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Leadership of a Diverse Workforce within a South African Municipality

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CHAPTER 1: INTRODUCTION

1.1 Purpose of the study

The purpose of this research is to determine the perceptions of diversity and its dimensions amongst diverse groups of people within the South African public sector. It is extended to determining the impact that political and legislative change has had on diversity and the management of diversity within the public sector in South Africa (SA).

1.2 Context of the study

Since the introduction of democracy in SA in 1994, the democratically elected government set the transformation of the public sector as one of its primary goals (Cameron & Tapscott, 2000). They state that the reforms introduced by the new government aims to restructure the new state in such a way as to make it more legitimate and accountable to the majority of South Africans. A number of policies and legislation were developed and implemented. These policies and legislation ware aimed at promoting equal and improved service delivery, employment equity, affirmative action, equal employment and a more realistic representation of the general population within all departments and levels of the public as well as private sectors (Cameron & Tapscott, 2000).

Undoing the effects of the previous government's race based policy of Apartheid that divided the economy into privileged whites and impoverished blacks remains a daunting task. The introduction of the Employment Equity Act (EEA), No.55 of 1998 has aimed to redress the disparities in employment, occupation and income brought about by discriminatory laws and practices of the past. Bowmaker-Falconer & Searll (1994) state that job discrimination was institutionalized by law, including job reservation clauses in the Industrial Conciliation Act of 1956. In terms of the Labour Relations Amendment Act of 1988, discrimination on the grounds of race and gender has been abolished. The post 1994 South African constitution does however make provision for measures designed to achieve adequate advancement and protection of persons, groups or categories of persons previously disadvantaged by unfair discrimination. Horwitz *et al* (1996) states the view of trade unions, particularly that of the Congress of South African Trade Unions (COSATU), that focus should not merely be on

recruitment, selection and appointment of individuals but emphasises the importance of skills development and career planning of these individuals. The EEA clearly identifies achieving a more diverse workforce as one of its main objectives.

Eradicating the effects of the previous oppressive system is of vital importance if the deeply entrenched discriminatory practices and social discrimination are to be overcome. The previous political dispensation set out to convince whites that they were superior in every aspect to blacks and more so, to convince black people in South African society that their race, culture, language, intellect, ability and potential was far inferior to that of the whites (Biko 1978). As a result, the potential of the greatest proportion of the population has been undermined and underdeveloped. In fact, it has been developed only to fulfil subservient roles and functions in order to maintain the status quo of educationally, technically and professionally developed whites while blacks filled the ranks of unskilled labour. According to the South African department of Basic Education there remain significant challenges to eradicate the huge backlogs left by more than 40 years of apartheid education (Education in SA, 2012). While more than 57% of whites and 45% of Indians enter higher education, the rate for coloureds is 14, 8% with only 13, 3% for African blacks (Education in SA, 2012).

If one accepts diversity dimensions include more than just the difference in race, gender, religion and cultural values, it can be assumed that organisations have always had to deal with diversity. Apartheid laws and policies of separate development for each race group and the largely patriarchal approach to defining society and the work environment thus ignores the importance of diversity in organisations. Mismanaged diversity, according to Ongori & Agolla (2007) can have long-reaching effects on employee satisfaction and productivity.

According to Maier (2002), the debate has shifted from implementation of legislation to managing diversity and finally to the aspect of leading diversity. While diversity is an important phenomenon in all countries, it is even more so in South Africa due to its long history of oppression, colonialism and apartheid; spanning more than 350 years. In the changing and more diverse work environment it is important that managers, leaders and workers critically confront the way in which they manage and lead or are managed and led.

It should be noted that while black people are often referred to as 'previously disadvantaged', most of them can still be regarded as 'currently disadvantaged' as the factors and circumstances for their disadvantage has not been changed to effect material change in their socio-economic circumstances. The unemployment rate in SA is relatively high at 25% with the poor having limited access to economic opportunities and basic services (Economy of SA, 2012). By September 2010 close to 33% of South Africans were unemployed with the unemployment rate amongst blacks being three times higher than the rate for Whites (Economy of SA, 2012). It is estimated that 47% of South Africans live below the poverty line with 57% of blacks living in poverty compared to only 2% of Whites (Gumede, 2010).

For the purpose of this study, the term black people will be defined as in the EEA as Africans, Coloureds and Indians.

1.3 Research Questions

The research is centred on the following questions:

- How do staff in municipalities perceive and define diversity?
- How have the changes in the South African political and legislative landscape impacted diversity within the municipalities?
- Do managers and leaders in municipalities have the necessary skills and competencies to lead and manage a diverse workforce effectively?
- Are South African managers applying traditional African centred leadership principles and practices?

1.4 Significance of the Study

Workplaces are becoming more diverse than ever before (Shin et al, 2012). According to Ongori & Agolla (2007) many organisations still approach diversity management from a compliance perspective and therefore only do whatever is necessary to fulfil the legal requirements. It is important, they state, that organisations create a conducive environment for diverse people to thrive in if they want to benefit from diversity.

The important connections between diversity management and other popular business approaches are often overlooked (Carnevale & Stone, 1994). They state that some of these business processes include;

1. Total Quality Management (TQM); a process of continuous evaluation and adjustment to ensure that the customer receives the highest quality service or product. A well-managed diverse group of employees leads to high performance which leads to quality products and services.
2. Team-Building is an integral part of TQM in that high-performance teams are needed to create high-quality products and services. A high-performing team is likely to consist of a diverse group of people who have established ways of working together that would enable each person to deliver to their full potential.
3. Re-engineering is a customer centred strategy that focuses on improving processes that would give the organisation the competitive edge. The decisions about which processes and how they should be re-engineered are made by people. If the diverse group works together, it will contribute to more creative and effective ways of thinking.
4. Empowerment means allowing all employees, at the lowest possible level, to be part of decision -making and being accountable for those decisions. This process, as is the case with a good diversity programme, gives employees a greater sense of ownership.

The lack of empirical data on the impact of diversity on the bottom line has made it more difficult to build a business case for diversity. Researchers such as (Cox & Blake, 1991; Equal Opportunities Commission, 1995; Robinson & Dechant, 1997; Allen & Montgomery, 2001; Council, 2001; Worman, 2005; Lowther, 2006 and Espinoza, 2007), however offer the following business reasons for diversity:

- It is the right thing to do, as diversity programmes allow organisations the opportunity to correct past inequalities.
- It helps organisations to comply with legal requirements such as AA and EEO.
- A diverse workforce will be able to deliver improved service to an equally diverse customer-base. This is based on the notion that people feel more comfortable dealing with employees who share similar characteristics, background, culture and values to them.
- A diverse workforce is more creative and innovative as their varied backgrounds will mean that they view aspects and issues from different paradigms. Their decision-making will also be enhanced for this very reason.

- It means that organisations are able to market themselves as the employer of choice if they are able to attract and retain a diverse workforce. They are thus able to win the competition for talent.
- Employees feel valued and it leads to increased morale and effectiveness amongst employees.

The reality of the global economy is that organisations will have to deal with diversity whether they like it or not (Overell, 2005). According to Tirmizi (2008), globalisation has made it necessary for people to depend on one another in order to develop their goals and mission successfully and effectively. No organisation, asserts Ongori & Agolla (2007), can survive in the globalised economy without having a diverse workforce. Dess, Lumpkin & Taylor (2004) asserts that diversity can be seen as a strategic resource due to its sustainability. It can be seen, they state, as;

- **Valuable:** Diversity is valuable to corporations because it helps to neutralise threats and to exploit opportunities by building longer lasting relationships with all stakeholders.
- **Rare:** The ability to introduce and maintain workforce diversity is a rare one.
- **Imitability**: Diversity is a long-term investment that cannot be imitated quickly, for it requires social complexity.
- **Substitution:** The concept of diversity is without an alternative.

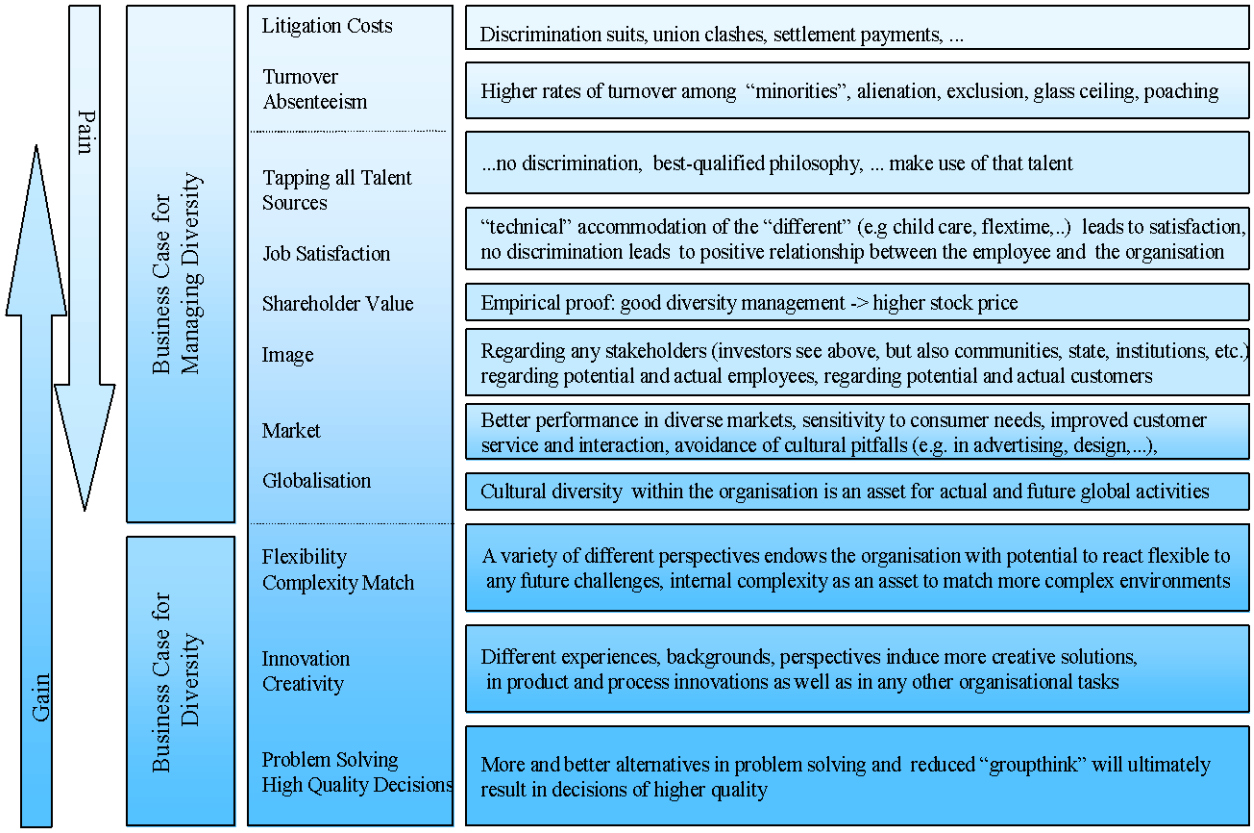
Schueffel & Istria (2005) assert that while it takes a long time before the investment in diversity can be harvested, it can yield a lasting competitive advantage and should thus be considered as a true strategic asset. Worman (2005) asserts that treating people fairly is part of the psychological contract and is becoming more important as competition between organisations increases. People are the single most sustainable source of competitive advantage. Cost- and resource-acquisition is termed inevitability of diversity while issues such as marketing, creativity, problem-solving and organisational flexibility are derived from the value in diversity hypothesis (Cox & Blake, 1991).

Maier (2002), states that diversity management within the SA context has been mainly as a response to legal and regulatory policies such as the EEA. (Cox, 1991 and Cox & Blake, 1991) argue that managing diversity is a means of avoiding economic cost related to high staff turnover and absenteeism. Maier (2002) argues in favour of a paradigm-shift from the reactive approach of the business case for

managing diversity to a more proactive approach of a business case for diversity itself. He presents an argument in figure 1 below for the 'gain theory' of a business-case for diversity as opposed to the 'pain theory' of the business case for managing diversity. This is a major paradigm-shift and one for which many organisations are not yet fully positioned. This does not mean that it is impossible or costly to implement, but will require greater cognitive transformation by the senior leaders of organisations.

Figure 1 illustrates the Gain versus Pain Theory as described by (Maier 2002).

Figure 1: Gain versus Pain Theory



Source: Maier (2002:175)

Maier (2002) explains that the 'gain' and 'pain' continuums are fluid and a number of business-case components, such as 'tapping all talent sources' can feature in both 'pain' and 'gain' perspectives dependent on the situation. It also seems more logical to accept that the 'pain argument' includes those areas in business that can be quantified more easily while the 'gain argument' relates to areas that often

is more difficult to quantify directly, but their impact on profitability and economic gains can be quantified.

Maier (2002) asserts that diversity initiatives driven by social, moral and legal rationales should be classified as employment equity initiatives. Managing diversity initiatives, says Maier (2002), is concerned with handling the diversity of the workgroup in order to ensure that there are no process-losses because of diversity. Leading diversity is designed to reap the benefits of diversity, with diversity described as a treasure capable of fuelling innovation and improving decision-making and problem-solving. While the concepts of employment equity, managing diversity and leading diversity may be conceptually different, they build on each other and, according to Maier (2002), they overlap in reality.

The significance of this research is that it aims to create greater awareness of the depth of diversity dimensions beyond race, language, gender and culture; and investigates the impact of leadership and management on diversity. Furthermore it is relevant to current and on-going developments concerning the implementation of AA, EEA and the impact it has had on diversity in the public sector. This extends to debates around these issues in the private sector as well.

There is limited literature available on the issue of diversity in the South African public sector. Most of the literature is either focused on the private sector or on the public sectors of countries other than SA.

The findings of this research can:

- Contribute to the understanding that diversity is about more than just the social dimensions and that an individual can simultaneously belong to more than one group dependent on their kaleidoscope
- Play an important role in the understanding of the impact of diversity and the benefits it could hold if diversity is managed and led effectively.
- Help managers and leaders understand their role and the impact they have in contributing to a more effective and competitive organisation.

- Create a greater understanding of the principles of African management and leadership principles. This could create an understanding of how best to mix Afrocentric and Eurocentric principles in order to get the best out of a diverse workforce.
- Present the public sector with an opportunity to evaluate the impact and implementation of AA, EEA and diversity management programmes as well as understand the business case for diversity.
- Act as a foundation for further or related research.

