GENDER EQUITY VERSUS JOB PERFORMANCE:

An examination of the implementation of Affirmative Action Policy at Nkonkobe Local Government Administration in the Eastern Cape Province of South Africa

By

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APPROVAL

THIS RESEARCH HAS BEEN READ AND APPROVED FOR SUBMISSION FOR EXAMINATION FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION AT THE UNIVERSITY OF THE NORTH

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DECLARATION

I declare that this dissertation: *"GENDER EQUITY VERSUS JOB PERFORMANCE: An examination of the implementation of Affirmative Action Policy at Nkonkobe Local Government Administration in the Eastern Cape Province of South Africa"*, submitted to the University of the North for the degree of MASTER OF PUBLIC ADMINISTRATION in the subject of PUBLIC ADMINISTRATION has not previously been submitted for a degree at this or any other University. This is my work in design and in execution and all materials contained therein have been duly acknowledged to the best of my ability.

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ISIOMA UREGU ILE
JANUARY 2002

DEDICATION

This work is dedicated to my husband, Okey. Thanks for believing in me and encouraging me to aspire to greater heights and of course to our children Oriete, Omeniem, Obulor who add meaning to my existence and make life worthwhile.

ACKNOWLEDGEMENT

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LIST OF ABBREVIATIONS

AA   Affirmative Action
ANC   African National Congress
EEA   Employment Equity Act
IDP   Integrated Development Plan
ILO   International Labour Organisations
LRA   Labour Relations Act
SALGA   South African Local Government Association

ABSTRACT

Affirmative action policy in South Africa has attracted much research, most of which has focused on the racial element of this policy. Less effort has been devoted to understanding the policy's gender focus in relation to job performance.

The present research focuses on the policy's gender element in relation to job performance at the local government level, specifically in the context of the Nkonkobe Local Government Council.

This research uncovered the nature of affirmative action implementation and determined that women, in a local government setting, are advanced on merit and not at the expense of efficient performance.

The questionnaire method was employed for data collection. The respondents included both male and female employees (white and black) from Nkonkobe Local Government Council. These were selected according to a systematic sampling method devised by the researcher. The responses were scored on an attitude scale. The questionnaire included both closed and open-ended questions.

CHAPTER ONE

BACKGROUND OF THE RESEARCH

1.1   INTRODUCTION

Inequality amongst groups, races and gender has been pervasive in the history of mankind. Most societies have taken men to be superior to women, not only physically, but also mentally. This has therefore put women on an uneven footing with men in all social spheres, including that of employment opportunities.

Societies have taken conscious and concrete steps to rectify such inequalities. One such step is the implementation of Affirmative Action (AA) policies. Australia, the United States of America (USA), and the Republic of South Africa are examples of countries that have implemented AA policies.

South Africa is unique in terms of its broad historical scope, compared to the United States and Australia that have also implemented an AA Policy. In the USA, AA was introduced mainly to ensure equal employment opportunities, in the recruitment and selection procedures, for black minorities. It was viewed as a tool to remedy the effects of long standing discrimination in employment. In South Africa, the majority of the population suffered discrimination for being black and not as minorities, as in America. The gender issue looms large and it is safe to say that comparatively, discriminatory employment policies affected a greater proportion of the population, especially women, than in the USA. Still, gender issues in administration have been grossly neglected both by academics and by practitioners (McLennan, 1994: 138).

The early 1900's saw very few women in economically active jobs in South Africa. In terms of numbers of females in employment, white females out numbered the coloured, who in turn out numbered Asians while these out numbered black women. The primary role of women then was to bear children and rear them or to work for white families as domestic servants. From 1911 to 1921 this begins to change when women began to work as waitresses, tailors, telephonists, and sales persons. Prejudices against women in professions were beginning to weaken (Walker,

1991: 17).

With the enforcement of the apartheid policy, the majority of working black women could only find jobs as domestic workers. Arguably, it could be said that they lacked the requisite skills, but even those that were employed otherwise rarely found themselves in very senior positions regardless of the number of years or input into an organisation. At best they could sometimes reach middle/low management positions. This is in line with McLennan's (1994: 138) thinking that "public administration in South Africa both in theory and practice has been a male dominated field. Women are minimally represented in the middle and senior management structures of the civil service".

Affirmative action as well as gender equity have become buzzwords in both the public sector and the private sector in post-apartheid South Africa now that Affirmative Action is entrenched in the Constitution of the Republic of South Africa (Act 108 of 1996) which guarantees equal rights and the removal of discrimination. This is also stipulated in the Labour Relations Act (LRA) (Act 66 of 1995) which declares discriminatory practices in terms of sexual inclination, association with organised labour, physical ability, age, gender, culture, origin, colour and race to be illegal. The Employment Equity Act (EEA) (Act 55 of 1998) also outlaws discriminatory practices. This Act prescribes equal treatment of all employees and provides mechanisms, including legal actions to ensure compliance with its provisions. As much as possible, selection procedures are to be non-discriminatory, especially for previously disadvantaged groups. According to Grossett and Venter (1998: 154), the different legislation intends and expects AA to have a significant impact on all human resource functions.

The researcher's interest in studying affirmative action and gender was kindled by perceptions that women are given positions that they do not deserve, where women are placed as "window dressing" in order to make an organisation seem gender balanced. The assumption is that if this is true, such appointments of women will affect performance in the public sector negatively. One therefore wonders if the gender element is being carefully considered before positions are filled or promotions are made. Women should get higher positions because of their ability to perform to requirement. This research therefore seeks to establish whether women are advancing as a result of their performance or as "gender decorations".

1.2 STATEMENT OF PROBLEM

A major source of concern to opponents of the affirmation of women is that public performance, productivity and service delivery could easily be negatively affected if AA is not carefully implemented. This concern is especially significant at the local government level, that is, the tier of government closest to the people. However, for the purposes of this research, the vital element to be examined is the state of affirmative action implementation especially as it applies to gender based positioning, affirmation of women, and to establish the effects of this on the delivery of services at the local government level.

Affirmative action has, in recent times, been implemented in a lot of organisations as well as in the public sector. While most women presumably expect some benefit, their individual experiences are bound to vary and a closer look at its impact at the local level of government could be either improved service delivery or deterioration in service delivery.

This research seeks to determine more closely how gender motivated affirmative action has contributed, negatively or positively, in the achievement of local government goals in the Nkonkobe (Municipality) Local Government Council in the Eastern Cape Province of South Africa. Hence, the performance of AA beneficiaries, especially women, towards the total well being of the Local Government Council will be considered. A consideration of problem-related objectives should help to elucidate the problem.

1.3 OBJECTIVES OF THE RESEARCH

1.3.1 GENERAL OBJECTIVE

To determine if affirmative action plays any role (positive or negative) in employee performance towards the attainment of desired outputs at the local government level.

1.3.2 SPECIFIC OBJECTIVES

A. To describe the general nature of affirmative action implementation for a Local Government Council in the Eastern Cape Province;

B. To determine general perceptions of the affirmative action policy, if any, in a local government setting;

C. To determine employee perceptions of gender-motivated affirmative action policy implementation;

D. To highlight the prevailing procedures for evaluating employee/job performance, if any;

E. To determine if affirmative action beneficiaries, especially women, meet desired performance standards;

F. To analyse the effect of implementing AA policy on performance by beneficiaries, especially women (that is, to determine if AA promotes good work or not among beneficiaries); and

G. To highlight the perception of male employees about women in superior positions.

1.4 FOCUS OF THE RESEARCH

This research focuses on administrative, support, professional, and technical staff at various levels of the organisational structure of the local government council. It is also an exploration of the knowledge of basic affirmative action principles as understood by employees at the local government council, as evident from their actions and perceptions.

As much as possible, in this research, close cooperation with the human resource department of the local government council was vital because that department is largely responsible for performance management at the local government council.

1.5 DEFINITION/CLARIFICATION OF KEY CONCEPTS

1.5.1 AFFIRMATIVE ACTION

Affirmative action (AA) is a conscious effort by government to move towards a more racially and sexually balanced work force. Affirmative action therefore includes both black empowerment and women's empowerment. The Merriam Webster dictionary simply describes the verb 'empower' as "to authorize or delegate or give legal authority to somebody". For Kanugo and Mandonca, (1996: 62) "empowerment in a motivational sense, means to use

strategies that strengthen self determination or self efficacy of workers, which will tend to make them feel good at work and subsequently, not alienated. Conversely, any strategy that weakens their self-determination will increase their sense of personal powerlessness or alienation in relation to the work context".

Affirmative action is a multi-dimensional concept and, as such, not easy to define. Hence, according to Herholdt and Marx (1999: 9) definitions of affirmative action can be categorized into five groups, which include:

A. Focus on equal treatment with emphasis on interventions aimed at creating opportunities;

B. Preferential treatment, redistributing resources and opportunities and offering financial assistance to disadvantaged communities;

C. Empowering the disadvantaged with emphasis on the deliberate attempt to uplift previously disadvantaged groups to enable them to operate on the same level as their advantaged counterparts;

D. Developing members of disadvantaged groups, so that affirmative action is seen as a process of developing disadvantaged individuals to enable them compete on an equal basis with advantaged groups. Here the emphasis is on the training of affirmative action appointees to enable them to acquire certain corporate skills and to function more effectively;

E. Affirmative action as the creation and management of diversity in the work place. Organisations should recognise differences in the work place, such as physical attributes, values, colour and gender.

According to Carrel, Elbert, Hatfield, Grobler, Marx and Van Der Sohyf (1999: 62) "Affirmative action is a business strategy and process aimed at transforming socio-economic environments which have excluded individuals from disadvantaged groups in order for such disadvantaged individuals to gain access to opportunities based on their potential".

Human (1995: 52) views affirmative action as overcoming barriers to equal employment opportunities rather than a means of preferentially 'advantaging' the group(s) of interest at the expense of others. In other words, affirmative action is a process of eliminating discrimination rather than a process of discriminatingly replacing one employee with another. Affirmative

action is meant to overcome the effects of past discrimination by increasing opportunities for formerly disadvantaged groups without recourse to 'tokenism', lowering of standards, and promotion without merit.

For Maphai (1998: 1) Affirmative Action in the work place is a means to an end, a way to bridge the inequality between blacks and whites, males and female, able-bodied and disabled employees. Maphai (1998) thus referred to affirmative action as compensatory discrimination in favour of previously disadvantaged groups. He further cautions that if affirmative action were ill implemented, it will widen, rather than narrow, the inequality, especially where blacks and women are used to fill 'token' positions in organisations.

Thomas (1996: 7) extends the discussion on affirmative action by viewing it as a temporary work place intervention designed to achieve employment equity objectives without lowering standards. This view is emphasized in the EEA (1998) where it states that "suitably qualified" persons from the designated groups should be appointed and promoted when Affirmative Action is implemented.

As reported by Kravitz, Harrison, Turner, Levine, Chaves, Brannick, Denning, Russel and Conrad (1997: 3), a sub-committee, set up by the Society of Industrial-Organisational Psychology (SIOP) [Division 14 of the American Psychological Association (APA)] to carry out psychological and behavioural research on affirmative action, classifies the attitudes towards affirmative action as follows:

A. Strong Preferential Treatment: when decisions are based solely or primarily on demographic status, so that, merit is discounted and unqualified/less qualified persons are selected or favoured. Some critics refer to this as reverse discrimination;

B. Preferential Treatment (neither weak nor strong): when decisions are based on both merit and demographic status. Preferred previously disadvantaged groups' candidates are also qualified;

C. Weak Preferential Treatment: Decisions are made that favour more qualified candidates only. The previously disadvantaged groups' candidates are not favoured unless they have equivalent qualifications;

D. Compensatory Procedures: These are actions (for example, training, career guidance,

etc.) to help previously disadvantaged groups, even though the ultimate decision to recruit or place is based on merit; and

E. Diversity Procedures: These are efforts to increase diversity in the work force (through recruitment), while still basing appointments on merit.

For the purposes of this research, the applicable definition is that which refers to affirmative action as "the purposeful and planned placement or development of potentially competent persons in or to positions to which they were debarred in the past, in an attempt to redress past disadvantages and render the workforce more representative of the population on either local or national level" (Bendix, 1999: 592). This emphasizes conscious procedures aimed at removing discrimination previously experienced and this could include developing new structures to increase participation of a previously disadvantaged group, for example, women. At the same time, the affirmative action candidate must be competent.

1.5.2 JOB PERFORMANCE

For the survival of an organisation or for purposes of service delivery, for example, at local government council level, effective performance on the job cannot be over emphasized. John (1992: 167) defines performance as the extent to which organisation members contribute to achieving the objectives of the organisation. He states that "motivation cannot be considered in isolation and high motivation will not result in high performance if workers lack basic aptitudes and skills, don't understand their jobs or encounter unavoidable obstacles over which they have no control". Without a doubt, for local governments to excel in service provision, an effective performance management system is crucial. Effective job performance can be determined though *performance appraisal*. Performance appraisal is simply one of the key systems for accurate performance assessment, as well as training in appraisal techniques (Arnold, Cooper & Robertsons, 1995: 38). In addition, Beach (1985: 205) defines performance appraisal as the systematic evaluation of individuals with respect to their performance on the job and their potential for development.

Performance appraisal is therefore a tool to determine employee performance. It also contributes to work effectiveness and efficiency. It is beneficial because it encourages or intrinsically boosts

the self-esteem and pride of an employee who has been recognised, thereby motivating the person to even greater effectiveness and efficiency. Although the person may have been assessed favourably, he or she is likely to see his or her strengths and weaknesses. In so doing, the person will work harder at the weak points. However, employees who have performed well and have not been duly recognised will feel demoralised and this could adversely affect productivity. Performance appraisal is therefore a tool to be properly administered by capable personnel in order to bring out the best in their employees.

Performance appraisal as a vital tool, in the public sector, is provided for in section 210(1)(a)(ii) of the 1993 Constitution (Act 250) of the Republic of South Africa. The aim of employee performance appraisal in the public sector, in local government situations too, is to determine which employees are to be retained after the probationary period, which are to be promoted or assigned specific duties, as well as to provide a basis for the further development and training of officials, as the need arises. According to Lee (1997: 143), performance appraisal can serve as the basis for devising a strategy for assisting each employee to improve, not only his or her performance, but also, to improve the overall quality of service delivery in the public service.

Despite the obvious advantages of applying performance appraisal tools, if they are poorly applied, they will easily undermine management purposes. These tools can be easily manipulated by unethical supervisors who wish to advance or impede the careers of particular employees for reasons unrelated to the job, such as friendship or prejudice against particular groups (Mafunisa & Kanyane, 1999: 20). Cherrington (1980: 171) further indicates that its ill application is a troublesome grey area for inexperienced supervisors because of the subjectivity that easily comes into play.

This research, it is hoped, will uncover the state of the system of performance appraisal in the Nkonkobe local government administration and in South Africa. This is important because, as stated earlier, this tool is important in making personnel decisions, including the advancement of female candidates into available high positions. However, this is only so if a position is to be filled from present employees.

In the context of this research, job performance and its relationship to the implementation of

affirmative action policy is examined. The latter does not diminish the necessity of the former.

