. Many opportunities were given to the staff to complete the initial survey but no participation was received. Therefore structured questionnaires were conducted with willing respondents. These respondents included directors, deputy directors, assistant directors and support staff (administrative clerks and personal assistants).

5.2.3 Data sources

For this study both primary and secondary data sources were used to increase the validity of the study. The primary data was gathered by means of expert interviews and a structured questionnaire. The expert interviews were conducted with HR officials and the structured questionnaires were conducted personally with 24 staff members of the Department. Various secondary data sources were used. Firstly, an in-depth literature review was directed which investigated the theory behind diversity

and diversity management. Secondly, in Chapter 3, applicable government legislation and policies were discussed. Lastly, in Chapter 4 a departmental document analysis was done and provided the background to the case study and other departmental information.

5.2.4 Research instruments

The research instruments used during this study were the expert interviews which were selected to obtain in-depth information from HR experts regarding diversity and diversity management within the Department. The expert interviews consisted of 15-20 minute sessions with each participant, using both open- and close-ended questions. Additional information that might not have been obtained during the interviews was sourced through the exchange of emails and phone calls.

A structured questionnaire was also completed by 24 of the staff within the department. Initially the questionnaires were available as an online survey to all staff, but the response rate was very low. It was then decided to personally visit available staff at the Department to complete the questionnaires. The purpose of the questionnaires was to gather information on the status of the diversity culture and climate that exist within the Department of Local Government through consulting the staff on their perceptions, views and personal experiences of workforce diversity and diversity management. It was anticipated that many different views would be highlighted among the diverse pool of employees.

These two research instruments made it possible to determine whether any HR practices existed in the Department to manage diversity, and revealed the perceptions of the staff on diversity management.

5.2.5 Limitations of the process

To complement the literature review, expert interviews and an online survey were proposed to make the study more reliable. Unfortunately, after many attempts the survey had to be conducted personally as a structured questionnaire due to a lack of interest from the staff in completing the online survey. Email correspondence was also made available to the respondents for the online survey, but no interest was shown.

The aim of the online survey was to gather information on trends and patterns around issues concerning: the level of diversity management within the Department, whether any diversity management programmes had been initiated, and how progress is being measured and monitored. The purpose was also to identify available HR management practices and functions if any diversity management issues arise. Based on these questions the researcher could have ascertained the staffs understanding and awareness regarding workforce diversity and the importance of managing it successfully in order for the Department to benefit from it. It would have also provided more feedback, time and anonymity for the respondents due to the survey being anonymous and able to be answered in their own time.

The disadvantages of using structured questionnaires is that these do not always allow the researcher the opportunity to clarify questions, verify the answers given, and clarify and elaborate on the answers received from the respondents. The possibility also exists that the researcher may not be able to get back to the respondents if some of the questions have not been answered properly. With regards to conducting the structured questionnaires personally, this can intimidate the respondents and prevent them from providing honest and truthful answers. The fact that the structured questionnaires are not conducted anonymously means that people can be identified by name and profession, which could make the respondents feel vulnerable and exposed.

The pros for conducting structured questionnaires face-to-face is that questions can be asked in a more detailed manner as well as achieve more detailed answers, as opposed to those asked online or via telephone surveys, and therefore obtain a higher response rate. Other positive traits include the instant report which can be written from notes

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made during the structured questionnaire, which means no generalisations have to be made based on the results.

5.3   Presentation of Results

The results will be presented in either graphic or tabular format and, where applicable, a narrative explanation will be given of the question or comment for a more in-depth understanding. This will allow the different views and perceptions of the different groups within the Department to be compared as well as identify the overall results of the diverse workforce. The overall responses gathered from the expert interviews and questionnaires can be found in Appendix A and B.

5.3.1 Responses to the expert interviews and questionnaires

Table 5.1: Number of responses received through the expert interviews and structured questionnaires

Responsibility	Total in department	Number of responses
HR (Department of the Premier)	1	1
HR (Department of Local Government)	1	1
Staff members	127	24

In the following sections the answers to the expert interviews will be given. These are based on the expert interviews conducted with Mr Matthee (HR function in Department of Local Government)) and Mr Mxi (HR function in Department of the Premier). These expert interviews were conducted with the two HR officials to determine the status of diversity management in the Department. The questions were based on whether or not a diversity management policy existed in the Department and whether any diversity training or audits had ever been conducted.

5.3.2 The level of diversity

Kossek, Lobel and Brown describe workforce diversity as visible and invisible traits that differentiate people into categories such as age, culture, disability, gender, ethnicity, sexual orientation, personality, religion, social status and marital status (Shen et al, 2009:235).

Once the gathered information had been evaluated, it became apparent that the level of diversity within the Department of Local Government also varies from one unit to another, as mentioned above. According to Mr Matthee's (HR function in Department of Local Government) knowledge, the Department has a total of 127 staff members, which includes the Pay as You Earn (PAYE) interns. The Department is aware that its workforce has different needs and also different work ethics. Therefore, Mr Matthee (HR function in Department of Local Government) noted that the level of diversity is monitored on an annual basis through a document called an Employee Equity Plan. In this document the different races, genders and those with a disability are highlighted. This document allows one to see any increase which has occurred in a certain category, for example, in the gender or race category.

5.3.3 Diversity management programmes and policies and how these are managed

In Chapter 2 Ongori and Agolla (2007) stated that organisational effectiveness can be credited to diversity management programmes and policies. These diversity management programmes help organisations develop experience in, and a reputation for, managing diversity successfully which results the best personnel being attracted to them (Carrel et al., 2000, as cited in Ongori & Agolla, 2007:73). This means that organisations can gain greater market share, human capital and higher levels of innovation, efficacy, as well as international competitiveness, which will depend on them managing workforce diversity across organisational boundaries (Barker & Hartel, 2004; Dass & Parker, 1996; Kandola et al., 1995; and Strauss and Mang, 1999, as cited in Ongori & Agolla, 2007:73).

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Various types of programmes exist that can be initiated within organisations to assist with managing workforce diversity. These diversity management programmes can be categorised into three types, namely affirmative action/equal employment, valuing diversity, and managing for diversity (D'Netto and Sohal, 1999). After conducting the expert interviews a better understanding was gathered about the responsibility of HR in the Department of Local Government and in the Department of the Premier. Affirmative action/equal employment is one of the programmes that have been initiated in the Department of Local Government (WC) as a compulsory programme. When asked whether the Department has a diversity management policy in place, Mr Masithembe Mxi (HR function in Department of the Premier) responded by saying that, "The only policies or legislation that speaks to diversity is the formal affirmative action/employment policies such as the Employment Equity Act, Labour Relations Act, BCEA, and Public Service Act." A search was also done through departmental documentation to see whether any other types of policies/plans exist to guide the Department in managing diversity, but nothing was found. According to the Department's APP, the only policies mentioned are the Employment Equity Act and the Labour Relations Act.

According to Mr Mxi (HR function in Department of the Premier), the only policies available regarding workforce diversity and to protect staff against discrimination are those national policies of the Employment Equity Act, Labour Relations Act, Basic Conditions of Employment Act, the Constitution (1996), and the older policies such as the Public Service Act. It was also stated that none of the thirteen Provincial Departments have diversity management programmes or policies in place, due to it not being formally required. Additionally, no diversity audits are done to measure whether any progress has been made in enhancing the working environment and working standards of the staff of the Department. Mr Mxi (HR function in Department of the Premier) did indicate that, if such a policy (diversity management policy) were to exist, it would assist the thirteen Provincial Departments to better understand their staff as well as support their growth in the Department. The Department is enriched with a diverse pool of employees and, with support from a diversity management policy, the Department can create an organisation that is effective in managing diversity and create a workplace where employees can be

inspired to work to the best of their abilities. This will have a positive impact on the functionality of the department, meaning that all stakeholders can work towards a common goal due to a better understanding of the core business.

5.3.4 Diversity audits

As mentioned in Chapter 2, diversity audits enable employers to be aware of any concealed harmful or prejudicial behaviour that might exist in the working environment. This allows the employer the opportunity to address and avoid risks associated with diversity that might lead to discrimination and harassment lawsuits. Through the conducting of diversity audits, useful information can be gathered which will allow employers to understand the needs of their employees, including concerns regarding turnover, support, training and advancement opportunities. Diversity audits also determine an organisation's customer profile and how best to meet its needs and take into account their diverse backgrounds. The nature of these diversity audits will depend heavily on the commitment of the organisation to investigating workforce diversity issues and concerns.