1.5 Delimitations of the Study

The study had the following delimitations:

- This research report will focuses specifically on staff from one of the metropolitan municipalities within the Gauteng province. The research population sample has been limited to three local municipalities that form part of the identified metropolitan municipality. It is important to remember that the organisational culture may vary from one municipality to another. It may not be appropriate to generalise the research findings across other municipalities due to differences in organisational culture, leadership styles, regional cultural differences, racial-, gender- and generational mix of the workforce in each municipality.
- Although much of the literature review discusses the appropriate skills needed to effectively lead diversity this research is not intended to compare or propose the best training programmes that focus on developing the appropriate skills to effectively manage diversity. The same applies for the aspect of making diversity management a business imperative.
- The research population sample will include staff from various races, cultural backgrounds, languages, different genders, educational levels, political affiliations and lower level administrative to senior management levels within the municipality. The research sample, while representative of the diverse workforce, will be relatively small compared to the total number of people employed within the municipality.
- While open and full disclosure can provide the municipality with an opportunity to openly discuss how specific employees' view and experience diversity management in the municipality,

the researcher signed a non-disclosure agreement with the municipality to ensure the anonymity of the interviewees as well as that of the municipality in the final research report.

- The research does not critically evaluate AA and other corrective legislation and policies but rather focuses on the impact that AA and other legislation and policies has had on diversity within the municipality.

1.6 Definitions of terms

Affirmative Action

Jinabhai (2004:125) offers a definition of Affirmative Action as coined by the Black Management Forum as "a planned and positive process and strategy aimed at transforming socio-economic environments that have excluded individuals from disadvantaged groups, in order for such disadvantaged individuals to gain access to opportunities, including developmental opportunities, based on their sustainability".

Black Economic Empowerment

The economic empowerment of all black people, including women, workers, youth, people with disabilities and people living in rural areas (Economy of South Africa, 2012).

Black People

Black people are defined as Africans, Coloureds and Indians (Republic of South Africa, 1998: 55).

Culture

"Culture is created, acquired and/ or learned, developed and passed on by a group of people, consciously or unconsciously to subsequent generations. It includes everything that a group thinks, says, does and makes – its customs, ideas, mores, habits, traditions, language and shared systems of attitudes and feelings that - help to create standards for people to coexist" (Rijamampianina, 1996:124).

Diversity

Diversity is best defined as the uniqueness of individuals and groups within a specific environment (Lowther 2006).

Leadership

Leadership is defined as being able to cope with change. It is about motivating and inspiring people by satisfying their basic human need for achievement, recognition, a sense of belonging, self-esteem, a feeling of being in control of their own lives and having the ability to achieve their ideals (Kotter, 1990).

Management

Management is defined as being able to deal with complexity. It is about putting systems and structures in place to help normal people who behave in normal ways complete routine jobs successfully, day after day (Kotter, 1990).

1.7 Assumptions

The study is based on the following assumptions:

1.7.1 Assumption 1

The municipality targeted has a diverse workforce and that the municipality agrees to their staff being part of the research project.

1.7.2 Assumption 2

The sample consists of staff from all levels that are able to make a meaningful contribution to the research topic based on their knowledge and experience of diversity within the municipality.

1.7.3 Assumption 3

Interviewees respond more or less openly and honestly to the interview questions and do not try to soften their opinions regarding the state of diversity and its management within the organisation.

1.7.4 Assumption 4

The literature review provides the researcher with enough knowledge to design a meaningful questionnaire that elicits empirical data that helps in answering the research questions.

1.7.5 Assumption 5

Diversity and diversity management are important issues within the municipality that has commanded the attention of staff and management.

1.7.6 Assumption 6

While the study is focused on one metropolitan area within Gauteng Province the assumption is that the implications and outcomes of the study is reasonably applicable and transferable to other areas in the country.

CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

More than three centuries of colonialism and apartheid, which promoted the rule of whites over blacks in SA, was officially ended in April 1994 with the introduction of a multi-party democracy and election of the African National Congress (ANC) as the new ruling party in SA. One of the ANC's primary goals is to transform the public sector into a more representative and accountable entity (Van der Westhuizen, 1998 and Cameron & Tapscott, 2000). The scale and size of the changes implemented in South Africa in the early 1990's has no parallel in the world and this period of drastic change in South Africa was earmarked by a clear need for nation-building in a deeply divided society while at the same time dealing with the challenges of globalization (Mokgoro, 2000).

The new administration inherited 13 public services with a great lack of well-qualified and experienced employees from disadvantaged backgrounds. Cameron & Tapscott (2000) states that the Local Government Transition Act (LGTA) of 1993 established a two-tier system of metropolitan government which led Cape Town, Durban and Johannesburg to each negotiate a different model of metro-local relations. They state that while this two-tier system led to improvements in the extension of municipal services in Cape Town and Durban, Johannesburg experienced management problems which led to a major reduction of capital expenditure on services in disadvantaged areas. Later legislation, according to Cameron and Tapscott (2000), made provision for a single tier authority as the only option for metropolitan areas. This new legislation allowed the Municipal Demarcation Board to determine the boundaries of metropolitan areas as well as the appointment of executive mayors who have the responsibility of marketing the metropolitan and attracting investment.

According to Van der Westhuizen (1998) in the mid and late nineties, whites dominated the management echelon in the public service with 94 % of all public service management being white and only 6% of the managers being black. At the same time, according to Van der Westhuizen (1998), males dominated management, with less than 5% of managers being female. The second factor which necessitated change, according to Van der Westhuizen (1998), was the race based discriminatory service delivery established during the apartheid system. This system was particularly exclusionary towards

Blacks, while Whites received a much superior public service. A third factor identified by Van der Westhuizen (1998) was the conflicting labour practices which denied black people the opportunity and resources to improve their conditions of service through collective bargaining as well as the unfair practice in the development of skills and knowledge. Van der Westhuizen (1998), states that SA's first democratic government developed an integrated comprehensive public service strategy which focused on cross service and departmental functionality. This resulted in a more people-centred and service-driven public service. Van der Westhuizen (1998) stated that in order for the democratic government to meet its strategically integrated vision and mission, specific objectives needed to be formulated such as;

- creating a genuinely representative public service reflecting the demographic reality of the country
- facilitating transformation of public officials mind-sets, attitudes and behaviour based on the overriding importance of human rights, and
- promoting commitment of public officials to the Constitution of the Republic of South Africa.

Van der Westhuizen (1998) further states that the government's process of creating a transformed, unified and integrated public service included:

- the redeployment of public officials from the former apartheid instituted system at both national and provincial level
- transformation of the senior management echelon to be representative and reflective of SA society; and
- creation of a leaner and more cost effective public service.

Together with these change processes the government also spelled out a strategy for management and institution building change in the public sector. Certain human resource activities such as the filling of posts up to deputy director-general level, relaxation of appointment criteria and the granting of certain salary categories where delegated within pre-set policy frameworks to Heads of Department at national level. At the same time the contracts of Heads of Departments were based on achieving specific objectives as set out in their performance management contracts.

The vision of a representative public service was supported by a two pronged strategy based on the

- establishment and staffing of Special Programmes components within departments and the development of departmental programmes to address specifically the imbalances existing within structures
- monitoring of the composition of the public service by maintaining and updating a central base.

Van der Westhuizen (1998) explains that the government took specific steps to ensure that the public service departments regulated internal accountability, which included playing a more constructive role with regard to policy making. At the same time, according to Van der Westhuizen (1998), a number of social institutions would become partners in building capacity for efficient governance. This included an increased focus on human resource development, effective career development paths, improvement of employment conditions and the introduction of effective appraisal systems. These initiatives, according to Van der Westhuizen (1998), were based on the challenges in combating corruption in the public service, lack of responsiveness and the lack of skills and training.

This research investigates the state of diversity and the management of that diverse workforce within the public sector. More than 18 years after the introduction of democracy it is reasonable to expect that policies and programmes such as EE, AA and diversity management have been fully integrated in order for the municipalities to benefit from their diverse workforce (Rijamampianina & Carmichael, 2005).

Against the historical racial segregation context of SA ethical leadership that allows dialogue about challenging social issues to take place within an open protective environment is required (Jansen, 2012). He further asserts that this allows diverse people to raise their differing opinions about the same challenges. When younger people are allowed to robustly debate and learn to listen to others with diverse opinions on social issues one creates a platform for democracy to thrive in (Jansen, 2012). Ethical leaders, according to Mayer et al (2012) have desirable characteristics such as being fair and trustworthy. They encourage normative behaviour and discourage unethical behaviour on the part of their subordinates through transactional efforts.

2.2. Defining Diversity and the Perception of Diversity in Organisations

While many researchers agree that diversity deals with difference amongst people, they often differ in the dimensions of diversity and importance of these differences. Following an evaluation of the various definitions and descriptions of diversity as discussed below, it can be concluded that diversity is best described as the uniqueness of individuals and groups within a specific environment (Lowther 2006). McDougall (1996) states that by harnessing the differences between individuals they will feel valued, be more productive and contribute to greater efficiency for the organisation. According to Adesarmi (2008), Occidentalism is still rife in the new SA. Occidentalism describes the discursive, usually innocuous process through which the west turns difference into hierarchy and reproduces asymmetrical power relations.

Thomas, (1996) explains diversity as relating to everybody and as multidimensional, while (Hopkins & Hopkins, 1994; Allen, 1995) explain diversity as encompassing culture, gender, nationality, sexual orientation, physical abilities, social class, age, socio-economic status and religion. According to (Schueffel & Istria, 2005; Lowther, 2006 and Ongori & Agolla, 2007) diversity dimensions include visible dimensions such as gender, age, ethnicity and culture as well as the less visible dimensions such as marital status, parenthood-style, communication-style, thought-style, experience and skills. Maier (2002) asserts that diversity should incorporate perspectives that include the complexity of each individual.

Shin et al (2011) states that surface diversity, which according to them include the demographic dimensions lead to social categorization while deep diversity which they say includes creativity may lead to greater team creativity by providing team members with a wide range of ideas, perspectives, knowledge and values. They state that while demographic diversity may lead to relational conflicts cognitive diversity is likely to contribute towards creative problem solving. Worman (2005) states that there are many other kinds of diversity besides the social category differences that informs anti-discrimination laws and explains the categories of diversity to be:

- **Social diversity:** demographic differences such as age, race, ethics and gender
- **Value diversity:** psychological differences in personality and attitudes

- **Informal diversity:** organisational differences such as education, tenure and function.

Kets De Vries (1994) states that cross-cultural communication can be difficult as confusion could arise between what is said, what is done and what is meant. Interpersonal communication is influenced by people's mental models, which are shaped by the dimensions of their diversity (Rijamampianina & Carmichael, 2005). They state that this is true for both the conveyer and receiver of the message.
The common thread running through all these definitions is the fact that diversity comprises both visible and unseen dimensions. It is important to understand how organisations define diversity as their definition and perception of it may influence how they manage or lead diversity.

2.2.1 Valuing Diversity

Tung (1995) concludes that the goal of valuing diversity should be to capitalize on the strengths of each individual to ensure that the whole is greater than the sum of the parts. Kiggundu (1991) asserts that Africa must develop the capacity to turn its ethnic, religious and racial diversity from a source of conflict and misunderstanding, to a source of creative strength, mutual interdependence and synergy.
Grubb (1995) states that while diversity is about difference and human uniqueness, diversity awareness is about understanding and respecting difference. He further states that valuing diversity encompasses more than merely respecting differences between ethnic groups or genders; it is about acknowledging a variety of dimensions and life situations. When diversity is valued, it helps to create a more productive workplace, builds an environment of inclusion, attracts, retains and engages talented people in order to gain a competitive advantage and to provide a superior service to clients (Coffey & Tombari, 2005). If a diverse team suffers from dysfunctional conflicts the team members are less likely to engage in robust and creative debate in their quest to resolve challenges (Shin et al, 2011). Carnevale & Stone (1994) state that valuing diversity involves being responsive to a wide range of people that are different from oneself in aspects such as race, gender, class, native language, national origin, physical ability, age, sexual orientation, religion, professional experience, personal preference and work styles. It is a process of acknowledging differences through action and thus creating an environment where workers are empowered to use their full potential. They further explain that while AA and EEO policies are important to open up the workplace to a more diverse workforce, the real benefits are in valuing and managing diversity.

Thomas & Ely (1996) identify different theoretical paradigms for understanding diversity as indicated in Figure 2.

Figure 2: Paradigms of Diversity within Public Organisations

Environment		
Legal Environment	**Changes nature of services & demographic labour pool**	**Stakeholder demands**
Inputs Discrimination and fairness paradigm	**Internal Processes** Learning and effectiveness paradigm	**Outcomes/Outputs** Access-and legitimacy paradigm
	Internal Dynamics Innovation Creativity of Ideas Decision making Range of perspectives Communication Identification with group Group social integration Perceived discrimination Supervisor's affect for subordinate Role conflict Turnover	
	Multicultural Organisation: Valuing-and-Integrating	

Source**:** Coleman Selden & Selden (2001: 310)

Paradigm 1: Discrimination-and-Fairness

This paradigm refers to the objective by organisations to pursue diversity under the guise of equality and fairness, mainly driven by AA and EEO. The primary aim of this paradigm is to provide access and equal opportunity in the recruitment and hiring processes of organisations (Coleman Selden & Selden, 2001). One of the shortcomings in this paradigm is that it focuses on legislative compliance. This says Thomas & Ely (1996), often encourages employees from disadvantaged groups and women to assimilate into the dominant organisational culture rather than gaining real advantages and benefits from a diverse workforce. Coleman Selden & Selden (2001) define assimilation as the process of integrating oneself within the organisational culture thus accepting the values, beliefs and attitudes of the organisation. Assimilation does not fundamentally mandate that individuals lose their culture but will ultimately result in it as the individuals' culture is diluted and homogenized through the process of organisational socialization (Coleman Selden & Selden, 2001).

Paradigm 2: Access-and-Legitimacy

According to this paradigm, organisations value diversity for the benefit it brings in providing improved services and access to their constituents. This paradigm focuses on the notion that customers/clients respond better to employees who have similar characteristics, values and attitudes to themselves. This paradigm does however not tap into the value of diversity in terms of organisational processes. According to (Thomas & Ely, 1996 and Selden, 1997) employees can also feel exploited and restricted in terms of opportunities in other parts of the organisation.

