THE IMPLEMENTATION OF AFFIRMATIVE ACTION AS A STRATEGY TO PROMOTE TRANSFORMATION TOWARDS EMPOWERMENT OF WOMEN: A CASE STUDY OF THULAMELA LOCAL MUNICIPALITY

By

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A MINI DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF

MASTER OF PUBLIC MANAGEMENT (MPM)

SCHOOL OF MANAGEMENT SCIENCES

UNIVERSITY OF VENDA

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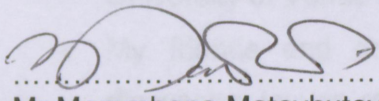
DECLARATION

I declare that the study **"The Implementation of Affirmative Action as a Strategy to Promote Transformation towards Empowerment of Women: A Case Study of Thulamela Local Municipality"** is my own work and that all the sources that I have used or quoted have been acknowledged in the study by means of complete references. This dissertation has not been submitted before, for any degree or examination, in this or any other university, or academic institution.



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ACKNOWLEDGEMENTS

First and foremost I would like to thank God Almighty so deeply for his shield, guidance and love. He is the one who gave me wisdom and knowledge to complete this research study.

I would like to extend my words of appreciation to the following people and institutions:

- My study leader and supervisor Dr. F.L Mutuvhi for his continuous guidance, teaching, motivation support and instruction he provided throughout this research study.
- Co-supervisor Prof. M.P Khwashaba and the Director of Oliver Tambo Institution of Government and Policy Studies in the School of Management Sciences at University of Venda for the training work throughout the Master's Program.
- My friends and colleges who were so helpful through their openness in discussing issues related to my research study, particularly Mr Tshivhase T.D, former colleague, Mr Mupezeni S and his family and Mr Netshiongolwe V who was instrumental to the completion of this research.
- Thulamela Local Municipality for allowing me to conduct my research study at institution.
- Participants in Thulamela Local Municipality who completed the questionnaires and shared valuable information.
- Finally my sincere gratitude is extended to Miss Manyaga V and Mrs Tshiruruvhela T for their assistance in computer technical skills.

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DEDICATION

I would like to dedicate this dissertation to the following people:

- My family, Avhatakali Olga (wife) and children (Tshedza and Mukhethwa) who are my source of inspiration and victory in most of my life achievements.
- My parents, Masiya Samuel (father) and Mudzunga Elinah (mother) who gave me support and courage.

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ABSTRACT

The South Africa Constitution, 1996 pronounce that no one should be undermined or discriminated because of his or her gender, race, religion or ethnicity. Everyone has a right to the Constitution which has broken the barriers and discrimination against women towards participation in the economy of the country. Countries that are undergoing fundamental political, economic and social transformation are making use of the skills of women. Women are contributing to the social, political or economic life of their countries. However, many women experience obstacles that prevent them from achieving their professional career goals. Majority of women are found in lower levels of management in both public and private institutions because of not being promoted to higher position.

The study "Implementation of Affirmative Action as a strategy to promote transformation towards empowering women" was initiated to investigate the effectiveness and efficiency of implementation of Affirmative Action by the Thulamela Local Municipality. The specific objectives of the study are to: (1) Assess the understanding of Thulamela Local Municipality with respect to the importance of affirmative action, (2) Explore critical issues faced by Thulamela Local Municipality in the implementation of Affirmative Action, and (3) Investigate strategies that can be used to combat gender inequality within Thulamela Local Municipality.

Combination of methodologies namely, qualitative and quantitative approaches were applied for the study. Both qualitative and quantitative data were collected by the use of a structured questionnaire comprised of closed and open ended questions. Data collected was collated and analysed in line with the research objectives. Thulamela Municipality management employees formed part of the study and completed the questionnaires and participated in the interviews.

The study found that the municipality is doing very well in implementing affirmative

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action policy towards empowerment of women. Leadership of the municipality namely, Council and Executive Administration Management has 50/50 representation. However, going down to middle and lower management levels, positions are dominated by men who are viewed as officials without necessary academic qualifications. It is in these levels where employees do not have a broader knowledge about Affirmative Action and its policy implementation requirements.

The study provides some recommendations that if they are implemented, may improve the implementation of Affirmative Action by the municipality. These include:

- Provision of training to managements about the policy and the implementation of Affirmative Action
- Conduct skills and qualification audit within the municipality to ensure efficient placement of employees in the right positions while considering Affirmative Action Policies.
- Develop framework to be implemented towards the satisfaction of Affirmative Action policies and regulations for the benefit of the municipality compliance and empowerment of women.

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LIST OF ABBREVIATIONS

Acronym	Meaning
AA	Affirmative Action
ANC	Africa National Congress
BBBEE	Broad Based Black Economic Employment
BMF	Black Management Forum
CASE	Community Agency for Social Enquiry
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CGE	Commission for Gender Equality
COSATU	Congress of South African Trade Union
CWIU	Chemical Workers Industrial Union
DPSA	Department of Public Service and Administration
DTI	Department of Trade and Industry
EEA	Employment Equality Act
GFP	Gender Focal Point
IDASA	Institution for Democratic Alternatives in South Africa
ILO	International Labour Organisation
NAFCOC	National African Federated Chamber of Commerce
NEPAD	New Partnership for Africa's Development
OAU	Organization of the African Unity
OSW	Office of the Status of Women
PAC	Pan Africanist Congress
PPWAWU	Paper, Printing, Wood, and Allied Workers Union
RSA	Republic of South Africa
SACCAWU	South African Commercial, Catering, and Allied Workers Union
SPSS	Spreadsheets, Statistical package for Social Sciences
TLM	Thulamela Local Municipality
UDHR	Universal Declaration of Human Rights

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UN	United Nations
UNDP	United Nations Development Programme
VDM	Vhembe District Municipality
WBI	Women's Budget Initiatives

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CHAPTER 1

ORIENTATION OF THE STUDY

1.1 INTRODUCTION

This study focused on the implementation of Affirmative Action as a strategy to promote transformation towards empowerment of women.The chapter will present the orientation of the study, problem statement, aims of the study, specific objective of the study, critical research questions, significance of the study, delimitation of the study, limitations of the study and definition of terms and organisation of the study.

1.2 BACKGROUND OF THE STUDY

Affirmative action is not a new phenomenon in South Africa. Affirmative action was introduced as a way to overcome the legacy of inequality and injustice created by apartheid (Burger & Jafta, 2010:4). According to United Nations Development Programme (1998:1), "Women are disadvantaged politically, socially and economically". Majority of positions at senior levels in the public and private institutions are still occupied by men.

The Beijing Platform of Action, 1995 outlines affirmative action as an equitable distribution of power and decision-making at all levels. It is dependent on Governments and other actors undertaking statistical gender analysis and mainstreaming a gender perspective in policy development and the implementation of programmes. Equality in decision-making is essential to the empowerment of women. In some countries, affirmative action has led to 33.3 Per cent or larger representation in local and national governments. In addressing the inequality between men and women in the sharing of power and decision-making at all levels, governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and

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programmes so that before decisions are taken, an analysis is made of the effects of women and men, respectively (Randzio 2010:3).

Randzio (2010:3) indicates that gender equality and women's empowerment are human rights. Participation by both men and women is a key cornerstone of social and economic development as well as good governance. Good governance entails dealing with corruption, encourages participatory consensus orientated, accountable, transparent, responsive, effective and efficient, equitable and inclusive management leadership in line with the rule of law. Participation could be either direct or through legitimate intermediate institutions or representatives. Participation needs to be informed and organized. Women's participation in management is essential in the transformation agenda towards realizing government strategic goal (Randzio 2010:3). Strategies for women's participation include women empowerment, gender mainstream, gender budgeting and quota regulations.

Gender mainstreaming is a strategy not an object, and not a goal. Equality remains the policy goal. Gender mainstreaming is the integration of the gender perspective into every stage of policy processes – design, implementation, monitoring and evaluation – with a view to promoting equality between women and men. It means assessing how policies impact on both women and men and taking responsibility to re-address them if necessary. This is the way to make gender equality a concrete reality in the lives of women and men creating space for everyone within the organizations as well as in communities – to contribute to the process of articulating a shared vision of sustainable human development and translating it into reality (Randzio 2010:3).

Gender mainstreaming in South Africa is also used to advance women because positive actions for women are one way to compensate for existing inequalities. Gender equality means structures and decision-making processes neither privilege nor discriminate women or men because of their gender roles regarding the distribution of resources and their possibilities to choose their individual way of living. In addition gender equality means the full participation of women and men in all spheres of public and private

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sectors. According to Randzio (2010:3) women's empowerment has different components namely:

- Women's sense of self-worth;
- Their right to have and to determine choices;
- Their right to have access to opportunities and resources;
- Their right to have power to control own lives, both within and outside home; and
- Their ability to influence the direction of social change to create a more just social and economic orders nationally and internationally.

The study seeks to assess the status of implementation of affirmative action by the Thulamela Local Municipality as a strategy to promote transformation and empowerment of women.

1.3 PROBLEM STATEMENT

The Employment Equity Act 55 of 1998 aims to correct the demographic imbalance in the nation's workforce by compelling employers to remove barriers to advancement of blacks, coloureds, Indians, women and the disabled, and actively to advance them in all categories of employment by 'affirmative action'.The Employment Equity Act begins by placing a positive obligation on all employers to 'promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice. This obligation is reinforced by a prohibition on unfair discrimination.

In March 2003 the Department Of Trade and Industry (DTI) published its draft 'Broad - based Black Economic (BEE) Empowerment' policy document, outlining the concept of a scorecard to measure empowerment progress. On January 7, 2004 the Broad – based Black Economic Empowerment Act 53 of 2003 was assented to. This act has as its purpose the economic empowerment of all black, including women, workers, youth, people with disabilities and people living in rural areas. The Act requires that the Minister of Trade and Industry develop and publish Codes of Good Practice, aimed at setting guidelines for the process of BEE in the whole economy.

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Most women in South Africa still feel disadvantaged politically, socially and economically. The majority of men still occupy senior positions in government. Most of the departments are controlled by male managers who in most cases do not have necessary academic qualifications whereas there are many female employees who have skills that they have acquired from recognised academic institutions. These women are also capable to control and manage performance at work, but are not given opportunities for promotion. Some departments that are managed by women are performing better than those departments that are managed by male managers. For example, Dr. Nkosazana Zuma has been commended for all the departments she has looked after. It is clearly stated in the South African Constitution, 1996 that no one should be undermined because of his or her gender, race, religion or ethnicity and that everyone has a right to the constitution which has broken the barriers and discrimination against women.

Thulamela Local Municipality of the Vhembe District of Limpopo Province is a rural setting municipality. The municipality has well-structured itself with respect to gender balances at leadership level. However management are men for administration. The question arises as to whether the municipality is aware of the government strategic objective to transform institutions across all levels through implementation of AA.

1.4 AIM OF STUDY

The main aim of the study is to investigate the implementation of affirmative action as a strategy to promote transformation towards empowering women in the workplace. Specifically, the study will focus on the Thulamela Local Municipality in a form of a case study.

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1.5 SPECIFIC OBJECTIVES OF THE STUDY

The specific objectives of the study are to:

- Assess the understanding of Thulamela Local Municipality officials with respect to the importance of affirmative action in the public sector.
- Explore critical issues faced by Thulamela Local Municipality with the implementation of affirmative action as a strategy to promote transformation.
- Recommend the strategies that can be used to combat gender inequality within Thulamela Local Municipality administration.

1.6 CRITICAL RESEARCH QUESTIONS

The study will be guided by the following research questions:

- What is the understanding of TLM officials with respect to the importance of AA in the public sector?
- What are the critical issues faced by officials with the implementation of affirmative action?
- What are the strategies that can be used to combat male dominance in the workplace?

1.7 SIGNIFICANCE OF THE STUDY

According to Gutto (2001: 207 – 221), Chapter III of Employment Equity Act, 1998 indicate that affirmative action measures are designed to ensure that suitable qualified people from designated groups have equal employment opportunities and are equitable representation in all occupational categories and levels in the workforce of a designed employer. Every designated employer must in order to achieve Employment Equity, implement affirmative action measures to redress the disadvantages in employment experienced by designated groups specifically women and youth. Every employer must

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take reasonable steps to promote equal opportunity in the workforce by eliminating unfair discrimination in any employment policy or practice.

- In line with the demands and expectations of the legislation;
- Public Institutions are expected to implement Legislation as passed hence accountability of public institutions;
- The results of the study will contribute to the strategies that can be applied by Thulamela Local Municipality with the implementation of AA;

Thulamela Local Municipality is also expected to adhere to legislative framework and effectively implement the legislation to drive government strategic objectives. It has become imperative for the study to investigate the challenges faced by Thulamela Local Municipality with the implementation of Affirmative Action with specific reference to the appointment of women in management positions.

1.8 DELIMITATION OF THE STUDY

The study was limited to only Thulamela Municipality in Vhembe District of the Limpopo Province of South Africa.

1.9 LIMITATIONS

The study has provincial and national relevance, however due to lack of resources (Namely, Financial and time), the study will be limited to Thulamela Local Municipality (TLM). The researcher assumes that some of the respondents will answer all questions honestly and to the best of their knowledge.

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1.10 DEFINITION OF TERMS

The following operational definitions will be constantly used in the study.

- **Affirmative Action**

The following definitions of affirmative action were identified by various authors and researchers:

- Affirmative action is a strategic process implemented by an organisation with the intention of dealing with barriers towards equal employment opportunity, through a variety of activities such as selection and recruitment, development and training and promotion practices targeting all previously disadvantaged communities (Human 1993: 12).
- Montesh (2010: 56) define affirmative action as a set of policies that are designed to promote inclusion of all individuals from historical disadvantaged groups, thereby addressing concerns about discrimination at the workplace.
- According to Wingrove (1995:5) affirmative action is a process that solely concentrates on the employment, development and promotion of the disadvantaged group. Makgoba (2013:26) argues that a quota of employment system is not encouraged since it concentrates on numbers only and not competence.
- Rycroft (200:313) define affirmative action as the policy tailored to eradicate discrimination in employment experienced by the historical disadvantaged groups with a view of achieving equitable representation in an occupational categories and levels in the workplace.
- Affirmative action is "preference by way of special measures, for certain groups (typically defined by race, ethnic identity, or sex) for the purpose of securing adequate advancement of such groups or their individual members in order to ensure equal enjoyment of human rights and fundamental freedom (Eide 1992: 9).
- Affirmative Action is regarded by Jenny Schreiner in Motala (1994:28) as a "transitional strategy within the struggle for women's emancipation from oppressive

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gender relations". It is an organized challenge to unequal relations of power between men and women. In South Africa the interaction and interconnections of class, racial and gender inequalities pose particular challenges to affirmative action's programme.

- The study is supported by Hlongwane (2013: 20) and Makgoba (2013: 27) who view affirmative action as a policy which seeks to ensure that all the suitable trained and qualified individuals from historically disadvantaged groups are equitably represented in all occupational categories and levels from which they were previously precluded by the discriminatory policies. They believe in removing all forms of discrimination to allow affirmative action to provide a systematic planned intervention which is intended to achieve collective equal employment opportunities.

- **Empowerment**

Empowerment refers to the action of investing and authorizing where people and organization are enabled to achieve goals. This involves the sharing of power and authorizing people to think and make decisions. Moreover, empowering emphasizes skilling people in competencies needed to discharge their responsibilities and removing organizational obstacles hindering personal and organizational development. In essence then an empowered person assumes responsibility to take change within the organizational environment. It is a long term conscious process involving both the manager and follower where the latter is developed into a position where he/she is able (competent), willing (motivated) and allowed (responsibility, authority) to perform to full potential to the benefit of self and organization, Charlton et al, (1994:201).

- **Gender**

Gender refers to the roles and responsibilities of men and women that are created in our families, our societies and our culture, that is to the economic, social, political and cultural attributes and opportunities associated with being female or male. Gender roles

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and expectations are learned. They can change over time and they vary within and between cultures. The concept gender is vital because it is applied to social analysis; it reveals how women's subordination (or men's domination) is socially constructed. As such the subordination can be changed or ended. It is not biologically pre-determined nor is it fixed forever, Department of public service and administration (2006:28).

- **Gender Equality**

Gender equality means that women and men have equal conditions for realizing their full human rights and potentials and for contributing to, and benefiting from economic, cultural and political development. Gender equality is the equal valuing by society of the similarities and the differences of men and women and the roles they play. Equality is understood to include both formal and substantive equality, not merely simple equality to men, DPSA (2006:28).

- **Gender Mainstreaming**

Gender mainstreaming refers to a process that is goal oriented. It is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmed in all areas and at all levels, it is a strategy for making women's as well as men's concerns and experiences an integral dimensions of the design, implementation, monitoring and evaluation of policies and programmes in all political economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality, Department of public service and administration (2006:28).

- **Transformation**

Transformation in an organizational context is a process of profound and radical change that orients an organization in a new direction and takes it to an entirely different level of effectiveness and efficiency. Unlike turn around (which/implies incremental progress on the same place) transformation implies a basic change of character and little or no

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resemblance with the past configuration or structure, Business dictionary.com over 20.000 terms. Clear concise comprehensive (2013).

1.11 ORGANIZATION OF THE STUDY

Chapter 1: Orientation and Background of the study

This chapter presents orientation and Background of the study, problem statement aims of the study, specific objectives, critical research questions, Hypothesis, significance of the study, Preliminary review, Limitation, Definition, Preliminary literature review, and Organization of the study.

Chapter 2: Literature Review

This chapter provide an extensive review of literature related to implementing of affirmative action. The researcher will review theory, comparative study of affirmative action in the work settings and also the description of transformational change as a phenomenon.

Chapter 3: Research Design and Methodology.

This chapter present the research design and methodology that was used in the study: these include population and sample, instrumentation and data collection procedures and data analysis Techniques.

Chapter 4: Data Analysis and Interpretation

This chapter presents results data collected by questionnaire. This chapter is devoted to the reporting and interpretation of evidence in relation to each research objectives as formulated.

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Chapter 5: Findings, Conclusion and Recommendations

The last chapter contain conclusions regarding research study. Reasons for arriving at particular conclusions are given in this chapter. Finally, the chapter will provide recommendations about how affirmative action can be effectively and efficiently implemented towards management empowerment of women within Thulamela Local Municipality.

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CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter provide an extensive review of literature related to implementing of affirmative action. The researcher reviewed theory, comparative study of affirmative action in the work settings and also the description of transformational change as a phenomenon. the chapter will outline the context of affirmative action, strategic goals of AA implementation, perceptions of affirmative action in local government, implementation of AA, global view (international), regional view (Africa), local view (South Africa), legislative frame work regulating the implementation of AA, conditions required for a successful implementation of AA in South Africa, leadership and management responsibilities in the implementation of AA, capacity, commitment and management and leadership with the implementation, the benefits of AA implementation and the impact of proper implementation of AA.

2.2 THE CONTEXT OF AFFIRMATIVE ACTION

Numerous myths serve to support and perpetuate women's subordinate status. These include the motherhood mandate, the maternal instinct, that all children need their biological mothers, and the myth of the male breadwinner. The myth of the motherhood mandate claims that all women need to be mothers or else they will be failures as human beings, and all disgrace to their gender. Pro-creation is usually viewed as a necessary part of marriage and as justification for the female existence. Therefore, our society regards motherhood as the chief role of the female and a women's major goal in life. When motherhood is seen as mandate that society requires a woman to fulfil, choosing not to have children, particularly if one is married, suggests that something is wrong, not with the man, but with the woman (Goduka & Swadener 1999: 129).