1.5.3 GENDER EQUITY

The definition of gender varies in different contexts. Differences centre on the meaning of the term and the fact that the issue of gender denotes a naturally and socially constructed identity (Synder, Berry & Mavina, 1996: 1484). The language of this construction has lent itself to abuse whereby descriptions of gender have reflected inequality between males and females with males usually described as superior and females as inferior. Gender inequalities form part of a mosaic of exploitation and operation maintained over decades to sustain the capitalist system by the provision of cheap labour. These inequalities serve as a reflection of a broader social inequality that also defined the apartheid social pattern. Successive National party governments cynically used the public sector to create jobs for the white minority and to further entrench employment inequalities. The democratisation process calls for the reduction of state resources to the benefit of all. There is adequate international evidence pointing to the central role of the state in redressing past imbalances in favour of the formerly disenfranchised. For the purposes of this research, the usage of the term 'gender', which refers to the sociological differences between male and female, is preferred, over 'sex', which refers to the biological differences between men and women.

Currently, in South Africa, the majority of the women continue to occupy positions distinctly subordinate to men in all spheres of society (socially, legally, economically, etc.). Despite political changes and developments their situation has hardly improved. Gender equity is one of the priority issues in South Africa's affirmative action strategies. Gender considerations are on the back burner in the South African context. The primary inequality is usually, for historical reasons, perceived to relate to the race question. However, since whites and males predominantly hold most executive and senior management positions, the gender imbalance still persists. There is therefore a need for equal opportunity in terms of selection and empowerment to guard against differential wage rates on grounds of either gender or race, for the same work performed under identical conditions (Cloete & Makgoro, 1995: 84-86). Opportunities previously reserved for men must be extended to deserving women.

The Employment Equity Act (EEA), number 55 of 1998, is in line with the values of the International Labour Organisation (ILO), and it encourages organisations to embark on a number of strategies to ensure that the work force is representative of the population, and in particular, that it includes women. The Act provides for possible legal sanctions if organisations are not acting affirmatively. The aims of the EEA are to:

➤ Eliminate unfair discrimination;

➤ Ensure a representative work force for all occupational categories and all levels in the organisation; and

➤ Eliminate barriers towards diversity.

A diverse work force, particularly in the public service, is likely to realize optimal goals in an environment that is multi-cultural. The Employment Equity Bill [see Government Gazette 18481 of December 1, 1997, as a result of the Green Paper on Employment and Occupational Equity (Government Gazette 17303 of July 1, 1996)] provides statistics that highlight the magnitude of chronic imbalance in the work force demographics. Among them:

➤ A white male is 5000 times more likely to get to a top management position than an African female; and

➤ In 1996, women occupied only 12.2% of senior management positions in South Africa

However, despite these alarming figures, the EEA (1998) stresses that "suitably qualified" persons should be appointed or promoted as the need arises. The Act defines 'suitably qualified' as someone who has the abilities, formal qualifications, or relevant experience necessary to perform the job.

This research seeks to determine if the affirmation of women, at a local government council in the Eastern Cape Province of South Africa, is carried out along lines that avoid the lowering standards.

1.6   RESEARCH OUTLINE

This research is divided into the following sections:

Chapter one is the introduction and includes background information, the rationale for the

research or problem statement, the general as well as specific objectives, and the definition of key elements or variables.

The second chapter is an attempt to further explore literature on the key variables of gender equality, job performance, affirmative action, and local government administration. In addition, hypotheses are formulated about the state of Affirmative Action implementation at the Local Government level.

Chapter three describes the information related to the empirical aspect of the research. This chapter presents an outline of the research design and planning. Here, the population and sample are identified, the sampling method employed is discussed, methods of data collection such as questionnaires and interviews are clarified, and the procedures for data analysis are described.

Chapter four begins by clarifying the scoring procedures for data obtained and presents the research results. The results are also interpreted and integrated in the light of the focus of the research.

Chapter five undertakes an in-depth discussion of the results and hypotheses are tested.

In the final Chapter conclusions and recommendations are presented, limitations of the research are highlighted, and suggestions for future research are provided.

CHAPTER TWO

SURVEY OF LITERATURE

2.1 INTRODUCTION

This chapter reviews literature relevant to understanding the dynamics of the research problem being addressed in this research. Constructs examined include the concept of gender inequality, affirmative action, performance appraisal in relation to employee performance, and issues in local government personnel management.

The above key elements are core issues in this investigative and explorative research.

2.2 BACKGROUND TO GENDER INEQUALITY IN SOUTH AFRICA

Psychological and ideological barriers are deeply entrenched in the South African society. For example, some jobs are for men and others are seen as male domains, such as Science and Technological career fields, hence the popular statement "A woman's place is the kitchen." Traditionally, in South Africa, as in many other African societies, a woman is only good enough for reproductive and child rearing purposes and is not to head any formal business unit. Not even the family, which in most cases she manages single-handedly.

A dialogue cited by Pauw (1973: 71) paints a vivid picture of the African traditional perspective:

Question: When a mother lives with her children like you do here in town, what is the custom? Who is the head? (in the absence of the father)

Answer: My son, Makhwenkwe is the head here.

Question: Who really rules the people in this house?

Answer: I do, all these things are mine and he (Makhwenkwe) is also mine (but he remains the head)

Women have always been treated as 'different' although they are part of society. As cited in

Walker (1991: 279-282) (see also Appendix B - The Women's Charter), "We women do not form a society separate from men. There is only one society and it is made up of both men and women. As women we share the problems and anxieties of our men and join hands with them to remove social evils and obstacles of progress" (Walker, 1991: 279). The Charter further adds "A large section of our men folk are responsible for helping to perpetuate women privileges which they demand for themselves. However, not only men are to blame, women are in the same instance bound by traditional practices and conventions and fail to realize that these have become obsolete and a brake on progression".

The position of women as unequal to men was present even before the struggle for political equality in South Africa. The African National Congress (ANC) recognized that women occupied a distinct and unfair position, compared with men, in society. And in so doing the ANC, which was fighting for equality caused division in its own ranks (Walker, 1991: 90). This division was specifically along sexual lines; hence there was the core ANC and the ANC Women's League. Despite this divide, the ANC admitted the importance of women: "we know that we cannot win liberation or build a strong movement without the participation of women.... The movement must fight to eliminate customs that make women inferior" (Paper on Treason Trial, Exhibit 9809, 1995: 10, at 43rd National Conference of ANC held in Bloemfontein, 17th - 19th December).

The South African liberation struggle, like most other liberation struggles, revealed an underlying class issue although this class struggle was distinctively along racial lines, wherein the whites were economically stable and the blacks were poor. However, in an attempt to attain complete freedom, an intrinsic part of the struggle was to emancipate women from discriminating laws and conventions. It can therefore be said that the removal of political and economic inequality was the primary and overriding aim, while the change in the position of women was a secondary goal.

Woman's liberation and gender equality have become irreversible trends in South Africa. South African women have been marginalized and discriminated against in the workplace for ages. Amongst the women folk, black women have been discriminated in three spheres, first, as blacks, then as peasants, and finally as women.

Having been freed from the claws of apartheid, a racist system that saw blacks as inferior, in 1994, the next focus is that of economic emancipation and this is tied to the fact that women should be allowed to participate in the economy. Women as employees must be given opportunity to prove that they can do any job men can do.

The affirmative action measure of the Employment Equity Act (Number 55 of 1998) is legislation that clearly shows South Africa's commitment to creating a society that is free from any form of gender discrimination - workforces free from discrimination, where men are prepared to work alongside or even under women. For most of South Africa's work ethic, white women are prepared to work effectively under their male counterparts; while black males still seem reluctant to work under black females. South Africa in the last few years is consistently striving for a work force where people are to be given equal opportunities to realize their full potentials.

Thus, the legislative regimes are geared toward highlighting issues of gender discrimination, processes, practices, laws, gender stereotypes and instilling respect for women rights as human rights. This positive environment is bound to enable women to participate and benefit in all areas of economic endeavour.

2.3   AFFIRMATIVE ACTION

The need for affirmative action arose for historical reasons – specifically, the apartheid system in South Africa. The apartheid system entrenched white and male dominance in business and society. There was a clear lack of consideration for women, the disabled and prejudice against individuals, who held convictions, orientations and beliefs contrary to those of the dominant, although minority, group.

Affirmative action policy sought to eliminate past imbalances and ensure that certain groups were not in future to be subjected to past imbalances. According to Carrel, *et al.* (1999: 52) "The main purpose of affirmative action is to correct imbalances from a quantitative stand point, in the work place". Given the statistics available, as late as 1994, white males (constituting about 6% of

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the population) occupied more than 96% of top positions across the country. The role of women and the disadvantaged was a source of serious concern. Women had achieved considerably less than their male counterparts in obtaining promotion. Only 33.8% of women were active in the South African labour market (Carell, *et al.*, 1999: 231).

2.3.1 Historical background to Affirmative Action provision

The Affirmative Action efforts in South Africa can be traced to 1978 with the imposition of the Sullivan code of conduct on American companies operating in South Africa. The main aim of the Sullivan code of conduct was to reduce racial inequality associated with the apartheid system.

According to Herholdt and Marx (1999: 3) the code of conduct included the following:

a) Non-segregation of races in all work facilities;

b) Equal and fair employment practices for all employees;

c) Equal pay for all employees for comparable work for the same period of time;

d) Initiation of training and development programmes to prepare blacks for supervisory, administrative, clerical and technical jobs;

e) Increase of blacks in management and supervisory positions;

f) Improve employees' quality of life outside the work environment in areas like housing, transport, schooling, recreation and wealth.

In 1979, further actions followed quickly with the legalisation of black trade unions after the recommendations of the Wiehahn Commission. Given mounting pressure, many companies adopted fairly neutral terms to avoid confrontation (Carrell, *et al.* 1999: 60); it amounted to the introduction of tokenism and window dressing.

Steps to right the wrongs of the apartheid system (discrimination) in the work environment did not go much further. Hence in 1987, Reverend Sullivan called for sanctions against the racist South African regime and this led to American companies closing their operations in South Africa (Herholdt & Marx, 1999: 3).

2.3.2   Affirmative Action Efforts after 1994

The affirmative action policy actually took off after the 1994 democratic elections when the focus was directed towards liberating the historically disadvantaged black majority.

Affirmative action policy is a basic tenet, as well as an implementation strategy, of the EEA. The Employment Equity Bill was published (see Government Gazette 18481 of 1 December 1997) as a result of the green paper on employment and occupational equity (Government Gazette 14303 of July 1 1996) and after inputs and amendments it was passed as Employment Equity Act (Act no. 55) in 1998.

Affirmative Action has since been initiated and implemented on a wider scale. In the private sector as well as the public sector, there is a shift in policy towards employment equity. The beneficiaries of the act are the previously disadvantaged, which are:

Africans;

Coloured;

Indians;

Women; and

People with disabilities

However it is important to highlight the fact that some groups were more disadvantaged than others. And this is usually revealed in the relative demographics of a particular organization (Bendix, 1999: 594). It would be wrong to assume thatall the disadvantaged groups were affected to equal degrees. According to Mackintosh (1974: 1), cited in Walker (1991: 8), "Women must not be seen as a homogeneous group. They must be analysed both separately and as part of social groups, or classes to which they belong. In so doing, the nature of these groups, and classes will be illuminated". For example, black women are treated differently from white women. They were disregarded as blacks, as poor and as women. To treat differing groups as homogeneous would be a very wrong.

The need for affirmative action as expounded by Picard (1994: 226) includes:

   ➢ Moral obligation;

- State mandate;
- Symbol of representativeness;
- A way of managing scarce resources;
- Strengthening the effectiveness of an organisation because it is likely to address a wider variety of issues than a monolithic organisation.

For Charlton and Niekerk (1994: 90-91), "the need for affirmative action cannot be disputed, but its implementation and management approach rests on the imperative understanding and acceptance of the unique and potential contribution of different cultures and traditions and on how heterogeneity can be allowed to add value to organizational life and productivity"

In the implementation of an affirmative action programme, various strategies may be employed. There is no clear universal strategy although there are general principles. However, the activities towards this end may vary depending on the Human Resource policies, procedures and practices of an organisation.

Picard (1994: 264) noted the possible abuse of affirmative action policies. In its crudest form it may be seen, as "jobs for of the political movement and this is an inappropriate basis for administrative recruitment". Instead he suggests the following:
- Creating new educational or training policies that are available to all thereby increasing competitiveness and this of course includes in-house training. For Black (1996: 79), a firm can increase the marginal product of the disadvantaged employee to the level of the best advantaged candidate;
- Organisations must monitor appointments rewarding performers and kicking out non-performers. This is an excellent and vital point raised by Picard (1994). In today's world there is a need to improve productivity and to get more out of taxpayers' money. It is how local governments monitor appointments through performance management (using instruments like performance appraisal) to determine the suitability of female candidates (or any other candidate) before affirming them to top positions This is the crux of the matter;
- Experienced members of the disadvantaged groups, that is, those who have technical or professional skills, can be attracted from the private sector. Although the norm is that the

private sectors attracts those with skills, while the public service tends to attract those without skills. These experienced disadvantaged candidates can be brought into the public sector if the conditions are right, and they will make meaningful contributions.

Other vital principles for affirmative action implementation are:

> Joint decision making by management and the workplace forum. And this should be extensive in nature;

> Visible commitment of top management to affirmative action Programmes;

> There should be a continuous monitoring of employee performance and the employee should be informed of required standards as well as given feedback on their performance.

Negative stereotyping and expectation created by affirmative action should be managed and monitored through both training and performance objectives while selection criteria should be job-related (Grossett and Venter, 1999: 164). A sudden narrowing of the gap between the privileged and the disadvantaged group could lead to a situation where people with little or no experience or education are placed in positions where they are overrated in terms of abilities. Picard and Garity (1992) refer to this as "bounded knowledge". Bounded knowledge with its false security about self-capacity in the hierarchical setting of the public sector is a major reason for the public sector's failure.

This eminent danger highlights the need for close monitoring or supervision with the aid of appraisal tools - Performance appraisal, merit rating and regular evaluation of the quality of work performed by an employee - to establish whether the employee is working as expected.

2.3.3 Problems in Affirmative Action implementation

> In some organisations the implementation of affirmative action has been reduced to a mere act of 'window dressing' or filling of quotas without due consideration of suitability or possibility of developing such affirmative action candidates. Usually, such arbitrary appointments leave employees dissatisfied since they are placed in meaningless positions and cannot handle their specific tasks, thus perpetuating the myth that affirmative action

appointees are no good (Bendix, 1999: 593). It could lead to severe tension if the affirmative action appointee is hired regardless of qualification or necessary development or trained there after (Barker, 1999: 266);

➢ This window dressing or act of tokenism has in most instances led to the lowering of standards in terms of service delivery and quality of output;

➢ The available pool for higher-level jobs is extremely small. Employers are looking for ready-made products instead of possibly developing persons upwards in the organization;

➢ Great emphasis on paper qualifications as against experience levels, potential and competencies;

➢ Lack of top management support. No vision and lack of or inadequate communication;

➢ Insufficient follow-up of appointees - Inadequate training, or, in some instances, irrelevant training; and

➢ Perceptions that affirmative action is reverse discrimination. Discrimination only occurs if a previously disadvantaged person is appointed "at all cost and without granting others an opportunity to compete".

2.4 EMPLOYEE PERFORMANCE

Employees must be given opportunity to prove what they can do on the job irrespective of having secured the job through the affirmative action programme.

In defining effective performance, Landy and Farr (1983: 245) state that it is the quality or state of being useful. An employee who performs effectively is likely to help the organisation continue to survive in its operation. The local government being closest to people must ensure the people or community feel the presence of government. Its vital position cannot be overemphasized, for, if the local government tier is perceived to have failed in the delivery of services then the national government of the day could very well be said to have failed also. The need for performance appraisal is provided for and acknowledged in section 210 (1), (a) (ii) of the Constitution of the Republic of South Africa (Act Number 250 of 1993).