Paradigm 3: Learning-and-Effectiveness

Milliken & Martins (1996) argue that organisations operating in this paradigm, which builds on the other two paradigms, value diversity for the contribution it brings to improving internal processes by incorporating diverse perspectives and approaches to work. According to Nemeth (1986) decisions taken amongst a diverse workforce are better when existing conflict happens amongst a diverse workforce. According to Thomas & Ely (1996) organisations that adopt this paradigm will tap into the true benefits of diversity in increased effectiveness, increased employee morale and enhanced productivity.

Paradigm 4: Valuing-and-Integrating – Creating a Multicultural Organisation

This paradigm builds directly on the learning-and-effectiveness paradigm and incorporates aspects of the other two paradigms. This paradigm suggests that in order for organisations to focus on diversity at an organisational level it must be understood from an individualistic perspective first.

- Recognise that people are different and have different perspectives
- Be honest with people and give feedback
- Feel free to disagree and be willing to listen to others
- Be role models and value the differences in others.

As workplaces will have employees with multiple dimensions of diversity, embracing diversity in a team is important in the process of building synergy in a team. Dayan (2006) describes a team as a group of individuals who work together towards a common goal and synergy as achieving total system output that is greater than the sum of the outputs of all subsystems. Carnevale & Stone (1994) assert that to value diversity, one need to move from the self-centred paradigm of treating others as one wishes to be treated to a paradigm that is receiver-centred of treating others as they wish to be treated, often referred to as the platinum rule. This perspective means a realization that other people's values and perspectives are as important as one's own.

Based on these assertions it can thus be concluded that diversity should be seen as inclusive where differences are regarded as important and even celebrated. Organisations should move beyond the paradigm of managing diversity to a philosophy of actively creating diversity in their workforce if they want to become and remain competitive, especially in the global economy (Maier, 2002). He further states that it is when organisations want to move away from the paradigm of managing the risks of diversity to harnessing the competitive advantage of and celebrating diversity, that the true benefits of diversity will be realised. Friday & Friday (2003) propose a diversity continuum where the organisation moves from acknowledging diversity to valuing diversity and finally to managing diversity.

Diversity and cultural diversity are often incorrectly used as interchangeable and synonymous concepts.

2.2.2 Cultural Diversity and Values

2.2.2.1 Diversity and Values

Kets De Vries (1994), states that understanding differences in national culture plays a vital role in decision-making and management. He states that cultural differences occur as a result of the level of control people think they have over their natural environment and that someone who feels helpless will likely have a different perception of power, authority, hierarchy, and decision-making ways than someone who has a strong sense of control. Where the dominant culture is to seek consensus in decision-making, it might take more time to make the decision but would save time in implementation as opposed to a culture where decision-making is centralized and often occurs rapidly but challenges are experienced in implementation as consensus or "buy in" first needs to be obtained (Kets De Vries, 1994).

Just as there seems to be various views of diversity, there are many different ways to define and explain culture and values. Hofstede (1985) defines values as a broad preference for one state of affairs over others which direct our feelings of good and evil. Values, he states, are opinions of how things should be done and indirectly affect our perception of how things are and how they affect our behaviour. Values, according to Carnevale & Stone (1994) are the standards we use to determine if something is right or wrong. Hofstede (1985) identified four dimensions that explain the differences amongst work-related value patterns as:

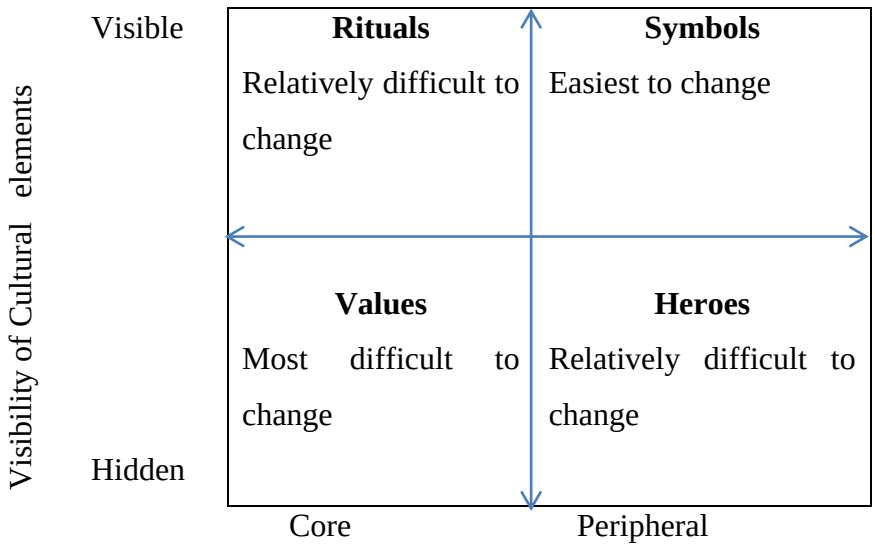
1 **Power Distance**: that is the extent to which the members of a society accept that power in institutions and organisations is distributed unequally
2 **Uncertainty Avoidance:** that is the degree to which members of a society feel comfortable with uncertainty and ambiguity, which leads them to support beliefs promising certainty and to maintain institutions protecting conformity
3 **Individualism:** which stands for a preference for a loosely-knit social framework in society in which individuals are supposed to take care of themselves as opposed to collectivism which stands for a closely knit social framework in which individuals can expect relatives, a clan or other in-group members to look after them

4 **Masculinity:** which stands for a preference for achievement, heroism, and assertiveness and material success as opposed to femininity, which stands for a preference for relationships, modesty, caring for the weak, and the quality of life? In a masculine society, even women prefer assertiveness, while even men in a feminine society will prefer modesty.

Hofstede (1985) states that the dimensions of power distance and uncertainty avoidance affect the structuring and functioning of organisations. These two dimensions, how to distribute power and how to control uncertainty (in members behaviour, in the quality of output, and for assurance continuity); are often the two central problems faced by organisations. Dimensions of Individualism versus Collectivism and Masculinity versus Femininity affect the person's self-concept. A person with low individualism will view themselves as part of a group or team and thus strive for group interest, while often distinguishing between the 'in group' and other groups. Someone with high individualism will strive for self-interest and self-actualisation; relations with others are viewed as transactions. In organisations where masculinity is high, men are expected to be ego-boosters and women ego-effacers, and it is naturally acceptable for men in these cultures to be assertive and competitive (Hofstede, 1985). At the same time says Hofstede (1985) if masculinity is low, both men and women would rather see themselves relating to others than competing with others. Our values determine our actions and as such will influence how we approach diversity. It is therefore important that organisations understand the values held dear by each group and individual in the organisation in order to create an environment where various value systems are respected. When it comes to common values one can often see how different races and cultures view issues from the same point of view (Jansen, 2012).

The value-aspects of culture, according to Rijamampianina & Carmichael (2005), are deeply imbedded and are only revealed through behaviours and practices while other elements of culture are easier visible to others. Elements of culture such as symbols, rituals and heroes are visible and easier to address in multi-cultural environments (Hofstede, 1999 and Rijamampianina & Carmichael, 2005). Rijamampianina & Carmichael (2005) further state that as core values become more visible through behaviours their resistance to change softens as indicated in the figure 3.

Figure 3: Centrality of Cultural elements



Source: Rijamampianina & Carmichael (2005:96)

Periphery values i.e. the ones of low priority, are easier to change when they are visible than when they are not (Rijamampianina, 1996).

2.2.2.2 Cultural Diversity

Hofstede (1994:4) defines culture as the "collective programming of the mind which distinguishes one group of people from another". Kets De Vries (1994) describes culture as a pyramid with visible behaviour as the pinnacle, less visible behaviour such as the underlying systems, structures, rituals, and myths that characterize a national culture and the basic values and belief-systems of the national culture as the base of the pyramid. West & Wicklund (1980) concludes that people tend to like those that are similar to them while disliking those that are different. Kets De Vries (1994) asserts that it is more likely for people of similar cultures to have an overlap in specific characteristics than with people from different cultures. He further states that it does not mean that people from different cultures do not have certain things in common.

Carnevale & Stone (1994) define culture as a shared design for living based on the values and practices of a group of people who interact together over time. They further state that culture is imbibed through early interaction in a family and helps people to be able to perceive themselves and the world.
Human (1996) explains the maximalist view of culture as accepting that a person's culture will affect their interaction with others while the minimalist approach takes an interactional approach arguing that culture constitutes the subconscious part of a person's identity as a communicator and is therefore constructed to a large extent by the perception of the other party in the interaction. De Haas (1990) highlights the tendency to ignore the cross-cutting complexity of social variables such as level of modernization, social class, level of education, language group and regional- and political differences as one of the problems with the maximalist perspective of culture.

Rijamampianina (1996:124) proposes the following definition of culture "Culture is created, acquired and/ or learned, developed and passed on by a group of people, consciously or unconsciously to subsequent generations. It includes everything that a group thinks, says, does and makes – its customs, ideas, mores, habits, traditions, language and shared systems of attitudes and feelings that - help to create standards for people to coexist". Cultural diversity, according to Rijamampianina (1996) is not only defined by the number of cultural groups in a social system but also by the distance between the existing cultures. He further states that the greater the distance between cultures, the more multicultural the social system. This is particularly true for SA where not all black cultures within SA are identical but may be more similar than black and white culture. Rijamampianina (1996) also asserts that the majority group is not always the dominant group within a social system. Again this is specifically applicable in the South African municipal environment where black workers often outnumber whites but feel less empowered due to the fact that senior management ranks are often filled by white males. In such a skewed power-distribution scenario, it is more difficult for members of a different group to work harmoniously together.

Coldwell & Moerdyk (1981) describes European culture as geared to profit-making, ambition, individualism and success while African culture is described as focused on humaneness 'ubuntu' and sharing.

2.2.3 Transforming Organisational Culture

Organisational climate is more like a mood and easy to sense while organisational culture is embedded in the fibre of the organisation. Organisational-culture change, according to Tirmizi (2008), is a much more permanent process than organisational-climate change. Human (1996) explains organisational-culture as referring to the importance that is attached to the development of people and the norms, values and beliefs that reinforces or discourages people-development in general and the advancement of historically disadvantaged people in particular. Organisational cultures that support people development is characterized by the following:

- positive expectations of individuals and their competence
- open, honest and constructive feedback on performance; and
- evaluation of performance based on results achieved in both short and long term objectives.

For diversity to be effectively led and managed it is important that all employees feel that they are part of and able to influence the organisational culture. Each employee must know what is required of them collectively and individually (Hill & Kent, 2011). This includes the norms, values and what type of conflict and how it is to be addressed within the organisation. New employees will often find themselves coming into an environment where the organisational culture has been entrenched to the extent where all new entrants are expected to merely assimilate into it as, according to Hofstede (1985), the founders or early leader's values have a very strong effect on the organisational value system. Since founders are also part of a national culture, Hofstede (1985) thus asserts that it is this national culture that will be reflected in the organisation as the founders have the ability to adapt the organisation to their culture unlike people who join the organisation later. These people, joiners, according to Hofstede (1985), go through a process of selection, self-selection and socialization. This research investigates whether new entrants from disadvantaged groups are expected to assimilate into the existing culture or whether the municipal culture is dynamic and fluid. In the case of foreign subsidiaries, Hofstede (1985) state that hybrids of organisational- and local culture often evolve whereas well-integrated multinational organisations will often demonstrate a high degree of similarity of culture, even among members from different national origin.

Coleman Selden & Selden (2001:319) defines acculturation as "the process of maintaining one's cultural background while immersed in an agency's cultural environment. In spite of immersion in a different culture, an individual is expected to maintain his or her values, beliefs, and attitudes that may run counter to the prevailing agency culture". It suggests that non-dominant cultures can coexist within a dominant culture (Coleman Selden & Selden, 2001). They further argue that organisations that are truly focused on valuing diversity would support acculturation rather than assimilation.

Other than nationality, the purpose of the organisation as well as the organisational values will affect the implicit model of an organisation. Members from a different culture joining an organisation will initially be ineffective until they adapt to the new culture (Hofstede, 1985). This, wrongly, assumes that assimilation into the existing culture will benefit both the individual and the organisation. The danger is that new employees, during this time of adaptation, could get the message that their culture and values are to be compromised in favour of the existing organisational culture and values. The situation in which South African organisations find themselves, lends itself to a high degree of uncertainty experienced by both individuals and organisations. This is brought about by the many policy and legislative changes affecting the recruitment, employment and development of individuals. The public sector, like organisations in the private sector are thus faced with the challenge of transforming a culture of exclusion of certain sectors of society to creating an organisational culture based on a vision of a fair, non-sexist, non-racial society.

Transforming organisational culture means moving organisations out of their comfort zones and exposing them to uncertainty, which is difficult under the best of circumstances. According to Carnevale & Stone (1994) two processes need to occur for cultural transformation to take place:

- There needs to be flexibility and open-mindedness about the characteristics required to be good leaders and managers; and
- Employees from diverse backgrounds need to acquire and assimilate the necessary knowledge and ways of acting that will permit them to enter power-circles.

Day (2007) states that modern business and service organisations face a threefold multi-cultural challenge as they must:

- Enable a heterogeneous workforce to work harmoniously together,

- Maximize the contribution of each member of large teams, and
- Ensure that all members are treated fairly irrespective of their background.