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According to social expectations a woman should bear children and raise them well. This myth is transmitted to girls and younger women in numerous ways. The socialization of girls in most families emphasizes the development of nurturing qualities. With relatively little attention paid to other options, most girls grow up socialized to become mothers, and in many cases only mothers. The reality is that women can find happiness in many ways. Also, not all women make good mothers, and not all women find motherhood rewarding and fulfilling. Much depends upon women's socialization experiences, personality and expectations, as well as the social support they receive (Goduka & Swadener 1999: 129).

In countries that are undergoing fundamental political, economic and social transformation, the skills of women, if better utilized, could constitute a major contribution to the economic life of their respective countries. Their input should continue to be developed and supported and their potential further realized. Lack of employment in the private sector and reductions in public services and public service jobs have affected women disproportionately. In some countries, women take on more unpaid work, such as the care of children and those who are ill or elderly, compensating for lost household income, particularly when public services are not available. In many cases employment creation strategies have not paid sufficient attention to occupations and sectors where women predominate; nor have they adequately promoted the access of women to those occupations and sectors that are traditionally male. For those women in paid work, many experience obstacles prevent them from achieving their potential. While some are increasingly found in lower levels of management, attitude related to discrimination often prevents them from being promoted further. The experience of sexual harassment is an affront to a worker's dignity and prevents women dignity and prevents women from making a contribution commensurate with their abilities. The lack of a family-friendly work environment, including a lack of appropriate and affordable child care, and inflexible working hours further prevent women from achieving their full potential (Beijing platform, 1995:67).

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Although some new employment opportunities have been created for women as a result of the globalization of the economy, there are also trends that have exacerbated inequalities between women and men. At the same time, globalization, including economic integration, can create pressures on the employment situation of women to adjust to new circumstances and to find new sources of employment as patterns of trade change. More analysis needs to be done of the impact of globalization on women's economic status. These trends have been characterized by low wages, little or no labour standards protections, particularly with regard to women's occupational health and safety, low skill levels, and a lack of job security and social security, in both the formal and informal sectors. Women's unemployment is a serious and increasing problem in many countries and sectors. Young workers in the informal and rural sectors and migrant female workers remain the least protected by labour and migration laws. Women particularly those who are heads of households with young children, are limited in their employment opportunities for reasons that include inflexible working conditions and inadequate sharing, by men and by society, of family responsibilities (Beijing Platform, 1995:67).

In the private sector, including transnational and national enterprises women are largely absent from management and policy levels, denoting discrimination hiring and promotion policies. The unfavourable work environments as well the limited number of employment opportunities available have led many women to seek alternatives. Women have increasingly become self-employed and owners and managers of micro, small and medium-scale enterprises. The expansion of the informal sector, in many countries, and of self-organized and independent enterprises is in large part due to women, whose collaborative, self-help and traditional practices and initiatives in production and trade represent a vital economic resource. When they gain access to and control over capital, credit and other resources, technology and training, women can increase production, marketing and income for sustainable development (Beijing Platform, 1995:68).

Taking into account the fact that continuing inequalities and noticeable progress coexist, rethinking employment policies is necessary in order to integrate the gender perspective

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and draw attention to a wider range of opportunities as well as to address any negative gender implications of current patterns of work and employment. To realize fully equality between women and men in their contribution to the economy, active efforts are required for equal recognition and appreciation of the influence that the work, experience knowledge and values of both women and men have in society (Beijing Platform, 1995:68).

According to Beijing Platform (1995:79) the Universal Declaration of Human Rights states that everyone has the right to take part in the Government of his/her country. The empowerment and autonomy of women and the improvement of women's social, economic and political status is essential for the achievement of both transparent and accountable government and administration and sustainable development in all areas of life. The power relations that prevent women from leading fulfilling lives operate at many levels of society, from the most personal to the highly public. Achieving the goal of equal participation of women and men in decision-making will provide a balance that more accurately reflects the composition of society and is needed in order to strengthen democracy and promote its proper functioning. Equality in political decision-making performs an average function without which it is highly unlike that a real integration of the equality dimension in government policy-making is feasible. In this respect, women's equal participation in political life plays a vital role in the general process of the advancement of women. Women's equal participation in decision-making is not only a demand for simple justice or democracy but can also be seen as a necessary condition for simple justice or democracy but can also be seen as a necessary condition for women's interest to be taken into account. Without the active participation of women and the incorporation of women's perspective at all levels of decision-making, the goals of equality, development and peace cannot be achieved.

In addressing the lack of adequate recognition and support for women's contribution to conservation and management of natural resources and safeguarding the environment, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, including

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appropriate, analysis of the effects on women and men, respectively before decisions are taken. The government should act and enforce legislation to guarantee the rights of women and men to equal pay for equal work or work for equal value (Beijing Platform, 1995:105).

For the purpose of this study affirmative action with its corrective measures through programmes targeting women was undertaken and implemented to redress gender imbalance and women subordination. Affirmative action is necessary for transformative gender relations and empowering both men and women.

2.3 STRATEGIC GOALS OF AA IMPLEMENTATION

Strategic goal of AA implementation sufficiently addresses the economic empowerment of women to counter the continued underemployment and unemployment of women. Affirmative action is needed to ensure that women's needs (in a broader context of class, race, ethnicity and religion) do not continue to be ignored. AA is also aimed to ensure the delivery of capacity-building within civil society, organise and or facilitate the implementation of training programs that aim to change perceptions attitudes and behaviour so that gender equality can be promoted. This may include a focus on issue that directly compromise the equality of life for women and many include the participation of women and /or men in both public and private sectors (Women's Empowerment and Gender Equality, 2000:15). Capacity of women and women's organisation to actively participate in and influence the administrative and political decision-making processes within communalities and local government are also viewed as AA enablers.

AA also play a vital role in the development of the ability and skilfulness of women and men to access services, resources, and opportunities and so ensuring the fulfilment of their civic rights and responsibilities (Women's Empowerment and Gender Equality, 2000:15).The fact makes it necessary for the elimination of occupational segregation and all forms of employment discrimination. Affirmative Action promote the equal

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participation of women in highly skilled jobs and senior management positions, and through other measures, such as counselling and placement that stimulate them on-the-job career development and upward mobility in the labour market. Also by stimulating the diversification of occupational choices by both women and men, encourage women to take up non-traditional jobs, especially in science and technology, and encourage men to seek employment in the social sector (Beijing Platform, of Action 1995: 76).

AA is necessary to safeguard the implementation and enforcement of laws and regulations and encourages voluntary international labour organisation No. 100 on equal pay and worker's rights apply equally to female and male workers and implement and monitory positive public – and private-sector employment equity (Beijing Platform, 1995: 76).

2.4 PERCEPTIONS OF AFFIRMATIVE ACTION IN LOCAL GOVERNMENT

During the apartheid government, laws were enacted aimed at holding blacks towards denying them opportunities that would advance them to a successful future. Blacks were restricted from assuming positions of authority prior to the new dispensation (Schrine, 1991:5). The quality of qualifications of blacks did not enable them to advance to better positions in local government because of apartheid laws. Affirmative action was introduced to redress mechanism aimed at ensuring that suitably qualified designated groups (black women and people with disabilities) have equal opportunities to obtain the kind of jobs they are qualified for (Wingrove, 1995:6)

In its current form, affirmative action stands accused of hurting millions of young whites who have had little or nothing to do with apartheid. Many young whites with sorely needed skills have emigrated, exacerbating the country's skill crisis. White businesses seeking greener pastures aggravate the unemployment problem. Affirmative action is blamed for targeting huge vacancies in the public sector which will only be occupied by blacks (Makgoba, 2013:72). The fact that affirmative action did not benefit everybody does not mean affirmative action does not work; does not mean that the works of

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affirmative action are not visible but it is unfortunate that it cannot benefit everybody at the same time (Farhana, 2010:1).

The ANC government indicates that they have started to realize that political appointments derail the process of affirmative action and hamper services delivery which reflects negatively on the performance of the municipalities (Makgoba, 2013:72). The ANC reiterated that the primary aim of this Act is to restore the confidence of the majority of the people within municipalities. The Acts content include:

- People appointed to senior municipal management positions must have appropriate qualification;
- Anyone dismissed for financial offences will not be allowed to work in any municipality for a period of 10 years;
- Senior municipality managers may not hold executive position in a political party.
- The minister responsible for local government may prohibit senior municipal executives from holding any other paid position; and
- Municipal wage settlements need to be aligned with national norms and must be reported to the national government (The Local Government Municipal Systems Amendment Act, 2011).

Opposition parties welcomed the Act as it would curb cadre deployment. The Act implies that the ANC's deployment practices which had greatly hampered the success of affirmative action because only members of their party were recommended for key positions in local government despite other qualified individuals. On the other hand the Democratic Alliance is adopting the same practice in those municipalities under their leadership (Makgoba, 2013:58).

2.5 IMPLEMENTATION OF AFFIRMATIVE ACTION

The right to equal opportunity from free from discrimination is a fundamental goal in global, regional, and local communities. Affirmative Action was introduced by various

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countries as a means to remove any form of discrimination in employment on the basis of race, colour, or national origin.

2.5.1 Global view (International)

This section will focus on the following countries: Canada, United States, Great Britain, India, Sri Lanka and Malaysia. The reasons why these countries implemented AA policy will be outlined.

2.5.1.1 Canada

The right to equal employment opportunity free from discrimination is a fundamental goal in Canada. In 1966, Canada made known its commitment to eliminate the barriers to Employment Equity in the workplace and consequently signed the "International Covenant on Economics, Social and Cultural Rights", which provides that everyone has the right to an adequate standard living. In 1982, the Canadian chapter of Rights and Freedom constitutionally affirmed the right to equality in employment in that country (Burke 1997: 91). According to Boland and Falkenberg (1997-93) a mayor barrier to eliminate discrimination of women in the workplace is the lack of accurate and/or valid information on the performance and potential of organizational members. A major barrier to accurate information being considered in Employment decision is inaccurate gender stereotypes. Bagnall in Burke (1997: 93) identified the impact of inaccurate stereotypes and highlighted the following five myths which were found to be prevalent about women employees:

- Women are too young or too old for promotion.
- Women will have babies and quit.
- Women just need more education.
- Women don't have the "right stuff".
- Women will catch up soon.

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According to Boland & Falkenburg (1997: 93) women have longer service record than men at all levels except senior management where the presence of women is relatively recent and at the non-management level women predominate.

The following three questions need to be addressed when assessing the effectiveness of employment equity programs. These are (a) what impact have the programmes had on the positions of women in the workplace, i.e. have they increased the accuracy of information and removed systemic barriers, (b) What Impact have programmes had on men, i.e. have men been adversely impacted by these programmes, and (c) What has been the economic impact of these programmes on business, i.e. has business experienced undue hardship because of the cost of programme?

The impact of employment equity programme on women is that relatively little progress appears to have been made in removing systematic barriers. The lack of progress surrounding equity programs does not bode well for the future of Canada. The 1993 Employment Equity Annual Report contained the following conclusions:

- Women remain segregated in clerical jobs, with few in management, professional, blue-collar, trades and technical occupations.
- Women were equitably represented in only 17 of 345 companies, although more than two thirds of employees reported progress in 1992.
- The impact of employment equity on men is that a dominant theme in the media has been that employment equity programmes are leading to reverse discrimination of women in the workplace, and white makes are suffering injustices.
- Reverse discrimination is assumed to be occurring because it is thought that employment equity requires quotas.
- As far as business is concerned employment equity also had an impact on business. Criticism of employment equity programmes has been that they have reduced Canada's ability to complete in a global market and/or increased the costs of doing business as stated by Baron in Burke (1997: 95).

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- Affirmative action programme was introduced in Canada to eliminate the barriers to Employment Equity in the Canadian employment equity legislation is unique in that it combines elements of self-regulating system with a monitoring role for government (Burke 1997: 97).
- Canada's experience shows that affirmative action policy favoured the white able bodied women instead of advancing the disadvantaged minority women. The racial policies were not completely abrogated which hampered the successful implementation of the preferential policy. Training and development of the historically disadvantaged groups was overlooked by the state (Hlongwane, 2013: 22).

2.5.1.2 United States of America (USA)

Affirmative action as concept was first introduced in the United States of America (USA) by President John F. Kennedy in 1961, but only legislated by President Linden B. Johnson in 1965. It is based on the Universal Declaration of Human Rights formulated in the 1940's by the International Labour Organisations, which states that "Everyone is entitled to pursue his/her material well-being and spiritual development in conditions of freedom and dignity without discrimination on the basis of race, sex, colour and language". It allocated resources to disadvantaged and prescribes corrective action to be adopted.

Affirmative action was implemented in USA for the following reasons:

- It was implemented as a means of curing the scars inflected on individuals through discrimination and transforming institutionalised processes that have perpetuated the law status of disadvantaged groups (Zwane, 1995: 1).
- Affirmative action was implemented to remove any form of discrimination in employment on the basis of race, colour or national origin and it was implemented to ensure that applicants are employed and treated equally without consideration to race, colour, creed or nation of origin (Robinson, 2001: 79-80).

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Clark (1992: 117) in Hlongwane (2013:19) acknowledges that United States of America had its own challenges as far as the implementation of Affirmative Action is concerned.

- Affirmative action favoured or benefited the members of the middle class in racial and ethnic groups and has failed to eliminate poverty among blacks and Hispanics and the major focus of affirmative action has been numbers without consideration to training and development for chosen individuals, ensuring in less investment in human resource (Thomas, 2002: 246).
- Charlton and Van Niekerk (1994: 40) argue that affirmative action in USA has not been successful per se due to the fact that recruitment and promotion of blacks, females and the handicapped had been more stringent, compounded with less advancement.
- The preferential policies failed to eradicate poverty among the black minority the Hispanics and the affirmative action programmes did not priorities the training and development of the designated groups (Hlongwane, 2013: 20).
- Some authors also gave dissenting views with regard to the role of affirmative action in the United State of Nation. Clark (1992: 115-116) acknowledge that anti-discrimination laws and affirmative action ensured significant and great economic improvements and integration in to the workplace, and that there is evident consistency in the upward mobility by females and black males.

2.5.1.3 Great Britain

In Britain efforts for the advancement of women, handicapped people and minority groups especially Indians were taken in the 1970s when different legislation and regulations were ratified by the Department of Employment (Thomas, 2002: 246). New Race Equality and Employment Policy were adopted in February 1982 which encourages the Employers to ensure the representation of minority groups (Edwards, 1995: 47). The Equal opportunity Commission was formed to supervise the implementation of the Race and Sex discrimination Act and published a code of practice

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which encouraged preferential policies in recruitment, promotion, training and development in all occupational levels (BMF, 1993: 17).

The challenges faced by Great Britain in implementing the preferential policies are twofold: First; nobody has the knowledge of the size of the available pool for any particular job type because nobody has measured the availability thereof with a degree of sophistication, secondly the two major groups of minorities, the Afro-Caribbean and the Asian have very different expectations (Edwards, 1995: 161-165)

2.5.1.4 India

Caste inequalities have long been a burden of India Society. In order to redress historical imbalances, the Indian Constitution of 1950 made explicit provision for positive measures in favour of the scheduled castes and Tribes. Thus while Articles 14 and 15 uphold equality and outlaw discrimination further provisions introduce qualifications.

The fundamental rights in the constitution are bolstered by certain (non- justiciable) Directive Principles of State Policy.

Article 46 provides that:

The state shall promote the special care of the education and economic interest of the weaker section of the people and in particular, of the scheduled castes and the Scheduled Tribes, and protect them from social injustice and all form of social exploitation.

Article 38(2); amended in 1976 provides a Further Directive of State Policy:

The state shall, in particular, strive to minimize the inequalities of income, and endeavour to eliminate inequalities in Status, Facilities and opportunities, but also amongst groups of people residing in different areas or engaged in different vocations (Hlongwane, 2013:26).

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Affirmative action or positive discrimination was introduced in India to deal with inequalities as a way of advancement of equalities and a process of bridging the obvious inequalities between individuals and groups. Weiner (1993) in Hlongwane (2013:26) maintains that Affirmative Action is not a cheap way to deal with inequality.

Affirmative action is only effective when there are clear inequalities between groups which the programmes seek to address.

The Indian Solution of arbitration establishing quotas to provide mass access to education was self-defeating the quality of education suffered and little addition, help was given to allow the evident that positive discrimination is self-defeating if it is used as an instrument of creating a balance of power (Weiner 1993 & Hlongwane, 2013:26).

Affirmative action in India has been relatively successful; in that it focused on elements of the most disadvantaged section of society: the untouchables and the tribes considerable gains were made in these groups in terms of bridging disparities in literacy and elementary and secondary education.

2.5.1.5 Sri Lanka

Sri Lanka's affirmative action programme has been particularly successful in impacting on the overall state of health, education and quality of life in rural communities. The per capita income of US $500 is, interestingly, significantly lower than that of the black population of South Africa. The impact of the affirmative action process was remarkable:

- Infant mortality rates dropped to twenty per thousand (one of the lowest in the Third World);
- Life span averages 71 years, characteristic of industrialised countries;
- Mortality and morbidity rates as well as literacy levels vastly improved

This proves the point that a country does not need limitless resources to improve quality of life.

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In Sri Lanka, on the other hand, deep divisions, which were misused as an instrument of political power, resulted from enforced quotas. Consequently, it is not simply a matter of what policies are pursued but how those policies are adapted (Charlton & Van Niekerk, 1954:4).

2.5.1.6 Malaysia

The Malaysia model is of particular interest to South Africa. Many parallels exist in terms of a majority benefiting from affirmative action programmes and religious differences coinciding with ethnic ones. Malaysia has made significant strides in implementing affirmative action when the minority Chinese government and the Malay majority, anticipating a coalition government, set up a comprehensive plan to implement affirmative action while still maintaining economic standards.

Although much credit must go to the political and economic bargain in Malaysia, it needs to be borne in mind that its affirmative action success was in large part due to a high economic growth rate where resources was in large part due to a high economic growth rate where resources could be distributed. It is also debatable as to how much the political stability was vital for economic growth and how much the economic growth was "fed" by affirmative action. At the end of the day, both economic and political stability are vital for successful affirmative action (Charlton& Van Niekerk, 1994:42).

Malaysia is perhaps the closest competitor for South Africa in the sense that statutory affirmative action policies have been adopted in favour of the Malays who constituted about 54% of the population at the expense of the Chinese (35%) and the Indians (10%). Religious differences coincide broadly with ethnic ones: the Malays are mostly Muslim while the Chinese are either Buddhist or Pantheists (Adams, 1993:38).

Two important differences in comparing affirmative action policies in Malaysia to the United States can be identified:

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First, Affirmative Action in Malaysia is designed specially in ethnic terms. That is, the targeted group to be assisted by Affirmative Action programmes belong to a particular ethnic group. A ranked social system is assumed in which ethnic and class boundaries coincide.

Secondly, unlike the United States, the group expected to benefit from Affirmative Action was also the group with a preponderance of political power. This group was therefore not only in a position to implement Affirmative Action according to the law, but also to give the law the widest possible interpretation (Puthucheary, 1991).

2.5.2 REGIONAL VIEW (AFRICA)

A number of global treaties and framework with specific focus on gender equality and women's empowerment have discussed, debated and endorsed by the United Nations (UN) and a substantial number of these treaties have been acceded to by African governments. The Universal Declaration of Human Rights (UDHR), the International covenant on social and cultural Rights and International Covenant on civil and political Rights (Constituting the International Bill of Rights), are international Instruments that uphold the principle of non-discrimination on the basis of sex. The convention on the elimination of all forms of Discrimination against women (CEDAW) and its optional protocol, promotes gender equality in access to social and economic opportunities and political power. The Beijing platform for Action (1995) and its follow up plans of Action continue to provide the Over changing Global frameworks on gender equality and empowerment of women in Africa (ADF VI, 2008:3). At regional level the principle of Equality and non-discrimination between men and women is enshrined in the founding legal instrument of the African Nation (formerly known the OAU, 1963) and also in the African charter on Human and People's Right (1981) that provides for the elimination of discrimination against women and for the protection of their rights.