Based on the interviews conducted with Mr Mxi (HR function in Department of the Premier) and Mr Matthee (HR function in Department of Local Government), the only way diversity is monitored is through the Employment Equity Plan. This Plan is drafted according to the formal policies as mentioned in previous paragraphs and allows employers to see the different dynamics that exists within the organisation and whether all genders, races and the disabled are represented equally and fairly. This EE Plan can also assist organisations to better understand their employees with regards to their abilities, skills, needs and aspirations due to training needs being highlighted.

Both gentlemen interviewed noted that it has become difficult to track diversity issues since 2010 when all thirteen provincial departments centralised their HR units, and most HR personnel were moved to the DotP with only a handful being left in their respective departments. This limited HR when trying to take on their responsibilities in their respective departments. The Department of Local Government depends

heavily on the Employment Equity Plan which acts as an audit process, assisting with issues regarding workforce diversity.

5.3.5 HR Management Practices and Functions

The manner in which diversity is welcomed in an organisation will widely depend on the type of organisational culture that exists within the organisation. This will also give an indication of the way in which employees pursue their own career ambitions without being constrained by gender, nationality, race, religion or other factors unrelated to their performance (Ongori & Agolla, 2007:73). Diversity management enables diverse employees to perform their responsibilities to the best of their abilities in an unbiased working environment which allows no group to have an advantage or disadvantage against another group (Torres and Bruxelles, 1992, as cited in Ongori & Agolla, 2007:73).

Organisations can be successful at diversity if their main purpose is to manage, create and value diverse employees (Hayes, 1999; Jackson et al., 1992, as cited in Ongori & Agolla, 2007:73). The following are methods to guarantee success when managing workforce diversity in any organisation:

- The responsibility of managing diversity should be assigned to senior managers; and
- concerns regarding workforce diversity should be directed to the human resource unit, such as issues related to recruitment and selection, succession planning, placement, rewards and performance management.

(Jackson et al. 1992 & Cascio, 1998, as cited in Ongori & Agolla, 2007:73)

Therefore, HR plays a pivotal role in ensuring that the organisation initiates a workspace that will increase commitment, motivation and satisfaction of diverse employees. According to Mr Mxi (HR function in Department of the Premier) and Mr Matthee (HR function in Department of Local Government) the only HR practice and function available is the support offered when a grievance is lodged against an

employee guilty of misconduct (discrimination or sexual harassment). HR's main function is to act as a mediator between the employer and employees as well as amongst diverse employees. Ultimately HR should be the most important role player in the organisation and should implement and set out the policies to be adhered to by both the employer and employees.

5.4   Questionnaire Responses

Twenty-four (24) responses were collected through the conducting of a questionnaire. A breakdown of the respondents that participated in the study is shown in the table below.

Table 5.2: Number of responses received through the structured questionnaires

Directorates	Number of Reponses through the survey
Municipal Support	2
District and Local Performance Monitoring	3
Integrated Development Planning (IDP)	1
Human Resources Unit	5
Other	13

The questionnaire consisted of three sets of questions which will be illustrated through figures and narration. The first set of questions was close-ended, and gave respondents the option to either strongly agree, agree, neither agree nor disagree, disagree, or to strongly disagree. The second set of questions was a mixture of close- and open-ended questions which provided the respondents the opportunity to give a further comment on their answer. The last set of questions was directed at the demographic profile of the employees who participated in the study.
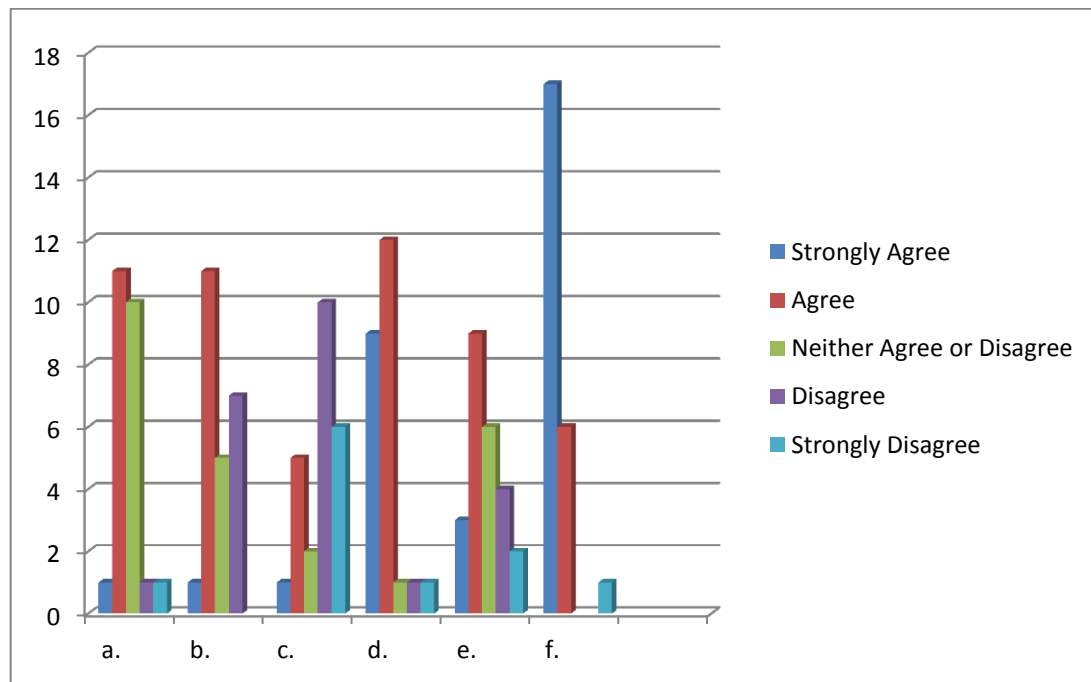
5.4.1 Section 1: Questions a-f

Figure 5.1: Questions a-f

Coding for letters a-f

a. Is there a culture of valuing Equality, Diversity and Human rights within the Department?

b. Does the Department welcome and accommodate the different needs of all staff

c. Have you received any diversity management training while you have been at the Department?

d. Do you feel confident to disclose information about yourself, i.e. disability, race, age, sexual orientation, gender, religion/belief to help the monitor the profile of its staff

e. Are you aware of how to raise an equality and diversity concern/complaint in this organisation

f. Do you feel comfortable to interact with other people that are different in relation to language, race, age, ethnicity and sexual orientation, etc.?

Table 5.3: Questions a-f

Section 1: Introduction to Interview (Question 1-6)	Strongly Agree	Agree	Neither Agree or Disagree	Disagree	Strongly Disagree
a. Is there a culture of valuing Equality, Diversity and Human rights within the Department?	1	11	10	1	1
b. Does the Department welcome and accommodate the different needs of all staff	1	11	5	7	
c. Have you received any diversity management training while you have been at the Department?	1	5	2	10	6
d. Do you feel confident to disclose information about yourself, i.e. disability, race, age, sexual orientation, gender, religion/belief to help the monitor the profile of its staff	9	12	1	1	1
e. Are you aware of how to raise an equality and diversity concern/complaint in this organisation	3	9	6	4	2
f. Do you feel comfortable to interact with other people that are different in relation to language, race, age, ethnicity and sexual orientation, etc.?	17	6			1

The overall perception in the Department regarding diversity management is that there is a culture of valuing equality, diversity and human rights. The employees also believe that the Department is welcoming and accommodating of all staff and that, as an employee, they feel comfortable disclosing personal information or raising a concern or complaint. Another concern was that employees would not be fully comfortable with the information gathered due to the process not being anonymous. This did have an impact on the answers, especially in section 2 where respondents did not answer all the questions. The implication of this was that not all of the necessary responses were received for the researcher to be able to draw a full conclusion from the results. This impaired the researcher's ability to gain a true reflection of the perceptions of the Department.