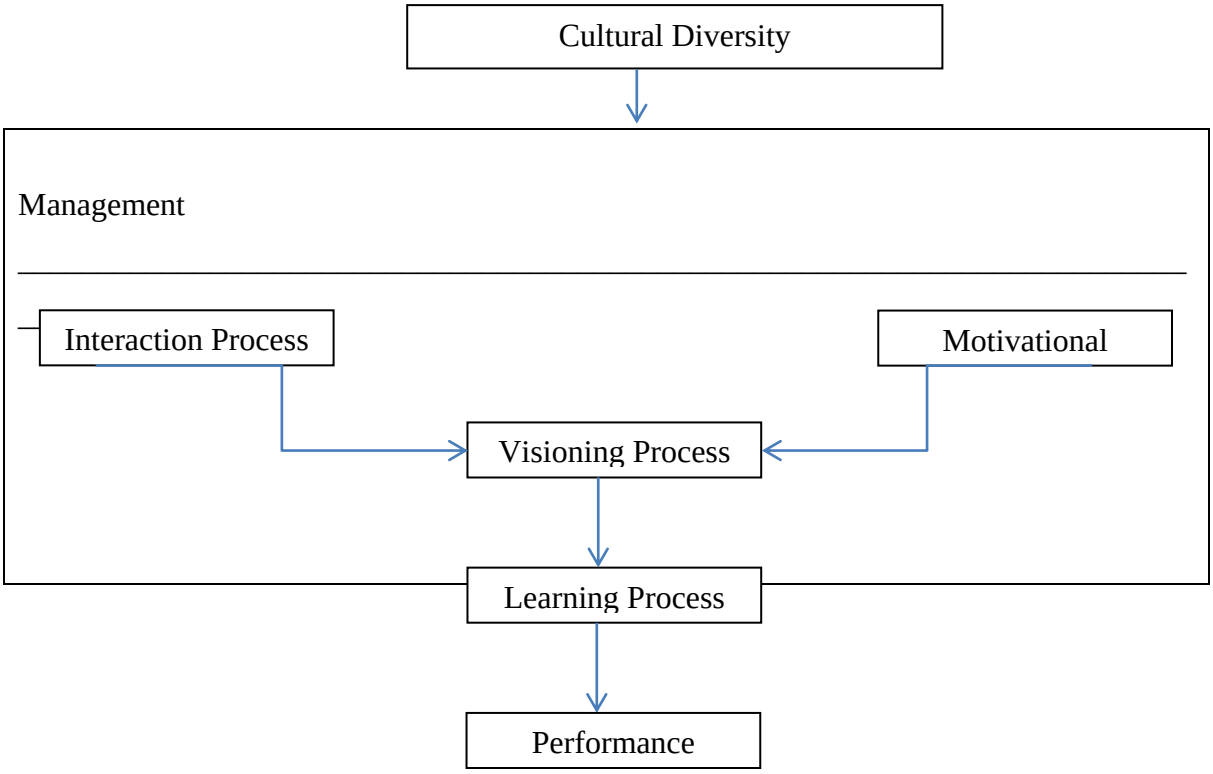
The response of organisations, according to Day (2007), can be defensive and compliant or developmental in nature, where the defensive approach would treat cultural and racial differences as hazards while the developmental approach would view cultural differences as a competitive advantage. While the defensive approach would assume that people are inherently culturally insensitive to others, its goals would be to comply with policy, law and regulation as opposed to the developmental approach which views diversity as providing potentially different views, assumptions, expectations, and behaviours which people bring to business. The defensive approach, states Day (2007) often arises out of the organisations response to grievances and could involve redefining policies and procedures and making reassuring public relations statements. The training and programmes initiated would be mainly focused on reducing insensitivity. The result leads to compliance without real understanding of the issues and aspects of diversity and thus not tapping into the benefits of diversity. On the other hand, argues Day (2007), the developmental approach is often born out of initiatives by an individual or group within the organisation who wants to make a real and meaningful difference in the way people work together. Training recognizes that perceived differences are as important as real ones and creates environments where people can interact with each other in formal or informal structures. The developmental approach thus goes beyond compliance and strives to increase people's knowledge of differences between cultures, equipping people with the necessary skills to handle and deal with diversity and sound leadership (Day, 2007).

Horwitz *et al* (1996) states that organisation follow either a 'soft approach' that involves raising awareness or consciousness or a 'hard approach' that assumes meaningful change can occur only when existing organisational policies and employment practices are challenged. The 'soft approach' seeks to change individual attitudes and values through training, workshops and discussion of diversity issues, while the 'hard approach' emphasizes the implementation of more appropriate recruitment, training, developmental, promotion, reward, and performance management systems which in turn reinforce desired behaviours.

Lewin (1951) explains three distinct phases that organisations experience during change, namely; freezing, moving and refreezing. Building on Lewin's work, Edgar Schein (1992) extends the model to psychological change that individuals experience in order to accommodate organisational culture changes. He suggests that the existing organisational cultural state must be unfrozen by increasing the motivation for change. Employees, while discomfort about the current situation is increased, should experience the environment as safe enough to be able to make the changes. Once unfreezing has taken place, changes can be made by putting initiatives in place to facilitate the change. Once this phase is completed, gradual re-freezing needs to take place to cement a new organisational culture. Schein (1992) suggests that cultural changes must take place at the individual-, group-, functional- and organisational levels if they are to be lasting.

Cultural diversity, according to Rijamampianina (1996), impacts management within an organisation due to its impact on various processes such as motivation, interaction, visioning, learning and ultimately the performance of the organisation. Figure 4 illustrates the impact of cultural diversity as explained by (Rijamampianina, 1996)

Figure 4: Cultural Diversity and its influences on management



Source: Rijamampianina (1996:127)

- Motivational processes:

  Employees' motivation is hampered when the power distribution is heavily skewed towards one group in a multi-cultural workplace.

- Interaction Process:

  Interaction is influenced by cultural values and norms. It is important to overcome communication difficulties if an organisation is to benefit from the creative problem-solving abilities of a diverse group of employees. According to Baker (1994) the most productive attitude in a network is that of interdependence where team members realize their success is dependent on that of their colleagues.

- Visioning process:

  In order for diverse groups to work effectively together they need to commit and work towards a shared vision. Employees' motivation and level of unhampered interaction has a direct impact on whether they commit to the organisational vision.

- Learning Process:

  Heterogeneity promotes creativity and creative problem-solving within a workplace.

- Influences on Performance:

  According to Rijamampianina (1996: 132) "The potential productivity of culturally diverse teams is high because they have the additional breadth of insights, perspectives, and experiences that facilitate the creation of new ideas".

Rijamampianina (1996) further states that diverse groups seldom reach their full potential due to mistrust, misunderstanding and miscommunication. It is up to the manager or leader to recognise the challenges and implement appropriate interventions to negate these challenges.

2.2.4 Diversity at an Individual level

De Haas (1990) explains that the differences within an ethnic group, often neglected, can be as divisive as the similarities could be unifying. It also means that similarities between different ethnic groups do exist, even if only at the level of individuals' common diversity dimensions across these ethnic groups. Previous diversity research, according to Maier (2002), has been primarily focused on nationality which reduces the individual to merely a member of an ethnic group that would be different to another ethnic group.

While cultural or ethnic differences are not genetically determined or guaranteed according to Human (1996), the tendency to think and talk along ethnic groups is particularly pervasive in South Africa (De Haas, 1990 and Human, 1996). Maier (2002) asserts that the South African EEA, which is one of the main drivers of diversity creation within the country also applies a reductionist view of diversity in that it emphasis specific diversity factors such as race, gender and disability. As stated earlier by Rijamampianina & Carmichael (2005) it is often easier to manage and change the visible diversity dimensions than the invisible ones. This, together with the fact that discrimination is largely based on these dimensions, to some extent thus provides the rationale for the focus on dimensions such as race, gender and disability within the EEA.

This increased focus on specific diversity dimensions however often creates the perception that people falling within these categories need to be specially managed while the white males in the SA context are viewed as the normal members of the organisation. This type of paradigm could lead to alienation of certain ethnic and racial groups within an organisation as some will be seen as protagonists and others as antagonists based on the racial segregation before 1994 (Maier, 2002). In the current context of SA white males risk being alienated as the new black managers might view them as the guardians of a political philosophy that should be eradicated.

Individuals often define themselves in terms of their group membership which could mean that they see themselves as interchangeable with other group members, while they view out-group members as homogeneous and undifferentiated. They will often behave in a way that is strongly influenced or prescribed by the group (Maier, 2002). This perspective is not in conflict with the African philosophy of

Ubuntu, as it allows the individual to define himself/ herself while still part of a larger group. He further states that every society or group seems to construct its own systems of relevant categorizations to define or understand diversity. Maier (2002) proposes a number of diversity dimensions at the individual's disposal to define themselves and others as seen in ***Table 1***.

Table 1: A selection of possible diversity dimensions

* age, generation	* level of education	* nature of education
* occupation	* self-confidence	* family size
* profession	* level of urbanization	* religion
* social class	* height	* weight
* sexual orientation	*attractiveness	* life style
* family structure	* marital status	* parental status
* relationships to friends	* HIV status	* literacy
* membership of sport clubs	* political orientation	* languages
* affluence	* phobias suffering from	* traumas experienced
* nationality, ethnicity, race	* computer literacy	* intellect
* musical talent and interest	* degree of mobility	* artistic talent
* military experience	* exposure to pressure of family, friends, relatives	* addictions
* character traits	* genetic liabilities	
…infinitely expandable		

Source: Maier (2002:132)

According to Maier (2002) conceptualization of diversity should thus incorporate all possible dimensions and that individuals would use those dimensions that are dominant in their society in order to define themselves. While individuals' within a group share many similar dimensions, each individual is unique in some of these dimensions and therefore the total identity they construct for themselves. Maier (2002) proposes a kaleidoscope model to define each individual's uniqueness. The kaleidoscope is constructed using different shapes and colours and the importance of a specific section is proportional

to the size of the section. He asserts that the kaleidoscope depicts the cognitive structures of the self-concept of an individual and can be regarded as the basic equipment that the individual carries. The kaleidoscope, Maier (2002) argues, is fairly enduring but the picture it reveals changes as required by the situation. While the kaleidoscope can explain how certain diversity dimensions will produce various identities, it does not explain why and when certain identities are displayed. It is also logical that while some dimensions are changeable; others like race are permanent. He asserts that the kaleidoscope of the individual is affected and changed through new experiences and contacts with different people. Depending on the importance of the effect of these changes, certain aspects of the individual's kaleidoscope can be removed or changed, or new aspects added.

Based on the value that society or organisations ascribe to permanent dimensions, it can be understood why certain policies and legislation is put into place. This research therefore, while agreeing that the optimal benefit of diversity rests with the uniqueness of each individual, acknowledges that some dimensions will naturally be viewed as more important than others.

Maier (2002) asserts that the implications of the kaleidoscope perspective of the individual can be summarized by means of the following three general issues:

- Understanding the Multi-dimensionality of Diversity: The first step to leading diversity is to understand the multi-dimensional nature of diversity. It would thus be reasonable to state that leaders should be comfortable with perspectives that might not only be different but sometimes contradictory to their own perceptions. They should also be willing to deal with uncertainty. Leaders also have to acknowledge diversity and teach and demonstrate through their actions that each individual has a unique diversity composition. As stated earlier, to lead diversity, calls for a type of leadership that is situational and very adaptive. It will mean that leaders follow the platinum rule of treating individuals as they want to be treated and not as the leader themselves would prefer to be treated under similar circumstances.
- Diversity is Constructed and Perceived: Diversity is socially constructed and is not necessarily objective. Leaders need to recognize both the similarities and differences between individuals in order to lead diversity effectively. Just as diversity is socially constructed, it is also perceived. The fact that diversity is not objective but socially constructed and perceived increases the

possibility for the change of the diversity dimensions within an individual. Perception is often a much stronger influence on people's actions than reality.

- Contextual Identities Relating to the Individual: A leader needs to be aware of the fact that individuals might display different identities when they are at and away from work. While the difference is acceptable, leaders should be cautious when and to what extent the one identity is suppressed by the other as this could cause problems. This would particularly be the case where assimilation into the dominant culture is often seen as a prerequisite to be part of the workforce. Emphasis on one or more diversity dimensions might cause an allegiance to those specific groups within the work environment. The leader should also know that two individuals who display similar identities are not necessarily homogeneous in all aspects. Leading diversity requires a high degree of "wisdom" from the leader as many complex factors play a role in group- or team dynamics.

2.3 Impact of the Political and Legislative changes on diversity in the South African workplace

2.3.1 Redressing past oppressive legislation and inequalities in the workplace

The Employment Equity Act No. 55 of 1998 (Republic of South Africa, 1998a) says Thomas (2002), aims to redress the imbalances of the past brought about by apartheid and its oppressive policies and practices. Jinabhai (2004:125) offers a definition of AA as coined by the Black Management Forum as "a planned and positive process and strategy aimed at transforming socio-economic environments that have excluded individuals from disadvantaged groups, in order for such disadvantaged individuals to gain access to opportunities, including developmental opportunities, based on their sustainability". According to Jinabhai (2004), AA in SA is viewed as a necessary instrument to bring about and influence social and economic change that impacts on the development of blacks. It is seen as both a moral and political imperative, with the state playing a facilitating role in endorsing AA initiatives.

Affirmative action, according to (Roosevelt Thomas, 1990 and Human, 1996), is the process of creating equality of opportunity, which is temporary and flexible in nature, not bound by rigid quotas and at the same time compatible with the concept of qualification and does not trample on the reasonable

expectation of competent white men. The focus on one group which often results in a numbers game that could compromise standards, according to Roosevelt Thomas (1990), is precisely the fear of many managers. He further states that while affirmative action aims to increase the numbers of previously disadvantaged people into an organisation, enabling them would help targeted groups to perform to their full potential. Human (1996) states that affirmative action is a holistic system of human resource development that impacts processes, policies and procedures relating to the selection, recruitment, induction, development, promotion and severance of people. Effective affirmative action, says Human (1996), requires more than mere focus on increasing numbers from targeted groups. It requires AA management to be part of an organisational strategic intent and the fundamental change of organisational culture. Horwitz (1996) argues that the narrow view of AA adopted by employers has resulted in an increase in the numbers of black managers and executives, redefining the power relationships within organisations, but not the greater need for skills development. Motivated by a drive to increase the number of black employees only defeats the purpose of AA and works against the intention of AA and EEO being temporary initiatives (Dayan, 2006). For AA to be effective, says Human (1996), the following needs to be in place:

- employee development must be seen as a strategic issue,
- Staffing procedures must be evaluated,
- Organisational culture and the role of line managers in the developmental process must be well defined.

As stated earlier, Rijamampianina & Carmichael (2005) states that in order for diversity to be an asset to the organisation AA, EE and diversity programmes needs to be integrated. This research investigates whether AA and other corrective programmes and legislation have been implemented with strategic intent and the effect that implementation has had on the diversity and diversity management within the public sector. The research also accepts that in order to get to a state of leading diversity, organisations need to get the issues around AA and EE management right first.