The protocol to the African charter on Human and People's Rights on the Rights of Women in Africa (the African Women's protocol) accepted in 2003 in Maputo; address

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the concerns of African women in a more specific manner and maybe appreciated by its total condemnation of harmful practices against women (including the girl child, windows and the elderly), unequal rights in marriage, unequal treatment of women in land distribution and their exclusion from decision-making among other issues. Constitutive Act of the African Union (2000), also identities the promotion of gender equality as one of its functioning principles. The AU's new partnership for Africa's Development (NEPAD) endorsed in 2001 by African Heads of States and Government spells out gender equality as one of its core principles upon which new strategic vision for the long term-development of the continents rests. The assembly of Heads of State and government of the African Union adopted the principle of 50/50 gender parity in the elections of its commissioners (ADF VI, 2008:4).

South Africa, Tanzania, Uganda, Rwanda, Mauritius, Senegal, Ghana and Morocco are among the countries that have undertaken comprehensive gender budgeting initiation. In Sierra Leone, the economic, social, cultural and political status of women in society has been identified as a major determinant of the poverty status of a country. Recognition of the role and empowering them is critical to poverty reduction at household level and overall national development. Some of the challenges that have to be addressed in the medium term include

- Gender based violence
- Barriers to economic empowerment of women especially in terms of access to markets, training, finance, infrastructure, technology, education, counselling and entrepreneurship development to build on their social capital.
- Inadequate sensitisation and education on gender and development issues (ECOSOC Resolution E/1997/100) 2004 in ADF VI, 2008: 7).

Uganda is also one of the African countries that have been promoting gender budgeting. The ministry of finance, planning and Economic Development, through the Budget call circulars of 2004/5 and 2005/6, initiated a mandate to all sectors to integrate gender and equality issues in their budget framework papers. The outstanding

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challenges include the limited human and financial resources required to build capacity at district and sub-country levels to undertaken gender budgeting (APR secretariat and government of Uganda, 2008 in ADF VI, 2008: 8).

2.5.3 LOCAL VIEW (SOUTH AFRICA PERSPECTIVE)

Affirmative action has been part of modern day South Africa since 1922, when it was initiated as a result of the White Mineworkers' Strike. Subsequently, a civilised labour policy" was instituted by Government to appease the rebelling mineworkers. This policy was legislated through the passing of the 1925 Wage Act that formalised a hierarchy of salaries ostensibly in favour of white mineworkers, and the Mines and Workers Act of 1926, that introduced white job reservation. The public sector and the SADF in particular, were used by the national Party as a source of political patronage. Through the years these institutions have come to be regarded by the majority of blacks as the important cornerstones of oppression (Zwane, 19995:1).

Racial discrimination has been one of the defining features of the apartheid order in South Africa, and has been entrenched in a range of statutory provisions for many decades. No less pernicious, but less easily discerned, has been the incidence of sex discrimination in South Africa society, a phenomenon which has often coincided with and exacerbated racial inequities (Adams, 1993:22).

In the area of employment the most telling legislative measures designed to afford racial privilege were those laying the basis for the policy of job reservation's 77 of the Industrial Conciliation Act and 12 of the Mines and Works Act. Systematic policies favouring white over black workers, however, were first developed by the coalition government of the National Party and the Labour Party (the Pact government) during the 1920s. The inappropriately named "civilized labour policy" of the Pact Government was specifically designed to uplift the newly urbanized poor whites at the expense of the black workers, largely through the expedient of employing large numbers of unskilled and semi-skilled whites in state and para-statal corporations. Statutory closed shops

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have also functioned to preserve a range of crafts for white workers and to impede the development of more representative trade unions (Adams, 1993:22). The list of discriminatory instruments in labour law is a long one and is well documented elsewhere: it suffices here to emphasize that the law has been deliberately pressed into service to achieve the gaols of apartheid. Sex discrimination in employment has also been anchored in legislative measures. The Wage Act 44 of 1973 (subsequently 45 of 1957) permitted differentiation between categories of employees on the groups of sex, and laid the basis for discriminatory wage determinations (also with respect to race).

Disabled persons have suffered in employment mainly through omission than commission, although discriminatory legislative exist in this area as well. The consequences of discrimination in the South African economy are self-evident. White males are heavily over-represented in the key decision-making posts and in fact all the more skilled occupational categories of both the public and private sectors. Blacks in particular have suffered from a lack of primary, secondary and tertiary education as well as any adequate vocational training. Against this backdrop it is not surprising that the promotion of equality has become perhaps the central objective of the political parties and movements engaged in the process of negotiating a new constitutional dispensation. Towards this end, there is a very broad consensus that all forms of race discrimination in a new society must be combated. There is also a considerable amount of support for the notion that policies of affirmative action must be developed in order to redress the past wrongs and to achieve equality. In this regard the views of the South African Law Commission are instructive (Adams, 1993:23).

2.6 LEGISLATIVE FRAMEWORK REGULATING THE IMPLEMENTATION OF AFFIRMATIVE ACTION

According to Makgoba (2013:28), after the first democratic elections in 1994, the new government passed laws and policies that were intended to deal with the experiences of inequality and discrimination among the people of South Africa. Section 9 of the Constitution of RSA 1996, states that, everyone is equal before the law. The formation

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of the multiparty government protracted the negotiations process which ultimately led to the establishment of the new constitution of the Republic of South Africa in 1996. The election of the democratic government, paved a way towards the emancipation of the black people in South Africa. The democratic government introduced among others the following policies as guidelines to deal with the process of affirmative action:

- Constitution of the Republic of South Africa, 1996;
- Employment equity Act of 1998; and
- Broad Based Economic Empowerment Act 53 of 2003.

2.6.1 Constitution of the Republic of South Africa, 1996

The Constitution of the republic of South Africa, 1996 reached as a result of a multiparty negotiation process and is regarded as the supreme law of the country. The Bill of Rights, sections 7 to 39 of the Constitution is the cornerstone of democracy in South Africa. It enshrines the rights of the people in the country and affirms the democratic values of human dignity, equality and freedom. Section 8 of the Bill of Rights declares that it applies to all law, and binds the legislature, executive, judiciary and all organs of state. The Bill of Rights is thus not discriminative to any individual due to his/her colour, religion, race, gender or age. All citizens of South Africa are equal before the law (Makgoba, 2013:28).

Section 9 in the Constitution 1996 provides that:

- "Everyone is equal before the law and has the right to equal protection and benefit of the law.
- Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination may be taken.

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- The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth.
- No person may unfairly discriminate directly against anyone on one or more grounds in terms of subsection (3). National legislation must be enacted to prevent or prohibit unfair discrimination.
- Discrimination on one or more of the grounds listed in subsection (3) in unfair unless it is established that the discrimination is fair".

Makgoba (2013:29) states that affirmative action is to correct the wrongs of the past by bringing a balance of representation in the workplace. It is for this reason that the researcher disagrees with those who believe that affirmative action discriminates against white males, whereas there are still serious misrepresentation of workers in terms of numbers of blacks, whites, disabled workers in genera and women in particular, within public and private sectors. Those who have been appointed in positions should be trained to develop their skills. If government institutions, as the main employer, together with employers in the private sector, are unable to manage and monitor the appointment processes, the whole purpose of affirmative action will not be effective. Ineffective implementation of affirmative action when the personnel composition has a negative image and management believes that a few black faces at the right levels will make the organisation appear practically correct (Thomas, 1996:6).

2.6.2 Employment Equity Act 55 of 1998

The Employment Equity Act 55 of 1998 aims to correct the demographic imbalance in the nation's workforce by compelling employers to remove barriers to advancement of blacks, coloureds, Indians, women and the disabled, and actively to advance them in all categories of employment by 'affirmative action'.

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The Employment Equity Act begins by placing a positive obligation on all employers to 'promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice. This obligation is reinforced by a prohibition on unfair discrimination, which reads as follows:

- No person may unfairly discriminate, either directly, against an employee, in any employment policy or practice, on one or more grounds, including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language or birth.

The notion of equity in the Act is so often misunderstood that it is worth quoting at length to convey the government's intentions clearly (Burger and Jafta, 2010:5):

Equality can involve a formal notion of treating everyone who is in similar position the same. This can perpetuate unfairness when those who hold similar positions, e.g. all senior managers, have different needs and circumstances that impact on their ability to perform effectively. The Constitution requires employers to move beyond formal equity by acknowledging the difference between employees and treating them differently on the basis of these differences. This is necessary to ensure that all the employees are treated fairly. Equity therefore involves the requirement of 'fair' treatment in order to achieve substantive equality as an outcome in the workplace. Equal treatment and equal opportunity, like equality, subjects everyone to the same rules without distinction. Equity requires changing the rules so that their application is fair (Republic of South Africa, 2009: 7).

2.6.3 Broad Based Black Economic Empowerment Act of 2003.

In March 2003 the Department Of Trade and Industry (DTI) published its draft 'Broad - based Black Economic (BEE) Empowerment' policy document, outlining the concept of a scorecard to measure empowerment progress. On January 7, 2004 the Broad – based Black Economic Empowerment Act 53 of 2003 was assented to. This act has as

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its purpose the economic empowerment of all black, including women, workers, youth, people with disabilities and people living in rural areas. The Act requires that the Minister of Trade and Industry develop and publish Codes of Good Practice, aimed at setting guidelines for the process of BEE in the whole economy. To measure compliance with BEE requirements, the Department of Trade and Industry uses a balanced scorecard, consisting of three broad components. The scorecard will be used for government procurement, public – private partnerships, sale of state – owned enterprises, when licenses are applied for, and for any other relevant economic activity (Tucker, 2003:1). That is, for any of these dealings with government, a company's BEE status will be taken into account. Note that in this Act, White women, who are included in the Employment Equity Act as previously disadvantaged on gender basis, are now excluded (Burger & Jafta, 2010:7).

- BBBEE was introduced in response to criticism against Narrow Based Black Economic Empowerment that it led to enrichment of a few black individuals whereas the goal of Broad – Based Empowerment is to distribute wealth across broad spectrum of South Africa society. In this context the role of affirmative action is to ensure equitable representation at all occupational categories (Peverett, 1994:1).

The Broad Based Black Economic Empowerment Act (BBBEE) 53 of 2003 has the following objectives:

- Promoting economic transformation in order to enable blacks to participate meaningfully in the economy. It is appropriate and fair that where disempowerment has been imposed due to race, that the race be taken into account when introducing measures, such as affirmative action to correct the imbalances (Sachs, 2007:17).
- Achieving a substantial change in the racial composition of owner and management structures and in the skilled occupations of existing and new

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enterprises. Since blacks were previously denied an opportunity to occupy and learn certain skills the imbalances should be corrected through affirmative action (Makgoba, 2013:42).

- Increase the extent to which communities, workers, co – operatives and other collective enterprises own and manage existing and new enterprises and increasing their access to economic activities, infrastructure and skills (Makgoba, 2013:41).
- Training; is needed for newly appointed officials as part of empowerment. (Makgoba, 2013:42).
- Increasing the extent to which black women own and manage existing and new enterprise, and increasing their access to economic activities, infrastructure and skills training. There is an emphasis that affirmative action focuses on hiring, training and promoting the disadvantages group in an organization (Mathis &Jackson, 2003:3).
- Promoting investment programmes that lead to broad based and meaningful participation in the economy by black people in order to achieve sustainable development and general prosperity. (Makgoba, 2013:42).
- Empowering rural and local communities by enabling them to have access to economic activities, land, infrastructure, ownership and skills, and (Makgoba, 2013:42)
- Promoting access to finance for BEE.

The Broad Based Black Economic Act 53 of 2003 was signed on 7 January 2004 by the President of Republic of South Africa. The preamble to the Act specifies that it is a legislative framework established for the promotion of BEE. The framework has been established to empower the Minister of Trade and Industry to issue codes of good Practice and to publish Transformation Charters and Sector Codes (Makgoba, 2013:42).

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2.7 CONDITIONS REQUIRED FOR A SUCCESSFUL IMPLEMENTATION OF AFFIRMATIVE ACTION.

The following are the most important conditions necessary for a successful implementation of the affirmative action policy:

2.7.1 Consultation

Section 16 of the Employment Equity Act 55 of 1998 requires the employers to consult with representative trade unions, workplace forums of any representatives appointed by workers. Doverspike et al (2006:179) indicates that consultation with the employees and giving them the opportunity to express their concerns breeds trust and respect. They also point out that consultation creates a feeling of participation and control over the process by organizational members. It is also recommendable that workshops be held whereby affirmative action is discussed and employees are allowed to voice their views (IDASA, 1995:176).

Section 17 of the Employment Enquiry Act demands that employers should consult employees on: the conduct of the analysis of employment policies, practices, procedures and working milieu, in order to point out employment obstacles which seriously affect the people from designated groups; the preparation of the employment equity plan, and the submission of the employment equity report in terms of section 21 of the Employment Equity Act. Montesh (2010: 65) in Hlongwane (2013:51) reveals that it is the task of the employment Equity manager to ensure that all the matters indicated above are dealt with and ensure that corrective measures are taken where errors are identified.

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2.7.2 Training and development

Top management should be committed to both implementing and monitoring people development. The development of black and women should be part of the general development of people within the organization. Studies suggest that development should not only be seen in terms of providing education and training for disadvantaged groups. This is due to the fact that development depends not only on the ability of the individual, but also on motivation and context. Managers should therefore be trained in people management and be critically evaluated on their performances in relation to the development of their subordinates. Furthermore employees should be helped to understand the process of development and their responsibility for developing themselves (Human, 1993:12).

Every person within the organization should be given a policy document on affirmative action and be afforded the chance to raise complaints and ask for better explanation (IDASA1995: 167). Montesh (2010:64) indicates that the employment equity managers should ensure that: all workers have been informed of the contents of the Employment Equity Act; all workers should be sensitized about the employment equity and anti-discrimination laws; It is determined that people are aware of the procedures to be followed, and the people should be informed about the importance of participation.

According to McGregor (1993:98) in Hlongwane (2013:53) monthly publication of articles on affirmative action and what the organization is currently doing in terms of affirmative action is a very crucial manner of communicating with employees. She accentuates the fact that the method of communication referred to above will allow the organization to provide answers to the questions that employees may have asked. Faundez (1994:45) asserts that in order to successfully spread information within the organization methods such as manuals, handbooks describing aspects of affirmative action, training courses for employees and meeting are essential.

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2.7.3 Recruitment and selection

Affirmative action should be considered as a pool of talent available for development. Affirmative action should not only end up with recruitment but should be progressive by implementing effective ways in which the personnel development within the organization will be encouraged. Many organizations make the mistake of viewing affirmative action as an additional policy rather than a total organizational development intention which evaluates and often changes the way in which people are recruited, selected, trained, developed, promoted and retained (Human, 1993:12).

Human (1993:12) is of the opinion that affirmative action should take place at the selection recruitment stage, and that thereafter, all employees should be developed and promoted according to workforce, succession and career plans which take backlogs into account. Selection process should not take place at the entry level of the organization only, but at any level in the organization to ensure that competent people are recruited and appointed in positions. A principle of internal promotion or succession planning should be adopted, whereby candidates from former disadvantages groups will be given equal opportunity to compete for the positions. Selection should not be politically motivated but work related. Political appointments should be discouraged at all costs.

2.7.4 Organization commitment

It is imperative that the politicians, including managers should be committed to the organization and the people they serve (Makgoba, 2013:54). According to Thomas (1996:8), organizations should embark on experiential programmes aimed at understanding differences, valuing differences and appreciating diversity. Thomas argues that if affirmative action is introduced in isolation to the organizational environment where management believes that a few black or female faces will make the organization appear politically correct without making any meaningful contribution to the organization they serve, such is merely window dressing and does not yield any positive results for the development and growth of the organization. Affirmative action is

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regarded as an intervention policy designed to achieve equal opportunities, personnel development and training is also perceived as critical in ensuring that the blacks who have been recruited are able to make a meaningful contribution to the organization's objectives (Makgoba, 2013:54).

2.7.5 Quotas

In the South Africa context, many researchers equate quotas with numerical goals in the implementation of affirmative action with the view that one cannot gauge the success of that which cannot be measured (Madi, 1993:16). However, the Malaysians did not consider the introduction of quotas as the main important element in meeting affirmative action goals. The Malaysians were under the impression that once they introduced quotas it would be difficult to remove the system again, and would have undesirable effects such as reducing efficiency and would also create dependency and foster resentment (Emsley, 1996:7). The quota system should not be implemented in isolation. Where the quota system is implemented, the issue of qualifications and experience should be brought to the fore. The quota system is not encouraged in South Africa, bearing in mind that quota replaces merit, if everyone suffers so is the economy (Makgoba, 2013:52).

2.7.6 Timescales

A further lesson to be learnt from experiences of affirmative action policies is that a specific timeframe should be set for the duration of the affirmative action policy (Makgoba, 2013:52). For example the Malaysian affirmative action programme stretched over 20 years. There was consensus that in Malaysia affirmative action would last from 1970 to 1990 (Emsley, 1996:7). A sunset clause is crucial in order to allay the fears of those who will not benefit from the policy. Affirmative action is regarded as an intervention policy which is intended to correct the wrongs of the past (Human, 1993:2). It is crucial to introduce timeframes to the policy in order to achieve good results. Affirmative action must be conducted in a manner that does not lower standards and

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unduly trammel the career aspirations or expectation of current organizational members who are competent in their jobs (Human, 1993:3). After a reasonable time affirmative action should fall away and be replaced by the principle of equal opportunities. Placing inexperienced people into positions of authority will inevitably compromise professional standards and undermines the morale of both black and white personnel (Nathan, 1994:142).

2.7.7 Monitoring and evaluation

Faundez(1994:46) In Hlongwane (2013:54) states that the affirmative action coordinator has to and implements effective monitoring and evaluation procedures. Supervisors and managers should provide their reports on the implementation of affirmative action measures or objectives (IDASA, 1995:178). According to Faundez (1994: 46) appropriate monitoring and procedures will lead to corrective steps necessary for developing more realistic goals and these should make it possible for the top management to evaluate the impact of affirmative action policy on workers and the organization. Managers should consult with those people who have been delegated to implement affirmative action measures whereby information should be freely shared (IDASA, 1995:178). In support of this view, Faundez (1994:46) maintains that "effective internal monitoring procedures will greatly facilitate compliance with the more formal official reporting requirements of the organization".

2.7.8 Performance Management System

Performance management is one of the most effective instruments being used for good governance in the public and private sectors to ensure that organizations reach their developmental objectives. Chapter 7 of South Africa Constitution 1996 in Makgoba, (2013:56) deals exclusively with the local sphere of government and list the objectives and developmental duties of municipalities as follows:

- To provide democratic and accountable government for local communities.
- To ensure the provision of services to communities in a sustainable manner;

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- To promote social and economic development;
- To promote a safe and healthy environment ;and
- To encourage the involvement of communities and community organizations in the matters of local government.

The municipality is expected to strive, within its financial and administrative capacity, to achieve the object set out above. The Municipal Structures Act, Section 19 (1) states that a municipal council must strive within its capacity to achieve the objectives set out in section 152 of the Constitution. Section 19(2) of the Municipal Structures Act inter alia stipulates that a municipal council must annually review:

- The needs of the community;
- The priorities to meet these needs,
- Its process for involving the community;
- Its organization and delivery mechanisms for meeting the needs of the community; and
- Its overall performance in achieving the objectives referred to in section 152 of the Constitution.