5.4.2 Section 2 Questions 1-7

The main purpose of section 2 of the interview process was to determine the level of awareness of the respondents on issues regarding diversity and diversity management, and also whether any interventions are needed to enhance or enforce diversity management in the Department. As illustrated below, the respondents' answers were tabulated, but not all the questions were answered. The respondents were informed beforehand of their right not to answer any questions that they did not want to answer.

Table 5.4: Department stance on workforce diversity and diversity management

Department stance on workforce diversity and diversity management			
	Yes	No	Don't Know
1. Do you know whether the Department has a diversity management policy in place?	3	2	11
2. If yes, does it contribute to the well-being of the Department and staff?	2	3	5
3. Do you think that the Department and all staff should undergo diversity management training and capacity building?	15	2	
4. In your opinion is the Department familiar with, as well as aware of, the importance of managing diversity successfully?	7	4	6
5. Do you think that the Department and staff should undergo diversity management training and capacity building in order to understand the importance of workforce diversity and diversity management?	15	1	1

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6. Do you think that the Department is fully aware of the requirements for a well-performing organisation? (e.g. staff working together in a safe and fair working environment)	12	2	3
7. Over the last few years, have you noticed any diversity management training being conducted?	1	15	1

What became evident from these questions is that many of the respondents indicated that either no diversity management policy existed or that no knowledge of such a policy existed. The majority of the respondents also indicated that diversity management training should be implemented with both staff and management. The feedback received from section 2 can be seen as very helpful in the sense that it highlights the weaknesses and strengths of the Department. These perceptions of staff can be critically important for the Department to strengthen its relationship with employees as well as to become an inclusive Department that takes diversity management into consideration and takes its responsibility to provide the best services to its stakeholders on local government level and the community seriously.
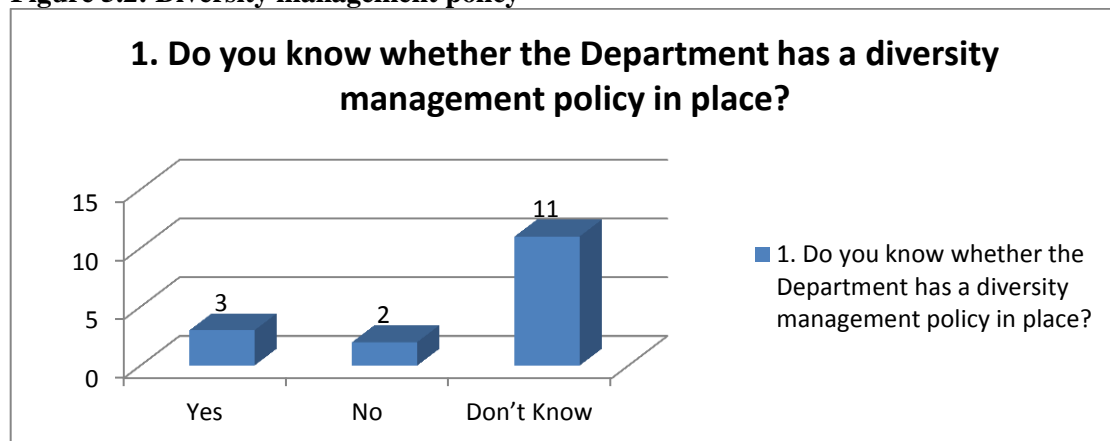
Figure 5.2: Diversity management policy
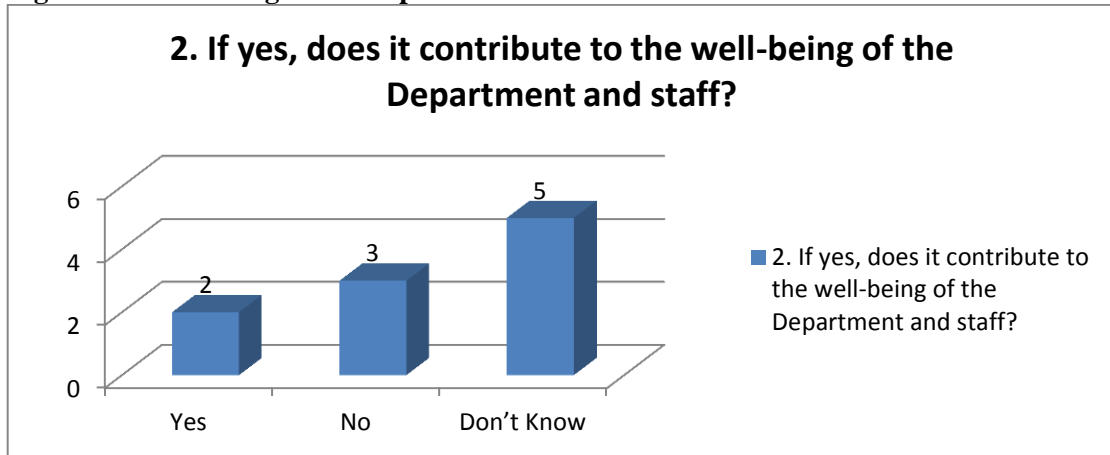

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Figure 5.3 Well-being of the Department and staff

2. If yes, does it contribute to the well-being of the Department and staff?

Figure 5.4 Diversity management training and capacity building

3. Do you think that the Department and all staff should undergo diversity management training and capacity building?
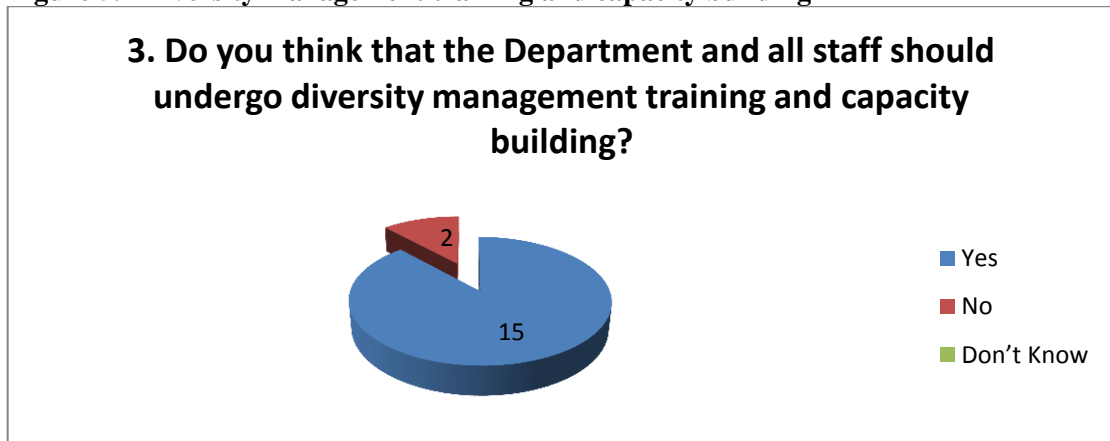
Figure 5.5: Department's familiarity with the important of managing diversity

4. In your opinion is the Department familiar with and aware of the importance of managing diversity successfully?

Figure 5.6: Diversity management training

5. Do you think that the Department and staff should undergo diversity management training and capacity building in order to understand the importance of workforce diversity and diversity management?
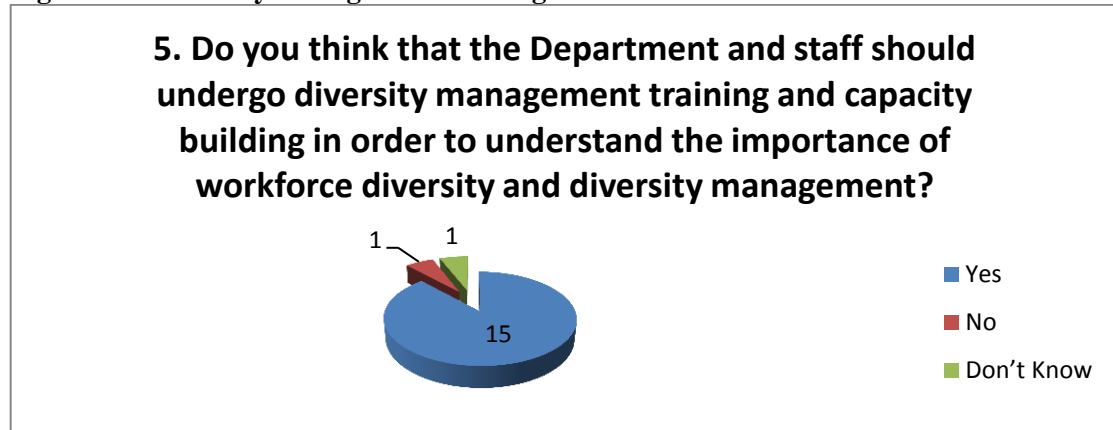