McDougall (1996) concludes that the major shift in focus between equal opportunities and diversity management is a very important one, specifically in the public sector where there seems to be real efforts towards equal opportunities and correcting the imbalances brought about by past discriminatory laws. It is important to maintain impetus in an equal opportunity approach while building the diversity

management aspect in order to create sustainable development of individuals and the organisation (McDougall, 1996 and Rijamampianina & Carmichael, 2005). To this end it would be important to focus on development programmes that will challenge key decision makers to evaluate their own attitudes and prejudices. While training and development of disadvantaged individuals has been identified as an integral part of AA and a strategic business imperative, the advancement and integration of black management in key business areas has been very slow (Jinabhai, 2004). The advantage that diversity programmes should bring is that all employees, both black and white, are developed and not just a certain group within the organisation. Grubb (1995) states that while affirmative action is a legal requirement, diversity management focuses on everyone within an organisation in its goal to give the organisation a competitive advantage. Human (1996) states that the majority of the people of SA expect the government to ensure that effective diversity management and the redistribution of power, wealth and opportunity takes place.

Various researchers such as (Bezuidenhout, 1993; Mafuna, 1993; Laburn, 1994 and Khoza, 1994) state the view that the placement of blacks in leadership positions should be supported by on-the-job-training, internships, mentoring and coaching programmes. McFarlin *et al* (1999) argues that in order for South African organisations to derive the maximum benefit out of an Africanised philosophy, aggressive AA policies focused on not just recruitment of more blacks into senior managerial positions but also appropriate training and development programmes are needed. McFarlin *et al* (1999) states that their research indicate that many black employees credit training programmes, supportive superiors and a positive company atmosphere towards diversity as the main contributing factors in their own development. Recruiting and retaining diverse and talented employees is becoming even more important to organisational success according to Dayan (2006), who asserts that diversity goes beyond policy, legal compliance and processes such as AA and EEO. It is about understanding, valuing and utilizing the individual differences in each person.

Hesketh (2006) asserts that while the initial focus of the new democratically elected government of SA has been to develop the country's human capital to address the critical skill shortages and to foster lifelong learning, international pressure forced the government to comply with rules and regulations that would encourage compliance with international business practices. One of the problems organisations have, according to Ngambi (2011), is that while they are able to attract good quality candidates, they

often do not have the right type of leadership to draw the best out of these individuals and thereby increase their retention rate of these excellent equity candidates. Ngambi (2011) further states that support by leaders within an organisation can make a positive contribution to the resources and importance devoted to the proper implementation of AA. It is important that sufficient resources are made available to implement appropriate AA and EEO plans which are continuous on-going processes. Many organisations, including the private sector, do not create an environment conducive for disadvantaged employees to thrive in. This is partly why, according to Brits (2012) many black Chartered Accountants move from one company to the next or decide to leave the industry completely.

Horwitz *et al* (1996) asserts that AA in SA requires a more robust strategy that focuses on skills development and goes beyond mere window-dressing by providing individuals from targeted groups with real responsibility and power. In the political change and debate in SA during the lead-up-to-the elections in 2009, many proponents called for a more developmental approach to AA in order to improve skills amongst disadvantaged groups. This research investigated whether black employees and managers are developed and nurtured in order for the organisation to benefit or whether the recruitment of more black employees was a defensive response to legislation.

2.3.2 Challenges with Affirmative Action and Equal Employment Opportunities

Thomas (2002) states that many black managers in SA are seen to job-hop not just for higher salaries but also because they do not fit into historically established corporate cultures. Thomas, (2002) highlights a number of problems with the introduction of affirmative action in South Africa, amongst others:

- Many organisations have resorted to ‘token appointments’ in order to meet legislative targets. This has often led to a decline in service levels and frustrations on the part of these employees.
- An atmosphere of distrust and division reigns as individuals from disadvantaged groups often feel marginalized while those from the advantaged groups feel threatened and display animosity to new incomers. When previously advantaged workers lose their advantage they tend to blame it on AA and reverse discrimination (Guy & Newman, 2009).
- Because AA and EE measures are not seen as a strategic issue, management commitment to the process of transformation has been lacking.
- As a result, the advantages of diversity have been overlooked by managers.

- The established systems and processes of performance management have been inadequate and often insufficient when dealing with a new diverse workforce.
- New entrants are often expected to assimilate into the existing corporate culture, often at the expense of their own cultural identity and values.

At the same time, states Thomas (2002), business leaders in South Africa have raised many concerns regarding the employment-equity legislation such as:

- The over-regulation of the labour market and the government's role as a 'watchdog' could lead to a decrease in foreign investment.
- This governmental watchdog role would lead to high costs to government and ultimately taxpayers.
- The high administrative costs in the private sector relating to compliance would impact the growth of companies.
- The shortage of skills in some sectors would make black skills more expensive and unaffordable to small companies.
- The high cost would lead to job-hopping of a limited pool of highly sought after black employees.
- Costs in terms of hiring, and recruitment would increase tremendously as companies would make decisions based on meeting legislative requirements rather than sound business decisions.
- Race classification would be heightened and lead to reverse discrimination.
- Individuals from designated groups who still require training and development would have unrealistic short-term expectations.
- Individuals from designated groups would adopt a culture of entitlement.

While EE legislation will change the composition of the workforce in SA, it is important that managers and organisations recognize the importance and strategic position of a diverse workforce. SA must learn from the mistakes of other countries where AA had been implemented, according to Thomas (2002); such as Malaysia where only an elite few had benefited from AA, while the broader society had remained poor and disadvantaged. In India, according to Beteille, (1993) AA had not benefited the most deserving individuals as the government had implemented quota systems that led to resentment and the lowering of standards. The problem experienced with AA in the USA, according to Roberts (1997) was

the exclusive focus on numbers and not the training and development of individuals from designated groups. Thomas (2002) recommends that SA take the lessons learnt by other countries to heart when it comes to AA and EE in order to avoid falling into the same pitfalls.

If organisations want to make diversity an asset they need to successfully integrate their EE, AA and diversity management programmes (Rijamampianina & Carmichael, 2005). They describe the difference between EE and Diversity Management in table 2.

Table 2: Differences between Employment Equity and Diversity Management

Employment Equity	**Diversity Management**
• Changes the way an organisation looks • Changes the mix of people • Focuses only on differences • Focuses on race, gender and disabilities • Anti-discrimination • An end in itself • Externally driven • Legally mandated; social and moral justification	• Changes the way an organisation works • Changes the mix of people, environment, systems, processes… - Empowerment - transformation • Focuses on both differences and similarities • Focuses on dimensions of diversity • Pro-inclusivity • The means to an end • Internally driven • Voluntary; a business imperative

Source: Rijamampianina & Carmichael (2005:111)

According to Ongori & Agolla (2007) many organisations still approach diversity management from a compliance perspective and therefore only do what is necessary to fulfil the legal requirements.

Affirmative action and EE will necessarily lead to greater diversity in visible diversity dimensions. It is therefore important that all diversity initiatives are implemented in a manner that brings greater unity and addresses the fears and concerns of all employees.

2.4 Managing and Leading Diversity in Organisations.

2.4.1 Dealing with Diversity in Organisations

Not only do researchers differ on how broadly diversity should be defined but also on what would be the best way of managing or leading diversity within organisations. Workforce diversity, according to Peters (2008), is a necessary precondition for the conceptual application of managing diversity. The challenges according to Ongori & Agolla (2007) is not so much diversity itself but rather how diversity is approached and managed that decides whether there are positive or negative outcomes.

Organisational growth is about diversity and diversity is about empowering and enabling people, thus harnessing the human spirit and finding ways to utilise its motivating power (Dayan, 2006). Sadri & Tran (2002) state that while most organisations agree about the reality of diversity, there is disagreement on the best possible way to deal with diversity. They assert that when managers act negatively towards those they perceive as being different from them, it could have a negative impact on the potential of both the individual and the organisation. According to (Rijamampianina & Carmichael, 2005 and Ongori & Agolla, 2007) it is important that organisations create a favourable environment for diverse people to thrive in if the organization wants to benefit from diversity. Ongori & Agolla (2007) describe diversity management as the systematic and planned commitment by an organisation to recruit, retain, reward and promote a heterogeneous mix of employees.

Diversity has the potential to hamper productivity but if managed appropriately diversity can be harnessed to benefit all and be a source of competitive advantage (Rijamampianina & Carmichael, 2005). Each individual has different needs and will therefore contribute to the organisation in a different way (McDougall, 1996).

Cassell & Biswas (2000) assert that managing diversity is based on the notion of difference and the effective management of these differences. They further explain that while the visible differences are usually easier to focus on; all differences, including sexual orientation, marital status, and professional background, religious beliefs etc. are included in the management process.

Kandola & Fullerton (1994) propose that diversity and diversity-management should pervade the entire organisation if it is to be successful and to this end, refer to it as the MOSAIC vision. **MOSAIC** is used as an acronym for **M**ission and values, **O**bjective and fair processes, **S**killed workforce: aware and fair, **A**ctive flexibility, **I**ndividual focus, and **C**ulture that empowers. The focus of this vision is for each individual to realise their potential regardless of the groups they belong to.

According to Lowther (2006), Dell, as an organisation, developed a diversity management strategy by creating an environment of inclusion irrespective of the differences in nationality, gender, colour, ethnic origin, sexual orientation, disability or difference in perspective of their workforce. They created a "safe environment" for individuals to see situations according to their own perspective and that of others. While stereotyping, as stated by Falkenberg (1990), is a tool often used by humans to make sense of their world, diversity management requires managers; leaders and individuals to be comfortable with ambiguity (Human, 1996). Stereotypes help individuals to avoid inner conflict and insecurity. It can lead to inefficient decisions and slow advancement of disadvantaged individuals (Human, 1996). However, according to Human (1996), for many people, holding two sets of nominally contradictory values to be used as the situation dictates or necessitates, is normal.

Gardenswartz & Rowe (1994) proposes three approaches to managing diversity open to organisations;

- ***Affirmative Action:*** which through legislation tries to monitor and control the demographics of organisations. It will achieve this by mainly controlling and prescribing the hiring, promotion processes to benefit specific target groups
- ***Valuing Diversity:*** focuses on creating an environment in which everyone can feel valued and accepted and the organisation thus derives benefit out of the differences of employees. This approach is mainly driven by ethics and subscribes to the notion that both incoming individuals and organisations will be moulded in the process

- ***Managing Diversity:*** tries to build specific skills and to create policies that derive the best from each employee. It is based on the assumption that diverse groups will forge new ways of co-operation and contribute to increased morale, productivity and profit.

Sadri & Tran (2002) propose a two prong strategy to managing diversity within organisations. The first part of their approach is to follow the 'Managing Personal Growth' (MPG) process in order for individuals to find satisfaction in their work and to understand their responsibility in their own career development process. This process, they conclude, while mainly of value to the individual will eventually benefit the organisation as fulfilled employees are more productive and effective. The second part of their approach is a long-term strategy involving mentoring programmes where more experienced employees share their knowledge and life experience with newcomers in order to assimilate them into the organisation. The advantages, state Sadri & Tran (2002), include new employees to establish interpersonal relationships more effortlessly and make the transition from outsider to insider easier. These types of mentoring programmes serve well to orientate new employees into the organisation and present the experienced employees and the organisation with the opportunity to learn from new employees as well.

According to Tay (2011) organisations may be less productive if management fails to acknowledge, accept and adopt measures to accommodate the differing expectations of employees from different generational groups. The gap between perceptions and expectations of different generational groups, states Tay (2011), is one of the main sources of inter-generational diversity misunderstandings. While management may not be able to change the reasons for certain expectations, Tay (2011) states that they could focus on correcting the misperceptions that employees have of each other. According to Tay (2011), creating cross generational work teams could create an opportunity for different generations to collaborate. Interpersonal communication is influenced by people's mental models, which are shaped by the dimensions of their diversity (Rijamampianina & Carmichael, 2005). This is true, they state, for both the conveyer and receiver of the message. According to Tirmizi (2008) trust amongst team members may strengthen the communication and decision-making process within the team.

Organisations should be cautious not to forcefully assimilate new employees into existing cultures and systems and in the process lose the advantage of new perspectives and thinking. The public sector in SA

has first-hand experience of the influx of new employees, from disadvantaged backgrounds, who need to be orientated into the organisation but who brings with them new ideas, experiences and potential advantages through their diversity. The key challenge is whether the diversity is valued and welcomed by the organisation.

2.4.2 The role of the manager or leader in managing diversity

Kotter (1990:86) describes the difference between management and leadership succinctly when he states, *"The whole purpose of systems and structures is to help normal people who behave in normal ways to complete routine jobs successfully, day after day. It's not exciting or glamorous. But that's management. Leadership is different. Achieving grand visions always requires a burst of energy. Motivation and inspiration energise people, not by pushing them in the right direction as control mechanisms do but by satisfying basic human needs for achievement, a sense of belonging, recognition, self-esteem, a feeling of control over one's life and the ability to live up to one's ideals. Such feelings touch us deeply and elicit a powerful response."*

He further describes leadership and management as two distinctive and complimentary systems of action and explains that while management is about coping with complexity, leadership is about coping with change. According to Tirmizi (2008) leadership focuses on why; while management focuses on how. He further states that multicultural teams present challenges for leaders as they must be willing to learn and be receptive to the different experiences various members bring to the team. Leadership legitimacy, he states, requires the leader to establish a personal connection with each team member.

Management according to Hill and Lineback (2011) encompasses three imperatives. These include the manager's ability to manage themselves, to manage their networks and to manage their teams. In the context of the huge political and social changes that SA has undergone since 1994 it is even more important that the right leaders lead the increased diverse work environments. According to Kotter (1995), leaders further differ from managers in that leaders effectively search for opportunities for change whereas managers are mandated to minimize the risk to an organisation and thus to keep systems operating. In an environment of increasing diversity and uncertainty, it is more and more important for organisations to rely on strong leadership. When leadership is shared amongst team members, according

to Tirmizi (2008), it creates the environment for individuals to use their leadership strengths to benefit the team better than expecting one individual to possess all the necessary leadership traits. Kotter (1990:86) states that both the managers and leaders have to deal with "deciding what needs to be done, creating networks of people and relationships that can accomplish an agenda and then trying to ensure that those people actually do the job. But each accomplishes these three tasks in different ways." According to Kotter (1990), managers and leaders would set about these tasks in the following ways, as indicated in table 3:

Table 3: John Kotter's differentiation between managers and leaders.

Managers	**Leaders**
Would be engaged in planning and budgeting in order to set targets and goals for the future.	Leaders would facilitate the change of an organisation through setting direction.
Managers would develop the capacity to achieve their plans by organizing and staffing.	Leaders would go about the same task attempting to align people to the vision or direction.
Managers would ensure the accomplishment of the plan by controlling and problem-solving.	Leaders would recognise the need to continually motivate and inspire people in order to achieve the vision.