2.4.1 The need for Employee Performance Evaluation

Performance evaluation of the employee is very important, as it is a process of determining how well employees are accomplishing their jobs. Hence Landy and Farr (1983: 189) emphasize a need for a continuous counselling measurement of employee performance for administrative, research, and guidance purposes, that is, motivation, job satisfaction, promotion, identification of problem areas, *et cetera*. For Carell, *et al.* (1999: 260) performance appraisals have two key objectives:

I.   Evaluative objectives of the organisation: This relates to:
- Compensation;
- Staffing;
- Evaluation of selection system (including affirmative action).

II.   Developmental objectives: This includes
- Performance feedback;
- Direction of future performance;
- Identification of training and developmental needs.

The implementation of affirmative action does not and should not negate the need for effective employee performance. This is even more so since, whenever affirmative action is implemented, the issue of performance comes in. Current trends in South Africa (given those sceptical of affirmative action) mean organisations should reject 'deficit models' of affirmative action, where capabilities, abilities and traits are not emphasized. Rather, they should create environments where the previously disadvantaged can gain access to opportunities available, and this should be based on their capabilities and potential.

According to Ashford and Cumming (1983: 370-398)), individuals are motivated to seek feedback from organizations as to how well they perform. Greller and Herold (1975: 244-256) mention avenues of information for awareness of performance. These are:
- Through the formed organization;
- Through supervisor;
- Through co-workers;
- Through the task itself; and

➢ Through personal feelings and thoughts.

Carell, *et al.* (1999: 283) categorized the raters of employee performance as follows:

➢ Supervisors;
➢ Peer evaluation;
➢ Consumer evaluation; and
➢ Self rating

2.4.2   Errors or problems in Performance Appraisal Implementation

There is a clear agreement on the fact that assessment or evaluation should just be based on one (or more) of the above so as to measure well and fairly. According to Cherrington (1980: 171), some of the ethical problems in performance appraisal include:

➢ The "halo-effect" - when a rater lets one aspect of the employee's performance, whether positive or negative, influence the evaluation of all other aspects of performance;

➢ The leniency-structures effect - some evaluators have more lenient approaches than others do. So two extreme evaluators could evaluate very differently given the same circumstances;

➢ The central tendency effect - this is when evaluators tend to look for a safe ground which is usually average in nature. This is to avoid "sticking out their necks" to identify performance differences;

➢ Inter-rater unreliability - raters do not usually agree on the evaluation of specific behaviour;

➢ Subjectivity - evaluating performance may be subjective because there may be no measurable products to count.

Problems and limitations identified with specific reference to South Africa, including those identified by Carell, *et al.* (1999: 258), are:

➢ Lack of adequate follow up on insights as revealed by the appraisal;
➢ Over-emphasis on the appraisal itself rather than deriving its developmental for born employee and organization in general;
➢ Problem of maintaining objectivity;

> Performance appraisal may allow room for discrimination on the basis of sex and race;

> Performance appraisal is usually geared towards short-term gains at the expense of long term planning; and

> Performance appraisal destroys self-esteem, builds fear and may lead to lower productivity.

Another inherent limitation in the implementation of performance appraisal could be that if the executive is not committed to employee performance, it could lead to unproductive behaviour on the part of employees.

2.4.3 Vital Elements for the Successful use of Performance Management Systems

Despite the inherent limitations in the application of performance appraisal systems, it can still be implemented with an acceptable degree of accuracy if the following items are considered in the total approach:

> Commitment from management to develop people according to training needs identified in the process;

> Open communication channels concerning performance systems in place (including feedback);

> Continuous evaluation of the performance appraisal system; and

> Evaluation of training programmes in place

Some of the benefits that may flow from the successful implementation of a performance appraisal package are:

> Performance appraisal may help employees realize their weakness and strive towards improvement;

> Performance appraisal could assist organisations to determine compensation system as it highlights an employee's effort, validity and reliability;

> Performance appraisal promotes competencies with an organisation;

> Performance appraisal could help employees in their self development and in charting their career path;

> Performance appraisal could be beneficial to all if the emphasis is on development rather that criticism (future rather than past); and

> If the developmental aspect of performance appraisal is highlighted, it could strengthen relationships between manages and their employees

2.5   LOCAL GOVERNMENT

2.5.1   Historical Background

South Africa is a country characterized by a great disparity between the 'those who have' and 'those who do not have'. This disparity largely follows colour lines.

During the apartheid era, most instruments for economic and social development were of two types. Superior quality instruments were for whites; while inferior ones were for blacks; good education for whites and inferior education (Bantu education) for blacks. These disparities also extended to the sphere of local government. The white municipalities (with adequate human resources, finance, etc.) and the 'homelands' that had nothing and so couldn't provide adequate services.

With the dawn of democracy in 1994 a lot of negotiation took place to find a way forward. The negotiations took place at the World Trade Centre in Kempton Park, Johannesburg. These negotiations resulted in the birth of several policy framework documents. The negotiations involved more than twenty groups, some new on the scene, others long present, can be categorised in two ways as:

> New structures - mainly political movements, for example, the African National Congress, the Pan African Congress, and other organizations moving towards a non-racial government; and

> Old structures - these consisted of existing structures under the National Party government, for example, central government, homelands, security outfits, councils, *et cetera*.

The negotiations created a forum that sought to reach a consensus and to accommodate ideas

from various groups. One such piece of legislation was the Local Government Act (Act Number 209 of 1993). The transitional period for the local system was envisaged to last six years, starting with 50% representativeness for old and new structures until 1996. In 1996, the ratios changed to 30% for old structures and 70% for new structures. The transitional process was to end with the 2000 local government elections.

2.5.2   Legislation on Local Government

The local government level of the public services has comprehensive frameworks covering both policy and operational issues. The policy aspect is much stronger than the operational framework. For example, the place of traditional rulers in the present scheme of things remains unclear.

However, some of the legislation, White Papers and draft policies include:
- Labour Relations Act (1995);
- White Paper on Public Service Education and Training (1997);
- White Paper on Human Resource Management in the Public Service, leading to the Skills Development Act (1997);
- Local Government Transition Act, 1993 (Act Number 209 of 1993);
- The 1996 Constitution;
- Municipal Structures Act (Act Number 117 of 1998);
- Municipal Act (Act Number 27 of 1998);
- Organized Local Government Act (1997);
- White Paper on Local Government (1998); and
- Employment Equity Act (Act Number 55 of 1998)

Despite the strong presence of legislation since 1994, the components of the civil service, local government too, are still in a transitional process and this will be the case for years to come. This affects human resource issues in particular.

2.5.3   Reality check on Local Government Performance

Picard (1999: 323) points out that there is much disillusionment about the performance of local government authorities for not delivering on their promises. As he puts it: "Performance of local authorities since 1996 has been less than satisfactory since surveys in several parts of the country between 1997 and 1998 revealed wide disillusionment with these institutions".

The aims and objectives of local government authorities, as provided by the White Paper on Local Government (1998), section 152, sub section (i) A-E are:

1) Democratic and accountable government for all;
2) Provision of services in a sustainable manner;
3) Promote social and economic development;
4) Promote safe and healthy environment; and
5) Encouragement of communal involvement in government issues.

A key element in realising these objectives must be capacity building or human resource development. Affirmative action should be implemented in such a way that it does not weaken, but rather strengthens the capacity building process. The affirmative action strategy is a reform system aimed at advancing blacks and women to top ranks.

As cited in the White Paper on Local Government, Section A (2) (3), many municipal administrations lack adequate representation of women and blacks in the management echelons. This is contradicts Picard's (1999: 318) findings that "by the end of 1997, after less than four years of non-racial government, significant changes had occurred, with the population of black South Africans in senior management positions rising to 33%. He went on to note that the representation of women in senior management positions in the public service could be put at 13% in 1997, as against 3% in 1994.

Despite these findings, the current reality is that the limited inclusion of women in managerial positions may have impacted negatively on service provision. The aim of this research is to find out if local councils are actually affirming women like they should. The research will also analyse the performance management practices in place, if any, in order to determine if women

beneficiaries of the affirmative action policy are really worthy of the positions that they have secured.

2.6   HYPOTHESES

The following hypotheses were formulated to test some of the assumptions about gender equity in relation to employee performance at the local government level in a specific South African work place:

1) The general nature of the Affirmative Action policy at Nkonkobe local government administration in the Eastern Cape Province is not clearly understood by respondents.

2) The implementation of gender-based affirmative action policy at Nkonkobe local government administration in the Eastern Cape is perceived as providing a shield for women who perform poorly, if at all.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1   INTRODUCTION

Affirmative action implementation and performance management is a core issue in management in the local government setting and is also very sensitive in nature. The careful application of performance management strategies on affirmative action candidates, especially women for the purposes of this study, cannot be over emphasized. This is so because the ability or the inability of local structures to deliver efficiently could very well be linked to these issues. This chapter highlights the scientific procedure as well as the research design used to unravel the dynamics involved here. It also describes the research population and the sampling method employed. Data collection instruments used in the research are also discussed.

3.2   RESEARCH DESIGN AND PLANNING

The research design is both descriptive and explorative in nature. The descriptive part provides a general text, discussing the nature as well as the implementation strategy of affirmative action policy in the local government setting in particular, and the public sector in general. The explorative aspect provides an in-depth analysis of employee attitudes towards affirmative action implementation as well as its impact on the overall performance of affirmative action candidates, particularly women.

3.3   POPULATION

The population for this research includes all sections of a local government administration. These are:
  - ➢ Finance department
  - ➢ Technical and Engineering services department
  - ➢ Strategic planning department
  - ➢ Community services department

> Human resource and /administrative departments.

These cover the entire operational structure of Nkonkobe municipality administration.

The number of staff members employed by the Nkonkobe municipality stands at four hundred and twenty two (422). All of these are under the control of five departmental managers with the municipal manager as the administrative head, and the mayor as the political head. A representative sample of the staff members was achieved by a specific sampling technique.

FIGURE 3.1 Organisational Structure (See Appendix C for a more detailed organisational chart)
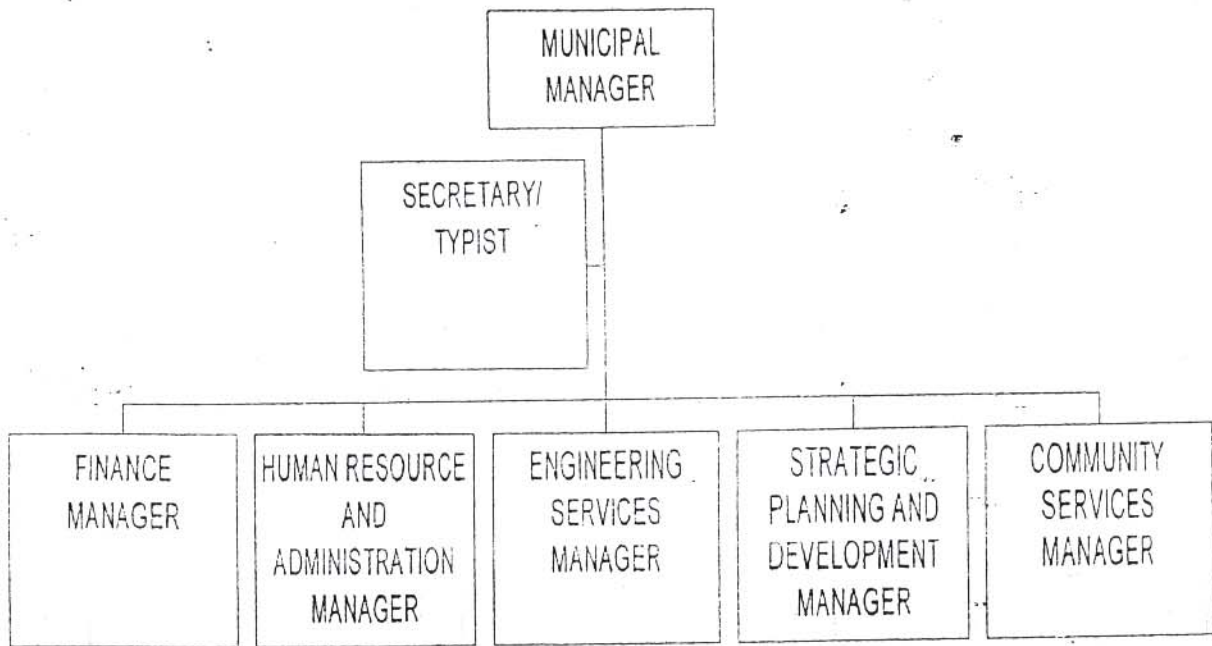
3.4   SAMPLING PROCEDURE

The sampling method employed is systematic in nature. The sample included employees regardless of age, gender, length of service, racial groupings, and marital status, in order to get a true picture of the state of affirmative action at the local government council. The aim of using a sample is to narrow down the research population while at the same time maintaining representativeness. The sample consisted of two groups of respondents:

1)   Group A - Senior/middle management respondents: This sample included most senior and middle level managers across the entire structure of the administration in all departments. This approach was employed in order to capture the views and attitudes of the managers who actually monitor and implement the employee performance systems in Nkonkobe local government administration. The number of managers and assistant managers (respondents) is twenty-two (22). Whereas this group's views may not be taken as representative of all staff employed by the council, another sample (respondents) was also selected.

2)   Group B - The finance department staff members: All employees in this department were selected to represent the wider non-management staff. Hence, all employees, that is, junior, middle and senior staff members of the department were asked to complete the questionnaires supplied. This department was selected because it had the best balance in of gender as indicated by the human resource records of the Municipality.

The number of the employees that make up the finance department is thirty-two (32). These two groups will ensure a representative overview of the issues involved in both managerial and non-managerial levels (see also the organisational chart in Appendix C). According to Brynard and Hanekom (1997: 44), this procedure serves to minimize sampling error. Its target area could be said to be the various strata at supervisory levels. Fifty-five (55) questionnaires were administered, but only thirty-four (34) questionnaires were returned, representing a return rate of sixty-two percent (62%).

RATIONALE FOR USING SAMPLING

1) To ensure representativeness of all levels of employees;

2) To provide each group of employees (senior, middle and junior) an equal opportunity to contribute to the research findings; and

3) Cost/resource considerations in terms of time used in completing the questionnaire.

The research was carried out in the Nkonkobe Municipality, which includes local administrative structures in the Alice, Fort Beaufort, Seymour, and Middledrift area of the Eastern Cape province. This Municipality is strategically located between Port Elizabeth and East London both of which are metropolitan and commercial nerve centres in the Eastern Cape.

Nkonkobe Local administration or Municipality is one of the new municipal councils that have been created as a means of integrating the old (white) municipalities (created by the apartheid government) with present democratic structures. In the past, people lived in one municipality, shopped in another and attended social functions in another (Local Government Journal, 2000: 12). This trend led to the streamlining of local municipalities from eight hundred and forty-three (843) to two hundred and eighty-four (284) across the entire country. It was suggested that, by this exercise, as municipalities in South Africa became bigger; they would also be more powerful and better able to deliver the services to the people (Local Government Journal, 2000: 12).

An independent demarcation authority known as the Municipal Demarcation Board established in February 1999 determined the new municipal boundaries (Local Government Journal 2000: 13). The board consulted widely with Municipalities, communities, local and international experts in order to demarcate the municipal boundaries to suit all South Africans and to meet the requirements of the law.