Figure 5.7: Requirements for a well-performing organisation

6. Do you think that the Department is fully aware of the requirements for a well-performing organisation? (e.g. staff working together in a safe and fair working environment)

Figure 5.8: Diversity management training being conducted
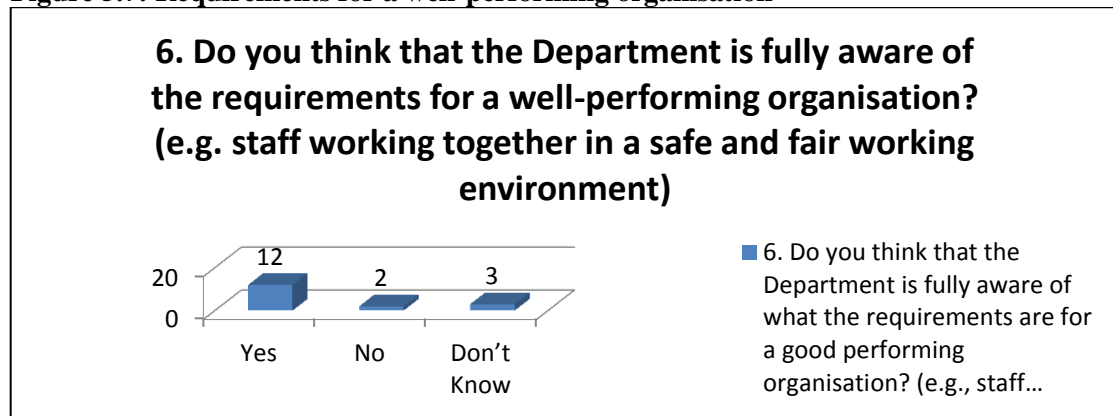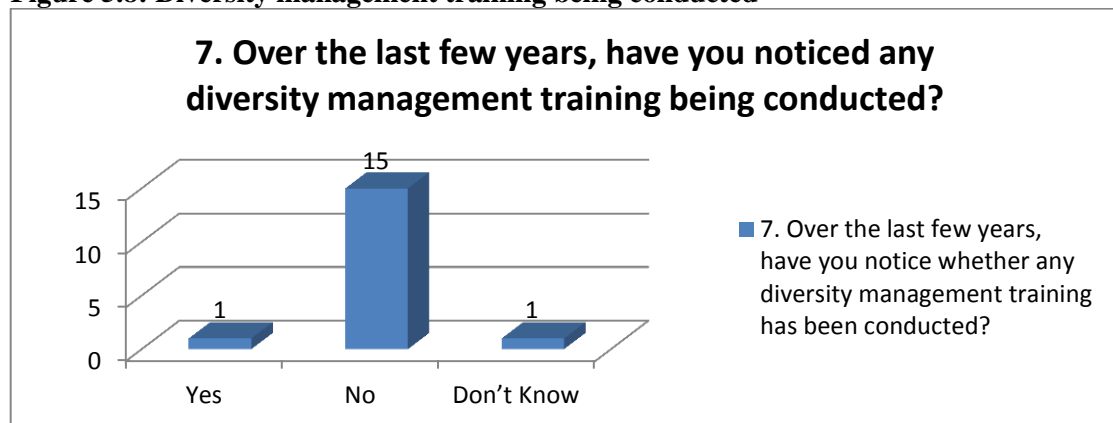
7. Over the last few years, have you noticed any diversity management training being conducted?


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5.4.3 Section 3: Demographic Profile

In the third section of the interview, the demographic profile of the interviewees as well as their diversities was discussed. Out of the 24 respondents the following demographic evidence was gathered:

**Figure 5.9: Which area do you work in?**
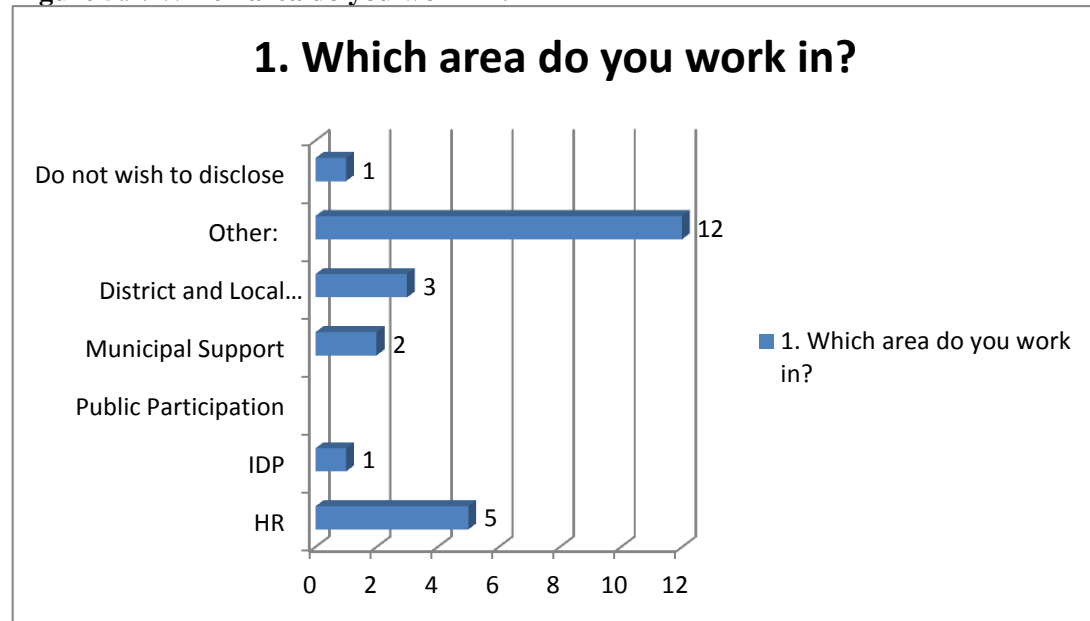
The above graph shows that the majority of the respondents were allocated in other directorates than the ones included in the interview. As indicated, at least five respondents that work in the HR component participated in the study. A generous amount of the other directorates included in the study also participated. It can be said that a good representation is given of all the directorates, even though one respondent chose not to identify the area in which they work within the Department.

Figure 5.10: What is your occupational group?

2. What is your occupational group?
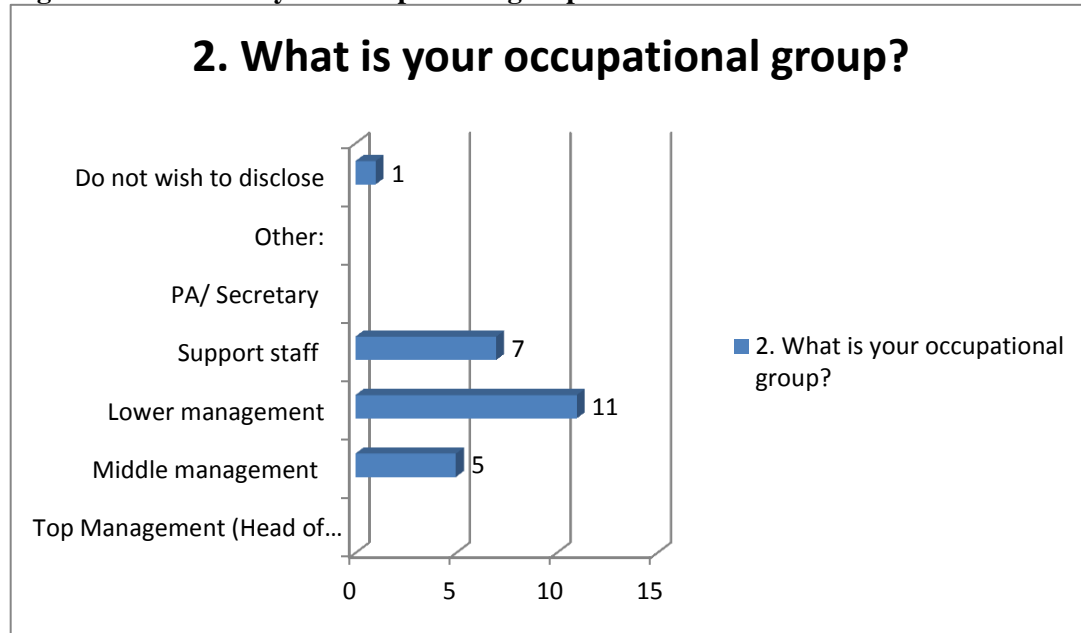
Regarding the above graph, more respondents from the lower management and support staff occupation groups were interviewed. This was in order to get a better perception of how employees of a subordinate level perceive workforce diversity and whether any issues have been experienced where diversity management has had an influence on the functionality of the Department or the employee's working environment.