Source: Kotter (1990:86)

Setting direction and planning are not competing ideas and activities but rather complimentary activities that could result in greater success and the achievement of goals.

Managing diversity, states Carnevale and Stone (1994), expands the notion of valuing diversity by implementing initiatives at all levels in the organisation. It means managing in a way that maximizes the potential benefits and minimizes the potential disadvantages. Grobler (1996), states that South African companies will need strong and effective leadership if it is to become and remain globally competitive. He identifies the lack of effective people-management skills as one of the major areas of development

for South African companies and, like Kotter (1990), writes that organisations will prosper if they are able to combine strong leadership with highly-effective management. This strong leadership explains Grobler (1996) should include strong value systems, integrity, fairness, justice and respect for the individual and sensitivity for cultural diversity.

Leaders in the post 1994 SA will thus have to demonstrate not only excellent management skills but also a very high level of emotional intelligence and ethical leadership in their leadership of post-apartheid organisations in SA (Goleman, 2001 and Mayer et al, 2012). Stoner and Chaplin (1997) asserts that the challenge for managers lie in moving from intellectual awareness of the needs of an increasingly diverse workforce to effective management of this workforce. According to Coffey & Tombari (2005) the success of any enterprise is dependent on the diversity of the human capital, meaning, each person's capability, engagement, performance, creativity, integrity and commitment to quality and customer care. One of the reasons for the slow response by organisations to managing diversity, according to Stoner & Chaplin (1997) could be the fact that diversity has typically been approached from a statistical perspective, which often fails to fulfil long-term diversity goals. Diversity management, they conclude, must be part of the organisational culture and inextricably woven into the fabric of organisational life.

2.4.3 The Type of Leadership needed to Lead Diversity

The life-cycle or stage of organisational growth would dictate the type of decision-makers that would be needed. The skills needed for effective management and those needed for effective leadership are not mutually exclusive. In focusing on some of the different leadership styles, Grobler (1996) explains transformational leadership as charismatic, individualized and intellectually stimulating. Transformational leadership, according to (Tirmizi, 2008 and Shin et al, 2011), is based on followers and leaders raising one another to higher levels of morality and motivation by appealing to ideals such as commitment, emotional engagement or fulfilment of higher order needs. Employees are more likely to feel comfortable in openly discussing their ideas and accommodating divergent views from colleagues as transformational leaders provide them with a safe environment to do so (Shin et al, 2011). Transactional leadership, according to (Grobler, 1996 and Tirmizi, 2008), appeals to followers' self-interest by using rewards and praise as a motivating tool for actions that are satisfactory or agreed upon. Grobler (1996) states that a combination of the two leadership styles could be best suited for the

changing business environment in South Africa. He makes the assertion that leaders in SA need to give employees greater responsibility by creating the context in which routine jobs become meaningful and asserts that the solution for South African leaders lies in the application of Flanagan and Thompson's (1993) model of managerial leadership. This model, figure 5, includes situational sensitivity as a third component to the transformational and transactional components, which infers that varying circumstances and situations would dictate the appropriate mix of transformational and transactional leadership that would be best suited for that specific situation. Situational leadership, according to Tirmizi (2008), is both directive and supportive depending on each specific situation.

Figure 5: Model of Managerial Leadership – The Components



Source: Adapted from Grobler (1996: Flanagan & Thompson 1993:10).

Tirmizi (2008) adds Servant leadership as the best type of leadership style for multicultural teams. He states that servant leadership focuses on empowering people.

As stated earlier, leaders often need to be comfortable dealing with ambiguity and even different value-systems that are contradictory to their personal views. For this reason, it is thus very important that leaders in the South African public sector have a high level of emotional intelligence. Goleman,

Boyatzis & McKee (2001) explains that while there are other factors about a leader's leadership-style that influences the organisations performance, it is the leader's mood and attendant behaviours that are often critical as it is the leader's emotional intelligence that creates a certain culture or work environment that is reflective of the leader's mood and behaviour. Since these are such potent drivers of business success, Goleman *et al* (2001) assert that a leader's primary role would be emotional leadership. Emotional intelligence; ***which includes self-awareness, self-regulation, motivation, empathy and social skill,*** is the one characteristic that distinguishes excellent leaders from good leaders (Goleman, 1998). Based on research, Goleman (1998) states that while technical skills, IQ and other skills are necessary for excellent performance in leaders, emotional intelligence is found to be twice as important as other factors. The research also pointed to the increased importance of emotional intelligence in the higher levels of the companies' leadership. There are some similarities between what Goleman (2001) identifies as emotional intelligence and what Mayer et al (2012) identifies as moral identity and ethical leadership. Mayer et al (2012) identify a link between moral identity and ethical leadership where moral identity is defined as being motivated to act in ways that are consistent with ones view of what it means to be a moral person. At the same time for someone whose moral identity is self-important it is important to act in a way that is responsive to the needs and interests of others (Mayer et al, 2012).

Self-awareness, according to Goleman (1998) and Goleman *et al* (2001), means having a deep understanding of one's emotions, strengths, weaknesses, needs and drives. This dimension of emotional intelligence explains that self-aware people are honest with themselves and others about their feelings and how it impacts on themselves, others and their job-performance. Goleman (1998) describes self-awareness as candour that is intertwined with the person's values. Self-aware people will be naturally more comfortable and confident to talk about their limitations and strengths. Mayer et al (2012) explains that moral identity has two dimensions, symbolization and internalization. They explain that internalization is characterised by the ability to be aware of how ones actions impacts on others and having an internal introspective awareness of one's inner thoughts and feelings.

The second component of emotionally intelligent leadership, according to Goleman (1998), is the ability to regulate the impulses that drive emotions; as leaders who are able to ***self-regulate*** are thus able to control and channel their emotional impulses into positive energy. By doing this, leaders will be able to

create work environments of fairness and trust which in turn will have a positive effect on productivity and even the retention of highly skilled individuals. Goleman (1998) argues that self-regulation in leaders are so important that it could bring about enhanced integrity, which he describes as an organisational virtue in addition to it being a personal virtue. This aspect of emotional intelligence is comparable to the dimension of symbolization in ethical leaders (Mayer et al, 2012). According to them ethical leaders with a high sense of moral identity symbolization place importance on behaviour that is consistent with how they view themselves and are thus more likely to engage in ethical behaviour directed towards their employees. Leaders with a high level of self-regulation lead with more thoughtfulness, reflection, integrity, and are more comfortable with ambiguity (Goleman, 1998).

Goleman (1998) describes the third component of emotionally intelligent leadership as a deeply embedded desire to achieve beyond expectations - their own and everyone else's. ***Motivated*** leaders typically take great pride in their own work and find fulfilment in what they do. Goleman (1998) asserts that motivated leaders will continually raise their performance and track these improvements and these leaders foster commitment to the organisation that drives people to be loyal to the organisation and its vision.

The fourth component of emotionally intelligent leadership, according to Goleman (1998), is the ability of the leader to show ***empathy***, which means to thoughtfully consider the feelings of employees in the process of making intelligent decisions. Under the rapid pace of globalization, the growing need to retain talent and the increasing use of teams within the work environment, Goleman (1998), points out the increasing importance of empathy as a component of excellent and emotionally intelligent leadership.

Goleman (1998) describes his fifth component as ***social skills***, defined as friendliness with a purpose. Leaders with good social skills tend to have a very broad social and work network as they are able to find common ground with all kinds of people. Social skills are the culmination of the other components of emotional intelligence at work as these leaders go about building bonds as widely as possible as they sense the need for future collaboration.

Mayer et al (2012) postulates that when leaders behave in an ethical manner, communicate the importance of ethics and use transactional efforts to encourage appropriate ethical behaviour, they guide groups to establish acceptable norms. This they state, is because social learning theory indicates that individuals learn what is appropriate and expected of them through their own experiences and by observing others.

The first three components of emotional intelligence, explains Goleman (1998), are to be considered self -management skills whereas the last two components concern the ability to manage relationships. One of the important aspects to an effective diversity management initiative is that senior managers and leaders must be committed to it. It is therefore important that leaders have these five components of emotional intelligence in order to optimize the benefits of diversity. This research will investigate the prevailing leadership situation within the public sector and to some extent the emotional intelligence of the leaders as well. This will be evident from the way employees experience management and leadership within the municipality.

Emotionally intelligent behaviours can be learned or practiced which would lead one to unlearn certain behaviours and replace them with more emotionally mature and productive behaviours (Goleman, 1998 and Goleman *et al* 2001).

2.4.4 Maier's Alternative Perspective on Leading Diversity

Diversity, like many other social constructs, are not static and as such approaches to managing, leading, developing or monitoring these social issues must be highly flexible and situationally adaptive. Maier (2002) highlights specific obstructive perspectives on leading diversity as:

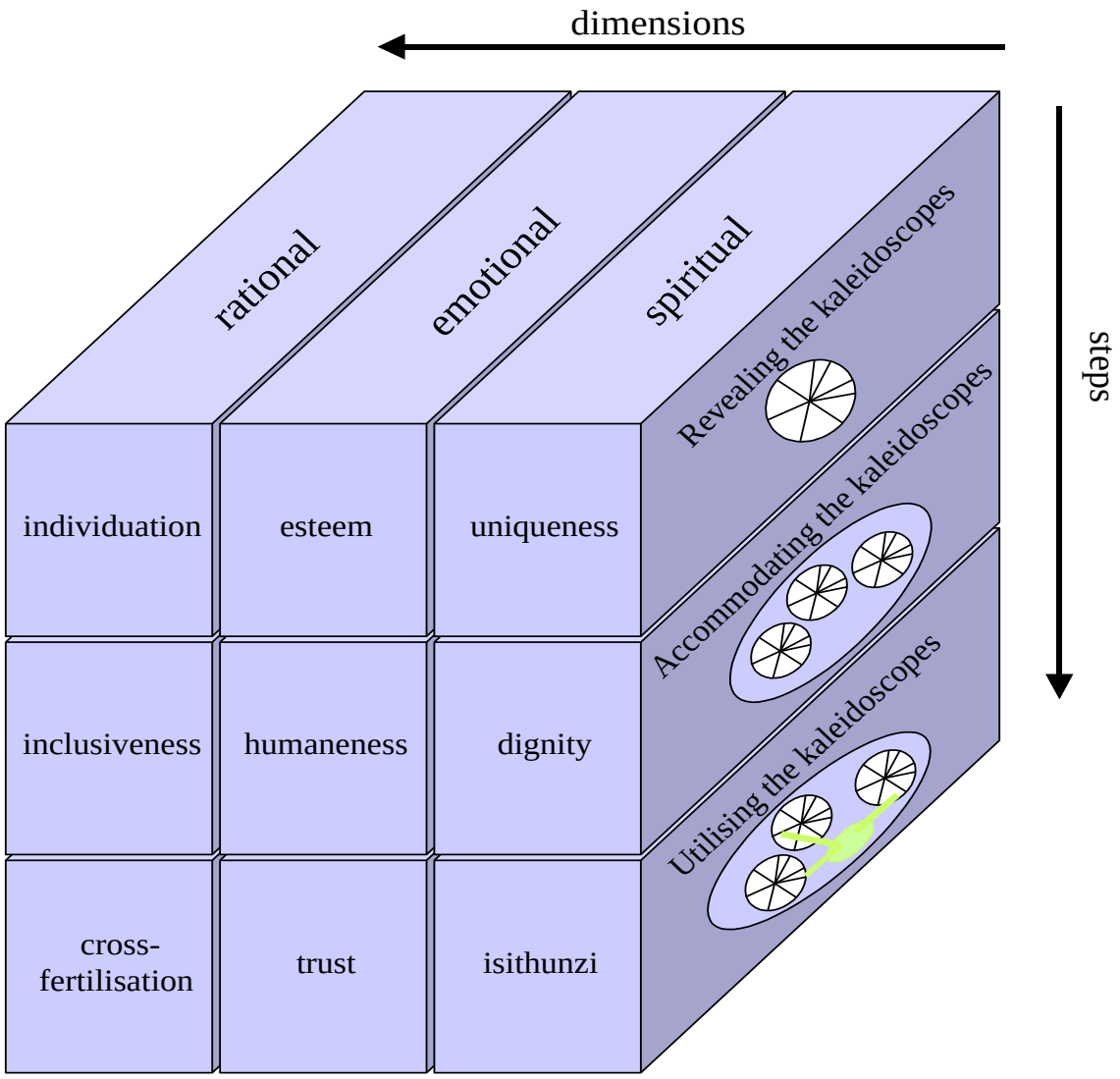
1. The maximalist view of diversity with an overemphasis on nationality.
2. Many researchers assume a positivist assumption that there is only one reality to which individuals adhere, irrespective of their background.
3. The view that diversity should be managed as opposed to leading diversity. Maier (2002) proposes an alternative construction of diversity in the kaleidoscope perspective of the individual; the 'social constructionist perspective' of leadership and the 'gain perspective' of leading diversity.

Maier (2002:149) states that "The empiricist-positivist assumption of one objective reality appears to be inept for investigating diversity issues". To further expunge the empiricist-positivist perspective, Maier (2002) explained the importance of perceived diversity over objective measurable diversity as diversity itself is not objectively constructed. Maier (2002) thus proposes a socially-constructionist perspective of diversity leadership as the leadership is relational and realities are socially constructed.

2.4.5 Maier's Conceptual Framework on Leading Diversity

Maier (2002) proposes a new framework for leading diversity consisting of three dimensions; (1) rational, (2) emotional, and (3) spiritual dimensions; three steps; (1) revealing the kaleidoscope, (2) accommodating the kaleidoscope, and (3) utilizing the kaleidoscope as well as nine elements; (1) individuation, (2) esteem, (3) uniqueness, (4) inclusiveness, (5) humaneness, (6) dignity, (7) cross fertilization, (8) trust, and (9) isithunzi. This framework is demonstrated in the figure 6.

Figure 6: Conceptual Framework for Leading Diversity



Source: Maier (2002:192)

Maier (2002), states that each element of the framework captures a specific dimension of a particular-step of leading diversity.