Nkonkobe is one of such newly demarcated municipalities and is a category B Municipality. It is made up of local government administrative units/structures from the apartheid and post-apartheid periods which include the former transitional local council, local council and transitional representative councils of Middledrift, Alice, Hogsback, Fort Beaufort, Seymour and Mpofu. It is one of the category B municipalities that, with others, make up the Amatole District

Council. The Municipality is constituted through fifty percent (50%) electoral representation and fifty percent (50%) proportional representation (Nkonkobe Municipality Public Relations Draft Information Document, 2000:4).

As a newly consolidated and amalgamated Municipality, the development of the area must be integrated and directed towards developmental goals and objectives (Nkonkobe Municipality Interim Integrated Development Plan, 2001: 6). For this reason, and since the research deals with capacity issues, Fort Beaufort, the headquarters of the Municipality, provides the setting for this research.

Fort Beaufort is the seat of authority of the Municipality headed by a Municipal Manager as the administrative head with the Mayor as the political head. Fort Beaufort was named after the fifth Duke of Beaufort, the father of Lord Charles Somerset. It is the oldest town north of Grahamstown and east of the Fish River. It was established in 1822 by Lt Col. H. M Scott as a military post but has since grown to be a fairly large town (The Golden Walkway, 2001). It lies at the centre of a citrus-producing region.

3.5   RESEARCH INSTRUMENT (S)

Three main research instruments were used:

3.5.1   Questionnaires

The technique used for data collection from supervisors at various levels is the questionnaire. The questionnaires were widely distributed to obtain relevant and reliable information for a clearer picture on the relationship (if any) between poor performance and the affirmation of women.

The questionnaire also concerns the attitudes of other groups towards the affirmation of women. A questionnaire allows the respondents to express their views confidentially and remain anonymous (Allen-Ile, 2000: 217). Respondents also have ample time to consider the issues raised in the questionnaire before responding. The questionnaire allows the observer to obtain

more detailed information about a person's perceptions, feelings, beliefs and attitudes (Allen-Ile, 1983: 38). Other advantages to the use of questionnaires are:

> They allow for a large number of data to be collected when and if necessary
> It is economical in terms of resources such as time and money
> The use of questionnaire allows respondents anonymity and stimulates honest responses.

A. Description of questionnaires.

The questionnaire employed was a combination of closed and open-ended questions. The questionnaire has two sections (see Appendix A). The first part contains nine (9) items that gather biographic information such as age, gender and educational level. The second part of the questionnaire contains twenty-three (23) statements concerning the research topic. Respondents were offered a choice of possible alternatives and were also given a chance to clarify issues further. This type of questionnaire is advantageous because the focus of the research is not lost. In other words it guides the respondent to answer the questions in the light of the issues raised in the research. One limitation is that a respondent may provide alternatives even if he/she does not have a clue about the issues raised.

B. Administration of the questionnaire

The questionnaire was administered to the targeted sample described section 3.4 above. With the aid of a letter of introduction from the University of The North (see Appendix D), the organogram of the Nkonkobe local administration as well as assistance from all departmental secretaries, middle and senior management positions were identified. In most instances, four to five questionnaires were left with the departmental secretaries who then administered the questionnaires. The researcher also spoke to the departmental managers to solicit their cooperation in this endeavour. In a few instances the questionnaires were completed and returned to the secretaries but in most instances several visits and follow up visits were required due to a general apathy regarding this research in the Nkonkobe Municipal administration. Finally, it is important to state that the questionnaires were completed in private although the researcher was available for clarification when necessary.

3.5.2 Literature Review

Literature also plays an important role in understanding issues of affirmative action and performance management. The literature survey and the questionnaire helped to highlight vital issues, for example, the constitutional position on equality.

The researcher consulted a wide range of documents. The literature consulted included documentation/publications on local government, on personnel psychology, on public administration, on human resource management, and also a range of documents related to the issue of performance management and the affirmation of women.

3.5.3 Interviews

Whereas the questionnaires provided the quantitative data required for the research, nevertheless, the research also employed the structured interview, a method of eliciting information mainly for purposes of gathering qualitative data. The interview included six predetermined questions, which were posed to all interviewees in the same order with a summary of emerging trends thereafter. The target groups where at least one interview was carried out for each group included:

> ➢ Top managerial echelon of Municipal manager(s)
> ➢ Union leader(s) of local government employees association
> ➢ Community leader(s)
> ➢ Professional women.

3.6   DATA GATHERING PROCEDURE

The researcher visited the offices of the local government council where data relating to the research was collected.

The data collection procedure was two-fold:

1) Quantitative methodology: Examination of structured responses to arrive at a exact weighting of responses;

2) Qualitative methodology: Examination of the available literature and of explanations provided by respondents to clarify their choice of alternatives at the end of each question.

3.7   MEASUREMENT AND SCORING PROCEDURE

A rating scale (Likert-type) was employed as a measurement tool. Respondents selected a response from 1 to 5. A high score was accepted as favourable (strongly agree) at 5 points to strongly disagree at 1 point. This procedure was applied meticulously from beginning to end. The scores were then added up to obtain a total score in order to determine the attitude of respondents on issues raised. The benefits of the Likert scale method include the following:

- ➤ It eliminates the development of response bids among respondents;
- ➤ Likert scales are advantageous in that they can access attitudes, beliefs, opinions and perceptions about a given phenomena;
- ➤ Using the Likert scale makes the response items standard and comparable among the respondents; and
- ➤ Fixed responses from the Likert scale are easy to analyse and to code directly from the questionnaire.

Reliability is concerned with consistency of measures, that is the precision of measurement scores or how accurately such scores will be reproduced with repeated measurement (Bless & Higson-Smith, 2000: 84). It has to do with the extent to which measurements are free from error and yield consistent results. In this research an uncertain response will be treated as a non-committal, and may be largely ignored for the purposes of analysis unless a trend is clearly manifesting as a result of the occurrence of a non-committal response of over thirty percent (30%). A non-committal response of over thirty percent (30%) represents a significant percentage of the entire sample and may not therefore be ignored. This measurement and scoring technique provides some degree of reliability. Also, the validity of this research is constructive in nature because it uncovers what is meant to uncover.

3.8   DATA ANALYSIS PROCEDURE

During data collection, the researcher found data not completely relevant to the research, hence there was a need for data analysis to discard the irrelevancies and to retain the relevant information. As suggested by Brynard and Hanekom (1997: 48), this is done with constant reference to the objectives of the research.

3.9   PROBLEMS ENCOUNTERED DURING THE RESEARCH

Problems encountered during the course of this research are as follows:
- ➢ Distributed questionnaires were misplaced and had to be replaced;
- ➢ Some questionnaires were returned without being filled in or incompletely filled in;
- ➢ Some employees clearly considered the exercise a waste their time and admitted to having thrown the questionnaires in the dust bin;
- ➢ Several appointments were not honoured in the researcher's quest to gather information;
- ➢ The general disposition of the employees in the Nkonkobe Municipality towards research leaves much to be desired;
- ➢ Resource materials specific to the Nkonkobe Municipality were not readily available; not even the publicity department had materials to assist the researcher; and
- ➢ Quite a number of the respondents, including managers, were new to the organisation as a result of the disbanding of the old transitional local councils and the subsequent restructuring of personnel, posed difficulty in carrying out the research.

3.10   CONCLUSION

A research design is a plan of how the research will be carried out or operationalised. The population or sample methods, methods and instruments of data collection are designed to elicit information that will enable the researcher to reach vital conclusions about the research. Questionnaires, literature reviews and interview methods were employed. The methodology seeks to elicit information relating to opinions and attitudes of representative samples of respondents in a reliable manner, for valid results.

CHAPTER FOUR

DATA ANALYSES AND RESULTS

4.1 INTRODUCTION

This chapter focuses on the scoring procedure, analysis of the data, on the reporting and interpretation of the results. The method of dealing with data does not necessarily have to be sophisticated. The use of sophisticated quantitative techniques does not necessarily guarantee success. In fact, simple approaches, as long as they are focused, may suffice to capture the issues under investigation. This reasoning is in agreement with Lincoln and Guba's (1985: 224-225) statement that "what is at issue is the best means to 'make sense' of the data in ways that will, firstly, facilitate the continuing unfolding of the inquiry, and secondly, lead to a maximal understanding of the phenomenon being studied in its contexts". To this end, simple statistical analysis procedures such as frequency distribution, and percentages, have been utilized in the present research. Also included in this research is a qualitative analysis of limited scope. Specifically, it has encompassed some of the elements of research spelled out Lincoln and Guba (1985: 229):

> A determined focus: This research is focused and geared towards resolving or clarifying certain issues (which are captured in the objectives of this research);

> Determining where and from whom the data will be collected: The population and sample for this research has been discussed in Chapter Three, and the researcher is confident that this target population/sample will provide acceptably relevant information;

> Planning data collection and recording modes: This was carried out by utilizing the user-friendly instrument of the questionnaire;

> Planning data analysis procedure: While not much, has been said about data analysis, so far, it should be generative and constructive in approach (Allen-Ile, 2000: 218). The data representation and analysis starts by describing the trends of responses to each statement or question (in the questionnaire), for both biographic and research items. The trend represented by the analysis of each variable (questionnaire items) gives an indication of the nature/direction of existing perception of issues under investigation.

4.2 SCORING OF QUANTITATIVE DATA

The scoring procedure for this research was built into the questionnaire with a high score (5) representing Strongly Agree (SA), a score of 4 representing Agree (A), a score of 3 representing Uncertainty (U), a score of 2 representing Disagree (D), and a score of 1 (the lowest score) representing Strongly Disagree (SD). The responses for all respondents across the various response categories of the questionnaire items are presented in the Table below.

TABLE 4.1   OVERALL RESPONSE PATTERNS TO RESEARCH ITEMS

Questionnaire Items	Corresponding Objectives	SD	%	D	%	U	%	A	%	SA	%
1	1	4	12	2	6	14	41*	5	15	9	26
2	1	3	9	6	18	9	26	10	29	6	18
3	1	2	6	6	18	10	29	8	24	8	24
4	2	7	21	11	32	8	24	5	15	3	9
5	2	2	6	4	12	15	44*	8	24	5	15
6	2	4	12	5	15	13	38*	8	24	4	12
7	2	2	6	7	21	12	35*	12	35	1	3
8	2	3	9	9	26	11	32*	11	32	0	0
9	3	4	12	6	18	10	29	6	18	8	24
10	3	0	0	9	26	14	41*	10	29	1	3
11	4	2	6	8	24	14	41*	8	24	2	6
12	4	2	6	11	32	7	21	8	24	6	18
13	4	4	12	8	24	13	38*	4	12	5	15
14	5	4	12	8	24	9	26	13	38	0	0
15	5	3	9	7	21	11	32*	10	29	3	9
16	5	4	12	4	12	19	56*	4	12	3	9
17	5	5	15	10	29	15	44*	4	12	0	0
18	6	2	6	1	3	16	47*	11	32	4	12
19	6	3	9	4	12	10	29	8	24	9	26
20	6	9	26	10	29	6	18	6	18	3	9
21	6	4	12	4	12	18	53*	7	20	12	3
22	7	2	6	15	44	11	32*	6	18	0	0
23	7	5	15	12	35	7	20	9	26	1	3

*High percentage "Uncertain" responses

Having scored the items in the questionnaire, the frequencies of the scores were obtained and percentages calculated to help determine the direction of the responses. However, for the biographic data of the respondents, the scoring was done by just determining the frequency table for each item or variable.

TABLE 4.2   RESPONDENTS' DEMOGRAPHIC CHARACTERISTICS ACCORDING TO GENDER

DEMOGRAPHIC CHARACTERISTICS	FEMALE		MALE	
	Numbers	Percentage	Numbers	Percentage
RACE				
Indian	0	0	1	5
Coloured	4	29	2	10
Black	8	57	12	60
White	2	14	5	25
EDUC. LEVEL				
Matric	11	78	3	15
Diploma	2	14	14	70
Degree	1	7	3	15
JOB GROUP				
Administration	7	50	8	40
Finance	7	50	6	30
Technical	0	0	6	30
POST LEVEL				
Non-Management	11	78	6	30
Junior/Middle Mgt.	2	14	7	35
Senior/Top Mgt.	1	7	7	35
TENURE				
Less than 2 years	9	64	6	25
3 – 6 years	3	21	7	35
7 – 9 years	1	7	3	15
10 – 12 years	1	7	4	20

13 years and above	0	0	1	5
BENEFIT GROUP				
Prev. Advantaged	3	21	8	40
Prev. Disadvantaged	10	71	11	55
Expatriate	1	7	1	5

4.3 PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA

In this research, the data analysis procedure employed descriptive statistical methods that concisely describe a collection of quantitative information. These methods include frequency descriptions and measures of central tendency (means), some of which are represented in tabular forms, graphs or charts. Also, qualitative data are presented. With the aid of these descriptive methods and representations, an attempt is made to discover perceptions or explain attitudinal patterns.

4.3.1 QUANTITATIVE ANALYSES OF DEMOGRAPHIC DATA OF RESPONDENTS

TABLE 4.3   AGE

Age Ranges	21 – 30	31 – 40	41 – 50	51 – 61
Frequency/ Percentage	11 32%	11 32%	8 24%	4 12%

There is quite a fair spread in terms of the ages of the respondents. There were no respondents in the age group of 60 years and above. This may be because most employees in this age group have taken retirement packages as a result of the restructuring of the public service since 1994, especially at the local government level. As can be seen from the table above, two age groups account for about 64% of the respondents and this could be because they represent the most active of South Africa's working population. The combined views and attitudes held by these two groups could have a strong influence on the future of organisations.

TABLE 4.4   GENDER COMPOSITION

	Male	Female
Frequency/ Percentage	20 59%	14 41%

In terms of gender representation generally, males still account for the majority of employees in South African work places. While the representation of females in relation to males, in this research, can be said to be quite high, it is still not consistent with the national demographics as depicted by the 1994 census figures where females were slightly in the majority. However, the seemingly high and adequate representation obtained in this research may have been as a result of the systematic sampling techniques employed, especially among the respondents from the Finance Department (which has the most female employees) of the Municipality. The rationale for adopting this approach was to enable as many females as males to participate in the research in order to achieve a possible balance in the outcomes. Otherwise, an unusually high percentage of respondents would have been males and the views of females would not have been adequately captured.

TABLE 4.5   RACIAL COMPOSITION

	Indian	Colored	Black	White
Frequency/ Percentage	1 3%	6 18%	20 58%	7 21%

The inclusion of this variable was important because in the discussion of the findings the researcher would be able to compare and evaluate the attitudes of the various races on issues relating to the implementation of affirmative action (AA) in the South African local government context, but specifically to Nkonkobe Municipality. Additionally, it enables comparison of the views of white women as against those of black women, because their perception of AA may be completely different. To this end, in terms of female respondents, the breakdown of their representation in our sample showed that there was none of Indian descent, 4 or 29% were coloured, 8 or 57% were black, while 2 or 14% were white.

TABLE 4.6   EDUCATIONAL QUALIFICATIONS

	Matriculation	Diploma	Degree
Frequency/ Percentage	13 38%	17 50%	4 12%

The trend, in terms of educational qualifications held by the respondents, shows that 62% have either a Diploma or Degree. However, a closer examination of the actual educational levels of females in this sample reveals an entirely different picture. In fact, most of the females have much lower educational qualifications. Seventy-eight (78%) of females in this sample have only a Matriculation certificate. The implication is that for them to come into senior positions, they must have immense working experience to compensate for their shortcoming in academic qualifications.