For local government to be able to manage and ensure that it's developmental, objectives have been met, it must have an effective performance management system. (Makgoba, 2013:56).

2.8 IMPLEMENTATION OF AFFIRMATIVE ACTION IN SOUTH AFRICA

In this section the study will focus on the current status of implementation of AA, implementation challenges and aspects leading to the failure of implementation of AA

2.8.1 Current status of implementation

Women's access to political power and decision making has improved since the 1994 elections. There is a strong representation of women in the provincial and local

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legislative branches of government and in some governments departments with regard to the implementation of laws; South Africa has adopted sophisticated rights-based legislation with explicit reference to gender equality. An important challenge remains in making those rights accessible to all women by the provision of information and development of knowledge and skills that women require to avail themselves of the mechanism inherent in the legal remedies.

There are key process and mechanism that South Africa is adopted to affirm a vibrant national gender programme in advancing the country towards gender equality. These are contained in the various structures of the National Machinery. The principle structures are the office of the status of women (OSW), Gender Focal Point (GFPs), Commission for Gender Equality (CGE) and various organs of civil society. The following are some of the process and mechanisms implemented by South Africa to advance towards gender equality:

Process and mechanism of affirmative progress towards gender equality are key Institutional processes such as review existing policies and institutionalise women's empowerment and gender equity in line departments, adoption of departmental policy documents and action plans and the implementation of action plans. There are also key role players such as GFP in national line departments and provincial department. Key partners such as Premiers, Minister, MEC's, Director General, OSW, Provincial and local governments, women's organisations and sector specific civil society, organisations. All these processes and mechanisms are necessary for affirming progress towards gender Equality (National Policy Framework for Women, 2000:6-10).

South Africa, took a practical move to narrow the gender gap in access to and participation in economic structures and policies through its innovative Women's Budget initiative (WBI) that was introduced in 1995. The WBI, which is proving to be one of the best practices to engender national budgets, is designed to impact on the structures of allocating resources to ensure that women and men benefit equally. The WBI assesses the national, provincial, and local budgets from a gender perspective by tracking the

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impact of the budget on women. Many South African ministries have now accepted the concept of analysing their budget from a gender perspective. A strong alliance between civil society activists and government departments is one of the key features of the initiative (Budlender, Hicks & Vetten, 2000 in ADF IV, 2008: 8).

2.8.2 Implementation challenges

The EEA is more explicit than the constitution. Section 6(2) (a) of the Act provides that to take affirmative action measures consistent with the purpose of the Act is not unfair discrimination. That provision seeks to insulate on the basis of unfair discrimination. However, employers are not given complete carte blanche in this regard; the provision sets certain limits to escape being branded unfair an affirmative appointment must be consisted with the purposes of the EEA. The preamble to the Act describes the purposes of the EEA as being to promote the constitutional right of equality and the exercise of true democracy to eliminate unfair discrimination in employment, to ensure the implementation of employment equity to redress the effects of discrimination to achieve a diverse workplace broadly representative of people, to promote economic development and efficiency in the workplace, and to give effect to the obligations of the Republic as a member of the International Labour Organisation (ILO). The breath of these goals makes it difficult to challenge any bona fide attempt by employers to prefer previously disadvantage, groups over others (Grogan, 2010:251).

Much of the liberation struggle in South Africa was focussed on ending the discrimination against and exclusion of the majority of South Africans from many spheres of life, including the economy. It was therefore to be expected that attempts to reverse the legacy of such discrimination would be on the agenda of a democratically elected government.

Second on the list of ANC policy objectives adopted at their National Conference in May 1992 was the question of addressing inequality:

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"To overcome the legacy of inequality and injustice created by colonialism and apartheid in a swift, progressive principled way" (Burger & Jafta 2010:3-4).

The new South African Constitution (Republic of South Africa, 1996) duly made provision for policy and legislation to be formulated to allow efforts to redress the inequalities of the past. This provision is an exception to the Constitution's otherwise staunch commitment to equality. Even before the establishment of any formal affirmative action or empowerment strategies, some voluntary redress initiatives were undertaken in the private sector. These efforts were, however, fragmented, of a very diverse nature, and not nearly of the magnitude that would be required to satisfy the expectations of a majority population denied access to many aspects of the South African economy for years.

In the mid-1990s, two processes-the work of the Labour Market Commission and the Green Paper on Employment- gave focus and direction to the debate, eventually leading to the emergence of the first building block in what was to become the Black Economic Empowerment architecture: the Employment Equity Act (Act 55 of 1998).

The Presidential Labour Market Commission was established upon an Act passed by Parliament on September 14, 1995, with terms of reference which included, inter alia, the proposal of mechanisms to redress discrimination in the labour market. In particular, the Commission considered a policy framework for Affirmative Action in employment with due regard (to) the objectives of employment creation, fair remuneration, productivity enhancement and macroeconomic stability" as stated in their report, entitled Restructuring the South African Labour Market (Labour Market Commission, 1996: xiv). This report defined employment equity as a broad term intended to describe the labour market as both non-discriminatory and socially equitable. Along the same lines of thinking, equal opportunity means "non-discrimination" (Burger & Jafta 2010: 3-4).

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2.9 Aspects Leading to the Failure of the Implementations of AA.

Unless South Africa learn from both the successes and failures of other countries. It is in a real danger of becoming another causality of misdirected estimative action (Charlton& Van Niekerk, 1994:29). Malaysian estimative action was regarded as the most successful one.

Malaysia can be closely compared to South Africa in the sense that statutory affirmative action policies were adopted in favour of Malays who constitute the majority of that country rather than protect the minority as was done in other countries such as the United State of America. The requirements for the successful implementation of affirmative action were identified by the Malaysian Government as the setting of quotas, time – scales, training and development. South Africa has also taken some of these factors into consideration in the formulation of its policies. However from the examination of the previous researchers in the public service in general, it became evident that there were serious limitations to effective implementation of affirmative action policy in the public sector including municipalities (Makgoba, 2003:45-46).

2.9.1 Lack of knowledge of affirmative action policy

The views of Human (1993:12) who stipulates that successful implementation of affirmative action requires the involvement of staff in the formulation of such a policy, are of importance. It is obvious that some of the municipalities overlook this factor because many members in lower positions have not been informed about the existence of affirmative action. Therefore, in order to achieve any success in implementing affirmative action strategies, it is imperative that municipalities engage in broad consultations within all levels of the organization in order to sell the concept of affirmative action to their employees. It should also be clear that affirmative action is not meant for people on a certain level only, but for all employees. All fears and expectations must be discussed, whether they are reasonable or unreasonable. Many members resist affirmative action simply because they were never given a fair chance

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to attend workshops where the subject was dealt with openly and question asked and answered satisfactorily (Makgoba, 2013:46).

2.9.2 Lack of people development

According to Motumi (2000:78) in Makgoba (2013:47) many black employees especially the former disadvantaged groups and communities, do not know about the Human Resource Policy that is intended to develop the workers. A large number of white people confirm their awareness of the policy. Human (1993:12) emphasizes the importance of people development and argues that the responsibility for development does not lie with the human resource department but with every line manager. All line managers must ensure that their employees are equipped and developed to do their work effectively and efficiently.

The implementation of affirmative action cannot be successful if people are not adequately empowered. If the managers are not qualified for their positions it will be difficult for them to take full responsibility in ensuring that their subordinates are well trained and empowered. It was also indicated that some of the Municipal Managers and top officials did not have the required qualifications. As a result, training their subordinates who are better qualified than them will be viewed as the end to their careers. To deal with this problem, it is recommended that municipalities should conduct a skills audit, where all the loopholes can be identified and addressed accordingly (Makgoba, 2013:47).

2.9.3 Lack of timescales

Some of the black employees are still of the opinion that timescales have not been stipulated for implementation of affirmative action because whites are still in power especially economically. However, white respondents in Makgoba (2013:48) indicated that they feel uncomfortable about the fact that timeframes have not been specified with regards to the implementation of affirmative action. Nesh (2003:28), Rampersad (2000:61) and Taole (1997:45) state that the purpose of affirmative action is to uplift the

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previously disadvantaged and put them on an equal footing with those who oppressed them. They further report that after a reasonable period of time, affirmative action will have to end and be replaced by the principle of equal opportunity. The South African government has stipulated that within five years of the new democratic dispensation 1994 – 1999, 50% of senior manager must be black and 30% women. The fact that affirmative action does not have a sunset clause discourages most white professionals because they feel that their qualifications are sacrificed while blacks are advanced within their careers (Makgoba, 2013:48).

2.9.4 Lack of monitoring mechanisms.

According to Makgoba (2013:48) lack of monitoring mechanisms translates to poor performance of the municipalities and the personnel especially section 56(managers directly accountable to the municipal manager) and 57 (a person who is appointed as a municipal manager) employees who are subject to a 5 year performance contract. In smaller municipalities there is an indication of a lack of commitment from the top management to deal with the implementation of affirmative action within municipalities. Human (1993:3) states that a committee composed of employer, employee and union representatives should continuously monitor, evaluate and refined the affirmative action strategy. Human further recommends that constant monitoring should be done on the number of blacks and women provided with promotion opportunities.

2.9.5 Lack of organizational transformation

Thomas (1996:8) purports that organizations should not introduce affirmative action in isolation to organizational environments where mangers believe that a few black or female faces will make the organization appear to look politically correct. Thomas recommends that organizations should conduct programmes aimed at dealing with differences, valuing them and appreciating diversity because this will prevent people from undermining one another, but instead will encourage people from various cultures to work together in harmony. Whenever the organization recruits people from the

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designate groups, it should not be done because the organization is under pressure, instead it should be done with a clear understanding that the implementation of affirmative action is a necessity to bring a racial and gender balance within the working environment (Makgoba, 2013:49).

2.9.6 Lack of gender equality

There is a strong perception from blacks that implementation of the affirmative action policy is not done on the basis of race. Many women have indicated that they do not feel gender is strongly considered in the application of the affirmative action policy. Whereas among the workers and interested parties there is a strong feeling that disability should be considered as a criterion in the implementation of this policy and that is not happening at the moment. The national, provincial and local governments had great success in this area of gender equality. Although it is not visible in the opposition parties, the ANC has set a good example as a ruling party by ensuring that they have 50% representation of women in their political structures (Booysens& Masterson, 2009:15).

2.10 LEADERSHIP AND MANAGEMENT RESPONSIBILITIES IN THE IMPLEMENTATION OF AA.

The general manager or employment equity manager remains accountable for the successful implementation of affirmative action although he/she may delegate the responsibility (IDASA, 1995: 167). Montesh (2010: 63) suggests that in order to succeed in the employment equity manager should have the following:

- The relevant authority or mandate to undertake her duties
- Sufficient budget for the facilitation of the implementation employment equity plan.
- Time off from work and commitment to advance the employment equity plan and
- Unlimited access to pertinent information and resources.

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According to Faundez (1994: 46) in Hlongwane (2013: 52) the main task of the affirmative action coordinator involves policy development, monitoring, training, reporting, and liaison with government representatives and external stakeholders. The affirmative action task group appointed by employees should act on advisory capacity in consultation with the Employment equity manager or affirmative action coordinator (IDASA, 1995:177).

According to IDASA (19995:167) every person within the organisation should be given a policy document on affirmative action and be afforded the chance to raise complaints and ask for better explanation Montesh (2010: 64) in Hlongwane (2013: 53) indicates that the employment equity managers should ensure that all workers should be informed of the contents of the Employment Equity and Anti-discrimination laws. It is determined that people are aware of the procedures to be followed; the people should be informed of about the important of participation.

Unlike public and private Institutions, a number of unions target their affirmative action strategies primarily at women (almost exclusively black women). This occurs mainly when Unions negotiate contracts with employers more recently, effects have also been made to focus internally on union operations themselves. In seeking to help women, the unions feel that they help men as well (Innes, 1993:122).

According to Alperson in Innes (1993: 122-123) although women made up just 12% of the Chemical Workers Industrial Union (CWIU) membership, the union was among the first to form a women's committee. Stating that in South Africa the majority of women workers are oppressed and exploited as workers, blacks, and as women, the CWIU members passed a resolution at its 1991 congress calling on employers to work towards ending gender discrimination at the workplace and for the unions to do the same. Employers were called upon specifically to:

- Open all company vacancies to women workers

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- Appropriate training for women workers without discriminating against males employees and
- Provides equal pay for work of equal value (also known as comparable worth) for its part, the union intends taking a number of measures to encourage women to take up their rightful place as active members and leaders of our society. These include:
- Campaigning for the election of more women as shop stewards and for their election to responsible leadership positions;
- Appointing more women organizers;
- Educating both men and women on women's issues,
- Granting paid time off for women workers to participate in union activities,
- Taking disciplinary action against men in the organization who sexually harass women workers,
- Ensuring that women's issues are discussed at all union meetings and structures, and
- Increase the budget for women's forums and seminars (Innes, 1993: 123).

Although the resolution spurred acrimonious debate, CWIU is national Education Co-ordinator, the members passed the resolution and a number of its proposals have been implemented. Thus CWIU and several other Unions notably the South African Commercial, Catering, and Allied Workers Union (SACCAWU), as well as COSATU have launched programmes to highlight women's needs with their broader campaigns, and to include women's concerns in their Charters.

According to Ighsaan Schroeder, education officer at the paper, printing, wood, and Allied Workers Union (PPWAWU) (Innes, 1993: 121) the principal concerns of unions are to negotiate job security, a living wage and an end to unilateral policies by companies concerning cut backs and layouts. PPWAWUs education Secretary, welcome Ntshangase, states:

"Affirmative action is not about promotion of a few individuals out of the shop-floor, but about work-place democracy involving all the workers".

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The largest black political organisations in South Africa, the African National Congress (ANC) and the Pan Africanist Congress (PAC), have both declared themselves in favour of affirmative action

The ANC has made clear that it will address the under-representation of black people in senior managerial positions by promoting black-owned business, and encouraging policies of affirmative action. In particular, an ANC government would promote strategies favouring blacks and women in the public and private sectors. It would give top priority to applying affirmative action principles to black women by means of legislation to secure black women's right, clearly the ANC would prefer to have employers voluntarily undertaken affirmative action policies, but if these are not forthcoming, legislation will be used to enforce them (Innes, 1993: 6-7).

The PAC's economic policy unequivocally aims to redress past economic injustices and to develop African economic interests. In this regard the role of the state will be to redistribute wealth in favour of the indigenous African people, while the PAC itself will massively promote individual firms and co-operative firms and co-operative firms owned by blacks.

Both the Black Management Forum (BMF) and National African Federated Chamber of Commerce (NAFCOC) have declared their strong support for affirmative action, whole the largest trade union grouping in the country, the congress of South African Trade Unions (COSATU), has also come out in support of affirmative action (Innes, 1993:7).

2.11 CAPACITY, COMMITMENT AND MANAGEMENT AND LEADERSHIP WITH THE IMPLEMENTATION

Local government is challenged to develop programmes and initiate services to address the needs of people with different experiences and status in particular the disadvantaged. It is against this background that a Draft District Gender Development Strategy document was compiled by Vhembe District Municipality. The document looks at ways in which Vhembe District Municipality (VDM) would set up measures and

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structures to address gender relations and empowerment. The strategy development statement addresses the entrenched inequalities between men and women in communities and places of work. The Draft District Gender Development Strategy statement provides a framework that ensures that the access to social benefits, the legal system and economic resources by women and men is equitable at local level. A proper understanding and coordination of gender relations would require congruent observation and compliance of various mechanisms that are put in place to advance gender responsive planning.

The District Gender Development Strategy seeks to achieve the following objectives:

- The establishment of comprehensive strategy framework that will enable Vhembe District Municipality (VDM) to address and direct gender mainstreaming in a synchronized and coherent manner.
- To develop a devoted and integrated development strategy that intensifies programming towards informed and effective gender mainstreaming, gender sensitive budgets and policy development framework in VDM.
- The development of district gender empowerment programmes which serve to address and direct efforts of local municipalities and various government institutions as well as civil society organization in delivering quality service aimed at sustainable gender equity.
- Maximization of civil society as well as local municipalities in mobilizing the participation of women in community and economic development initiatives in local communities (Vhembe District Municipality – Draft District Gender Development Strategy, 2013: 3-4).

The district Gender development Strategy is part of the broad objectives to ensure the empowerment of all special focus groups. This is a long-term strategy aimed at creating conditions that favour the advancement of men and women. As indicated in the Gender and Development-A handbook for councillors and officials compiled by SALGA: in VDM (2013:6):

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"Local government is the sphere of government that is closest to people and the one that impacts most on women. To date local government has lacked a coherent approach and the necessary tools to advance gender equality and not much attention has been to this issue in the discussion on gender machinery".

This deliberately emphasizes the development of gender structures at both District and Local level. VDM as the local tier of government recognizes the vitality of gender sensitive strategy, procedures and practices. Given its broad responsibilities in the area of local government, VDM has an integral part to play in term of working with local municipalities to advance gender equality and the advancement of women empowerment Vhembe District Municipality embarks on a rigorous gender mainstreaming strategy. This is based on the fact that the responsibility of creating a conducive environment for the coordination of effective gender mainstreaming lies with the District. An institution is created where decision making at all levels and in all structures within the district incorporates both male and female perspectives through equitable representation of both men and women at all levels, structures and processes. There are guidelines that might usefully inform the process of gender mainstreaming as well as overall planning and implementation. The areas of intervention at the level of the Vhembe District Municipality would be as follows:

- Promoting women's empowerment and gender equality in the service provision for the external clientele
- Raising public awareness programmes about gender in dealing with stakeholders in the private and community sectors.
- Promoting women's empowerment and gender in the internal employment policies and practices (VDM, Draft District Gender Development Strategy, 2013:9-10).

VDM works together with other role-players in particular local municipalities. The areas of intervention outlined above would largely inform the implementation. The draft strategy document purports that this could be achieved through concerted efforts by VDM to facilitate gender equity in the procurement municipal contracts, involving

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women, youth and persons with disabilities in decision making as well as institutional transformation and monitoring. VDM commits by actively seeking out women with appropriate skills and ensuring that they are aware of tendering opportunities within VDM, in all other local municipalities and sector departments.

2.12 BENEFITS OF A.A IMPLEMENTATION

Affirmative action was implemented by South African government to deal with the following issues:

- To overcome racial discrimination and to promote equality of opportunity
- To overcome the discriminatory obstacles that stand in the way of achieving equality of employment
- To introduce preferential policies aimed at promoting one group over others so as to achieve equality of employment.
- According to Innes (1993:9) the removal of discriminatory obstacles is a key aspect of affirmative actions. Although on their own equal opportunity policies are unlikely to succeed, without them affirmative action can never be effective

It is therefore imperative to ensure the following:

- That all formal discrimination within an organisation for instance, racial regulations and separate facilities (racially separate toilets, washing changing and eating facilities) is abolished.
- That where formal discrimination is abolished it is not replaced by informal discrimination
- That where one set of rules exists, the rules are applied equally to all staff;
- That no discrimination exists in selection and promotion procedures,
- That all staff have equal access to their superiors
- That in house action social events are open to all staff,

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- That all racial differentials in fringe benefits are eradicated, this includes the practice of attaching a particular fringe benefit to a particular position while it is occupied by a white person and then removing or reducing the fringe benefits when a black person takes over the position (e.g. taking away a company car or providing a smaller car), and
- That there is no tokenism attached to the job (Innes, 1993:9).

2.13 THE IMPACT OF PROPER IMPLEMENTATION OF AA

This section will focus on the economic, social and political impact of proper implementation of AA policy.