Figure 5.11: Do you have a disability?

## 3. Do you have a disability?
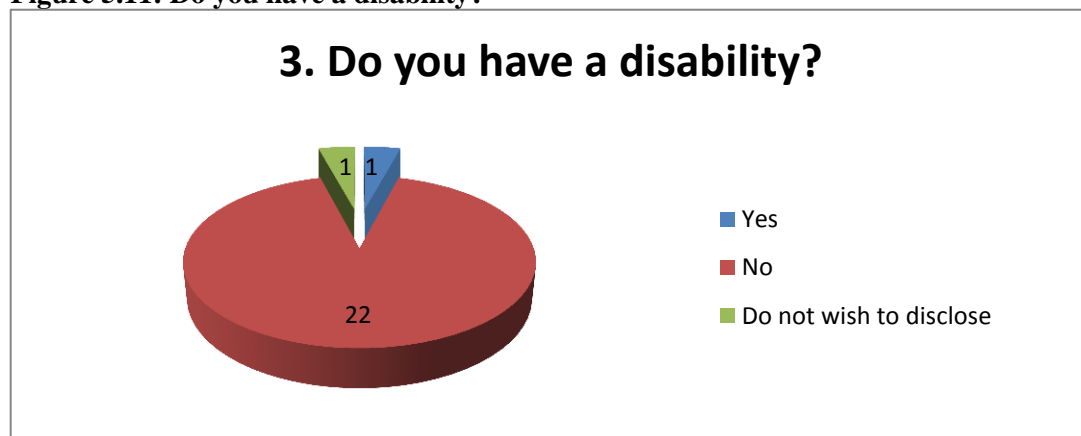
Out of the 24 respondents only one had a disability. This question is important to see whether or not the Department is complying with the Public Service Affirmative Action and Employment Equity Report of 2011/2012 which states that a minimum of

2% of disabled employees should be shortlisted and employed in the Department of Local Government in WC.

Figure 5.12: What is your gender?
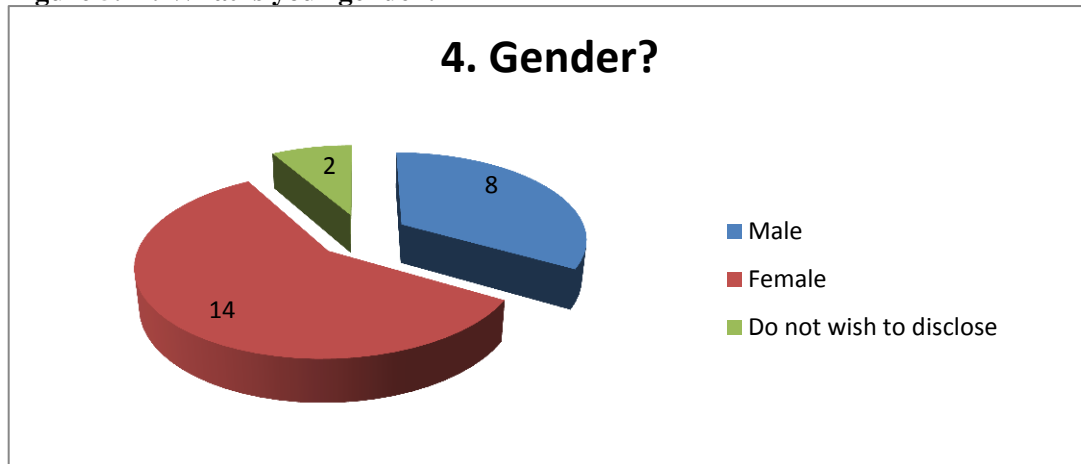
The gender question was based on the same premise as the previous question – to see if the Department is complying with the Public Service Affirmative Action and Employment Equity Report of 2011/2012.

Figure 5.13: What is your age group?
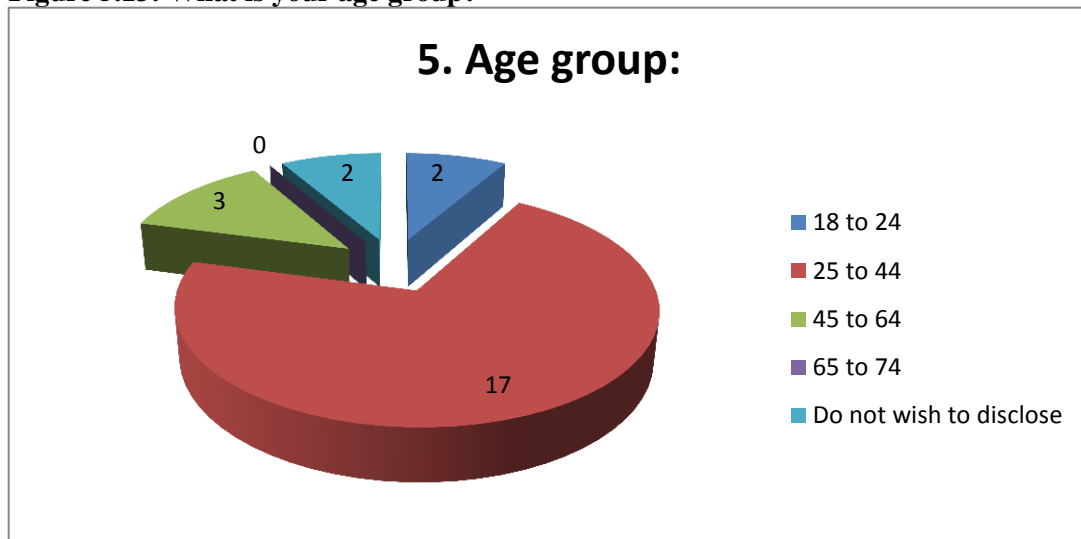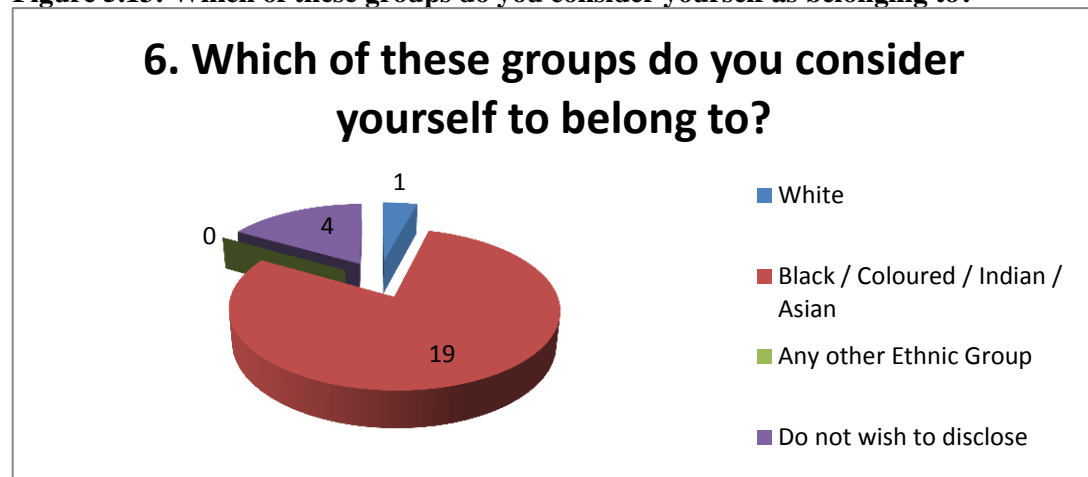

As indicated in the Public Service Affirmative Action and Employment Equity Report of 2011/2012, young adults, which are a new addition to the concept of diversity, should also be taken into consideration when recruiting new employees. This has been made a new target in order to lessen the unemployment rate as well as to give young adults the opportunity to have a career and an income.