TABLE 4.7   TENURE

	Less than 2 yr	3 – 6 years	7 – 9 years	10 – 12 years	13 yrs & over
Frequency/ Percentage	15 44%	10 29%	3 9%	5 15%	1 3%

As indicated elsewhere in this research, restructuring of the public service, since 1994, has led to the departure of some employees. This is clearly reflected in the results where 73% of the respondents have been with the organisation for less than seven years. The injection of new employees since 1994 (the post-apartheid era) reflects a shift towards a more representative workforce. Further analysis of this result also reveals that about 85% of the females in this sample, and, by extension, probably of the entire Municipality, have tenure of just about six years, possibly as a move towards a more representative work force. Another striking implication is that, being so young in the organisation, many of the females in the Municipality may not have acquired sufficient work experience to enable them advance to key positions of any significance, given their level of educational attainment outlined above.

TABLE 4.8   POST LEVEL

	Non-Management	Junior/Middle Mgt.	Senior/Top Mgt
Frequency/ Percentage	17 50%	9 26%	8 24%

The table above shows that the number of respondents, as represented by the sample of this research, occupying managerial and non-managerial positions are equal. If this were to be so for all council staff, then the views of all post levels in relating to the implementation of the AA policy at the Municipality would have been captured. However, consistent with the patterns highlighted already, the analysis reveals that the majority (78%) of female respondents belong to non-managerial post levels. Female respondents in junior to middle management positions accounted for 15%, while only about 7% were in the senior to top management post levels.

The final two demographic characteristics analysed are the job groupings and the benefit groups the respondents belong to. 15 or 44% of respondents were from Administration, 12 or 35% were from Finance, while 7 or 21% were from Technical services. In terms of the spread of females along the various job groupings the analysis shows that 50% of them are from Administration while a further 50% are from Finance. There was no female respondent from the Technical services group, a traditionally male dominated work group.

As to the AA benefit group the respondents belong to, the analysis shows that 9 or 32% are from the previously advantaged group (white respondents), 17 or 65% are from the previously disadvantaged group (blacks, coloureds, and Indians), and one respondent (3% of sample) is an expatriate (non-South African) employee of the Municipality.

4.3.2   REPORT AND INTERPRETATION OF QUALITATIVE (INTERVIEW) DATA

This section reports and analyses the qualitative (interviews) aspect of the present research conducted parallel to the quantitative data collection (through the questionnaire). As explained elsewhere in this research report, structured interviews were conducted to supplement the data collected quantitatively. Four groups within the structures of the local government were identified for interview. One individual (interviewee) in each of these groups was targeted for the

actual data collection. These individuals were targeted on the basis of the assumed depth and significance of their knowledge of AA implementation at the Municipality and/or relevance to the subject of the research. The four groups and the post holders interviewed are presented in the table below:

TABLE 4.9   DESCRIPTION OF INTERVIEWEES

Group	Interviewee	Code
Top Management	Municipal Manager	MM
Trade Union	Chapter President – Independent Municipal Allied Trade Union (IMATU)	TUP
Professional Female Employees in key position	The only female Assistant Manager in the Municipality	FAM
Community Leaders/Politicians	Ward Councillor for Middle Drift	WC

Since this was a structured interview, the same set of six questions was put to each of the four interviewees in the same order. For ease of analysis each interviewee was assigned a code, as above. Thus, after each question, the response offered by each interviewee is preceded by the code referring to that individual. The questions, the interviewees' responses, and the researcher's interpretation of the answers are presented hereunder.

QUESTION ONE: What is your assessment of the implementation of AA in this Municipality?

MM: The present administration inherited a male dominated workforce; however, this administration is committed to moving towards the proper representation of other groups that should be affirmed, such as women and the disabled. In this regard, all partners of the Municipality have a common objective and it has not been challenged, especially since it is government policy that must be complied with. However, a lot still needs to be done to ensure adequate representation.

TUP: The AA process is on course and the local government authorities are always in consultation with the trade union movement. The trade union has recommended to the Council to include more disadvantaged groups, like women, in middle and top management positions.

FAM: In terms of race, I would say the situation has been rectified. There are blacks in all positions, but that has been to the disadvantage of other groups who were to be affirmed, such as women and the disabled. Women must still be advanced.

WC: The AA policy of government seems to be doing well in this Municipality in terms of appointing blacks to top positions that in the past would have been reserved for whites only. Having said this, it is acknowledged that the other designated groups of the AA policy are still very much neglected.

It would appear from the above, that all the interviewees seem to agree that the historical inequity due to racial considerations is being redressed. They also generally agree that the other target groups for affirmation are yet to be fully catered for. This may be an indication of lack of comprehensiveness in the policy, absence of institutional AA plans, and lack of commitment by top management in most organisations to ensure the fulfilment of the provisions of the Employment Equity Act Number 55 of 1998. Also, organisations seem to lack informed benchmarks that provide guidance in the course of achievement of success in the implementation of the AA policy.

QUESTION TWO: In the entire AA process, do you think women, especially black women, are still disadvantaged?

MM: I think the entire female population, black and white, has been disadvantaged. This dates back to the apartheid years when one rarely found females, even white females, occupying key positions. This led to a situation whereby women generally lacked experience in corporate leadership. They are affected, today, by this unfortunate legacy.

TUP: Yes, women are still disadvantaged because of capacity failure and lack of work experience. At the moment the Union has entered into a programme with Border Technikon to send students to the Municipality for practical or fieldwork experience. This programme will target women and expose them to the work environment and improve their chances of advancement.

FAM: All women are still disadvantaged. They are simply not given bigger portfolios or responsibilities.

WC: Yes, the AA process has not begun to favour women, all women, at all.
                       There is a need to empower women and give them more responsibilities.

The trend emerging from the above responses is that women in general are still being marginalized and are not given the opportunity to prove themselves. The Nkonkobe Municipality has very few women in key positions. This may be because the Municipality does not have an AA policy as yet. If and when such a policy is drawn up, it must emphasize the gender equity factor as a vital focus area. Existing female employees also need to be given training to prepare them to take on larger responsibilities.

QUESTION THREE: Is there reason to believe that performance declines with the implementation of AA?

MM: No. Some AA candidates are very capable, and if given the opportunity are eager to prove the critics wrong. It is therefore an erroneous perception to assume that decline in performance should be an issue in the implementation of AA. This argument seems to come from the detractors of the process of transforming the South African society.

TUP: No. If the affirmed candidate is properly orientated into how things are run and given adequate support from superiors and subordinates alike, the performance will be at acceptable levels.

FAM: No. The EE Act of 1998 stipulates that the candidate to be affirmed must be suitable, that is, able to perform in the given position.

WC: No. If proper selection procedures are followed, where skills and abilities are considered, fear of decline in performance becomes unfounded.

All interviewees disagree with the notion that performance declines with the implementation of AA. Some advocate a well-managed process of recruitment and selection that is thorough and that does not just seek to affirm candidates for the sake of meeting number quotas. Moreover, if the letter and spirit of the EE Act of 1998 is followed then only the most qualified and suitable candidates will be employed in the process of implementing the AA policy in organisations.

QUESTION FOUR: What concrete steps have organized labour and/or the Municipality's management taken to facilitate the appointment of females into key positions?

MM: On the part of the management of the Municipality, the following steps have been taken: (a) set AA targets, (b) design programmes for the empowerment of females, and (c) encourage work placement training programmes. All of these steps have been jointly embarked upon with the trade unions and look to the long term to realize their gains. We believe that if the appropriate platform is provided, the designated groups (especially women and the disabled) for AA will excel. At this point, about 15% of the Municipality's management is female, and they have performed to expectation.

TUP: Organized labour works in partnership with the Council and management of the Municipality towards employee enhancement. To this end a Labour Forum has been established to continually pursue matters of this nature, including comprehensive affirmation of all designated groups.

FAM: I am not aware of any concrete steps in this regard.

WC: The community, at large, is for the increased representation of women, especially in middle and top management positions. This stance has been clearly conveyed to the authorities of the Municipality, and even labour.

Despite the views expressed above, especially by the Municipal Manager and the Trade Union President, it would appear to this researcher that no concrete steps have in fact been taken to affirm females into key positions. In the process of this research, the researcher observed a lot of rhetoric concerning AA. Most of the efforts are still in the consultative or planning phase.

QUESTION FIVE: In your opinion, have female AA appointees met the desired or expected levels of job performance?

MM: Yes

TUP: Yes. This has been so because the affirmation candidate must meet the minimum qualification and experience criteria. Affirmation is not usually undertaken unless the candidate meets all performance qualifications.

FAM: Yes. All appointments, including AA ones, are based on merit only.

WC: Yes. I have no reason to believe otherwise.

There are still very few female AA appointees at the Municipality at the present moment. The indications are that they are performing their jobs to the expected levels. Negative reports of their

performance may not have been received because they are so few, but it may also be because a standardized performance evaluation mechanism does not yet exist at the Municipality.

QUESTION SIX: Is the performance appraisal/management system at the Municipality comparable to those of other institutions?

MM: The performance appraisal instrument of the Municipality is still in the draft stage. In terms of government policy, the final instrument should incorporate the Integrated Development Plan (IDP) of the Municipality. In the meantime, the Municipality utilizes time frames and action plans, run on a three monthly cycle, to assess the performance of employees. These procedures are not gender biased and therefore demand the same high standards from all employees.

TUP: The performance management of the Municipality is still being worked on and therefore we cannot compare our system with those of other institutions. However, there exists an interim process for assessing employee performance.

FAM: I am not familiar with the performance management system and therefore cannot comment.

WC: This is unclear to me, but I believe a sort of procedure exists which I am confident the Human Resource Department is competent to implement.

As mentioned earlier, this research discovered that there is no concrete performance management system, nor a standardized performance appraisal method or instrument at the Municipality. This may have grave implications for the realistic implementation of the AA policy at the Municipality. This gap and other factors will be explored in the next Chapter where the findings of the research will be discussed in detail in the light of the additional data gathered from the questionnaire and other literature sources.

CHAPTER FIVE

DISCUSSION OF RESULTS AND HYPOTHESES TESTING

5.1   INTRODUCTION

This chapter presents a discussion of the results of the entire research, especially as they pertain to the core of the investigation itself. To effectively do this, hypotheses were tested and the extent of the achievement of the objectives of the research determined. These two actions were carried out simultaneously, by grouping the objectives associated with a particular hypothesis under that hypothesis and by undertaking the necessary analyses leading to a rejection or non-rejection of the hypothesized outcome.

The research statements are treated in clusters, according to the objectives of the research they address. The research statements (see questionnaire in Appendix A) address the objectives and help test the hypotheses as follows:

Hypotheses	Objective (s)	Addressed by Questionnaire items/statements
Hypothesis 1	1	1 to 3
	2	4 to 8
Hypothesis 2	3	9 and 10
	4	11 to 13
	5	14 to 17
	6	18 to 21
	7	22 and 23

While this research made use of quantitative methodology, it is essentially qualitative and descriptive/exploratory in nature. The analysis of the results presented in the previous chapter (see Table 4.1) indicates the following trends.

5.2   HYPOTHESES TESTING AND DETERMINATION OF OBJECTIVES

5.2.1   TESTING OF HYPOTHESIS ONE – The general nature of the implementation of AA at Nkonkobe Municipality is not clearly understood by respondents.

In order to decide on whether the above hypothesis is to be rejected or accepted, a test was conducted by analyzing Objectives One and Two of this research. Questionnaire items 1 to 3 addressed Objective One, while questionnaire items 4 to 8 addressed Objective Two.

Objective One: To describe the nature of AA implementation at Nkonkobe Municipality (Local Government Council).

It is important to understand the nature of the AA implementation at the local government level because it has relevance for policy at all levels of government. Craythorne (1997: 328) emphatically states, "Affirmative Action will definitely be applicable to the local sphere of government". Although this is true, how it is applied is an issue of importance.

In the first item under this objective that sought to determine if respondents felt the implementation of AA is fair to all intended beneficiaries, 41% of the sample responded favourably, while 26% felt that all the designated beneficiary groups, such as women and the disabled, have not been adequately catered for. This indicates that while respondents feel that the historical background (the race factor) to the introduction of the AA policy should not be ignored, the other designated groups should not be disadvantaged.

With regard to how well informed officials are about the procedures and standards for the implementation of AA, 41% felt that they were well-informed, while another 41% of respondents were uncertain that this was so. Given that respondents were fairly well educated (50% have the matriculation certificate), the percentage of uncertain responses could indicate that AA issues and strategies for its implementation are not quite clear to employees, even though 48% of respondents seem to believe that the AA policy is driven by the top management of the Municipality. This suggests that workers at this Municipality are generally not well informed about organizational processes and policies. McAfee and Chadwin's (1981: 84) position that " ...organisations are to ensure that employees are constantly updated with the

recent work activities and programmes" does not appear to be realised here. Possible ways of achieving this could be through on-the-job training and frequent dissemination of information.

The implementation of AA should be based on sound management and succession plans. A workforce analysis is required to determine the extent of representation of people from designated groups in various positions of authority. Information gathered by this researcher reveals that the Municipality does not even have an AA plan as required by the Employment Equity Act, number 55 of 1998. This plan should ideally be drawn up in consultation with various stakeholders and made available to employees, and it should be reviewed periodically.

The researcher is of the opinion that the claims of the Municipality's management with regard to AA are merely 'cosmetic' because the ground rules that ensure the success of such a programme have not been established. This situation may, in part, account for the high percentage of 'uncertain' responses recorded above. Also, this lack of clarity may be attributable to the fact that a significant percentage of employees of the Municipality are quite new to the organisation, as highlighted in the previous chapter and to the fact that the local government system in South Africa is undergoing tremendous transition. This seems to agree with Kravitz and Platania's (1993: 21) claim that where a sense of ambivalence and uncertainty exists with regard to the implementation of AA policy, a period of organizational turbulence, non-commitment to AA, and an overall negative effect on attitude towards its implementation emerges.

Objective Two: To determine the general perceptions of the AA policy at the local government level.

The researcher sought to understand perceptions of individuals as they interpret stimuli into a meaningful and coherent way. People see the world differently, and as rightly put by Schiffman and Kanuk (2000: 122) "four people can view the same event at the same time and each will relate in total honesty, a different story from the others".

In South African circumstances, this perception has been reinforced by the fact that as Carrell, *et al*, (1999: 231) have reported, as late as 1994, white males (constituting just over six percent of the population) occupied more than 96% of top positions. The role of women and disadvantaged

groups, for example, various ethnic groups and handicapped people in South Africa continues to be of great concern. Only 33.8% of women are active in the South African labour market. In addition, by 1998, a massive 95% of managerial jobs were still held by white males.

Also an earlier study on the Breakwater Monitor Project of the University of Cape Town's Graduate School of Business conducted in 1995 and reported by Carrell, *et al.*, (1996: 84), it was found that less than four percent of the managers from the surveyed organisations were black. In that study, the companies surveyed employed 248 black managers, that is, 2.33% of the total, with whites accounting for 93%, and coloured and Asians just over 4%. Other trends reported were that a white male was 5,000 times more likely than a black African woman to be in a top management position, and that in 1996, women occupied only 12.2% of senior management positions. The basic diagram below illustrates the above scenario (as depicted by size of boxes).