2.13.1 Economic impact

- In countries that are undergoing fundamental political, economic and social transformation, the skills of women, if better utilized, could contribute to the major contribution to the economic life of their respective countries. This can happen if their skills and imputes should continue to be developed and supported and their potential further realized,
- Many women in Africa including South Africa experience greater challenges in accessing decent jobs than men because they are not given opportunities to prove themselves. Women's share of employment in the formal sector is still lower relative to men and their pay is on average lower than men's pay for the same work.
- To realize fully equality between women and men in their contribution to the economy, active efforts are required for equal recognition and appreciation of the influence that the work, experience, knowledge and values of both women and men have in society.
- The unfavourable work environment as well as the limited number of employment opportunities available has led many women to seek alternatives. They have increasingly become self-employed and owners and managers of micro small and medium-scale enterprises. When gaining access to and control over capital, credit

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and other resources, technology and training, women can increase production, marketing and income for sustainable development (Beijing Platform for Action, 1995:65).

- Although many women have advanced in economic structures, for the majority of women, particularly those who face additional barriers, continuing obstacles have hindered their ability to achieve economic autonomy and to ensure sustainable livelihoods for themselves and their dependents.
- Women are active in a variety of economic areas, which they often combine, ranging from wage, labour and subsistence farming, and fishing to the informal sector. However legal and customary barriers to ownership of or access to land, natural resources, capital, credit, technology and other means of production, as well as wage differentials, contribute to impending the economic progress of women (Beijing Platform of Action, 1995: 66).
- Women contribute to development not only through remunerated work but also through great deal of unremunerated work.
- On the other hand women, participate in the production of goods and services for the market and household consumption in agriculture, food production or family enterprises.

2.13.2 Social impact

Access to basic needs such as education, housing, welfare, fuel and water has also been influenced by unequal gender, race and class relations. The inequality of power between women and men has inevitably led to the unequal sharing of resources such as information, time income as well. As described in the Beijing Report (1995), Science and Technology as fundamental components of development, are transforming patterns of production, contributing to the creation of jobs and new ways of working and promoting the establishment of knowledge -based society. Given the large number of women in the workforce, South Africa must devise mechanisms for engaging women with science and technology in order to enhance their productivity, and thus increase the quality of national production. Women should be actively involved in the definition,

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design, development, implementation and gender-impact evaluation of policies related to the economic and social changes (South Africa's national policy frame work for women's empowerment and gender equality, 2000: iv-vi). If women are provided with appropriate training to improve knowledge, skills and attitudes they will contribute a lot to the country's economy.

- Many women in paid work experience obstacles that prevents them from achieving their potential, while some are found in lower levels of management due to attitude related discrimination that often prevents them from being promoted further, but if women are empowered with appropriate training to improve knowledge and skills they can prove themselves that they can do better even more than men.

2.13.3 Political impact

Women have demonstrated considerable leadership in community and informal organisations as well as in both private and public institutions but socialization and negative stereotyping of women and men, reinforces the tendency for political decision-making to remain the domain of men. Likewise the underrepresentation of women in decision-making positions in the areas of art, culture, sports, the media, education, religion and the law have prevented women from having a significant impact on many key institutions.

- The unequal division of labour and responsibilities within households based on unequal power relations also limits women's potential to find the time and develop the skills required for participation in decision-making in wider public forums.
- A more equal sharing of those responsibilities between women and men not only provides a better quality of life for women and their daughter but also enhance their opportunities to shape and design public policy, practice and expenditure so that their interests may be recognized and addressed. Non-formal networks and patterns of decision-making at the local community level that reflect a dominant male ethos restrict women's ability to participate equally in political, economic and social life.

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- In addressing the inequality between men and women in the sharing of power and decision-making at all levels, governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on women and men, respectively (Beijing Platform for Action, 1995: 80).

2.14 TOWARDS A PROGRAMME TO COUNTER GENDER DISCRIMINATION

According to Commission on Gender Equality (2000:94) there are many tools that policy makers can use to ensure that gender considerations are integrated in policies and programmes. The women and children budget is a tool used to determine the nature of resource allocation in the implementation of social, political and economic policies. Each of the issues discussed in the preceding paragraphs can be subjected to a budgetary analysis using the women's budget.

The women's budget was initiated in 1995 by the parliamentary Joint Standing Committee on Finance's Gender Policy Group, the Community Agency for Social Enquiry (CASE), the Institute for Democratic Alternatives in South Africa (IDASA) and the Law, Race and Gender project at the University of Cape Town. It is not a separate budget for women; it examines the impact on women of the most important parts of the total national budget and is thus an accountability tool for government departments. The arrangement aims to help government realign its budget for gender equality. Since it targets women for distribution of resources and access, it is an effective strategy for reducing poverty and empowering women. Its principles and objectives can be used in other institutions and organizations, Commission on Gender Equality (2000:94).

The women's budget proposes that all the programmes, of every government department, at national, provincial and local levels, be examined for their involvement of women and impact on women. Commission on Gender Equality (2000:94) identifies three types of spending that need to be influenced to bring about equity:

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- Programmes that aim to make changes within government departments, like affirmative action programmes;
- Targeted programmes (such as the Flagship Programme in the Department of Welfare); and
- Mainstream programmes (Adult Basic Education and Training, Primary Health Care and Land Reform Programmes).

As stated on the Commission on Gender Equality (2000:94) most of the national budget gets spent in mainstreaming programmes. The women's budget aims to make sure that each government has gender equity objectives in their mainstream programmes. Departments are expected to therefore:

- Decide on their internal priorities (gender, equity, based on their line function),
- Report to Parliament with detailed analysis of the changes (initiatives taken, progress made) in terms of policy. Reports must spell out the department's gender and poverty indicators, its targets, time-frames, performance indicators, budget, staff, training and systems to evaluate its income and expenditure.
- Indicate whether the department has a budget for transforming gender relations in civil society, who is in charge of that budget, and whether they are trained in gender analysis.

This implies that all management and leadership arrangements by government and the society are meant to empower women through involving them in decision making and programmes implementation. Therefore, all public and private institutions are expected to align to the legislation, demands and expectation of civil society with respect to empowering women to participate effectively in the economy of the country.

2.15 CONCLUSION

From the above discussion it is clear that practical experience in South Africa as well as lesson from other various international countries including USA, Britain and Canada suggest that affirmative action programmes should be implemented in order to increase opportunities of the previously disadvantaged designated groups. The employer in the

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workplace should be given the opportunity to select the best qualified people for all promotional and development opportunities to women. South Africa institutions and organisations including local government municipalities are expected to implement affirmative action programmes as a way to avoid repeating mistakes which were committed in other countries that have adopted affirmative action policy. The lessons from other countries also indicated how affirmative action can be implemented to facilitate the process of creating equal employment opportunity through eradication of discrimination in the workplace which impact negatively on the opportunities for empowering women.

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CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

This chapter present the research design and methodology used in the study. These include population and sample, instrumentation and data collection procedures and data analysis .Techniques used to collect data on the key and subsidiary questions of the research study are among the discussions to be covered in this chapter.

3.2 RESEARCH DESIGN AND METHODOLOGY

Mounton (2002:107) define research design as a set of guidelines and instruction that must be followed in addressing the research problem. According to Bless and Smith (1995:63) a research design has two meanings. It can be understood as the planning of any scientific research from the first to the last step. It is a programme to guide the researcher in collecting, analysing and interpreting observed facts. A second definition of a research design relates directly to the testing of hypothesis. It is a specification of the most adequate operations to be performed in order to test specific hypothesis under given conditions. A case study design will be used in this study to explore the implementation of affirmative action of women as a strategy to promote transformation.

According to Van Ransburg (2010:85), quantitative approach is used to obtain objective, systematic process in which numerical data is used to obtain information about the investigation. A quantitative approach is used chiefly to test or verify theories or explanation, identify variables to study relate variables in question or hypothesis use statistical standards of validity and reliability and employ statistical procedures for analysis. According to De Vos, Strydom, Fouchers, and Deepart (2002: 240), Qualitative Research is commonly labelled to be field research /or field work, naturalism, ethnography, interpretative research and constructivism research.

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Qualitative Research is undertaken within the habitat of actor(s) and is closely related to the term 'naturalist'.

The combinations of methodologies were used for the study. The two main types of approaches namely Qualitative and Quantitative approaches were used. Both quantitative and qualitative data have been collected, and analysed in line with the research objectives. The researcher used Qualitative Research in a natural environment because it was very easy for the researcher to use interviews to collect the information. The researcher also had the opportunity to interact with individuals and groups whose experiences the researcher wanted to understand.

3.3 STUDY AREA

The study was conducted within Thumamela Local Municipality, one of the four local municipalities within Vhembe District of Limpopo Province.

3.4 POPULATION OF THE STUDY

Mouton (2002: 134) defines population of the study as a collection of objects, events or individuals having some common characteristics that the researcher is interested in studying. The population of the study was drawn from employees and management of the Thulamela Local Municipality. The total population of Thulamela Local Municipality is plus or minus one thousand one hundred twenty four (±1124).

3.4.1 Sampling

A sample is a selected set of elements (or units) drawn from a larger whole elements the population (Baker, 1988: 144). According to De Vos, Strydom, Fouchers and Deepart (2002:198) sampling refers to taking any portion of a population as a representative of that research population and sample is a group of people or units selected to be in the study. It should therefore be stressed that an adequate sampling frame should exclude no element of the population. An even stricter requirement would

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be that all elements of the population have the same chance of being drawn into the sample or at least that this probability can be specified, Bless & Smith (1995: 88).

Specifically, the sample of the research study was drawn from Human Resource staff, Head of Departments and management staff for implementation of AA.

3.4.2 Sampling Technique

According to Bless & Smith (1995), there are two types of sampling methods namely probability and non- probability sampling.

3.4.2.1 Non – probability Sampling

Bless & Smith (1995: 88) refers non – probability sampling to the case where the probability of including each element of the population in the sample is unknown. It is not possible to determine the likelihood of the inclusion of all representative elements of the population into the sample. Some elements might even have no chance of being included in the sample. It is difficult to estimate how well the sample represents a population and this makes generalization highly questionable.

- **Availability Sampling**

According to Bless & Smith (1995: 95), this sampling method is the most rudimentary one, consisting of taking all cases on hand until the sample researches the desired size. The researcher has chosen a convenient place where he is assured of finding many people. This makes generalization based on such samples extremely risky, although the samples so chosen are convenient for researcher in terms of time and money.

The researcher used the availability of sampling because he was not certain whether he would find enough women and men respondents to participate in the study. Some men or women might be on sick leave or sabbatical leave or away on other duties of their offices.

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3.4.2.2 Probability Sampling

Bless & Smith (1995:88 – 89) refers to probability as random sampling that occurs when the probability of inclusion of each element of the population can be determined. Accordingly, simple random sampling is a procedure which provides equal opportunity of selection for each element in a population.

Simple random sampling was used in the study. The method was selected to ensure that all the employees had an equal chance of being included in the sample.

3.4.3 Sample size

According to Bailey (1997: 83), if a total population is to be surveyed, it is difficult to conduct the interview in a short period of time without using an enormous number of interviewers. The study targeted fifty (50) participants who were interviewed. These are employees at junior, senior and executive management levels of the municipality. It is assumed that these employees are directly and indirectly involved in the decision-making with respect to employment of staff as well as involved in the recruitment process.

Thulamela Local Municipality consists of eight key departments namely, Governance, Corporate Services, Financial Services, Community Services, Planning and Development, Roads, Housing and Electrical Department.

In addition, heads of departments were targeted to participate in the interviews for the study.

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3.5 DATA COLLECTION

Data collection methods and instruments are decided upon after the research problem has been identified, defined and the expected outcomes of the research have been determined. Data collection presents the specific instruments (tools) used to collect data on the variables that are under examination and specific methods of measuring the identified variables to ensure robust analysis Leedy & Ormrod (2005). Cohen, Manion & Morrison (2002: 270) stated two types of data collection tools, namely, structured and unstructured interviews.

A survey questionnaire comprised of closed and open-ended questions was used as data gathering instruments in this study. The researcher ensured that the questionnaire is constructed in a simple and unambiguous language to ensure that respondents understand what is required of them. A five-point Likert scale was used in the questionnaire to collect both quantitative and qualitative data.

A questionnaire is chosen as one of the methods to collect data in this research study for the following reasons in agreement to Leedy & Ormrod (2002):

- Questionnaires are easy to analyse, and most statistical analysis software packages can easily process them. They are cost effective when compared to face-to-face interviews, mostly because of the costs associated with travel time.
- Questionnaires are familiar to most people. Nearly everyone has had some experience completing questionnaires and they generally do not make people apprehensive.
- They are less intrusive than telephone or face-to-face surveys. When respondents receive a questionnaire in the mail, they are free to complete it on their own time. Unlike in other research methods, the respondent is not interrupted by the research instrument.

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Written questionnaires reduce interviewer bias because there is uniform question presentation. Unlike in interviewing, there are no verbal or visual clues to influence a respondent to answer in a particular way. Many investigators have reported that interviewer voice inflections and mannerisms can bias responses. Written surveys are not subject to this bias because there is no interviewer. Brynard & Hanekon (2005: 32) describe an interview as a method of collecting data that allows the researcher to ask questions to the respondents.

The researcher in this study obtained data by asking people questions and also researching answers. Interviews were conducted by the researcher, to gather in-depth information, about affirmative action, implementation within the municipality and was able to establish relationship with the respondents, offered with an opportunity to overcome any resistance and also to restructure questions if necessary.

3.6 DATA ANALYSIS

The collected data was analysed using Spreadsheets, Statistical Package for Social Sciences (SPSS). Tables, frequencies and graphs were used to present the findings and interpretation of data. Data collected was analysed in codes to interpret what the various Thulamela Local Municipality Departments respondents' to the questionnaires and also how individuals respond to interviews. Creswell (1994: 166) states that ''data collection and data analysis must be simultaneous process in qualitative research''. This means that they can be done at the same time.

3.7 ETHICAL CONSIDERATION

According to Babbie (2007: 118) ethics is a matter associated with morality. "In the context of research, '*ethics*' refers to the appropriateness of the researchers' behaviour in relation to the rights of those who become the subject of his/her work, or are affected by it" (Watkins, 2008:69). According to Leedy & Ormrod (2001: 107-108) in Watkins (2008:69) most of the ethical issues in research fall into one of four categories namely,

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projection from harm, informed consent, right to privacy and honesty with professional colleagues.

For this study, official permission was obtained from Thulamela Local Municipality leadership and the proposed study was discussed across the organisation. Permission was granted to administer a questionnaire and conduct interviews by the municipality. Dates and times for conducting the study were agreed upon with all the respondents.

This research study ensured that high ethical standards were observed. Before administering questionnaires and conducting interviews, consent was obtained from each respondent to acknowledge their efforts and to respect their time. The questionnaire responses remained anonymous and names of respondents were not asked for or noted down. Respondents were not forced to answer questions that they found uncomfortable or regarded as being sensitive. Responses would not be linked back to the participants to avoid any negative impact on their professional careers. The findings of the research would be shared with the respondents in the form of a report, as agreed with management. As the results are generic and integrated, no specific persons can be attributed to any set of data.

Only the researcher had access to all the completed questionnaires and interview responses. The researcher would only report issues that would be agreed with the respondents, with the consent of the leadership of Thulamela Local Municipality.

3.8 CONCLUSION

Research methodologies were outlined. Population of the study sample and sample techniques were presented. The chapter outlined the data collection tool used to collect both qualitative and quantitative data as a structured questionnaire and interview guide. Finally data collection instruments were presented as spreadsheet, tables and graphs. The next chapter presents research findings and interpretations.

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CHAPTER 4

RESEARCH FINDINGS

4.1 INTRODUCTION

Chapter 3 focused on the research design and methodology, the instruments and techniques used to collect and analyse data. The main purpose of chapter 3 was to discuss the types of methodology the researcher used to investigate the research problem identified in chapter 1 where in the main aim of the study was to investigate the implementation of Affirmative Action as a strategy to promote transformation towards empowering women in the workplace. Specifically the study focused on the Thulamela Local Municipality (TLM). The specific objective of the study was to assess the understanding of Thulamela Local Municipality Management with respect to the importance of Affirmative Action in the public sector, explore critical issues faced TLM in the implementation of Affirmative Action as a strategy to promote transformation and to investigate the strategies that can be used to combat gender inequality within TLM administration.

In Chapter 4, focus presents the research findings of the study in line with the research objectives. These are challenges faced by Thulamela Local Municipality with regard to the implementation of AA as a strategy to promote transformation towards empowering women in the workplace. Various Thulamela Local Municipality's departments were visited. Both male and female employees from various departments were targeted as the participants of the study.

Arrangements for interviews were made. Fifty (50) questionnaires were distributed of which forty-five (45) were completed and returned. Forty-five (45) completed and returned questionnaires contributed 90% return rate of the study. Data collected was recorded on MS Excel for interpretation purposes.

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4.2 ANALYSIS OF DATA COLLECTED THROUGH QUESTIONAIRE

In this section the researcher will present the data collected through questionnaires and interview. The section will also outline the information concerning demography, research findings (as per objectives) and analysis of data collected through interview.

4.2.1 Demographic information of the study

This section deals mainly with the information concerning demography of the study. The information is mainly about the position that the respondents occupy in the department, gender, language, length of service and highest education qualification.

Figure 4.1 Position of respondents within the municipality

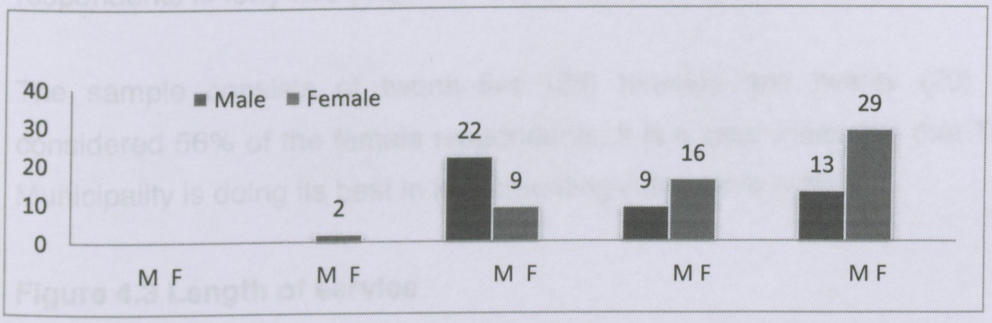

Figure 4.1 reveals the positions of the respondents who took part in the survey. In upper level management the actual number of respondent was only one female which constituted to 2%. Middle level management position consists of ten (10) males constituted to 22%. The actual number of respondents females in the middle level management were four (4) constituted to 9% whereas females where seven (7) which made 16%. In Non-management position, six actual numbers of respondents were males that also constituted to 13%, females respondents actual number in non-management were thirteen (13) constituted to 29%.

Figure 4.1 reflects that there is an indication that large number of women occupied non-management positions (29%) whereas the majority of males occupied middle level

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management position (22%) only one female occupied higher position of upper level management (2%).

Figure 4.2. Gender

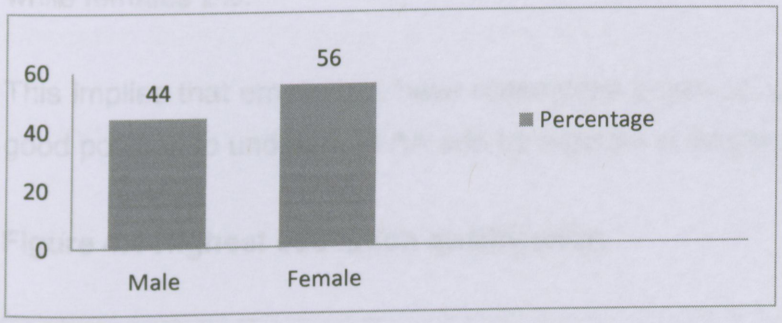

Figure 4.2.1.2 shows that 56% of the respondents are females. The actual number of respondents is forty-five (45). 44% of the respondents are males.