2.5 African Leadership principles as an approach to leading diversity

The role of managers and leaders cannot be understated in leading diversity in South African organisations. There is much debate about the type and style of leadership that is needed to successfully and efficiently lead a diverse workforce in the South African context. The political change in South Africa has brought about change in every sphere of life in society and various policies and processes have been put in place to ensure that inequalities and disparities of the past are redressed. These policies not only impact on the disadvantaged groups but also on the previously advantaged groups and the way business is conducted in the country. To facilitate this change, organisations need good managers and emotionally mature leaders who will be able to safely manoeuvre change and transformation. The challenge is thus to have the correct type and style of leadership for the South African context. Heifetz & Linsky (2002) explains leadership during times of great transformation to be very risky as people often resist any change that will require them to change their habits, ways of thinking or familiar practices. They refer to this organisational change as adaptive change as these change efforts usually confront people as barriers instead of just technical problems. Good leaders, says Heifetz & Linsky (2002), would be very aware of the need for change, the process of this change and the impact it will have on themselves, others and the organisation as a whole.

For any organisational change-process to be successful, it is important for leaders to win the support of their followers and to be seen as embodying the change through their actions (Heifetz & Linsky 2002). They further state that leaders also need to acknowledge their own role in the problems the organisations face and at the same time to manage the level of conflict in order for it to be harnessed into a constructive driving-force instead of a destructive one. The aim is not to eliminate all stress and conflict, but rather to be aware when it is good for employees to experience it and what levels would lead to a healthy change-process. Good leaders, says Heifetz & Linsky (2002), will not try to solve everyone's problems and remove all challenges, but rather allow people to face and solve their challenges by themselves. The leader's role in the change-process is thus one of removing barriers, not necessarily challenges, and to provide the necessary support for self-development to take place in each employee.
To tap into the advantage of a diverse workforce, Horwitz (1996) states the need for organisations to have a different type of manager and leader to face the new realities that the organisation is facing.

Managers and leaders must have a shift in paradigm from command-and–control towards a joint problem-solving approach.

The willingness or reluctance by organisations, says McFarlin *et al* (1999), to change will determine the extent of the development of that organisation within a global economy. They further assert that, based on the importance of this new management paradigm that is needed, the 'perception gaps' that currently exist in the minds of mainly white managers about how the diverse workforce should be led, motivated and developed needs to be carefully managed. The researcher is of the opinion that this is equally important in the case of black managers and as such will form part of the scope of this research.

Organisations in SA must make a concerted effort to move away from what Laburn (1994) explains as a management development philosophy that continues to reflect rationalism, individualism and autocracy as used by the European colonial powers. Lessem (1994) suggests an approach that is aligned to the African and Eastern philosophies which are largely based on co-operative and communal fundamentals. While it is never clear-cut to advocate a purely Western, Eastern or African leadership philosophy, it is important that managers and leaders in the post 1994 SA evaluate the best of each of these philosophies and apply a synergistic approach that best fits the situation. Hesketh (2006) asserts that neither a western or African ethical system will adequately address the needs of modern globalised organisations effectively on their own, but that the two systems together would be more appropriate. Prime (1999) proposes three approaches to management in SA as:

1. Eurocentric approach – A dominant western-management style with Western values of individualism; self-centredness; competition; exclusivity and instrumentalism.
2. Afrocentric approach – An African home-based, inclusive approach described by the principles of Ubuntu which propagates humanism, communalism, supportiveness and solidarity with the community, and
3. Synergistic inspirational approach – A dualistic approach that embraces and integrates the Western and Afrocentric approaches.

Based on South Africa's history of racial segregation, dominance of one race over another and its relative short period of democracy, it is thus logical that the dominant management style in South African organisations would be Eurocentric, autocratic, hierarchical, authoritarian and individualistic.

The new management and leadership needed in South African organisations can operate under a more democratic and legally equitable environment but Horwitz (1996) concludes that while discriminatory and racially biased legislation had been removed, it does not mean that racial prejudice, unfair labour practices, stereotypes and employment-discrimination have been done away with.

This paradigm-shift to a more 'inclusive, consultative management approach' must be managed properly to ensure that all stakeholders, both white and black, face their fears of AA processes in order for each individual to live and perform to their full potential (Mbigi & Maree, 1995). Horwitz (1996) states the call by black managers for an Afrocentric, rather than Eurocentric organisational culture and leadership developmental programme highlights the need for more effective management of diversity in organisations.

Mbigi (1994) explains the suggestion by black employees that companies need to become more open and inclusive with their decision-making processes as consistent with African cultural values while McFarlin *et al* (1999) argues for South African companies to focus on implementing more Africanised training programmes in order to support and sustain AA programmes. This, argues McFarlin *et al* (1999), would require a clear understanding of the South African context – including historical, legal, educational and competitive factors influencing corporate operations. As stated earlier, however, any system that exclusively focuses on the one philosophy at the cost of the other will not be as effective as a synergistic approach. The failure by leaders and managers to understand cultural differences can lead to misunderstanding, poor performance and unwise selection-decisions (Horwitz 1996).

In the South African context applying African philosophies and communal interaction principles can be very advantageous to organisations. Ubuntu is one such principle that subscribes to practices that recognise diversity and promotes respect for differences between people. According to Tirmizi (2008) Ubuntu is about building relationships between individuals with each individual giving value, purpose and identity to others.

Mbigi & Maree (1995:7) defines Ubuntu as "the sense of solidarity or brotherhood which arises among people within marginalised or disadvantaged groups". The premise of this research is that Ubuntu needs to extend beyond just formally disadvantaged groups if organisations are to realise the full benefit thereof. Karsten & Illa (2005:607) defines Ubuntu as "a pervasive spirit of caring and community,

harmony and hospitality, respect and responsiveness that individuals and groups display for one another". The concept of Ubuntu embraces understanding and relationship-building above efficiency and accuracy of language (Karsten & Illa, 2005). Watson (1994) explains that since language is the vehicle that transmits the values and principles that is at the core of an individual's culture, it follows that organisations need a degree of common language to reach effective cooperation. Managers, argue Karsten & Illa (2005) should be aware of this and be able to mobilize people into networks for knowledge-sharing, team-learning and consensual-cooperation. It is important for managers to develop cross-cultural communicative competencies, says (Rijamampianina & Carmichael, 2005 and Karsten & Illa, 2005) in order to enable a conducive and collaborative atmosphere in organisations.

While African philosophies of leadership, such as Ubuntu, were introduced into many SA organisations after democratization in 1994, it is important to maintain the community-cohesiveness as a starting point to transformation (Nussbaum, 2003). In its traditional sense, Ubuntu is expressed as the definition of a person in relation to the community of which he or she is a part, while Mbigi (1997) lists the principles of Ubuntu as the spirit of unconditional African collective contribution, solidarity, acceptance, dignity, stewardship, compassion, care, hospitality and legitimacy. This relational definition of a person does however not come at the expense of the individual. The same philosophy of Ubuntu, states Karsten & Illa (2005) can be found in other African countries such as Senegal where it is referred to as 'Teranga', and 'Ubukhosi' in Zimbabwe. Ubuntu, in contradiction to the Western philosophy of individualism or collectivism, reflects a critical discourse where all voices within a community are heard in a process of consensus-seeking and decision-making (Karsten & Illa 2005). Mbigi & Maree (1995) argues that this inclusive process of consensus-seeking and establishment of solidarity will build a culture of empowered teams in the workplace. This research will investigate how employees of the municipality experience the processes of decision-making and whether they feel included in these processes. While the process of decision-making through collective input might be more onerous and time-consuming, implementation will be more effective and efficient as community members would have 'bought into' the decisions even before implementation, other than in a highly hegemonic Western culture of decision-making by a few and then seeking 'buy in' during implementation (Nussbaum, 2003). Nussbaum (2003) further explains that organisations that truly embrace Ubuntu will move away from a 'soulless', technical professionalism and emotional denial at work, to a more 'humanistic' view where people are viewed as having 'value in their own right'.

Hesketh (2006) states that just as there is no single Western identity it should not be assumed that a single African identity exists throughout all African societies but it is generally accepted that African culture focuses more on the interdependence of people rather than striving for individual freedom and self-determination. As mentioned earlier, Rijamampianina (1996) stated that the distance between cultures also contributes to the level of diversity within an organisation. The African spirit of ubuntu underpins the belief that a person exists through other people, thus emphasizing the interconnectedness of people and significance of community. This African philosophy of "I am because you are" thus contrasts with the Western philosophy of 'I think therefore I am'.

African leadership philosophy makes room for processes such as 'Indabas' or 'Lekgotla's' which are focused on finding consensus in order to come to the best possible outcome for all stakeholders. 'Hlonipha' (respect) is fundamental to this consensus-seeking process and is not dependent on the person's age, social or economic standing. If this type of interaction is fundamental to how leaders and managers communicate with their employees, it could have great advantages to the organisation. As listening to all voices is central to the process of a Lekgotla, the youngest voices are often heard first which in itself demonstrates leadership that values diversity. Contrary to the belief that communalism discourages individual thought and creativity, true ubuntu actually encourages individuals to cause change to happen (Hesketh, 2006). At the same time, Hesketh (2006) explains that the African philosophy does not view people at work as a 'means to an end' or as a 'mere business asset'. Versi (1998) states that while western concepts sees self-interest as the main motive for work, the black viewpoint sees profit as a vote of confidence by the society for the services rendered in that society. Another difference in the perception of work, according to Hesketh (2006), is the views in the West that work is outside social needs while the Africanised view is that work is very much part of the social fabric of which blacks form a part.

According to Versi (1998), African societies took decisions based on consensus, while still noting disagreements, whereas the Western practice of secret ballot stems from a basis of fear of reprisal for holding a dissenting view. Versi (1996) describes the consensus-seeking process as one where decisions are made on the basis of each participant being of equal status. Hesketh (2006) concludes that respect has emerged as the central cultural value to guide good management, along with integrity, generosity,

sharing and humanness. Gender inequality, Hesketh (2006) states, is however still a challenge within the African culture context.

McFarlin *et al* (1999) attributes the survival of many African communities under dire situations of poverty, deprivation and isolation to the spirit of ubuntu which stresses supportiveness, sharing and co-operation. While ubuntu focuses on communal development, it does not discourage individual achievement, as long as it is not at the expense of others. While all the principles and philosophies discussed above are noble and attributed to Africa in general, it should not be taken for granted that these principles pervade current organisations in South Africa and elsewhere on the continent. One of the questions is whether black employees are empowered to implement these principles and philosophies. While this is not part of the focus of this research an even greater issue is whether these principles after years of oppression of African culture are still evident in black society today. The research will investigate whether black managers have the desire and cultural will to implement these principles in the public sector as part of diversity management.

2.6 Conclusion of Literature Review

2.6.1 Research Question 1: How do staff in municipalities perceive and define diversity?

South Africa has a long history of division and conflict between different races, ethnic groups and cultures that has caused a lot of distrust amongst its citizenry. To address the disparity and difference of development in its diverse people will call for large scale transformation efforts across public and private organisations, while still remaining economically competitive globally. Various legislation and corrective programmes have been introduced by the government to address the inequalities in the workplace.

When defining diversity amongst employees it is important to view diversity as the sum of all the differences at an individual and group level that makes an individual or a group of people unique. Differences should be viewed as important and even celebrated. In order to remain globally competitive organisations must actively strive to create greater diversity (Maier, 2002). These differences amongst people include both visible and invisible dimensions. It is also important to understand that individuals

and groups assign different levels of importance to each of these dimensions and categories of dimensions. This impacts the ease or difficulty with which they can be changed or addressed within the workplace (Hofstede, 1999 and Rijamampianina & Carmichael, 2005).

When employees feel that their differences and uniqueness is valued by their managers and leaders it creates an environment within which people feel empowered and able to live up to their full potential. When diversity is valued by an organisation they are better positioned to benefit from the diverse workforce in terms of increased effectiveness, increased employee morale and enhanced productivity (Thomas & Ely, 1996).

Culture is an important diversity dimension as it includes everything someone thinks, says and makes (Rijamampianina, 1996). It thus implies that the way individuals act and react in specific situations are influenced and nuanced by their cultural background. Culture helps an individual and a group to make sense of the world and guide their interactions within and outside their immediate cultural group. While culture is unique to a group there are some similarities between different cultures (Rijamampianina, 1996). According to Coleman Selden & Selden (2001) diversity means that employees are often required to live in more than one cultural reality and expected to maintain their own values, beliefs and attitudes. This, according to (Carnevale & Stone, 1994 and Day, 2007) requires both the individual and the larger organisation to be open-minded and to acquire the necessary knowledge and skills to assimilate and integrate individual and organisational culture. For organisational culture change to be successful it is important that organisations focus on changing individual attitudes and values through effective diversity training as well their policies and organisational practices to be more open to a diverse workforce (Horwitz et al, 1996).

While diversity and the approach to managing diversity are often viewed from a group perspective, it is important that the diversity dimensions of individuals are also considered within the organisational context. This allows organisations to recognise not just the differences between groups of people but also the similarities between individuals across cultural groups as individuals from different groups may share specific diversity dimensions with each other (Maier, 2002).

2.6.2 Research Question 2: How have the changes in the South African political and legislative landscape impacted diversity within the municipalities?

For AA, EEA and EEO to be successful it is important that the implementation thereof not only address access to work opportunities but also address the developmental needs of the disadvantaged individuals as well as the concerns of previously advantaged groups (Roosevelt Thomas, 1990 and Human, 1996). As mentioned earlier, Human (1996) stated that for AA to be successful it must be part of the organisational strategic intent and fundamental change of organisational culture. Rijamampianina & Carmichael (2005) states that in order for diversity to be an asset to an organisation AA, EE and diversity management programmes need to be integrated.

As stated by McFarlin et al (1999) an environment where previously disadvantaged individuals feel valued and supported through appropriate training, mentoring and the right leadership, empowers them to be more productive and to make a meaningful contribution to the organisation. It also helps to decrease high staff turnover and improve morale amongst employees (Dayan, 2006 and Ngambi, 2011). It is important to address the concerns of previously advantaged individuals as according to Guy & Newman, 2009) they often see it as reverse discrimination when they lose their advantage.

While legislation and policies may change the face of the organisation it is the commitment and strategic positioning of diversity management that will determine if organisations will derive the true benefit of a diverse workforce. As stated earlier Thomas (2002) recommends that the South African government take the lessons learnt by other countries to heart when it comes to AA and EE in order to avoid falling into the same pitfalls.

2.6.3 Research Question 3: Do managers and leaders in municipalities have the necessary skills and competencies to lead and manage a diverse workforce effectively?