FIGURE 5.1   RELATIVE PATTERN OF POSITIONS IN SA SOCIETY BY GENDER/RACE
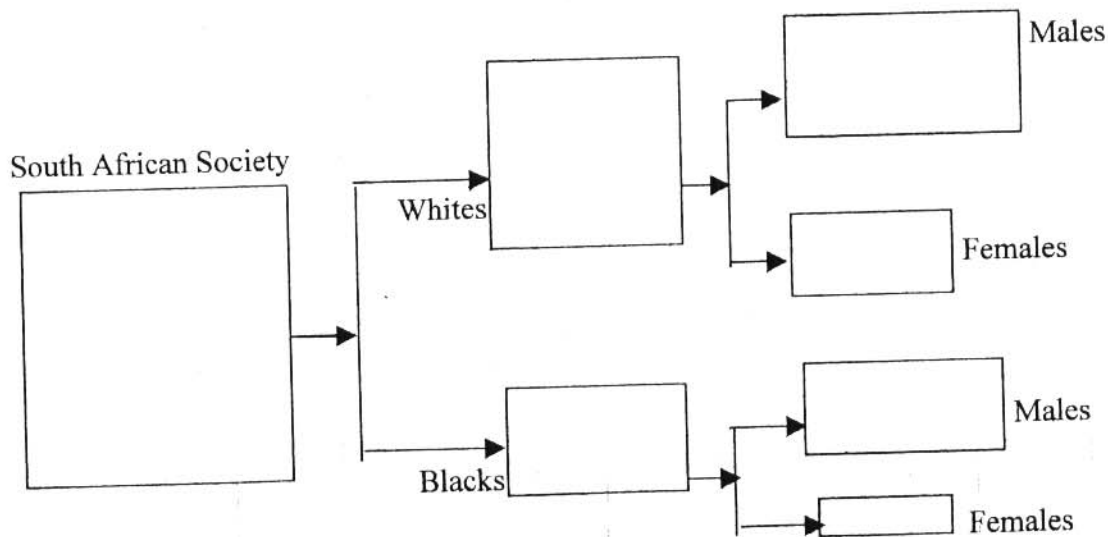
Given the above, the need for the implementation of AA to address inequities, especially that of gender, in South African society, as a result of documented marginalisation, is inevitable, even though some have argued that it is being used as a tool to slow down non-beneficiaries. The findings of this research reveals that 53% of respondents disagree with the statement that AA is a tool used to slow down the advancement of non-beneficiaries. This result differs from the findings of researchers like Fischer (1997: 30) who explained AA only in racial terms. He stated

that for "millions of black South Africans, it is a beacon of hope and a chance of a better life. For many white South Africans it has come to signify a new form of discrimination that is threatening their future and livelihood". Contrary to this view, the majority of the respondents in the present research see AA as having the objective of creating a society where everyone stands an equal chance of advancement in organisations. Thus, there is a belief among the previously disadvantaged South Africans that AA should not be construed as 'reverse discrimination'. AA should be seen as a means for 'levelling the playing field', rather than as Fisher (1997: 32) sees it, "preferential treatment which requires employers to discriminate against better-qualified or equally qualified whites".

While there is agreement on the objective or aim of AA, there is disagreement among the respondents in this research, on the comprehensiveness of such a policy. 36% of the respondents are of the opinion that it is inclusive of other designated groups such as females and people with disabilities, while 38% of respondents are uncertain and 26% disagree. This finding is not surprising because for most people AA seems to be addressing race inequity only, to the exclusion of gender representativeness. This perception is corroborated by the views of some of the interviewees who say that the race factor has been more than adequately addressed in the local government setting albeit, to the insufficient inclusion of other disadvantaged persons, especially gender.

With regard to the gender question, the researcher sought to determine local government aims to appoint women to key positions. While 36% of the respondents seemed to believe that there is a clear plan to appoint women into positions, in actual fact, there are no concrete steps, at the present moment, in this direction. This is evident from the fact that the researcher could not ascertain the existence of any actual programme for this purpose. However, one of the interviewees indicated that efforts are being made in this direction, as shown by the recent appointment of a female to a key position as Assistant Manager.

To determine the pace of the implementation of the AA policy, the researcher asked respondents if the number of affirmed candidates was more important than the actual input they make. 36% said that performance was more important than mere numbers, however, 32% were uncertain. This is in line with the feeling of the management of the Municipality and, probably, a

justification for the slow pace or lack of inclusiveness of their policy. They argue that the Municipality is looking to fill positions with adequately suited candidates rather than a short-term programme of increasing the number of affirmed candidates who would lack the capacity to perform.

According to Wentzel (2000: 8), management and AA appointees differ in their perception of AA success. While top management sees it as working, AA appointees see it as unsustainable if no training is given and needs assessments are not conducted to improve in weak areas. More (1999: 22) emphasizes that the major challenge of AA is to change the attitudes, mindsets and behaviour of people, given the legacy of discrimination, in South Africa, which has resulted in the formation of certain attitudes and perceptions regarding the abilities of women and blacks as managers. The above view is also consistent with the opinions of Jacobson and Koch (1977: 149) and Nacoste (1994: 205) who say that when AA policies are not clearly entrenched, the perception of such a policy, especially among non-beneficiaries, will tend to be negative.

In conclusion, Hypothesis One, which states that the general nature of the implementation of AA is not clearly understood by respondents, must be accepted because of the following:

> Although there is general awareness of the need for the AA policy, it is not clearly understood because management has not made adequate efforts to communicate all the necessary details concerning its implementation to employees;

> There is a glaring absence of an institutional AA policy and plan;

> No concrete in-house training programmes are in place to bridge the gaps that exist between males and females; and

> Failure of the Municipality to provide appropriate induction and orientation to new employees as to the policy frameworks that govern the organisations existence.

5.2.2 TESTING OF HYPOTHESIS TWO – The implementation of gender-based affirmative action policy at Nkonkobe local government administration in the Eastern Cape is perceived as providing a shield for women who perform poorly, if at all.

This hypothesis was tested by conducting analysis on Objectives Three to Seven of this research in order to determine whether to reject or to accept the above hypothesis. The following is a report and discussion of the findings.

Objective Three: To determine employee perception of gender motivated AA implementation at Nkonkobe Municipality (Local Government Council).

Human (1995: 52-55) notes that for AA to be acceptable to all employees in South Africa, it must seek to create an increase for the formerly disadvantaged, without necessarily hampering the expectations and aspirations of other groups. In terms of gender, given the historical sidelining of women and the lack of opportunity to pursue careers, it is important that women are now given the opportunity to excel. This can only be achieved if men, who will contribute immensely to the training of women, are comfortable with the processes and do not feel discriminated against. If they decide to withhold training or refuse to impart skills, AA will not be successful.

When respondents were asked whether, in the affirmation of women in general, black women were more disadvantaged than white women, 41% agreed while 29% disagreed. The degree of disagreement emanates from the facts that while black women were and remain disadvantaged as a result of their race and gender, white women were and remain disadvantaged only as a result of their gender, as depicted by of boxes of the model below.

FIGURE 5.2   EXTENT OF DISADVANTAGE BY GENDER/RACE
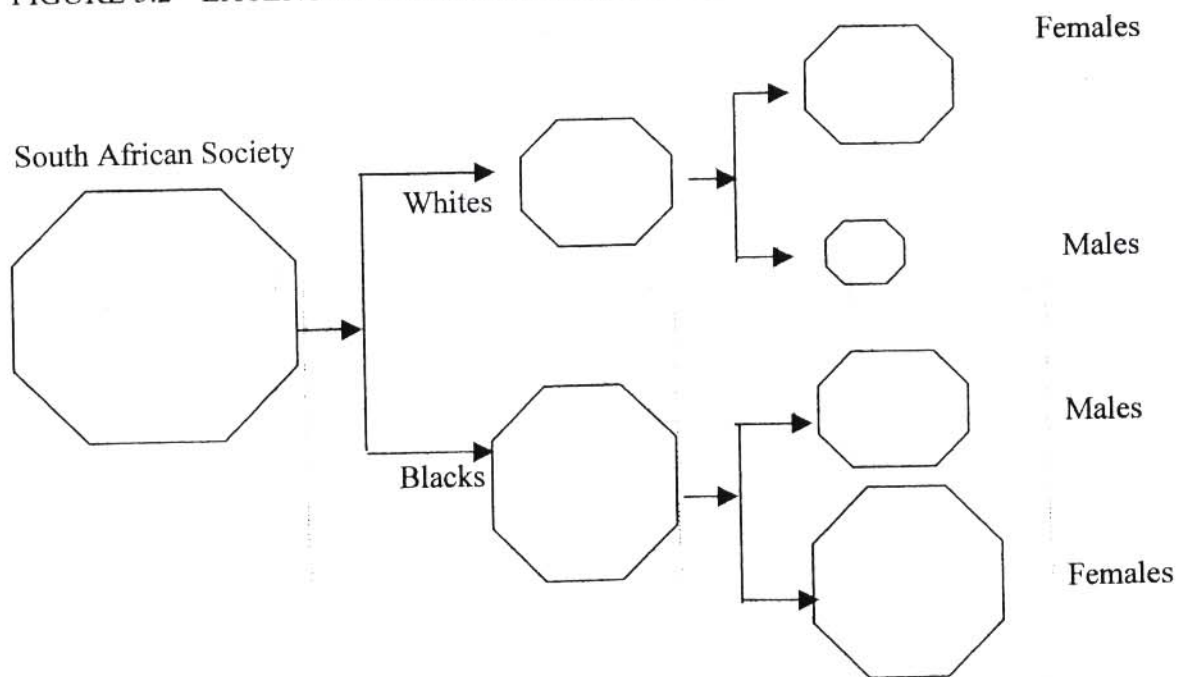
Given the above analysis, a cone shaped model based on, and attempting to reverse, the

'formula' utilized in the past (apartheid era) for access to development opportunities has been conceptualised by the researcher.

FIGURE 5.3   A GENDER/RACE BASED MODEL FOR AA IMPLEMENTATION
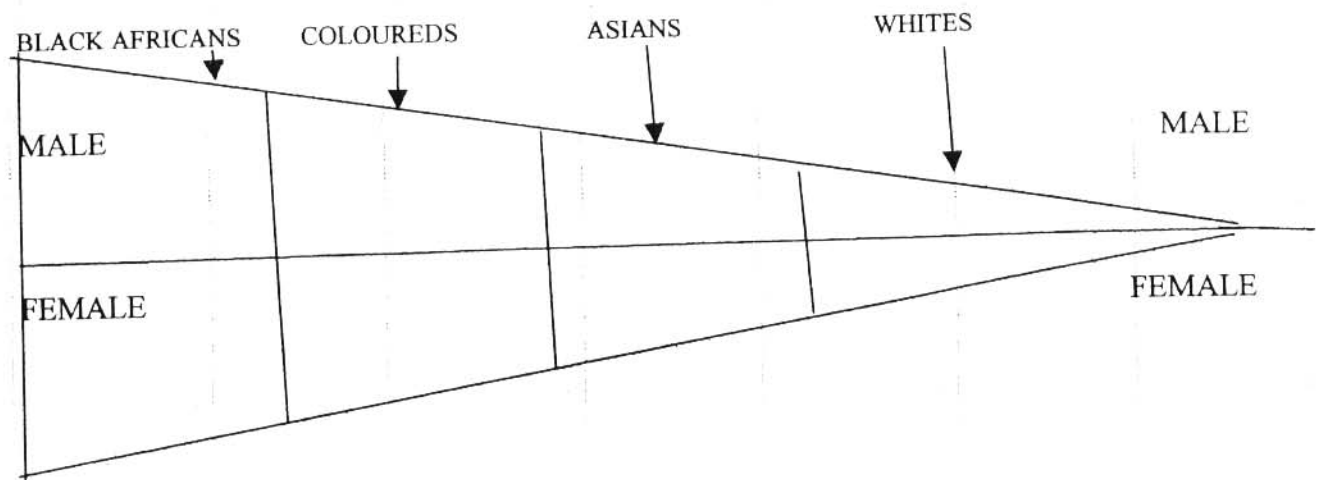
In this model, the point of departure from present arguments is that, if women cannot have more in terms of AA positioning, then they should, at least, have 50 percent of all AA positions in organisations. In the conceptualisation of this researcher, the reversed ratio of distribution of access to affirmation positions should be 4 (black Africans): 3(coloureds): 2(Asians): 1(whites). This is not 'reverse discrimination', since it adequately caters for all groups. It is simply a formula for ensuring the acceleration of the pace at which previously disadvantaged groups catch up in organisations. Thus, if there are, for example, ten positions vacant in an organisation at any given point, the applicable ratios should be 4:3:2:1 (according to race as given above. Furthermore, females must fill half of all such positions, if 'suitably qualified' ones do apply.

The model presented here advances the cause of a gender-motivated implementation of AA policies. However, given that the reality of most organizational structures (including that of the Municipality researched here) still do not feature significant numbers of women in top positions, it is not surprising that the majority (67%) of respondents in this research are either uncertain or disagree about the ability of women to be effective managers or superiors. In a largely 'African' community as that examined in this research, it would appear that the reasons for this level of uncertainty and apparent lack of confidence could be traced to historical, traditional and cultural

factors beyond the scope of the present research.

In conclusion, the onus is on the management of local government councils to change the prevailing mindsets. As Reddy (1996: 124) rightly emphasized, local governments must recognize that women must be empowered, and special programmes must be instituted and accelerated for women's advancement and empowerment in local governance, as well as in mainstream society. Such programmes would include human resource development efforts which should be effectively managed and monitored through both training and performance objectives, while emphasis in selection criteria should be on job-related qualities as these limit negative stereotyping and increase expectations (Grossett & Venter, 1999: 164).

Objective Four: To highlight the prevailing procedure for evaluating employee/job performance, if any, at Nkonkobe Municipality (Local Government Council).

Policy relating to career advancement, in terms of performance evaluation, at this local government structure is largely unclear. 41% of the respondents are uncertain of the procedure for advancement, if any, while other respondents are equally divided as to whether the procedure for career advancement is performance-based. While 41% of respondents are uncertain if career advancement is tied to performance, 42% of the respondents (interestingly, mainly those in senior to top management positions) believe that procedures exist for determining performance. As mentioned elsewhere in this research report, the present practice is to conduct a weekly or quarterly meeting which is assumed to measure performance. This practice is non-standardized, non-specific, and does not make use of any quantifiable measurement criteria. Rwegasira (1988: 48) states that it is important for a supervisor or administrator to be tested and his or her abilities determined because an administrator with a low or average ability cannot command an appreciable level of status in the environment in question. The lack of a standardized performance evaluation system means that the performance level at the Municipality cannot be compared to similar organisations elsewhere.

Appraisals have a developmental function because deficiencies are identified and methods are devised to improve such areas (Carrell, *et al*, 1998: 13). Management must develop a system of accurate performance appraisal in order to identify those employees who are outstanding,

average and poor performers. Although developing an accurate performance appraisal system is not easy, it is a critical link between employee performance and motivation. The fact that the Municipality does not have a clear performance management system could have implications for any sort of a performance-based AA policy. Research findings (Turner & Pratkanis, 1993) in this regard reveal a complicated relationship between employment (especially selection procedures) under AA policy and performance. Turner and Pratkanis (1993: 28) concluded therefore that the AA – performance relationship appears to be moderated by other variables that may ultimately negatively impact on the success of the implementation of any AA policy.

A situation of lack of clarity, in terms of performance standards, gives critics a tool to readily criticize AA as advocating reverse discrimination and creating a scenario that will lead to declining growth and productivity levels as well as lowering of standards. The aim of a proper performance management system is to ensure that existing resources perform optimally. In such instances, good results are rewarded (sometimes through career advancement) while poor performance is improved. The aim is not to punish poor performers, but to provide improvement through evaluation and feedback on individual performance and the creation of developmental opportunities through training, mentoring and coaching.