The sample consists of twenty-five (25) females and twenty (20) males. Having considered 56% of the female respondents, it is a clear indication that Thulamela Local Municipality is doing its best in implementing Affirmative Action.

Figure 4.3 Length of service

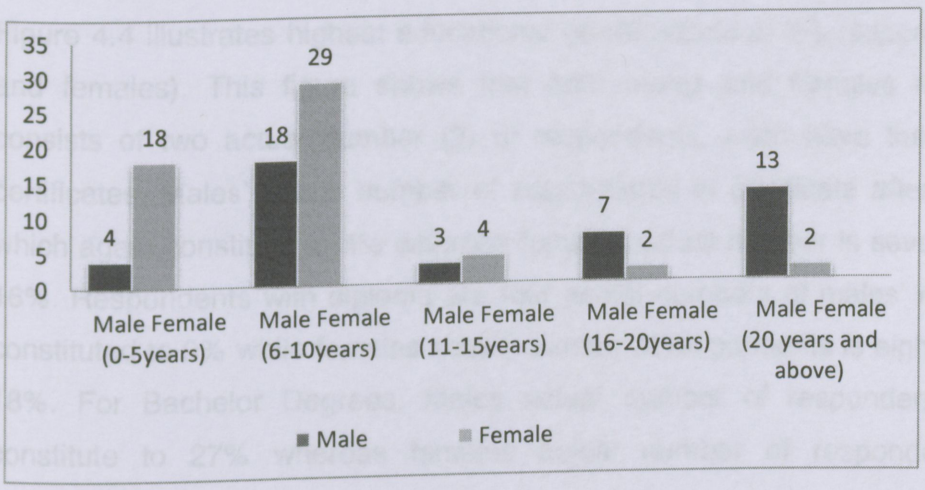

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Figure 4.3 illustrates the number of years respondents (both male and female) have been part of Thulamela Local Municipality: 0-5 years were 4% males' 18% females, 6-10 years' experience males 18% and females 29%, 11-15 years males 3% while females 4%. 16-20 years 7% males, while females 2%, 20 years and above, males 13% while females 2%.

This implies that employees have reasonable length of service that they should be in a good position to understand AA and be capable of implementing AA.

Figure 4.4 Highest education qualification.

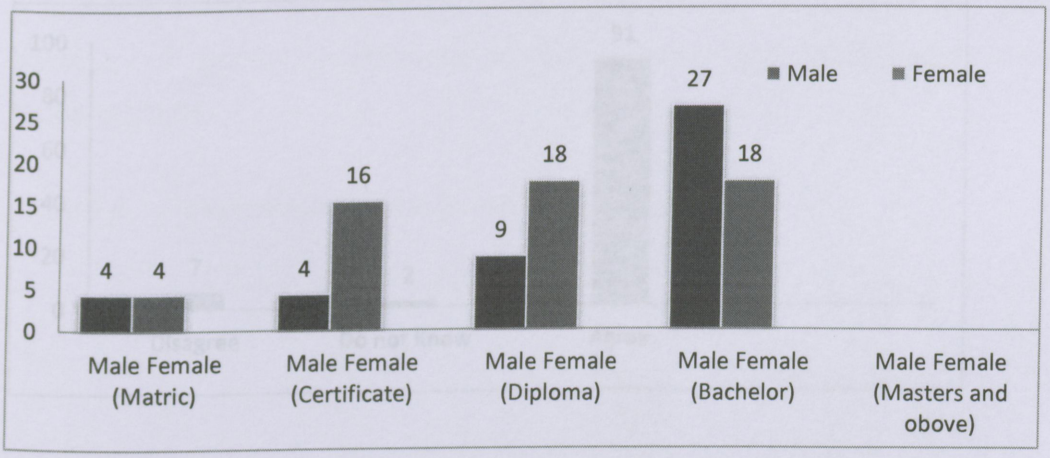

Figure 4.4 illustrates highest educational qualifications of the respondents (both males and females). This figure shows that both males and females respondents which consists of two actual number (2) of respondents, each have the same 4% matric certificates. Males' actual number of respondents in certificate after matric is two (2) which again constitute to 4% whereas females actual number is seven (7) constitute to 16%. Respondents with diploma are four actual numbers of males' respondents which constituted to 9% while females actual number of respondents is eight (8) which makes 18%. For Bachelor Degrees, males actual number of respondents is twelve (12) constitute to 27% whereas females actual number of respondents is eight (8) constituted to 18%.

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The above information indicates that the municipality has fair representation of management staff with required qualification to understand and implement AA.

4.2.2 Research findings (as per objectives)

Research findings are presented here in line with research objectives.

A. Understanding of the importance of affirmative action in the public sector

Figure 4.5 Understanding of the importance of AA by officials

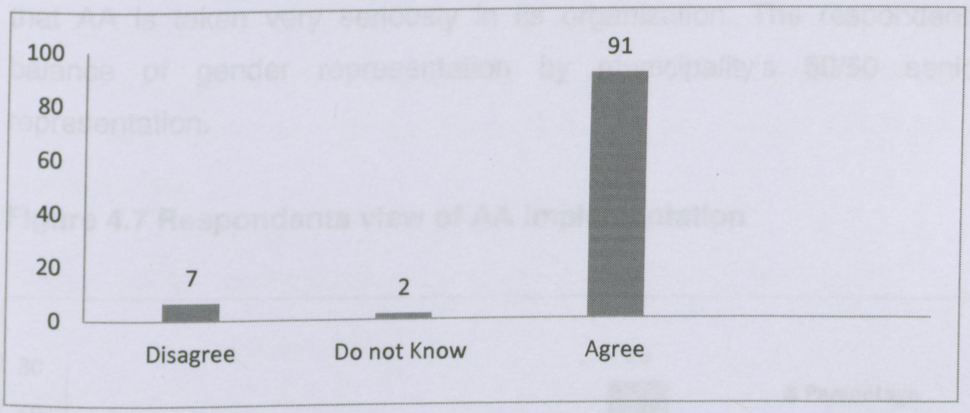

Figure 4.5 reveals that 91% of the respondents know and understand what AA is. This also indicates that the majority of Thulamela Employees are very much aware of AA policies and their prouncement.

A small proportion of 7% of Thulamela Employees do not understand AA and only 2% do not even know what AA is.

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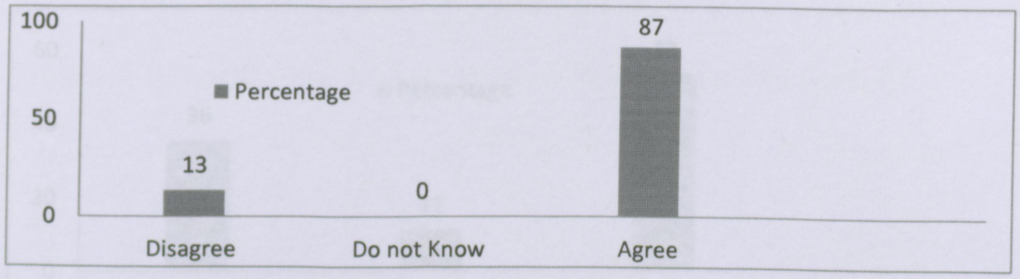
Figure 4.6 Importance of AA in public sector



In figure 4.6 the majority of 87% respondents contend that AA is important in the public sector. This shows that Thulamela Local Municipality is doing very well to make sure that AA is taken very seriously in its organization. The respondents confirmed the balance of gender representation by municipality's 50/50 senior management representation.

Figure 4.7 Respondents view of AA implementation

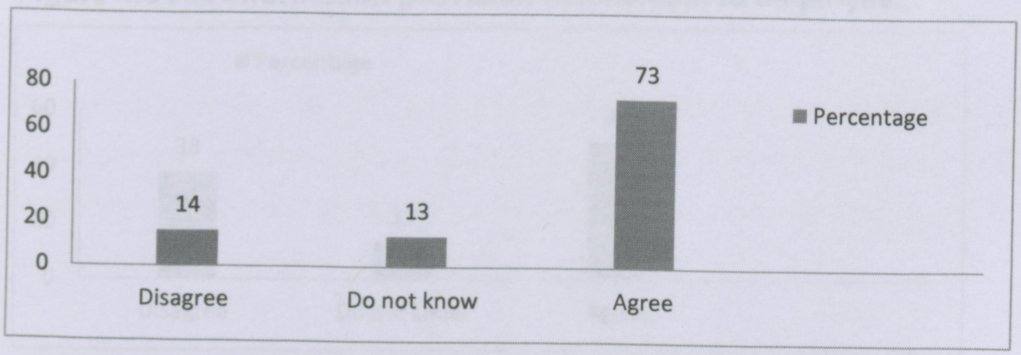


Figure 4.7 shows that 73% of the respondents from Thulamela Local Municipality are well informed of the implementation of AA and this 73% is a clear indication that TLM is implementing AA effectively. Only 14% of Thulamela Local Municipality disagree that TLM is effectively Implementing AA policy, whereas 13% do not know anything about the effectiveness of TLM with regard to the implementation of AA policy.

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Figure 4.8 Knowledge of AA by employees

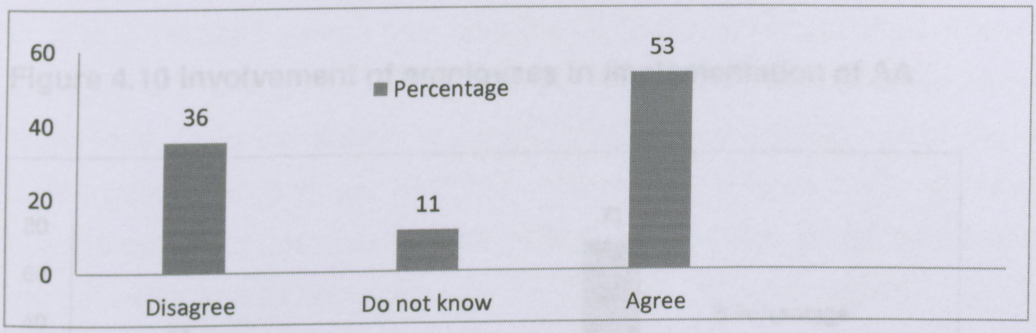

Figure 4.8 indicates that 53% of the respondents indicate that management always inform Employees about Affirmative Action Policy. Respondents can also feel that they are empowered with information regarding the Implementation of AA, and 36% of the respondents indicate that the Employers are not always informed about Affirmative Action Policy.

Figure 4.9 AA information provision mechanism to employee.

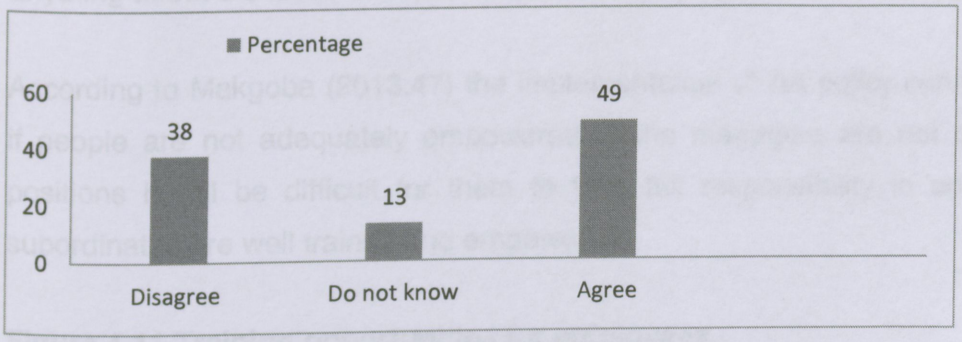

Figure 4.9 indicates that 49% of the respondents believe that the employer is promoting AA through pamphlets, posters and workshops on Employment Equity Act. Every person in the organisation is afforded opportunity to policy document on affirmative action. The employment equity managers ensure that all employees are informed of the content of the employment Equity Act. Monthly publication of articles on AA and what the organisation is currently doing in terms of Affirmative Action is a very crucial manner

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of communicating with employees (McGregor, 1993:98). Thirty eight percent (38%) of the respondents feel that the employer does not promote AA through by any means.

Figure 4.10 Involvement of employees in implementation of AA

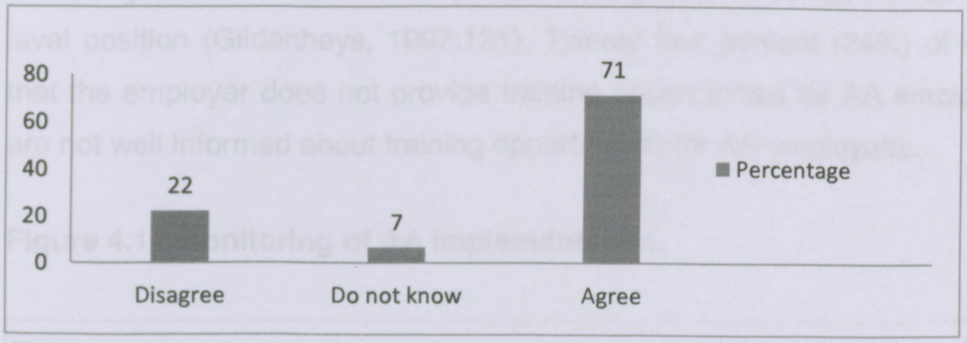

Figure 4.10 reflects that 71% of the respondents are of the opinion that developing and Implementing of AA programme involves everyone in the organisation. Twenty two percent (22%) of the respondents disagree with the statement while 7% does not know anything about the issue of implementation of AA programme in the organisation.

According to Makgoba (2013:47) the implementation of AA policy cannot be successful if people are not adequately empowered. If the managers are not qualified for their positions it will be difficult for them to take full responsibility in ensuring that their subordinates are well trained and empowered.

Figure 4.11 Training opportunities for employees.

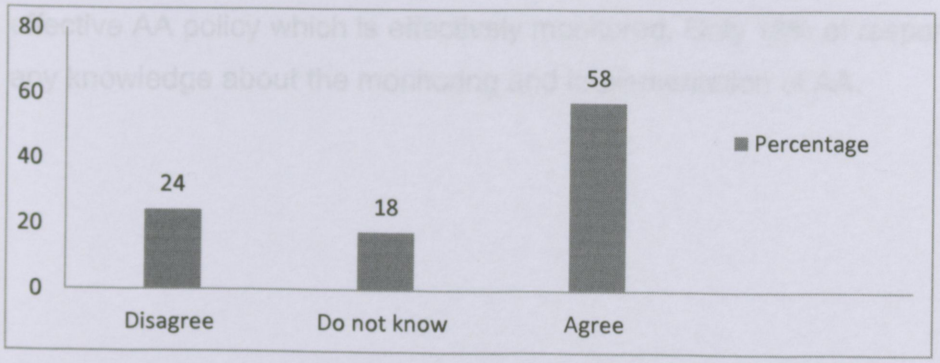

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Figure 4.11 indicates that 58% of the respondents feel that the Employer provides formal training opportunities of AA to employees. Formal training is of critical importance in closing the gap between poor educational qualifications and those required for the job to be done. Training can also help in job competency as it provides trainees with the knowledge; skills and attitude to perform their present tasks as well as those of the next level position (Gildenheys, 1997:121). Twenty four percent (24%) of respondents feel that the employer does not provide training opportunities for AA employees while 18% are not well informed about training opportunities for AA employees.

Figure 4.12 Monitoring of AA implementation.

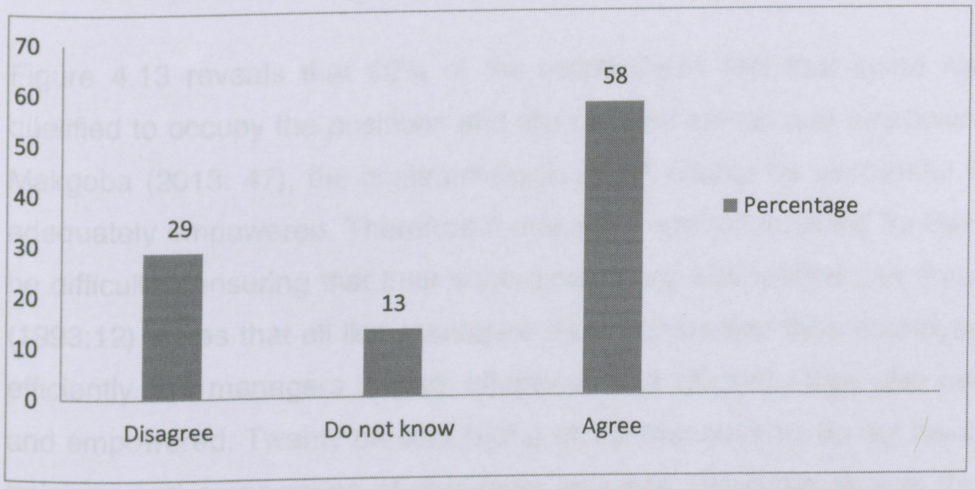

Figure 4.12 fifty eight percent (58%) of the respondents feels that there is an effective AA policy, and that it is continuously monitored at all levels within Thulamela Local Municipality. Twenty nine percent (29%) of respondents do not agree that there is effective AA policy which is effectively monitored. Only 13% of respondents do not have any knowledge about the monitoring and implementation of AA.

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B. Critical issues faced by Thulamela Local Municipality in the implementation of affirmative action as a strategy to promote transformation.

Figure 4.13 Qualifications and empowerment of managers in position.

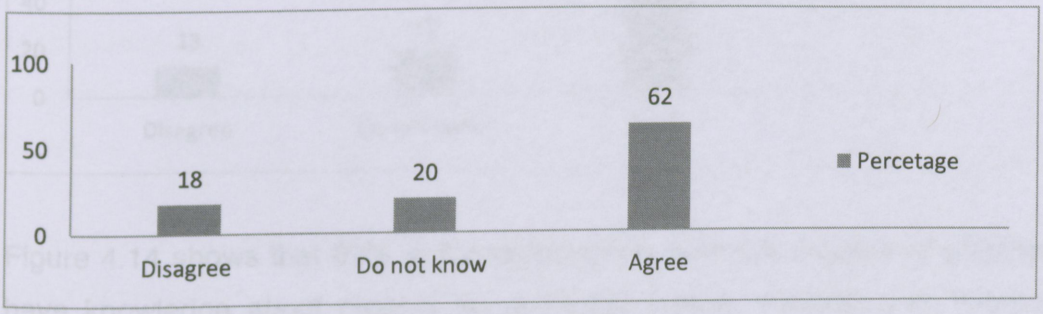

Figure 4.13 reveals that 62% of the respondents feel that some managers are not qualified to occupy the positions and are not well trained and empowered. According to Makgoba (2013: 47), the implementation of AA cannot be successful if people are not adequately empowered. Therefore if managers are not qualified for their positions it will be difficult in ensuring that their subordinates are well trained and empowered. Human (1993:12) states that all line managers must ensure that their employees are equipped efficiently. For managers to work effectively and efficiently they also need to be trained and empowered. Twenty percent (20%) of the respondents do not have any idea about trainings and empowering of managers whereas 18%disagree with the statement that some managers are not qualified for their positions and that they are not well trained and empowered.

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Figure 4.14 Organisational transformation knowledge.