Many young adults fall into the categories of either having a tertiary background but not having practical experience, not having any formal educational background, or not having any related skills. By incorporating this into the report, the public as well as private sector organisations are forced to employ younger people and, in doing so, provide on-the-job training and the opportunity to further a tertiary background.

Figure 5.13: Which of these groups do you consider yourself as belonging to?

6. **Which of these groups do you consider yourself to belong to?**

- White
- Black / Coloured / Indian / Asian
- Any other Ethnic Group
- Do not wish to disclose

The race category is one of the biggest categories of diversity and, as illustrated above, the largest portion of interviewees fell within the Black/Coloured/Indian/Asian category. The researcher made an open request for all employees to participate in the interview process; therefore a specific group was not deliberately chosen. Out of the 24 respondents, 19 fell under the Black/Coloured/Indian/Asian category and one into the White category. The remaining four respondents did not wish their race to be disclosed.

Figure 5.14: What is your religion?
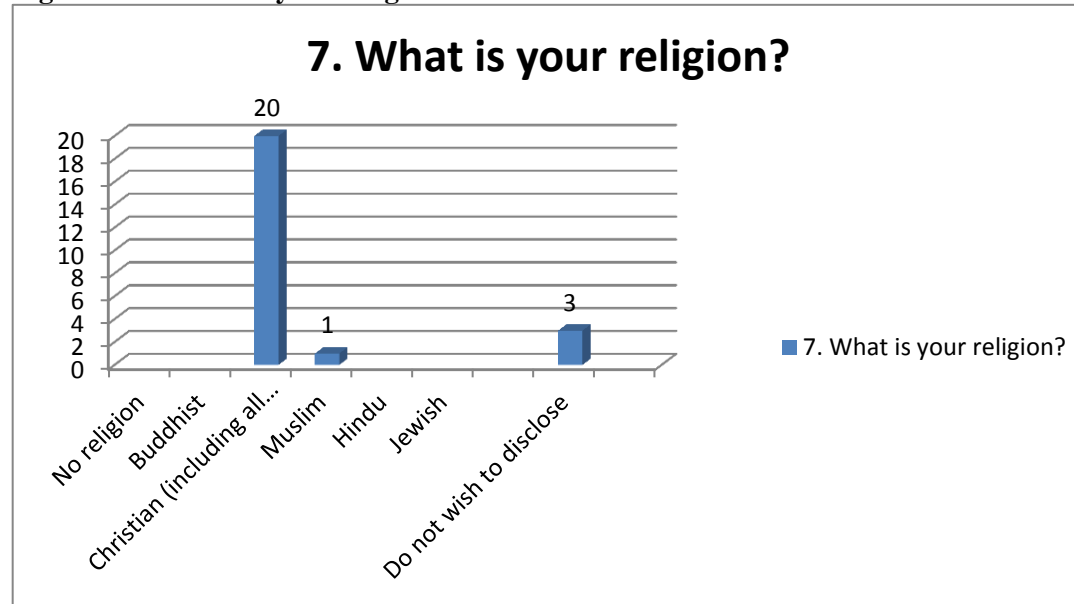
The last question was based on religion and was more for interest sake to see how the 24 respondents differed in this category in relation to the other questions. According to the above graph the majority of the respondents categorised themselves as being Christian.

5.5   Conclusion

Chapter 5 evaluated the case of the Department of Local Government (WC). What was found after evaluating the Department is that not enough effort has been done on the subject of diversity management. Some diversity management plans have been initiated, such as the Employment Equity Plan, as well as adherence to the national policy; the Constitution, Employment Equity Act, and the Labour Relations Act. The national legislation, as mentioned above, was developed with the sole purpose to protect employees against unfair discrimination. These Acts' main purpose is to enforce affirmative action and employment equity within the workplace, which the Department should adhere to. In the case of the Department, diversity is evident and the numbers can be seen in Chapter 4 as well as in Chapter 5. According to the information gathered in Chapter 5, the staff's knowledge regarding diversity management is limited as employees are unaware of whether or not a diversity

management policy has ever existed or whether any training of such a nature has been conducted. This is mainly because:

- Limited effort has been made by the Department to develop a diversity management policy;
- more diversity management programmes and training should be conducted, in order to bring about awareness on workforce diversity and successful management of diversity;
- insufficient diversity audits have been made to determine the level of diversity in the Department; and
- most importantly, there is a limited number of staff residing within the HR unit to fully assist the Department in creating a strong diversity environment that supports the well-being of the staff and the Department.

It is important that the above issues be addressed. In order to do so, the purpose of the next chapter is to provide recommendations so that the Department can become a safe and inclusive working environment for all employees and local government stakeholders.

Chapter 6: Recommendations and Conclusion

6.1   Introduction

As mentioned in Chapter 1, since 1994 many polices and acts have been passed that have had extensive consequences for how people with diversities have been perceived in the working environment. These policies and acts have changed the way employers perceive diverse employees and have changed their management style to accommodate these individuals as in the case of the Department of Local Government in the Western Cape.

The HR department's main purpose in any organisations is to create people-oriented programmes and policies which allow all employees to be developed. The HR department is the most important unit in the organisation to coordinate and facilitate the management of workforce diversity, through developing and implementing diversity management programmes and policies within the Department.

What was found in the previous chapter was that no diversity management policy existed within the Department. This is a serious problem as such a policy should play an important role in the way the Department reacts to diversity and how best to address diversity management issues if these should arise. There are also no diversity management programmes that can assist in creating awareness and help employees to understand how best to interact with other employees. It was also noted that no diversity audits were being regularly conducted.

The purpose of Chapter 6 is therefore to provide possible recommendations to the Department of Local Government on how to become a more inclusive Department regarding diversity and also on how best to manage it.

6.2   Summary of Chapters

In Chapter 1, a short introduction and background was given on the subject of the usefulness of managing workforce diversity in public sector organisations, but with a focus on the Department of Local Government (WC). A motivation, research objectives, research design and methodology were also briefly discussed to indicate the manner in which the study was to be conducted. Lastly, key concepts were also made available for the interest of the reader and a chapter outline was given.

Chapter 2 discussed the foundation of the research and explained in detail what diversity and diversity management is and, more importantly, why managing diversity should be the core business of HR and top management. The theory in Chapter 2 also guided Chapter 6 by informing the recommendations given to make the Department more inclusive. Also stated in Chapter 2 was the importance of communication and language in order for the recommendations to be successfully implemented.

The legal framework, as discussed in Chapter 3, compels provincial departments to have certain laws and regulations in place such as the Employment Equity Plan and the APP. These two documents guide the Department's legal environment and, by including the recommendations in these two documents, a better organisational culture can be enforced along with better performance from employees, increased employee morale and better service delivery from the Department as a whole.

Chapter 4's main purpose was to give a broad overview of the case study of the Department of Local Government (WC). This chapter highlighted the Department's core business which is providing support to the thirty municipalities in the Western Cape region and explaining how the different directorates in the Department assist the municipalities.

Chapter 5 was solely dedicated to analysing the Department and to highlighting that no diversity management policy or programme exists within the Department on how to handle or manage a diversity issue. What was also clear about the Department is

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that it falls short of what is required of it, whether in theory or action, to make itself an inclusive organisation regarding diversity management.

The final chapter, Chapter 6, provides recommendations for the Department to be a more inclusive entity as set out in Chapters 2 and 5. But, the recommendations can only be successful if top management and HR have the necessary capacity to successfully implement the abovementioned recommendations.

6.3   Main Findings of the Research

One of the main findings of the research was that the majority of the Department's employees do not even know whether it has a diversity management policy in place or not. It was also indicated by the respondents that all staff members, including management, should undergo diversity management training and capacity building to strengthen Department inclusivity. The Department was found to have never implemented diversity management training or diversity audits. It was indicated by the respondents that diversity management programmes and training could be beneficial to the Department if initiated.