The Eastern Cape Province prioritised the need to improve public service performance through the introduction of a single performance management system (Intergu, 2001: 7). Until this is done, it is up to organisations like the Nkonkobe Municipality, to formulate their own. The Integrated Development Plan (IDP) process and performance management systems form the basis of transformation towards service delivery [South African Local Government Association (SALGA), 1997: 17].

Objective Five: To determine if AA beneficiaries, especially women, meet desired performance standards.

Affirmative action provides some consideration of a person's race, gender or ethnicity in making decisions for selection, promotion, retention or other personnel activities (Gillet, 2000: 108). According to Fischer (1997: 2), among white South Africans AA is seen as a racist policy resulting in reverse discrimination against whites. They express fear of lack of promotion

prospects or upward mobility due to one's race or gender rather than as a result of one's proven competence. The consideration of other variables, such as gender, put human resource managers in a difficult position because this is usually seen as preferential treatment for a protected group (Werther & Davis, 1996: 104). In this research, an attempt is made to relate performance standards to the actual performance of AA beneficiaries to determine if performance standards are being upheld.

A cursory examination of the responses to those items relating to this objective shows that respondents are almost equally divided on the question of performance with regard to the implementation of AA. 36% of the respondents disagree that performance is an issue when the subject of AA is raised. As stated elsewhere, they argue that only the 'most suitably qualified' candidates are considered even in the process of implementing AA appointments. However, 38% of the respondents agree that performance could become an issue in the implementation of AA appointments due to the absence of a performance monitoring system, and also, if insufficient training is given to appointees after appointments have been made.

56% of the respondents were uncertain whether the performance of female beneficiaries of the AA policy meets desired levels. This is probably due to an apparent lack of confidence in the capacity of female employees and to lack support systems, if poor performance is observed. The results also show that 44% of respondents are uncertain as to whether the performance of female beneficiaries is usually 'perceived' as poorer. This seems to indicate that female AA candidates may actually be perceived as not having the requisite competencies for the positions they are appointed to. However, a further 44% of respondents disagree that this is the perception. Their argument is that the performance measurement procedures in place are not gender based and therefore feel that it would be misleading to assume that performance standards of females are poorer.

The uncertainty surrounding the performance levels of females cannot be divorced from historical factors. In the past, females, including white females, were not given opportunities to hold many key positions. Therefore, because they have been sidelined for so long, people are uncertain that they can carry out assigned jobs effectively. However, if AA is to work, organisations need to change their attitude towards the development of employees, rather than to

dissipate energy trying to be 'seen' to be complying with legislation.

As Sonn (1997: 3) has remarked, in the initiation of AA appointments, the minimum requirements must be upheld. If neglected, this can deprive the organisation of better staff. This observation is in sharp contrast to Nzimznde and Sikhosana's (1997: 65) position that AA should be viewed from a broader perspective for the transformation of society to egalitarianism. Affirmative action seems to be an agent towards the attainment of equitable relations.

In conclusion, in order to ensure that AA candidates are able to meet desired standards, they should be given the necessary assistance and training. Therefore, in determining the progress organisations have made in the implementation of AA policy, the efforts made in respect of the education and training of affirmed candidates should weigh heavily. The management of Nkonkobe Municipality, thus, has to double its efforts to ensure that AA appointees are developed according to workforce and career advancement plans.

Objective Six: To analyse the effect of implementing AA policy on performance by beneficiaries, especially women (that is, to determine if AA promotes good work among beneficiaries).

This research findings suggests that non-implementation of a gender-based AA policy significantly decreases motivation and interest among female employees. This could mean that the implementation of an AA policy could encourage healthy competitiveness among beneficiaries. People who benefit from AA see it as a motivating factor to work harder and to disprove critics, and to get job satisfaction in the process. Marx and Cilliers (2000: 55-71) noted that the success of AA could be measured by job satisfaction. They reported the following findings:

> There is a direct positive correlation between effectiveness and job satisfaction of employees targeted by AA measures;

> The assessment of job satisfaction of AA beneficiaries represents a viable and practical measure of AA success that can be categorized as being related to the indirect outcome of AA endeavours; and

> The assumption regarding the measurement of job satisfaction of AA beneficiaries, as an

indication of the success of AA interventions are therefore confirmed.

The above position is reinforced by the fact that in the present research, 51% of respondents agree that performance is a vital prerequisite for advancement to higher positions. In other words, it is clear that, if given the opportunity to prove themselves (that is, AA beneficiaries), the majority of the respondents agree that considerations of performance should be the overriding factor in progression. Also, in response to another questionnaire item, 56% of respondents note that AA does not provide a shield for non-performers. However, on whether efforts to be gender representative are more important than consideration of actual abilities in the affirmation of females, a large 53% of respondents were uncertain. It would appear that respondents are very uncertain as to whether the affirmation process is more inclined towards bringing more women into the organisation, or to simply advancing the most competent among the pool of female employees into key positions.

Among the criteria for checking whether indeed the public service is transforming, the Eastern Cape Provincial government boasted of having more women than men in the civil service, with women constituting 63%. They also reported having about 25% of women at the highest levels of decision-making in the Province (Intergu, 2001: 33). The reality, however, seems to be that despite their representation at lower echelons of management, as one looks up the ladder, fewer women are found. To defend this picture, the Premier of the Province, in his State of the Province Address, argued that it is not a 'numbers game', but a dynamic relationship that places service delivery at the forefront of transformation (Intergu, 2001: 33). Although affirming women just to meet the number quotas would be counterproductive, women still need to be adequately represented in top-level decision-making structures of organisations and government. This approach, according to a United Nations Report (1991: 1438), is to provide opportunity for them to participate in identifying other problems as well as design strategies for the future.

Objective Seven: To highlight the perception of male employees about women in superior positions.

Mills (1997: 39) says that as women enter the workforce in large numbers, "they begin experiencing difficulties in their chosen careers". Gender discrimination continues to exist

(commonly referred to as the 'glass ceiling') for women who aspire to top management. According to Alonsi, (1995: 114), women were traditionally not primed for leadership or policy-making but to be followers, despite the fact that men had fewer responsibilities in earlier societies.

Ever since the United Nation's declaration of the year 1975 as the international year of the woman, and the period 1975 to 1985 as the 'decade for women', increased attention has been paid to how labour markets treat women relative to men (Olsen & Coppiri, 2001: 56). This attention has led to an increasing number of women participating in the labour force (Tan, 1996: 834).

The present research examines how women are being treated in general, but more especially as superiors, and whether men accept them in superior positions. While literature (Fischer, 1995: 22-25) shows that workers' preference for male managers is declining in South Africa, and internationally, the findings of this research reveals this not to be quite the case. 32% of respondents in this research were uncertain when asked if male employees are still reluctant to work under a superior that is female. This may mean that cultural, historical and traditional trends have not completely disappeared. Other factors, highlighted by Nzomo, (1995: 91), which may be contributory to this kind of observed trend includes the corporate culture, education and training, institutional policy framework, the legal framework, and women's movements and networking.

In conclusion, the pattern of results yielded in respect of the testing of Hypothesis Two which sought to determine if the implementation of AA at the researched Municipality is perceived as providing a shield for non-performing beneficiaries, especially women, showed that this is rejected. Some of the highlights of the analysed data leading to this rejection reveal that:

> Employees, as represented by the sample of respondents, are in favour of the implementation of a gender-based AA policy because of the glaring absence of women in top management positions;

> Respondents say such affirmation should be as a result of performance;

> Respondents felt the insufficient number of female representation at top management makes it impossible to generalize that AA provides a shied for non-performing women;

➤ Respondents observed that the lack of a standard or specific performance management system and appraisal procedures makes the evaluation of employee performance difficult, and also identified the need for any interim performance management system to be gender-based; and

➤ Respondents also felt that the non-existence of any training programme for affirmed employees shows that the institution can do more to improve the performance of AA candidates, if and when appointed.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1   INTRODUCTION

Conclusions and recommendations on a sensitive and highly emotive subject such as AA must not be lightly made. However, since the subject is serious enough to be researched the pertinent conclusions must be drawn and appropriate recommendations made. This chapter also highlights the limitations of this research and gives some suggestions (from the point of view of the researcher) on the direction future research in this area may take to enrich knowledge on these matters. It is particularly important to direct future efforts towards an in-depth investigation of various variables and to a possible widening of investigations on a comparative basis.

6.2   CONCLUSIONS AND RECOMMENDATIONS

From the findings of the of the current research, it may be concluded that although AA policy is important, its implementation is being undertaken in a haphazard fashion, leaving much to be desired. There is need for a strong statutory monitoring and enforcement agency to follow up on various organisations (private and public alike) to ensure that the AA policy is comprehensively implemented.

This research has confirmed that AA is important and should be viewed as a process towards improving the abilities of previously disadvantaged groups to compete equitably. It is government initiated and should be driven as such towards a more balanced workforce and the achievement of development goals. This position is held because the historical background in South Africa cannot be discounted.

The implementation of AA should also be carefully administered so as to avoid situations where certain groups, for example women, are still not properly represented. This would erode some of the envisioned benefits of the policy that would otherwise have accrued from it. One obstacle to its correct implementation, with specific reference to the Municipality researched, is the lack of

proper groundwork. This should precede implementation; for example workforce analyses have to be carried out to obtain a clearer picture of appointees and the groups they may fall into. Another consideration would be to develop a well-designed implementation plan that will help to establish clear individual or group productivity and, of course, performance measurement criteria for an equitable reward system.

The present situation at the Municipality seems to go contrary to the ideal in many respects:

> There is no institutional AA policy: There is a need for a strategic management approach, driven by top management, in the implementation of AA at the Municipality where components such as merit and competence should be emphasized and encouraged. If these are lacking it will lead to negative attitudes towards the AA programme. If such a plan is clear and accepted by all, the programme will not be seen as a change of guard that seeks to put some groups into peripheral positions and others in positions of importance.

> The absence of a performance management system: To address this lack, the authorities must consider its development and implementation as a matter of priority in order to comply with standards elsewhere. If AA is viewed as providing an opportunity for incompetent employees, then the whole purpose will have been defeated. The aim of such a performance management system is to provide improvement through evaluation and feedback. This will reward good results, and such a system will include planning, setting standards, periodic reviews, record of performance, formal evaluation, and right to protest the results of the evaluation.

> Low achievement-motivation and lack of interest among employees: As discussed elsewhere in this research report, these prevail at the Municipality largely because the performance standards are not clear. If performance targets and rewards for achieving them are clarified, employees will tend to be more motivated than they are now.

> Unclear criteria for employee selection in the AA implementation process: The selection and recruitment process must be transparent with clearly defined rules. Such rules will emphasize the recruitment of only the most suitably qualified and competent persons to any given position.

> Lack of communication on AA-related issues: A better understood process of communicating emerging policies, especially in relation to AA, to the rank and file needs

to be fostered by management. This communication should include an implementation evaluation cycle, feedback loops and appropriately open and all-inclusive channels.

> Support and training for appointees and all employees: It is the responsibility of the institution to develop its employees through education and training as a way to increase economic prosperity. For many organisations, the heart of the development process is composed of on-the-job and off-the job activities that teach new skills and abilities. The increase in employee education should be accompanied by growing professionalism in the training field.

Finally, despite some apparent flaws, and although AA cannot offer a perfect solution to the disparities of the past, it certainly remains the most dynamic and active process for monitoring progress towards the goal of employment equity and increased productivity, for both the organisation and its employees, especially women.

6.3   LIMITATIONS OF THE RESEARCH

Like most research, this too has some obvious limitations that signal caution in the generalization of the findings. The following are some of the primary limitations:

> The research was limited to only one local government council in the Eastern Cape Province of South Africa. This means that while the finding may represent the prevailing circumstance in some of the municipalities in South Africa, sweeping generalizations cannot be made freely.

> The absence of representation of women in middle and top management positions made it difficult to really explore all facets of the gender element, as there was no balance in representation.

> The research was also handicapped by the fact that due to the small numbers of women in the sample, it was not possible to run any meaningful comparative analyses between different groups of women. For example, a comparison of the AA experiences of white women with black women, older women with younger women, married women with unmarried women, *et cetera*. Thus the results obtained from the data analyses do not clearly depict the female perspective.

Not withstanding these limitations, the variables examined in this research can be reasonably applied to explain the relevant aspects of a gender-based implementation of AA.

6.4 SUGGESTIONS FOR FUTURE RESEARCHES

In the course of conducting this research, it became apparent that some interesting aspects fell outside the scope of the present endeavour. These are identified here to guide researchers who may be interested in pursuing these in the future.

> The effect of the implementation of AA on the motivation of non-beneficiaries was not identified and was beyond the scope of the present research. It would, however, be an interesting area of research, especially to determine the extent to which the AA process may itself be a motivating or de-motivating factor in work environments.

> The influence of demographic factors can be followed up in the future. With proper conceptualisation and extension of the present research, more information can be obtained on the influence of demographic factors on the perception of AA.

> From a methodological point of view, the data of the present research were obtained largely from management level employees and employees in the finance department. It would be interesting for future researchers to include all other departments in order to obtain a much clearer picture of trends, perceptions, and attitudes.

> Finally, to increase the generalisability of the findings of this research, future investigations might involve replicating the research in other or multiple local government areas in order to enable them carry out comparative analyses and to extend the generalizations.

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APPENDIX A

RESEARCH QUESTIONNAIRE

APPENDIX A

RESEARCH QUESTIONNAIRE

Gender Equity Versus Job Performance:
An examination of the implementation of Affirmative Action at Nkonkobe Local Government Administration in the Eastern Cape Province of South Africa.

Dear Sir/Madam,

This is a part of a research for a joint University of the North and University of Pretoria Master of Public Administration (MPA) degree programme at the Turfloop Graduate School of Leadership, Edupark, Pietersburg.

The purpose of this research is to examine the implementation of the Affirmative Action policy, as it relates to women, at the Local Government level and to determine if respondents feel job performance would be affected because of this.

Kindly furnish some information on the above subject by **ticking** or **circling,** where applicable, the response that best reflects your view about the statement made. Where possible, provide reason(s) for the view held. There are no wrong or right answers. The questionnaire is completely anonymous and confidential. The outcome of the study is for academic purposes only.

Thank you.

I. U. ILE (MRS.)
TEL: (082) 70 33 696

RESPONDENTS' BIOGRAPHIC INFORMATION

A. Age (in years):

21-30	[ ]
31-40	[ ]
41-50	[ ]
51-60	[ ]
60 &above	[ ]

B. Gender:

| Male | [ ] |
| Female | [ ] |

C. Race:

Indian	[ ]
Coloured	[ ]
Black	[ ]
White	[ ]

D. Marital Status:

| Married | [ ] |
| Single | [ ] |

E   Highest Educational Qualification:

Matric	[ ]
Diploma	[ ]
Degree/Honours Degree	[ ]

F. How long have you been employed in this organization?

Less than 2 years	[ ]
3-6 years	[ ]
7-9 years	[ ]
10-12 years	[ ]
13 & above	[ ]

G. Nature of employment:

Administration	[ ]
Finance	[ ]
Technical	[ ]

H. Position:

Junior Management	[ ]
Middle Management	[ ]
Senior Management	[ ]

I. Which category best describes you?

Previously Advantaged	[ ]
Previously Disadvantaged	[ ]
Expatriate	[ ]
Masters/Doctorate	[ ]

The following are statements about gender equity, performance and the implementation of affirmative action at the Local Government level. Please **circle** the response category to the statement(s) that best reflects your view on the topic under research.