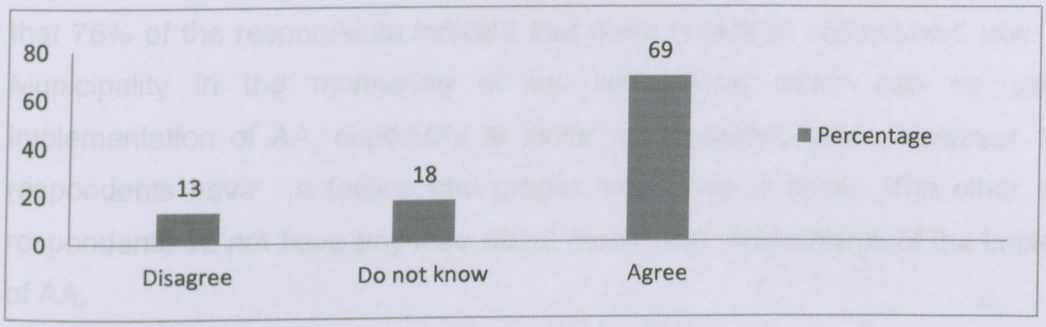
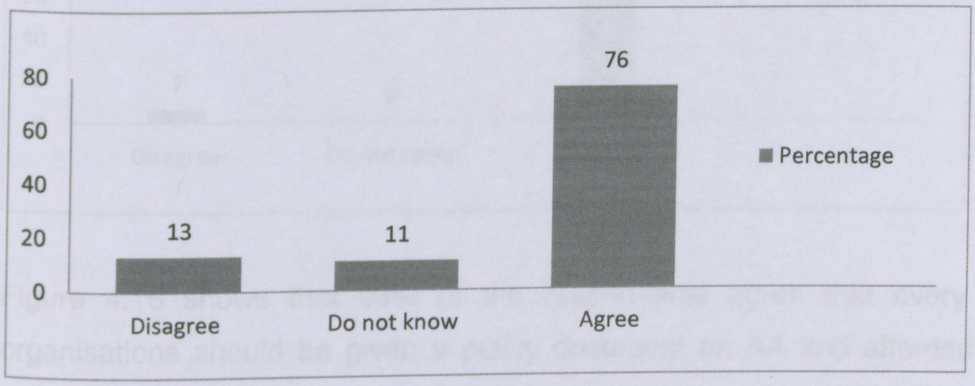


Figure 4.14 shows that 69% of the respondents feel that majority of employees do not have knowledge about organisational transformation. According to Thomas (1996:8) organisations should not introduce AA in isolation to organisational environments where managers believe that a few black or female faces will make the organisation appear to look political correct. Thomas (1996: 8) further recommends that organisation should conduct programmes aimed at dealing with differences, valuing them and appreciating diversity because this will prevent people from undermining one another, but instead it will encourage people from various cultures to work together in harmony.

The responses from 18% of respondents do not have any knowledge about organisational transformation whereas 13% of the respondents feel that majority of employees do not have knowledge about organisational transformation at all.

Figure 4.15 Monitoring mechanisms of AA by the municipality.



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The municipality does not have monitoring mechanisms. However, they are meeting the targets at leadership level which does not apply to the level below. Figure 4.15 shows that 76% of the respondents indicate that there is lack of commitment from Thulamela Municipality in the monitoring of the mechanism which can be used in the implementation of AA, especially at junior management level. However 13% of the respondents have a feeling that proper monitoring is done. The other 11% of the respondents do not have any idea about monitoring mechanisms of the implementation of AA.

According to Human (1993:8) a committee compromising the employer, employee and union representatives should continuously monitor, evaluate and refine the affirmative action strategy and constant monitoring should be kept as to the number of blacks and women provided with promotion opportunities. Thulamela Local Municipality should have this committee if they want to ensure that affirmative action policies are adhered to.

C. Strategies that can be used to combat gender inequality within Thulamela Local Municipality

Figure 4.16 Knowledge about AA and its implementation.

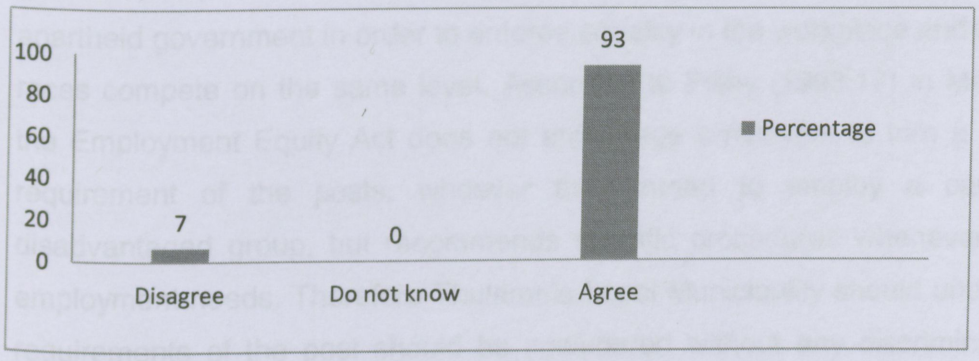

Figure 4.16 shows that 93% of the respondents agree that every person in the organisations should be given a policy document on AA and afforded the chance to

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raise complaints and ask for better explanation while 7% of the respondents feel that it should be the responsibility of the management and leadership to implement AA.

Figure 4.17 Addressing AA implementation gap.

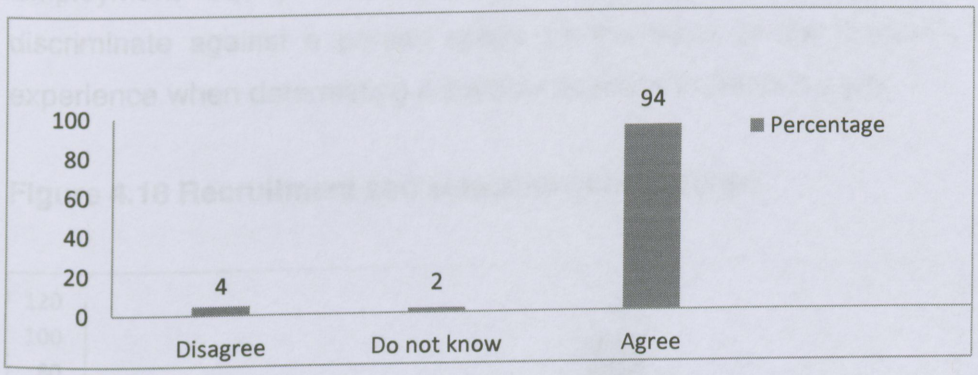

Figure 4.17 portrays the view of respondents on all forms of discrimination that hinder the entry and progress of women in to senior positions that should be eliminated. A significant number of respondents, 94% indicate that all forms of discrimination that hinder the entry and progress of women in to senior positions should be eliminated. However 4% disagree with the statement.

The employment Equity Act, 55 of 1998, seeks to eliminate unfair practices or discrimination in the workplace in order to redress the discrimination created by the apartheid government in order to enforce equality in the workplace and to ensure that all races compete on the same level. According to Pillay (1998:17) in Makgoba(2013:33) the Employment Equity Act does not encourage employers to turn a blind eye to the requirement of the posts, whoever they intend to employ a candidate from a disadvantaged group, but recommends specific procedures whenever they deal with employment needs. Therefore Thulamela Local Municipality should understand that the requirements of the post should be considered without any discrimination against or excluding people on the basis of colour, gender or disabilities.

In terms of section 20(3) of the Employment Equity Act, 1998 the requirements of a job are those that a person is suitably qualified for as a result of one of, or any combination

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of that person's formal qualifications, prior learning, relevant experience or capacity to acquire, within a reasonable time; and the ability to do the job.

The municipality should also know that Section 20(3) concurs with section 20(5) of Employment Equity Act 1998, which state that an employer may not unfairly discriminate against a person solely on the basis of that person's lack of relevant experience when determining a suitably qualified person for a job.

Figure 4.18 Recruitment and selection of employees.

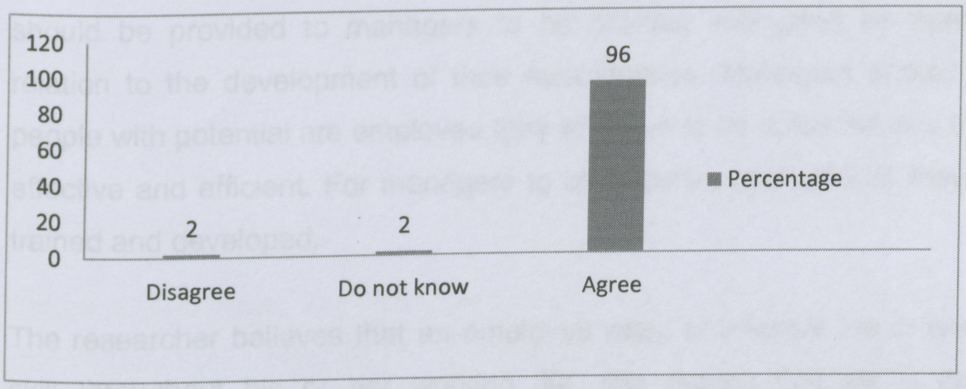

Figure 4.18 reveals that 96% of the respondents agree that recruitment and selection should not be politically motivated but capacity oriented. Affirmative action is expected to encourage a pool of talent available for development. It is expected to implement effective ways in which personnel development within organisation is encouraged. Selection criteria is expected for the administration of municipalities' political appointments should be discouraged. Two percent (2%) of the respondents feel that selection and recruitment should not be politically motivated but work related while another 2% do not know anything about recruitment, selection and political motivation.

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Figure 4.19 Training and development of employees

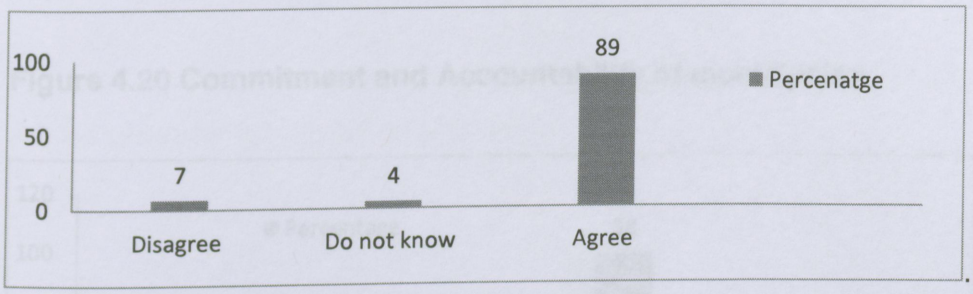

Figure 4.19 reveals that 89% of the respondents agree that training and development should be provided to managers to be critically evaluated on their performance in relation to the development of their subordinates. Managers should know that when people with potential are employed they will have to be educated and trained to become effective and efficient. For managers to be effective and efficient they also need to be trained and developed.

The researcher believes that an employee need to improve his or her knowledge and skill throughout his or her working life, this means that he is developing. Some experience which must be provided by rotation of work transfers from one work place to another or from one supervisor to another (Cloete, 1998:244). If managers lack this knowledge they cannot work effectively.

Good managers should have knowledge about training policy because training in an organization should be based on the training policy. A good training policy should include some of the following: all staff should have opportunity of training appropriate to their jobs and positions, training should be related to promotion policy, it is useless training staff and then appointing outside applicants to the higher posts (Denyer, 1975:116).

Figure 4.19 indicates that 7% of the respondents disagree on the importance of training and development for managers to be critically evaluated on their performance in

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relations to the development of their subordinates, while 4% of respondents do not have any knowledge about training and development of managers.

Figure 4.20 Commitment and Accountability of municipality

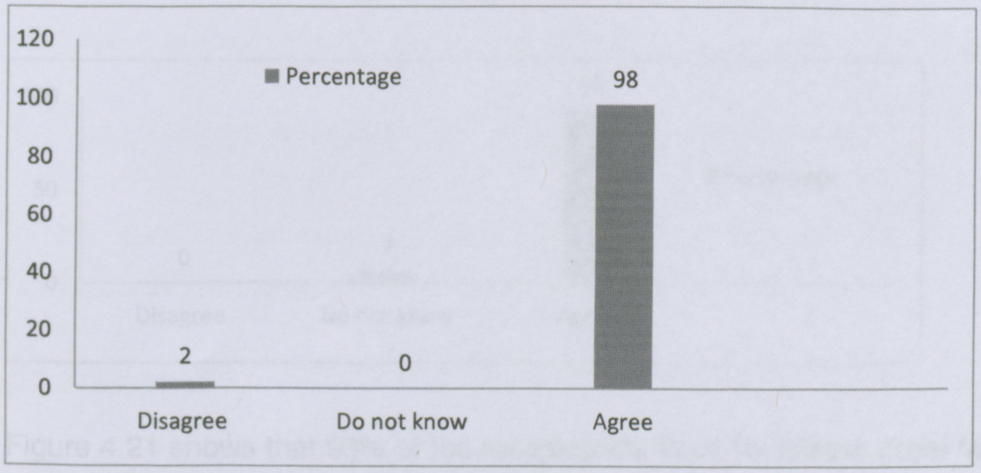

Figure 4.20 portrays that managers should be committed to the organisation and the people they serve. Ninety eight percent (98%) of respondents indicate that management should be committed to the implementation of AA. According to Thomas (1996:8) organisations should embark on experiential programmes aimed at understanding differences, valuing differences and appreciating diversity. If AA is introduced in isolation to the organisational environment where management believes that a few black or female faces will make the organisation appear politically correct without making meaningful contribution to the organisation they serve such is merely window dressing and does not yield any positive results for the development and growth of the organisation.

Managers of various organisations including Thulamela Local Municipality should be very committed to the organisation and the people they serve. Lack of commitment by managers derail the progress of the organisation and renders the organisation ineffective and inefficiency. However 2% of the respondents disagree with the statement

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and the response suggests that there are few people who disagree that managers should be committed to the organisation and the people they serve.

Figure 4.21 Training and development programmes should be created to prepare AA Employees for higher positions.

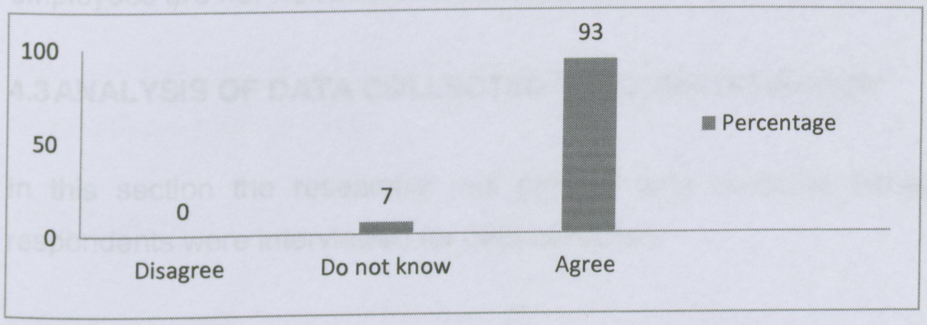

Figure 4.21 shows that 93% of the respondents from Thulamela Local Municipality want training and development programmes to be created to prepare AA employees for high positions. Denyer (1975:114) describes training as the adopting or molding of a person to increase fitness for a specific activity. The full meaning of training is more than just education, which is concerned with imparting knowledge because it involves experience in doing a job as well as education. Denyer (1975:116) further emphasizes the importance of training that: it leads to a greater efficiency of the whole concern, it improves the morale of the start, and it assists the recruitment of staff and ensures a better quality of applicant. It enhances the reputation of the organization; it increases loyalty and adaptability of staff.

If Thulamela Local Municipality can create training and development programmes, it will upgrade employee's skills and focus on work – related topics beneficial to both employees and organization. Holt (1993:38) in Makgoba (2013:53) maintains that development includes both training to increase skill in performing a specific job and education to increase general knowledge and understanding of a total environment. It is also intended to enrich the organization through improved human resources programme to sensitize managers to their responsibilities.

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If Thulamela Municipality accepts that the precondition for skills development in enhanced human capacities and capabilities, it allows that the different means of education and training (formal, informal and non-formal) and at different levels and in different fields (academic, managerial, technical, and vocational) are the foundation stone for skills development (Flippo, 1995:200). Figure 4.21 indicates that 7% of the employees are not well informed about training and development programmes.

4.3 ANALYSIS OF DATA COLLECTED THROUGH INTERVIEW

In this section the researcher will present data collected through interviews. Five respondents were interviewed for data collection.

4.3.1 Question 1:

What is the understanding of Thulamela Local Municipality officials with respect to the importance of AA in the public sector?

Respondent 1

The first respondent stated that Thulamela Local Municipality officials are not conducting workshops on employment equity.

Respondent 2

The second respondent is not happy by the way in which the employer is implementing AA in Thulamela Local Municipality.

Respondent 3

The third respondent is of the opinion that women do not stand a good chance to compete with men for the advertised position.

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Respondent 4

The fourth respondent stated that the employer employs female employees in senior position.

Respondent 5

The fifth respondent said that promotions are given only to those employees who are related to top management.

4.3.2 Question 2:

What are the critical issues faced by officials with the implementation of AA?

Respondent 1

The first respondent said that there are some officials who are not qualified for their positions because they do not have necessary qualifications.

Respondent 2

The second respondent is worried by officials who do not understand the implementation of AA policy.

Respondent 3

The third respondent stated that some people are appointed to senior positions because of political motives.

Respondent 4

According to the fourth respondent very few qualified people from designated group especially women are appointed to senior positions.

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Respondent 5

The fifth respondent said that many employees have poor knowledge with regard to the understanding of gender equality.

4.3.3 Question 3:

What are the strategies that can be used to combat gender inequality within Thulamela Local Municipality?

Respondent 1

The first respondent stated that people should be appointed at senior position in relation to their qualifications without political influence.

Respondent 2

The second respondent said that both employers and employees should be work shopped about AA policy.

Respondent 3

According to the third respondent training and development should be provided to prepare AA employees for higher positions.

Respondent 4

The fourth respondent stated that every employee within the organisation should be given a policy document on AA and be developed or empowered.

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Respondent 5

The fifth respondent is worried about all forms of discrimination that prevent progress of women into senior position. Therefore the respondent wants discrimination in the work place to be eliminated.

4.4 CONCLUSION

Chapter 4 was about the presentation of the research findings, researchers' role, the collection of data, how it was verified and some of the recommendations and conclusion. The major findings and challenges faced by Thulamela Local Municipality with regard to the implementation of Affirmative Action as a strategy to promote transformation towards empowering women in the workplace were discussed. Data analysis was recorded under the following divisions: Demographic information of the study, research findings (per objectives); understanding of Thulamela Local Municipality management with respect to the importance of Affirmative Action in the public sector, critical issues faced by Thulamela Local Municipality in the implementation of Affirmative Action as a strategy to promote transformation, strategy that can be used to combat gender inequality within Thulamela Local Municipality and recommendations.

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CHAPTER 5

FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

The last chapter present the conclusion of the study and provide recommendations about how AA can be effectively and efficiently implemented by the municipality.

5.2 CONCLUSION

The study focused on the implementation of Affirmative Action as a strategy to promote transformation and a mechanism towards empowering women in the workplace, specifically public sector.

Literature review was conducted in order to shed light to the study according to what authors and researchers have expounded about the Affirmative Action aspect. Literature review was conducted in consideration of the research objectives and its hypothesis.

Thulamela Local Municipality's employees namely, Human Resource Management and management leadership was targeted. Purposive sampling method was applied for the study. Both qualitative and quantitative data was collected using a structured questionnaire comprised of closed and open ended questions. Interviews were also conducted with target officials.

5.3 OVERVIEW OF THE STUDY FINDINGS

The research findings have been presented in chapter four in a bar graph form. The findings were gathered through questionnaires and interview. The data was presented under the following subtopics: Demographical information and Research findings (per objectives).