During the expert interviews with Mr Matthee (HR function in Department of Local Government) and Mr Mxi (HR function in Department of the Premier), it was found that no diversity policies or programmes existed within the Department and that the Department used national policies and legislation such as the Constitution (1996), Employment Equity Act and the Labour Relations Act as guides and prescribes for diversity. Also, when faced with a diversity problem no departmental policy was available to assist the Department. In light of the above, as well as the results obtained in Chapter 5, the next section has been dedicated to making recommendations for the Department.

6.4   Recommendations

The premise of Chapter 6 is based on the Department's main role to provide support to its local stakeholders of the 30 municipalities and the broader community. The employee's effectiveness and efficiency will largely depend on the Department's ability to achieve its developmental and operational goals as set out in its Annual Performance Plan. This will only materialise if the Department is geared towards inclusiveness, i.e. providing a working environment that is diversity friendly and managing diversity successfully in order to be united and supportive to their stakeholders. With no formal diversity management policy in place, the following recommendations can be used to make the Department an inclusive organisation:

6.4.1 Capacitating the HR unit: An important factor for any well-managed organisation is having a good foundation. In this case the foundation should be the HR unit. HR plays the pivotal role of assisting management in controlling and managing the working environment. HR should also act as key custodians in creating a diversity-friendly environment which is not only beneficial to employees but, even more importantly, assists the Department to be a well-governed organisation.

In the case of the Department no such support is visible. This inability can be ascribed to the modernisation in 2010 when all thirteen provincial departments were centralised to the Department of the Premier (DotP). During this centralisation most HR personnel were moved to the DotP and only a handful were left in their respective departments. This has caused incapacity in the HR unit, meaning that only a small number of personnel are available to fully capacitate and assist the Department of Local Government (WC) with diversity or personnel issues. The small number of personnel that is left at the Department are unable to manage the magnitude of diversity that exists there.

For the Department to address the incapacity found in the HR unit, it needs to consider appointing change agents to assist HR in addressing the diversity issues within each respective department. These change agents can be employees in the

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Department to assist in creating a friendly, safe and inclusive working environment.

6.4.2 A diversity management policy should be developed: According to the information gathered, no departmental diversity management policy has ever been developed or present in the Department. During the interview process both Mr Mxi and Mr Matthee stated that none of the thirteen provincial departments, including the Department of Local Government have a diversity management policy. Therefore, an important recommendation is that such a policy be formulated in order to guide the Department in reaching its objective of being an inclusive organisation.

This policy should clearly express the Department's views on diversity and diversity management, as well as bear the signature of top management and HR's commitment. This will reaffirm the commitment the Department has towards the well-being of its employees and towards delivering the best services to its local stakeholders (i.e. municipalities) and the community. This diversity management policy will also need to be communicated throughout the Department. This is where awareness campaigns will be needed.

6.4.3 Diversity management awareness campaigns need to be launched: Every Department has an internal newspaper which is used to inform employees of new and upcoming events, policies and regulations, and even to introduce new employees. In the case of the Department, this internal newspaper can be used as a point of departure for making employees aware of the new diversity management policy. The internal newspaper can have articles where it explains the policy and what it entails. The follow-up articles can be directed at issues around diversity and how best to handle and manage diversity. This newspaper can also advertise when diversity workshops and cultural days will be held.

These awareness campaigns can be valuable in that they can give employees information that might help them understand why such a policy is necessary and why it is important for everyone to accept one another's diverse characteristics.

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6.4.4 Diversity needs to be managed through the initiation of diversity management workshop/cultural days: With the Department's current focus it is evident that a change is needed. This can be done through the hosting of diversity workshops or more informal cultural days. These workshops will assist the Department to reach all employees by making it compulsory for everyone to attend. Here employees can determine for themselves whether they have ever encountered discrimination due to workforce diversity, or whether managing diversity successfully can have a positive impact on the morale of the employees and the service delivery of the Department.

These cultural days can be a fun event at which everyone can even dress up according to their culture, religion or ethnicity. This initiative can be used as an ice-breaker at the workshop to teach employees the meaning and importance of each other's diversity. This can be a great learning tool which the diversity management programmes can be built on.

6.4.5 Diversity management training programmes should be initiated: The diversity management training programmes should not only focus on the departmental staff, but more specifically on the HR unit. The reason for this is that the HR unit is responsible for the recruitment and selection process in which diversity also plays a role. When employing new staff, one needs to consider the duties and responsibilities of the new person. But another important factor is that of EE/AA and Labour Relations which stipulate that race, gender and age be considered when appointing staff. Therefore, diversity management training is important to assist HR and, indirectly, employees to create a fair and inclusive working environment.

6.4.6 A diversity auditing system needs to developed and maintained: From developing a diversity management policy and launching awareness campaigns, to initiating workshops and diversity management training, it is important to keep track of the progress made so far in any organisation. Therefore, diversity audits need to be initiated and maintained together with the abovementioned in order to ensure that progress is made and legislation is adhered to. As mentioned in

Chapters 2 and 5, diversity audits are important as they inform the organisation of the current trends of diversity. These are useful mechanisms to see whether any changes have occurred in the last year and whether any changes need to be made regarding the workforce. Diversity audits can assist the Department of Local Government in determining whether further diversity management workshops are needed, as in this case it will be the first of its kind. If the audit does provide positive feedback, the Department can use it to incorporate it into their legislation for future purposes.

The following diagram is called a Responsibility Map. It will outline the responsible persons regarding employment equity and diversity management:
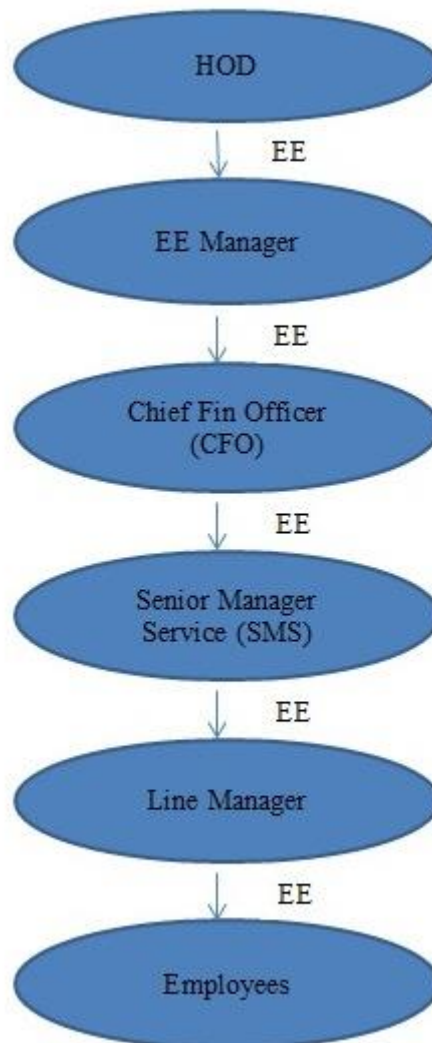

Figure 6.1: Responsibility Map
Source: Western Cape Department of Economic Development and Tourism (Employment Equity Toolkit: 6)

The responsibility map is an illustration of each person or group responsible for diversity management. Looking at the map it is clear that the Head of Department (HOD), who is the accounting officer in the Department, is by law the most responsible/accountable for equity. In this case the EE manager together with the HOD is responsible for creating a diversity-friendly environment. The CFO and SMS members must ensure that provisions are made for financial resources, and the line managers and employees must promote EE/diversity management. This is why the researcher felt it necessary to get lower management's, support staff's and the personal assistants' (PA's) perceptions during the expert interviews.

Figure 6.2: Framework for the Recommendations
Source: Western Cape Department of Economic Development and Tourism (Employment Equity Toolkit: 6)

Figure 6.2 can be used as a guide to assist the Department in striving to be a well-governed, inclusive organisation that not only considers the needs of its employees (diversity management), but the needs of the total 30 municipalities and the local community. The figure illustrates where the Department's point of departure should

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be and what the necessary and important steps are to be a well-performing Department that adheres to legislation regarding diversity management.