Each statement has five response categories:

1. Strongly Disagree   2. Disagree   3. Uncertain   4. Agree   **5. Strongly Agree**

1. The implementation of affirmative action is fair to all intended beneficiaries.   1   2   3   4   5
Give reasons---
----

2. Officials directly involved with the implementation of affirmative action are
well informed about the procedures and standards for its implementation   1   2   3   4   5
Give reasons---
----

3. The affirmative action policy is driven by the top management of the
local government council.   1   2   3   4   5
Give reasons---
----

4. Affirmative action is a tool used to slow down the advancement of non beneficiaries   1   2   3   4   5
Give reasons---
----

5. Affirmative action is achieving the objective for which it was established.   1   2   3   4   5
Give reasons---
----

6. It is a comprehensive policy covering all aspects such as gender inequality,   1   2   3   4   5
people with disabilities, etc.
Give reasons---
----

7. The local government council has a clear plan to appoint women into key   1   2   3   4   5
positions.
Give reasons---

8. In the implementation of affirmative action, the <u>number</u> of affirmed candidates   1   2   3   4   5
is more important than their actual input or contribution in the organisation.
Give reasons---
----

9. In the affirmation of women in general, black women are still more
disadvantaged than white women.   1   2   3   4   5
Give reasons---
----

10. Service delivery at the local government level is likely to be more effective if   1   2   3   4   5
driven or managed by women
Give reasons---

11. The procedure for career advancement is performance based.   1   2   3   4   5
Give reasons---
----

12. Specific and standard measures exist for determining employee performance.   1 2 3 4 5
Give reasons--
----

13. Performance appraisal procedures are comparable to those of similar   1 2 3 4 5
institutions elsewhere.
Give reasons--
----

14. There is always a concern about performance when the issue of affirmative action
is raised.   1 2 3 4 5
Give reasons--
----

15. Performance declines when affirmative action is implemented, as critics claim.   1 2 3 4 5
Give reasons--
----

16. The performance standard of female affirmative action candidates meets   1 2 3 4 5
desired levels
Give reasons--
----

17. The performance of female beneficiaries of affirmative action is usually   1 2 3 4 5
perceived as poorer than that of non-beneficiaries
Give reasons--
----

18. Affirmative action promotes healthy competitiveness and achievement   1 2 3 4 5
motivation among possible beneficiaries.
Give reasons--
----

19. In the implementation of affirmative action, performance is a vital   1 2 3 4 5
pre-requisite for advancement to higher positions.
Give reasons--
----

20. Affirmative action provides a shield for non-performing women   1 2 3 4 5
Give reasons--
----

21. In the affirmation of women, efforts to be gender representative plays a more   1 2 3 4 5
important role than capability
Give reasons--
----

22. Male employees are still reluctant to work under a superior that is female   1 2 3 4 5
Give reasons--
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23. Affirmative action implementation is being used as a cheap means for   1 2 3 4 5
individual career advancement
Give reasons--

APPENDIX B

COPY OF WOMEN'S CHARTER
(Source: Walker, 1991)

APPENDIX A
Women's Charter and Aims

Preamble: We, the women of South Africa, wives and mothers, working women and housewives, African, Indians, European and Coloured, hereby declare our aim of striving for the removal of all laws, regulations, conventions and customs that discriminate against us as women, and that deprive us in any way of our inherent right to the advantages, responsibilities and opportunities that society offers to any one section of the population.

A Single Society: We women do not form a society separate from the men. There is only one society, and it is made up of both women and men. As women we share the problems and anxieties of our men, and join hands with them to remove social evils and obstacles to progress.

Test of Civilisation: The level of civilisation which any society has reached can be measured by the degree of freedom that its members enjoy. The status of women is a test of civilisation. Measured by that standard, South Africa must be considered low in the scale of civilised nations.

Women's Lot: We women share with our menfolk the cares and anxieties imposed by poverty and its evils. As wives and mothers, it falls upon us to make small wages stretch a long way. It is we who feel the cries of our children when they are hungry and sick. It is our lot to keep and care for the homes that are too small, broken and dirty to be kept clean. We know the burden of looking after children and land when our husbands are away in the mines, on the farms, and in the towns earning our daily bread.

We know what it is to keep family life going in pondokkies and shanties, or in overcrowded one-room apartments. We know the bitterness of children taken to lawless ways, of daughters becoming unmarried mothers whilst still at school, of boys and girls growing up without education, training or jobs at a living wage.

Poor and Rich: These are evils that need not exist. They exist because the society in which we live is divided into poor and rich, into non-European and European. They exist because there are privileges for the few, discrimination and harsh treatment for the many. We women have stood and will stand shoulder to shoulder with our menfolk in a common struggle against poverty, race and class discrimination, and the evils of the colour-bar.

National Liberation: As members of the National Liberatory movements and Trade Unions, in and through our various organisations, we march forward with our men in the struggle for liberation and the defence of

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the working people. We pledge ourselves to keep high the banner of equality, fraternity and liberty. As women there rests upon us also the burden of removing from our society all the social differences developed in past times between men and women, which have the effect of keeping our sex in a position of inferiority and subordination.

Equality for Women: We resolve to struggle for the removal of laws and customs that deny African women the right to own, inherit or alienate property. We resolve to work for a change in the laws of marriage such as are found amongst our African, Malay and Indian people, which have the effect of placing wives in the position of legal subjection to husbands, and giving husbands the power to dispose of wives' property and earnings, and dictate to them in all matters affecting them and their children.

We recognise that the women are treated as minors by these marriage and property laws because of ancient and revered traditions and customs which had their origin in the antiquity of the people and no doubt served purposes of great value in bygone times.

There was a time in the African society when every woman reaching marriageable stage was assured of a husband, home, land and security.

Then husbands and wives with their children belonged to families and clans that supplied most of their own material needs and were largely self-sufficient. Men and women were partners in a compact and closely integrated family unit.

Women who Labour: Those conditions have gone. The tribal and kinship society to which they belonged has been destroyed as a result of the loss of tribal land, migration of men away from the tribal home, the growth of towns and industries, and the rise of a great body of wage-earners on the farms and in the urban areas, who depend wholly or mainly on wages for a livelihood.

Thousands of African women, like Indians, Coloured and European women, are employed today in factories, homes, offices, shops, on farms, in professions as nurses, teachers and the like. As unmarried women, widows or divorcees they have to fend for themselves, often without the assistance of a male relative. Many of them are responsible not only for their own livelihood but also that of their children.

Large numbers of women today are in fact the sole breadwinners and heads of their families.

Forever Minors: Nevertheless, the laws and practices derived from an earlier and different state of society are still applied to them. They are responsible for their own person and their children. Yet the law seeks to enforce upon them the status of a minor.

Not only are African, Coloured and Indian women denied political rights, but they are also in many parts of the Union denied the same status as men in such matters as the right to enter into contracts, to own and dispose of property, and to exercise guardianship over their children.

Obstacle to Progress: The law has lagged behind the development of society; it no longer corresponds to the actual social and economic position of women. The law has become an obstacle to progress of the women, and therefore a brake on the whole of society.

This intolerable condition would not be allowed to continue were it not for the refusal of a large section of our menfolk to concede to us women the rights and privileges which they demand for themselves.

We shall teach the men that they cannot hope to liberate themselves from the evils of discrimination and prejudice as long as they fail to extend to women complete and unqualified equality in law and in practice.

Need for Education: We also recognise that large numbers of our womenfolk continue to be bound by traditional practices and conventions, and fail to realise that these have become obsolete and a brake on progress. It is our duty and privilege to enlist all women in our struggle for emancipation and to bring to them all realisation of the intimate relationship that exists between their status of inferiority as women and the inferior status to which their people are subjected by discriminatory laws and colour prejudices.

It is our intention to carry out a nation-wide programme of education that will bring home to the men and women of all national groups the realisation that freedom cannot be won for any one section or for the people as a whole as long as we women are kept in bondage.

An Appeal: We women appeal to all progressive organisations, to members of the great National Liberatory movements, to the trade unions and working class organisations, to the churches, educational and welfare organisations, to all progressive men and women who have the interests of the people at heart, to join with us in this great and noble endeavour.

Our Aims

We declare the following aims:

This organisation is formed for the purpose of uniting women in common action for the removal of all political, legal, economic and social disabilities. We shall strive for women to obtain:

1. The right to vote and to be elected to all State bodies, without restriction or discrimination.
2. The right to full opportunities for employment with equal pay and possibilities of promotion in all spheres of work.
3. Equal rights with men in relation to property, marriage and children, and for the removal of all laws and customs that deny women such equal rights.
4. For the development of every child through free compulsory education for all; for the protection of mother and child through maternity

homes, welfare clinics, creches and nursery schools, in countryside and towns; through proper homes for all, and through the provision of water, light, transport, sanitation, and other amenities of modern civilisation.

5. For the removal of all laws that restrict free movement, that prevent or hinder the right of free association and activity in democratic organisations, and the right to participate in the work of these organisations.

6. To build and strengthen women's sections in the National Liberatory movements, the organisation of women in trade unions, and through the peoples' varied organisation.

7. To cooperate with all other organisations that have similar aims in South Africa as well as throughout the world.

8. To strive for permanent peace throughout the world.

APPENDIX C

ORGANISATIONAL CHART FOR NKONKOBE MUNICIPALITY

MUNICIPAL MANAGER

SECRETARY/TYPIST

FINANCE DEPARTMENT
- FINANCE MANAGER
  - SECRETARY/TYPIST
  - ACCOUNTANT EXPENDITURE
    - DATA/IT MANAGER
      - IT OFFICER
      - IT OFFICER
    - CREDITORS CLERK
    - SENIOR CREDITORS CLERK
    - STORE OFFICER (1)
      - ASSISTANT STORES OFFICERS (2)
    - PAYROLL ADMINISTRATION CLERK (1)
  - ACCOUNTANT REVENUE
    - SENIOR DEBTORS CLERK (1)
    - CASHIERS (6)
    - DEBTORS CLERKS (3)
    - METER READERS (5)

STRATEGIC PLANNING AND DEVELOPMENT DEPARTMENT
- STRATEGIC PLANNING AND DEVELOPMENT MANAGER
  - SECRETARY/TYPIST
  - LED OFFICER
    - ASSISTANT LED OFFICER
  - PUBLIC RELATIONS OFFICER
    - ASSISTANT PUBLIC RELATIONS OFFICER

HUMAN RESOURCES AND ADMINISTRATION DEPARTMENT
- HUMAN RESOURCES AND ADMINISTRATION MANAGER
  - SECRETARY/TYPIST
  - ADMINISTRATION MANAGER
    - MEETING MANAGER
    - SENIOR COMMITTEE CLERK (1)
    - COMMITTEE CLERK (1)
    - COMMITTEE CLERK (1)
    - COMMITTEE CLERK (1)
    - ADMINISTRATION ASSISTANT OFFICERS (1)
    - HOUSING OFFICER
    - LAW & HOUSING OFFICER
    - HOUSING OFFICER
    - CLEANERS
      - MESSENGER/DRIVER
      - SWITCHBOARD
      - REGISTRY
  - ASSISTANT MANAGER HUMAN RESOURCES
    - SECRETARY/TYPIST
    - PERSONNEL OFFICER (1)
      - CLERK
    - PERSONNEL OFFICER (1)
      - CLERK

ENGINEERING DEPARTMENT
- ENGINEERING SERVICES MANAGER
  - SECRETARY/TYPIST
  - ASSISTANT MANAGER WATER AND SANITATION
    - WATER TREATMENT WORKS
    - SEWER TREATMENT
    - PLUMBER
    - PLUMBER
    - PLUMBER
    - PLUMBER
      - GENERAL ASSISTANTS
  - ASSISTANT MANAGER ELECTRICITY
    - TECHNICAL CLERK
    - SENIOR ELECTRICIAN
      - ELECTRICAL ASSISTANTS (4)
    - SENIOR ELECTRICIAN
      - ELECTRICAL ASSISTANTS (4)
    - OPERATIONS
      - FOREMAN
      - FOREMAN
      - FOREMAN
      - FOREMAN
        - GENERAL ASSISTANT
    - ASSISTANT MANAGER ROADS
      - MECHANIC
      - ASSISTANT MARKET
      - TRANSPORT OFFICER

COMMUNITY SERVICES DEPARTMENT
- COMMUNITY SERVICES MANAGER
  - SECRETARY/TYPIST
  - HEALTH INSPECTOR (1)
    - REFUSE COLLECTION
      - DRIVERS (2)
        - GENERAL ASSISTANTS
      - STREET CLEANING
        - DRIVERS (2)
        - GENERAL ASSISTANTS
    - SOLID WASTE DISPOSAL
      - FOREMAN
        - OPERATORS
          - GENERAL ASSISTANT (1)
          - GENERAL ASSISTANT (1)
      - PARKS AND GARDENS CEMETERIES
        - FOREMAN
          - DRIVERS
            - GENERAL ASSISTANT (4)
  - HEALTH INSPECTOR (1)
    - HEALTH OFFICER
    - TRADING AND LICENCE CONTROL
    - COUNTER MANAGER
      - FLYING SQUAD
        - MANAGERS
        - LIBRARIAN
          - SENIOR LIBRARIAN
    - COMMUNITY DEVELOPMENT OFFICER
      - ASSISTANT OFFICER SOCIAL WELFARE
      - ASSISTANT OFFICER SPORT AND CULTURE
    - COMMUNITY HEALTH OFFICER (2)
      - CLEANER (1)
      - CLEANER (1)
    - COMMUNITY HEALTH OFFICER (2)
      - CLEANER (1)
      - CLEANER (1)
    - COMMUNITY HEALTH WORKER (2)
    - COMMUNITY HEALTH WORKER (2)
      - CLEANER (1)
      - CLEANER (1)

ASSISTANT MANAGER CIVIL PROTECTION
- TRAFFIC SERVICES
  - CHIEF/SENIOR TRAFFIC OFFICER
    - TRAFFIC OFFICERS (4)
    - SENIOR CLERK NATIS
      - NATIS CLERKS (6)
- DISASTER/EMERGENCY SERVICES
- FIRE AND PROTECTION SERVICES
  - CHIEF/SENIOR FIRE OFFICER
    - FIRE-FIGHTERS (4)
    - FIRE-FIGHTERS (4)
    - FIRE-FIGHTERS (4)
    - CIVIL DEFENCE (14)

APPENDIX D

LETTER OF INTRODUCTION FROM UNIVERSITY OF THE NORTH

TURFLOOP GRADUATE SCHOOL OF LEADERSHIP

P.O. Box 4539
Pietersburg,0700
Tel/Fax: 015 290 2832/1
E-mail: strauchm@leadership.edupark.ac.za
dklerki@leadership.edupark.ac.za

UNIVERSITY OF
THE NORTH

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Dear Sir/Madam,

REQUEST FOR ASSISTANCE WITH ACADEMIC RESEARCH

STUDENT NAME   :   Isioma Ile (Mrs)

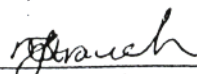**STUDENT NUMBER**   :   2000071167

The above-named is a student in the Masters of Public Administration (MPA) degree programme at this University. As part requirement for the award of the desired qualification, students are expected to conduct an academic research into a issue/construct of their choice.

In this connection, we humbly request you to permit and assist the student in carrying out the research in your organisation. The research does not target your employees, organisation or business operation per se, and the findings will be for academic purposes only.

It will be highly appreciated if you can assist these aspiring researchers.

Thank you for your kind cooperation.

Yours sincerely,

Ms. M Strauch
Acting Coordinator: MPA Programme