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5.4 DISCUSSION OF THE STUDY FINDINGS

The findings of the study are discussed under the following:

5.4.1 Study population and respondents/sources of data.

Fifty questionnaires were distributed to fifty respondents in Thulamela Local Municipality. Only forty five questionnaires were completed and the returned completed forty five questionnaires contributed 90% return rate of the study.

5.4.2 Demographic information

The study reveals that 2% of females occupy upper level management position. Twenty two percent (22%) males occupy middle level management positions whereas males constitute 9% of middle level management. In lower management positions 9% is for males and 16% females. In non-management position 13% are males and 29% females.

Fifty six percent (56%) of the respondents are females whereas 44% are males. The researcher also found that the majority of the employees in Thulamela Local Municipality are the Venda speaking people (82%). Ten percent (10%) of the respondents speaks Tsonga, 3% English and 3% Afrikaans, while 2% speaks Sotho. The study also indicates that as far as the length of service is concerned, working experience: 0-5 years: males 4% and females 18%, 6-10 years: males are 18% and females 29%. Under 11-15years: males are 3% while 4% is for females. 16-20 years: males are 7% and females 2%. Twenty (20) years and above 13% is for males and females 2%. For highest educational qualification 4% males and 4% females have matric certificates.

For certificates after matric males 4% while females 16%. Diploma, males 9% and females 18%.For Bachelor degrees males have 27% while females are 18%.

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5.4.3 Understanding of Thulamela Local Municipality management with respect to the importance of Affirmative Action in the Public sector.

The majority of Thulamela Local Municipality management know and understand what AA is (91%) while only 7% do not understand what AA is all about. Eighty seven percent (87%) of the respondents believe that AA is very important in Thulamela Local Municipality while 13% do not agree. It was found that 73% of the respondents are of the opinion that Thulamela Local Municipality is effective in implementing AA. The researcher is of the opinion that Thulamela Local Municipality is doing very well in addressing issues of the implementation of AA policy.

Some employees disagree that municipality is aimed at ending barriers to equal employment opportunity. This was revealed by 38% of the respondents who believe that AA is aimed at ending barriers to equal employment opportunity whereas 27% do not agree. The study shows that 13% of the respondents do not know anything about AA.

The Employment Equity Act 55 of 1998 seeks to eliminate unfair practices or discrimination in the workplace in order to redress the discrimination created by Apartheid government to enforce equality. Therefore Thulamela Local Municipality should adhere to and be able to apply Employment equity act, 55 of 1998 and should also understand that the constitution of the Republic of South Africa 1996, Section 9 provides that everyone is equal before the law and has the right to equal protection.

It is revealed in the study that for AA to be effective, top management will have to show commitment in implementing AA. This was shown by 78% of the respondents who support this view.

The study found that 84% of the respondents believe that in addressing the issue of inequality between men and women in sharing power and decision making, top management should implement AA. The Beijing Platform for Action, 1995 also indicates that in addressing the inequality between men and women in the sharing of power and decision making at all levels, government and other actors should promote an active

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visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on women and men, respectively.

From the interview conducted with regard to the understanding of TLM management with respect to the importance of AA in the public sector, the fourth respondent was happy by the way in which management is implementing AA policy because they are employing female employees in senior positions.

Respondents 1, 2, 3 and 5 were worried because they believe that TLM officials are not conducting workshops on employment equity effectively. Women do not stand a good chance to compete with men for the advertised positions and they are of the opinion that promotions are given only to those employees who are related to top management.

5.4.4 Critical issues faced by Thulamela Local Municipality in the implementation of AA.

The study found that many employees in the public sector including Thulamela Local Municipality do not have knowledge of AA policy, especially those who are in lower positions. This was revealed by 69% of the respondents who agree that many members in lower positions have not been informed about the existence of AA. The study also shows that 64% of the respondents believe that some municipal managers and top officials do not have the required qualifications. It was confirmed by 69% of the respondents who strongly agree that many employees do not necessarily have knowledge about organisational transformation. There are some of the municipal managers, and top officials who do not have the required qualifications. Seventy six percent (76%) of the respondents also believe that there is lack of monitoring mechanisms due to lack of commitment from the top management in dealing with the implementation of AA within the municipality. There is a strong indication that 82% of the respondents agree that political appointments is always practiced in public sector

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and 73% is not happy by the unqualified people who are given positions which they do not deserve at the expense of competent, skilled, experienced and qualified persons.

From the information gathered from the interview, the second and the fifth respondents are worried about some officials who do not have knowledge of AA policy. The first and fourth respondents stated that some managers are not qualified for their positions and only few people from designated group, especially women who are competent and qualified are appointed. The third respondent was worried about political appointments which are always practised in the public sector.

5.4.5 Strategies that can be used to combat gender inequality within Thulamela Local Municipality

The study found that 89% of the respondents believe that gender sensitive training for women and men to promote non-discriminatory working relationship should be provided. The study revealed that 93% of the respondents understand that every person within the organization should be given policy document on AA, be afforded the chance to raise complaints and ask for better explanation. It was also found in the study that 91% of respondents want a system of monitory inexperienced women to be created. The study shows that 93% believe that all forms of discrimination that hinder the entry and progress of women into senior positions should be eliminated. As far as recruitments and selections are concerned, 96% of respondents do not want it to be politically motivated but work related. The study also reveals that 89% of respondents want training and development to be provided to managers to be critically evaluated on their performance in relation to the development of their subordinates and 93% believe that training and development programmes should be created to prepare AA employees for high positions.

It was indicated in the information gathered from interview by the first respondent that in order to combat gender inequality within the municipality, people should be appointed at senior position in relation to their qualification without political influence. The second

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and the third respondents suggested that it would be better if workshops of AA policy, trainings and development were provided to both employers and employees to prepare them for higher position. The fourth and the fifth respondents suggested that every person within the organisation should be given AA policy so that they would be no gender discrimination in the work place.

5.5 RECOMMENDATIONS

In order to improve Affirmative Action as a strategy to promote the empowerment of women, the following recommendations were made:

Thulamela Local Municipality should ensure that training and development should be created to prepare AA Employees for higher positions.

Denyer (1975:114) describes training as the adapting or moulding of a person to increase fitness for a specific activity. The full meaning of training is more than just education which is concerned with imparting knowledge because it involves experience in doing a job as well as education. Denyer (1975:116 further emphasizes the importance of training that: it leads to a greater efficiency of the whole concern. It improves the moral of the staff; it assists the recruitment of staff, and ensures a better quality of applicant.

If Thulamela Local Municipality ensures that there is training and development of its employees it would enhance the reputation of the organisation, increase loyalty and adaptability of staff.

The municipality should ensure that the previously disadvantaged groups are appropriately trained and qualified in order to perform in high position.

Managers should also be provided with training and development to be critically evaluated on their performances in relation to the development of their subordinates.

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The respondents expressed their dissatisfaction with some managers who are not qualified for their positions especially those who are not well trained and empowered.

There is evident from the respondents that unqualified people are given positions which they do not deserve at the expense of competent, skilled, experienced and qualified persons.

Thulamela Local Municipality should ensure that qualifications, experience, skills and performance should play an important role in affirming the historically disadvantaged group to positions from which they were previously excluded.

Many employees in the public sector including Thulamela Local Municipality do not have knowledge of AA policy especially those who are in lower positions; therefore TLM should inform all its employees including those in lower positions about the existence of AA policy through pamphlets, posters and workshops on employment equity. The municipality should also give every person within the organization policy document on AA and be afforded the chance to raise complaints and ask for better explanation.

The respondents are concerned about all forms of discrimination that hinder the entry and progress of women into senior positions. Crosby (2004:39) in Hlongwane (2013:47) maintains that treating people differently due to their race, origin, sex or gender contravenes the rule of distributive justice. In terms of this principle, people feel that their outcomes should be commensurate to their inputs, educational level, experience and skills. Crosby (2004:39) in Hlongwane (2013:47) warns that if people with less training capability skills and experience are given equivalent or better rewards, frustrations and anger may result.

The respondents expressed their dissatisfaction in political appointments which are practiced in public sector. Therefore TLM should avoid practicing political appointments. Section 15 of the Employment Equity Act 55 of 1998, describes Affirmative Action as measures to identify and eliminate barriers, including unfair discrimination, which adversely affect people from designated groups.

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According to Pillay (1998:17) in Makgoba(2013:33) the Employment Equity Act 55, of 1998 does not encourage employers to turn a blind eye to the requirements of the post, whoever they intend to employ a candidate from a disadvantaged group, but recommend specific procedures whenever they deal with employment needs. The requirements of the post are still to be considered without any discrimination against or excluding of people on the basis of colour, gender or disabilities.

The Secretary General of the ANC, Mr Gwede Mantatshe in Makgoba (2013:57-58) states that political appointments derail the process of Affirmative Action and hamper service delivery which reflect negatively on the performance of the municipality, therefore Thulamela Local Municipality should avoid political appointments.

There is a need to conduct further research in order to explain and investigate the number of employees in the public sector who do not have knowledge of AA policy especially those who are in lower positions.

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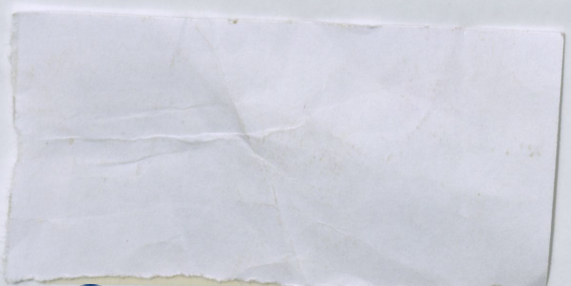
5.6 SUMMARY

The information gathered showed that the majority of Thulamela Local Municipality management know and understand what AA is. The study found that many employees in the public sector including Thulamela Local Municipality do not have knowledge of AA policy especially those who are in lower positions. It was also revealed in the study that there was a need for gender sensitive training for women and men to promote non-discriminatory working relationship. The study discovered that Thulamela Local Municipality should ensure that training and development should be created to prepare AA Employees.



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ANNEXURE A: LETTER FROM INSTITUTION

SCHOOL OF MANAGEMENT SCIENCES
OFFICE OF THE DEAN

11January 2014

The Municipal Manager
Thulamela Municipality

REQUEST FOR PERMISSION TO COLLECT INFORMATION FOR STUDIES

MAMMBONA M.A – (STUDENT NO: 870242O)

The above matter refers.

We hereby wish to confirm that Mr. Mammbona M.A. (Student No.~~8600871~~ 8702420) is a registered student in the school of Management Sciences at the University of Venda. He is researching on the following topic: **"The implementation of affirmative action as a strategy to promote transformation towards empowerment of women"**. In order for him to complete his studies, we request your municipality to provide him with the information that he might need for his study project. As an institution of higher learning, we believe that the research he is undertaking will yield the results that might also assist your institution. We for this reason encourage your institution to provide him with the necessary information. We also undertake that we will also supply you with the results once the study is completed for your own use.

We hope that you find this to be in order and therefore, anticipate your assistance.

Khwashaba

Professor M.P. Khwashaba
Deputy Dean: School of Management Sciences

University of Venda

SCHOOL OF MANAGEMENT SCIENCES
PRIVATE BAG X5O5, THOHOYANDOU, 0950.
LIMPOPO PROVINCE. SOUTH AFRICA
TELEPHONE 015 962 8707/ 015 962 8868/ 015 962 8706

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ANNEXURE B: QUESTIONNAIRE

Dear Respondent

You are invited to participate in an academic research study conducted by Mr. Mammbona M.A. a master's candidate at the University of Venda. He is conducting a research about **"The implementation of Affirmative Action as a strategy to promote transformation towards empowerment of women"**. It is well known that Affirmative Action is necessary for transformation in the workplace.

The purpose of the study is to determine your knowledge on the implementation Affirmative Action policy within the organization. The researcher would appreciate your completion of the questionnaire as honestly as possible in order to obtain the correct information.

Please be informed that the research is being conducted anonymously and confidentially. Your name will not appear on the questionnaire and the answer you give will be treated strictly confidential. Your participation in this study is voluntary and you may also stop from participation at any time if you feel threatened and uncomfortable. The result of the study will be used for academic purposes and be published in an academic journal. The summary of the study finding would be provided on request.

Please feel free to answer the questions in the attached questionnaire as honestly as possible and hand it over to me.

Should you have anything that you would like to know or comments regarding this study please don't hesitate to contact me at mammbona1965@gmail.com

Kind regards

.....

MAMMBONA MATEVHUTEVHU ALBERT

RESEARCHER

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SECTION A. BIOGRAPHICAL INFORMATION

Please provide the required information by placing a cross (X) next to the category that best describes you as an individual.

1	Name of the department	
2.	Your position in the department	Top Management
		Upper level management
		Middle level management
		Lower management
		Non-management
3.	Gender	Female
		Male
4.	Language	Afrikaans
		English
		Venda
		Tsonga
		Sotho
		Other (please specify)
5.	Length of service	0-5 years
		6-10 years
		11-15 years
		16-20 years
		+20 years
6	Highest education qualification	Matric
		Certificate
		Diploma
		Bachelor degree
		Masters and above
		Other (please specify)

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SECTION B. UNDERSTANDING OF THULAMELA LOCAL MUNICIPALITY MANAGEMENT, WITH RESPECT TO THE IMPORTANCE OF AFFIRMATION ACTION IN THE PUBLIC SECTOR.

The level of your understanding of each statement can be expressed by using the scoring scale as presented hereunder.

1.	Strongly disagree
2.	Disagree
3.	Don't Know
4.	Agree
5.	Strongly agree

AA will be used as an Abbreviation of Affirmative Action

		Choose one option				
		Strongly disagree	Disagree	Don't know	Agree	Strongly agree
1	I know and understand what AA is	1	2	3	4	4
2	AA is very important in Thulamela Municipality	1	2	3	4	5
3	My view about the implementation of Affirmative Action in Thulamela local municipality is that Affirmative Action is effective.	1	2	3	4	5
4	Employers always inform employees about Affirmative Action policy.	1	2	3	4	5
5	The employers are promoting AA through pamphlets, posters and workshops on	1	2	3	4	5

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	employment equity.					
6	Employees are kept informed about the quality of their performance and are given reasonable opportunities to improve.	1	2	3	4	5
7	AA in Thulamela local municipality is aimed at ending barriers to equal employment opportunity.	1	2	3	4	5
8	Employer recognizes the importance of AA policy	1	2	3	4	5
9	Developing and implementing AA programme involves everyone in the organization.	1	2	3	4	5
10	I am very satisfied by the way which the employers are implementing AA in Thulamela local municipality.	1	2	3	4	5
11	For AA to effective top management will have to show commitment in implementing AA.	1	2	3	4	5
12	In addressing the issue of inequality between men and women in the sharing of power and decision-making top management should implement AA.	1	2	3	4	5
13	Both men and women take part equally in key decision making arenas.	1	2	3	4	5
14	Employer provides training opportunities for AA to employees.	1	2	3	4	5
15	Employer is transparent when it comes to appointment of new staff including AA employees.	1	2	3	4	5
16	Employer gives female employees senior positions in the organization.	1	2	3	4	5
17	Designated group has an equal chance to compete with his/ her peers for advertised positions.	1	2	3	4	5

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18	I do not think the effectiveness of the AA policy is continuously monitored at all levels within Thulamela local municipality.	1	2	3	4	5

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SECTION C. CRITICAL ISSUES FACED BY THULAMELA LOCAL MUNICIPALITY IN THE IMPLEMENTATION OF AFFIRMATIVE ACTION AS A STRATEGY TO PROMOTE TRANSFORMATION.

AA will be used as an abbreviation of Affirmative Action

Choose one option (x)

		Strongly disagree	Disagree	Don't Know	Agree	Strongly Agree
1	Many employees in the public sector including Thulamela Local Municipality do not have knowledge of AA policy especially those who are in lower positions.	1	2	3	4	5
2	Many members in lower positions have not been informed about the existence of AA	1	2	3	4	5
3	Some managers are not qualified for their positions and they are not well trained and empowered.	1	2	3	4	5
4	Some of the municipal managers and top officials do not have the required qualifications	1	2	3	4	5
5	Many employees do not necessarily have knowledge about organizational transformation.	1	2	3	4	5
6	Top management do not accept final accountability for progress and taking lead in the driving progress of implementing AA policy.	1	2	3	4	5
7	Many employees have poor knowledge with					

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	regard to the understanding of gender equality	1	2	3	4	5
8	Many employees lack knowledge of employment equity	1	2	3	4	5
9	There is lack of monitoring mechanism due to lack of commitment from the top management in dealing with the implementation of AA within the municipality.	1	2	3	4	5
10	Employer appoints less qualified people from the designated groups.	1	2	3	4	5
11	Political appointments is always practiced in this public sector	1	2	3	4	5
12	Specific time frame is not indicated for the duration of AA policy.	1	2	3	4	5
13	Unqualified people are given positions which they do not deserve at the expense of competent, skilled, experienced and qualified persons.	1	2	3	4	5

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SECTION D. STRATEGIES THAT CAN BE USED TO COMBAT GENDER INEQUALITY WITHIN THULAMELA LOCAL MUNICIPALITY.

AA will be used as an abbreviation of Affirmative Action

Choose one option (x)

		Strongly disagree	Disagree	Don't Know	Agree	Strongly Agree
1	Gender sensitive training for women and men to promote non-discriminatory working relationship should be provided.	1	2	3	4	5
2	Leadership and self-esteem training should be provided to assist women to take decision-making positions.	1	2	3	4	5
3	Education companies on the contents of the employment equity Act should be provided.	1	2	3	4	5
4	Every person within the organization should be given policy document on AA, be afforded the chance to raise complaints and ask for better explanation.	1	2	3	4	5
5	A system of monitory inexperienced women should be created.	1	2	3	4	5
6	All forms of discrimination that hinder the entry and progress of women into senior positions should be eliminated.	1	2	3	4	5
7	Recruitment and selection should not be politically motivated but work related.	1	2	3	4	5
8	Training and development should be provided to managers to be critically evaluated on their performances in relation	1	2	3	4	5

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	to the development of their subordinates.					
9	Managers should be committed to the organization and the people they serve.	1	2	3	4	5
10	Training and development programmes should be created to prepare AA employees for higher positions.	1	2	3	4	5

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SECTION E. RECOMMENDATIONS

Choose one option (x)

		Strongly disagree	Disagree	Don't Know	Agree	Strongly Agree
1	Qualifications, Experience, Skills and performance should play an important role in affirming the historically people to positions from which they were previously excluded.	1	2	3	4	5
2	The employers should ensure that the previously disadvantaged groups are appropriately trained and qualified in order to perform in high position.	1	2	3	4	5
3	Public institutions are expected to implement legislation as passed hence accountability of public institutions.	1	2	3	4	5

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COMMENTS

You are welcome to provide some recommendations with regard to the questionnaire or any important information below:

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Thank you very much for your time and contribution.

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ANNEXURE C: INTERVIEW SCHEDULE

THE IMPLEMENTATION OF AFFIRMATIVE ACTION AS A STRATEGY TO PROMOTE TRANSFORMATION TOWARDS EMPOWERMENT OF WOMEN: A CASE STUDY OF THULAMELA LOCAL MUNICIPALITY.

4.3.1. Question 1: What is the understanding of Thulamela Local Municipality officials with respect to the importance of AA in the public sector?

4.3.2. Question 2: What are critical issues faced by officials with the implementation of affirmative action?

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4.3.3. Question 3: What are the strategies that can be used to combat male dominance in the workplace?

Thank you very much for your time and contribution.

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