6.5   Conclusion

There are 13 provincial departments in the Western Cape region that are compelled by legislation to support, nurture and care for the people of the region. The Department of Local Government is no exception and is responsible for providing support to their local stakeholders which are the 30 municipalities in their respective districts as well as the public community. With this said, municipalities are also responsible for providing basic services such as water and electricity, refuse removal, infrastructure, and so forth. For municipalities to perform their core business, the support of the Department of Local Government is needed. There are multiple directorates in the Department who are dedicated to assisting the municipalities, such as municipal support who deploy their staff to evaluate the well-being of the municipality and see if assistance is needed from the Department. The other directorates include public participation (to get the public participating in municipal affairs), and the Integrated Development Planning (IDP) unit that assists in developing the IDP five year plan. Therefore, for the Department to meet their mandate, mentally equipped employees are needed.

Diversity management is an important concept that needs to be approached by the Department in order for them to become an inclusive, well-governed Department that not only puts the needs of the Department first, but also those of its employees and stakeholders. Another important factor is the Departments Annual Performance Plan (APP) which will play a key role in educating employees and management about the importance of managing diversity successfully. The APP is important in the sense that it informs and guides all processes in the Department such as operational and management decision-making, budgeting, planning and recruitment of staff. Therefore, HR's main purpose with the help of the APP is to educate, empower and train all employees to understand the importance of managing diversity successfully in order to have a fully functional Department. One mechanism that is pertinent to ensuring that the Department achieves inclusiveness is having continuous training and

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development. This will contribute to convincing all staff that the Department is diversity friendly and cares about all employees, whatever race or gender.

The following is therefore recommended to assist in making the Department more inclusive:

1. capacitating the HR unit;
2. developing a diversity management policy;
3. launching diversity management awareness campaigns;
4. initiating diversity management workshop/cultural days to find how best to manage diversity;
5. initiating diversity management training programmes; and
6. developing and maintaining a diversity auditing system.

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ADDENDUMS A & B

Appendix A: Interviews

The purpose of the study is not really to highlight any discrepancies around race and other diversities but to understand how diversity management can improve an organisation's daily functionality, productivity levels, employee morale and its turnover, if managed successfully.

Questions asked during the interview with Mr Franick Matthee (2013), HR Manager: Deputy Director (Department of Local Government WC)

1. Is there a diversity management policy in place within the Department of Local Government Western Cape?

2. If yes, how recent is the policy or when was the policy developed?

3. If no, how is the progress of diversity measured if the department is not conducting any diversity audits?

4. In your opinion, do you think that such a policy is important in creating a safe and fair working environment where employees feel comfortable and can be productive?

5. What is the level of workforce diversity within the Department?

6. Is the Department providing any diversity management training for its staff and management?

7. What interventions are in place to address diversity and diversity management issues?

8. In your opinion, would you say that diversity management has an important role to play in the overall functionality of the Department?

9. If yes, is it a positive or negative role?

10. According to numerous authors that has written on this topic, argues that when workforce diversity is management successfully it yields many benefits for an organisation in the case of the Department, namely better decision-making, more innovative ideas, creativity, the advantage of language to interact across borders, as well as have multiple niche markets.

    10.1 Do you agree with the abovementioned?

    10.2 Is that the case in your Department as well?

11. If diversity is managed successfully will it result in the Department being more successful in better understanding and assisting its stakeholders (Municipalities), improving its relations with its own employees, and improving on its own core business (reaching all KPA as indicated in its Annual Performance Plan (APP))?

Questions asked during the interview with Mr M. Mxi (2013), HR Official: Deputy Director (Department of the Premier)

1. What are the mechanisms that are in place to assist employees being discriminated against regarding their diverse characteristics?

2. Within the department, is there a support system (mechanism or policies) that helps employees with the transition of entering a workplace that is dominated by heterogeneity?

3. Is there a specific procedure or steps that are followed in such a case?

4. What is the standard procedure when workforce diversity influences the functionality of the Department's core business?

5. How inclusive is the Department's diversity management policy with regards to addressing diversity and diversity management issues?

6. Is the current policy creating an environment that is safe for employees, irrespective of their diverse characteristics?

7. What is the Department's stance on diversity and managing diversity successfully?

8. **In your opinion**,

   8.1 Do you think that the diversity management policy in place add any value to the department, with regards to having a positive impact on the majority of the workforce's work-life, as well as

   8.2 Promoting a better working environment for all?

Appendix B: Perception Survey

This survey is aimed at the staff of the Department of Local Government Western Cape.

It aims to find out your views of how diversity is management as well as promoted in the workplace. Your views are important in this study, to understand the complexity of diversity management and how important it is to manage diversity successfully. The survey would also like to know how you feel about working here, and to highlight things that could be done to improve and ensure a workplace that is fair and inclusive to everyone.

This short questionnaire is ANONYMOUS and will only take a few minutes to complete, and the results of the survey will be made available if so requested. No individuals can or will be identified and we will use your feedback to help set objectives for future references regarding diversity and the successful management thereof.

1. **Please answer the following questions, ticking only the one box for each question:**

	Strongly Agree	Agree	Neither Agree or Disagree	Disagree	Strongly Disagree
a. Is there a culture of valuing Equality, Diversity and Human rights within the Department?					
b. Does the Department welcome and accommodate the different needs of all staff					
c. Have you received any diversity management training while you have been at the Department?					
d. Do you feel confident to disclose information about yourself, i.e. disability, race, age, sexual orientation, gender, religion/belief to help the monitor the profile of its staff					
e. Are you aware of how to raise an equality and diversity concern/complaint in this organisation					
f. Do you feel comfortable to interact with other people that are different in relation to language, race, age, ethnicity and sexual orientation, etc.?					

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2: Questions regarding the Department stance on workforce diversity and diversity management

	Yes	No	Don't Know	Comment (Why Yes or No?) just a few words
Questions:				
Do you know whether the Department has a diversity management policy in place?				
If yes, does it contribute to the well-being of the Department and staff?				
Do you think that the Department and all staff should undergo diversity management training and capacity building?				
In your opinion is the Department familiar as well as aware of the importance of managing diversity successfully?				
Do you think that the Department and staff should undergo diversity management training and capacity building in order to understand the importance of workforce diversity and diversity management?				
Do you think that the Department is fully aware of what the requirements are for a good performing organisation? (e.g., staff working together in a safe and fair working environment which can also lead to a good performing department)				
Over the last few years, have you notice whether any diversity management training has been conducted?				
If yes, please identify the areas where improvements have been visible, that can be attributed to diversity training?				
If you were asked to develop a diversity management training program for the Department to improve their efficiency in assisting their key stakeholders as well as the staff itself, what areas would you give priority to?				
In your opinion, who should the training programs focus on; managers or lower level employees?	⟶			
Being an employee of the Department, how would you rate the working conditions and the performance of the Department regarding their commitment towards diversity management?				
Any additional comment regarding the above can be provided in the block below:				

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3. **ABOUT YOU: This section aims to help us find out if different groups of staff have the same views and experiences around equality and diversity. If you do not want to answer the questions, please select 'do not wish to disclose'. However, please remember that this survey is completely anonymous.**

1. **Which area do you work in?**
HR
IDP
Public Participation
Municipal Support
District and Local Performance Monitoring
Other: ....

2. **What is your occupational group?**
Top Management (Head of Department, Chief Director)
Middle management (Director, Deputy Director)
Lower management (Assistant Director)
Support staff (Admin officers/ admin clerks)
Personal assistant/ Secretary
Other: ....

3. **Do you have a disability?** Yes ☐   No ☐   Do not wish to disclose ☐

4. **Are you?**   Male ☐   Female ☐   Do not wish to disclose ☐

5. **Are you:**   18 to 24 ☐   25 to 44 ☐   45 to 64 ☐   65 to 74 ☐
Do not wish to disclose ☐

6. **Which of these groups do you consider yourself to belong to?**

(Headline categories taken from 2011 census)
White ☐   Any other Ethnic Group ☐
Black / Coloured / Indian / Asian ☐   Do not wish to disclose ☐

7. **What is your religion?**
No religion ☐   Hindu ☐
Buddhist ☐   Jewish ☐
Christian (including all denominations) ☐   Muslim ☐
Do not wish to disclose ☐   Any other religion (please state) ☐

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