The way a diverse workforce is managed determines whether diversity will be a hindrance or asset to organisational performance (Rijamampianina & Carmichael, 2005 and Tay, 2011). While certain diversity dimensions are easier to manage, it is important that managers and leaders include all dimensions in their diversity management approach (Cassell & Biswas, 2000 and Maier, 2002).

According to (Gardenswartz & Rowe, 1994; Human, 1996, Rijamampianina & Carmichael, 2005 and Lowther, 2006) organisations need to include a number of aspects in their diversity management approach if they want to gain the maximum benefit from the diverse workforce. These include;

- Creating a safe environment where employees feel valued and free to approach different situations from their own perspective and to experience the perspectives of their colleagues. It is important that new employees experience the organisational culture as flexible enough to accommodate their own personal culture
- Allowing diverse groups to forge new ways of co-operation and contributing to the organisational productivity through new ideas, experiences and skills
- Developing the appropriate skills to deal with ambiguity that may stem from the diversity in the workforce
- Actively create opportunities of cross-cultural and generational interaction and collaboration
- Managers and leaders must be seen to take the lead in valuing diversity.

The role of managers and leaders cannot be underestimated in the effective management of diversity. They need to manage diversity in a way that optimizes the advantages and minimizes the risks (Kotter, 1990; Carnevale & Stone, 1994, Human, 1996 and Coffey & Tombari, 2005). Researchers such as Grobler, 1996; Maier, 2002 and Tirmizi, 2008) proposes a situational approach to diversity-management. This could mean a combination of transactional and transformational leadership approaches depending on the specific situation for the South African environment. One of the most important aspects of the leader's leadership-style, according to Goleman et al (2001) is his/ her level of emotional intelligence as it is a big factor in deciding the organisational culture and work environment. Viewing diversity from an individual perspective, more than just a group approach allows leaders to optimize the advantage of diversity (Maier, 2002).

2.6.4 Research Question 4: Are South African managers applying traditional African centred leadership principles and practices?

With the implementation of AA, EEA and EE more previously disadvantaged individuals have been brought into positions of influence. This has brought a new dimension to the leadership debate of not

just whether these individuals have access to opportunities but also whether organisations are open to a more Afrocentric leadership approach. According to Mbigi & Maree (1995) more black managers are calling for an Afrocentric approach as opposed to a Eurocentric one.

Heifetz & Linsky (2002) states that it is natural for people to resist change and given the huge transformation that the South African public sector has undergone, it is natural for employees to be apprehensive about the way they are managed and led. While Eurocentric- and Afrocentric leadership styles are often depicted as being contrasting leadership philosophies, it is important to understand that SA needs a synergistic approach if organisations are to be optimally productive (Prime, 1999 and Hesketh, 2006). It is important that this approach is managed carefully as both previously advantaged and disadvantaged individuals and groups are considered and valued.

The principle of Ubuntu recognizes diversity and promotes respect between individuals and groups as a core value. According to Tirmizi (2008) it is about building relationships with each party giving value, purpose and identity to the other. The relational definition of a person in relation to a community does not come at the expense of the individual's identity. When organisations truly embrace Ubuntu, according to Nussbaum (2003), they move away from the 'soulless', technical professionalism and emotional denial at work to a more humanistic view where people are viewed as having value in their own right.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Research Methodology/ Paradigm

The research is aimed at investigating the perception and experience of diversity amongst the municipal workforce as well as the impact management and leadership practices and legislation has had on the workforce diversity. A small sample of employees across various levels from one of the metropolitan municipalities in Gauteng Province in SA was interviewed. The interview was semi-structured following the questions as outlined later in this report and focused on determining:

1. The perception and definition of diversity amongst the workforce in the municipality.
2. How the political and legislative changes in SA since 1994 have impacted on the diversity within the municipality.
3. Whether managers and leaders in the municipality have the necessary skills required to effectively lead a diverse workforce.
4. Whether managers are following any unique African leadership-philosophies and practices.

For this study qualitative research was undertaken as the research elicited the response from individuals who would each have constructed their own reality (Leedy & Ormrod, 2001). According to Leedy & Ormrod (2001) qualitative research involves focus on phenomena that occur in their natural settings and studying these phenomena. They further explain that qualitative research includes the verification and evaluation of the research. The defining characteristics of qualitative research, according to Leedy & Ormrod (2001), include the purpose, nature, data collection method, form of reasoning used in the analysis and the way in which these findings are communicated. As this study focused on the perceptions of the interview sample and their interpretation of how the phenomenon of diversity influences them the qualitative research method was deemed more suitable.

Research by interviews has the potential to create an artificial environment which could influence the response by the individuals interviewed but care was taken to create an environment in which all interviewees felt safe enough to express their opinions. Winter (2000) proposes that qualitative researchers embrace their involvement and role within the research and immerse themselves into the research by being part of the change of the real world during the research. Another advantage of in-

depth interviews according to Wilkinson & Birmingham (2003) is that the researcher is able to interpret the verbal responses of interviewees as well as their body language to create greater context around what is communicated. This allows the researcher to delve deeper by posing follow-up questions.

According to Creswell (1994) certain assumptions are embedded in qualitative research. These include;

- Researchers interact with whatever is being researched and those being researched;
- The role of values is value-laden and biased;
- The nature of reality is that reality is subjective and multiple as seen by the participants in a study;
- The language of the research is informal, evolving decisions, personal voice and accepted qualitative words.

3.2 Research Design

As stated earlier a qualitative method was employed using in-depth interviews.

A structured interview schedule was formulated, but flexibility was built into the interview-process to allow for further questioning or investigation of insights that arose during the interview process. Miles & Huberman (1994) argue that small sample interviews are very helpful in generating information on complex social dynamics. The advantage of the structured short-interviews is that it allows flexibility for further probing as new information and data become known (Leedy & Ormrod, 2001). This adds to the body of information that becomes available as interviewees may say more in an interview than through other research methods. Non-verbal communication, as previously mentioned, also adds to the body of information gathered during interviews.

The researcher took care to create the appropriate environment and level of comfort in order for the interviewees to respond honestly and openly. They were assured that all information would be dealt with confidentially, irrespective of whether it portrayed themselves or the organisation in an unfavourable perspective. The researcher took note of the ‘atmosphere’ of each interview to ensure that recording the interview did not hamper the flow of information and data.

Notwithstanding these precautions taken, it must be noted that research of this nature is influenced by interviewees' personal perspectives and bias'. According to Creswell (1994) the researcher's presence may further bias the interviewees' responses. The researchers own bias and perspective may also influence the way information is interpreted.

Being aware of the disadvantages of in-depth interviews allows the researcher to eliminate or at least greatly reduce the impact on the authenticity of the information. The flexibility of the in-depth interview makes it ideal for this type of study.

3.3 Population and Sample

In order to study a social phenomenon such as diversity it was important that organisations with a high probability of diversity be identified to conduct the research in. The government sector in SA has been an area where the government had a direct influence in the application of legislation that impacted the diversity of the workforce. Creating greater diversity and opportunities for different people had been one of the focus points of the post 1994 SA government. As such the researcher decided to focus on one of the metropolitan municipalities within Gauteng.

3.3.1 Population

The population chosen for this research was from three local municipalities that forms part of one of the three metropolitan municipalities in Gauteng.

Each of the three metropolitan municipalities in Gauteng is subdivided into various local municipalities. The fact that the research was conducted in three local municipalities that forms part of one metropolitan municipality will be useful as they would in all likelihood share certain common organisational practices as prescribed and determined by the metropolitan municipality.

The cross-section of employees from different departments and work levels ensured that a broad spectrum of diversity dimensions was represented.

3.3.2 Sample and sampling method

Due to the sensitive nature and the candour required from potential interviewees, the researcher set out to identify an organisation who would be equally interested in gaining insight into the phenomenon of diversity.

The interview sample was drawn from one of the metropolitan municipalities in Gauteng Province, SA. A senior manager within the municipality was contacted to explain the nature and assistance needed for the research to be conducted. A staff member who was interested in championing the process from within was identified and became the main contact person for the researcher. The internal champion identified specific staff members as well as sending out an open invitation to interested persons to participate. Participation was purely on a voluntary basis. The hope was that participants who volunteered would be more open and forthcoming with information. A schedule of interviews was drafted based on the availability of the interviewees.

Participants from all levels of staff, races, genders and cultural backgrounds were included to allow for a balanced view. A total of 15 employees were interviewed individually.

The sample size was limited by the availability of municipal staff and the limited time to gather the information. All participants were assured that their names would be withheld as the research dealt with a sensitive issue within the organisation. A list of interviewees indicating the place of the interview, date and detail of each interviewee is attached as Appendix 1.

3.4 The research instrument

Face to face in-depth interviews were conducted. While the interview followed structured questions it allowed enough flexibility to delve further whenever necessary. The interviews elicited comments that drew on the employees' experience, not only within the municipality but also on their experience in their communities and families. The interview questions centred on the research questions outlined earlier. As stated earlier Wilkinson & Birmingham (2003) indicate that there are both advantages and disadvantages

in conducting interviews. The need for optimal input from the interviewees' on issues that are often emotive and subjective made this method more suitable.

After asking each interviewee to give a brief overview of their career and history within the municipality, the questions outlined in Appendices 2 and 3 were posed to each person. Where necessary, follow- up questions was asked to allow the researcher to delve deeper.

3.5 Procedure for data collection

The participants for this research were identified through the process outlined earlier. Assurance, in writing, was provided to the contact staff member to commit to the confidentiality of information provided and gathered during the interview process. This particular staff member was also provided with an outline of the research proposal. After a short list of participants was identified, each one was contacted via e-mail and invited for a short structured interview.

The purpose of the study was explained to each participant before the commencement of the recorded interview and the researcher established permission from each participant before recording the interview. Verbal assurance was also given to each participant that information and data recorded and gathered would be dealt with in a confidential manner and for the purposes of this study only.

After each interview, the information was transcribed in order to establish specific themes and ideas that came up during the interview. This was also done to ensure that the researcher did not integrate the issues discussed in one interview with what transpired in a different interview.

3.6 Data analysis and interpretation

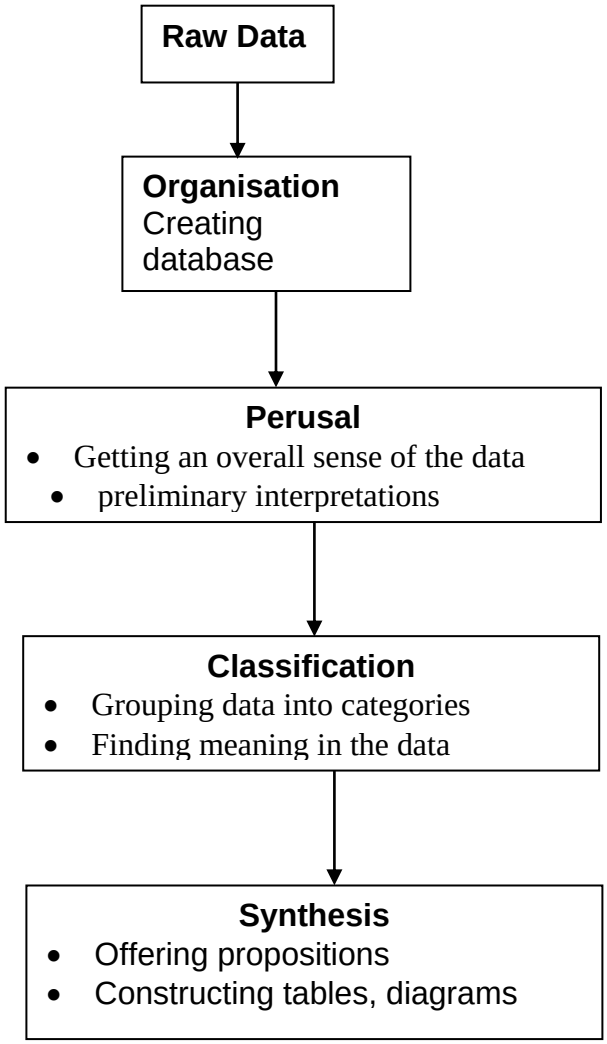
Data obtained from recorded interviews as well as the notes taken from interviews were transcribed and analysed in conjunction with the literature review outcomes to detect specific patterns emerging. The data was correlated in terms of gender, level of staff at the company, race, age-groups and gender to determine possible stigmatization that could be entrenched and the possible source of the stigma. Any

additional information that arose out of the process is incorporated into the results and the subsequent discussion of the results.

Creswell's data analysis spiral, figure 7, as described by Leedy & Ormrod (2001:161) was used.

1. The data was organised into a computer database, broken down into sentences or units.
2. The data was perused several times in order to get a larger picture. Possible categories and interpretations were noted.
3. General categories, themes or groupings were noted as well as sub-themes or categories as they emerged. This indicated patterns and revealed the meaning of data.
4. Data was then integrated and summarised. The categories were organised to relate back to the research questions.

Figure 7: Creswell's Data Analysis Spiral



Source: (Leedy & Ormrod, 2001:161)

Qualitative-data analysis must be well-planned and transparent as it often presents the challenge of drawing conclusions from vast amounts of "field notes", as stated by (Miles & Huberman, 1994a:2). Data reduction, as explained by Miles & Huberman, (1994a), refers to the process of selecting, focusing, abstracting and transforming the data.

The quality of qualitative research is related to generalizability of the results and thereby increasing the trustworthiness of the research (Golafshani 2003). According to Mathison (1998) triangulation is often a strategy used to improving the validity and reliability of research. According to Patton (2002:247); "Triangulation strengthens a study by combining methods". Triangulation where the researcher is engaged in multiple-methods such as observation, interviews and recordings, will lead to more valid, reliable and diverse construction of realities (Golafshani, 2003).

Golafshani (2003) advocates a paradigm where knowledge is viewed as dynamic and where all meaningful realities are contingent upon human interaction.

3.7 Limitations of the study

While there are eight metropolitan municipalities amongst the total 279 municipalities in SA, the study focused on three local municipalities that form part of one of the metropolitan municipalities in Gauteng Province. This can however be seen as a representative sample as all municipalities would be obliged to implement the provincial- and national government directives on transformation and diversity. The interview sample was selected solely at the discretion of the municipality.

While the study focused on the perceptions and experiences of employees within the municipality, the underlying stigma and personal bias on which each of the interviewee's based their perceptions were not investigated.

The study did not attempt to directly measure the success or failure of any diversity intervention or programme implemented by the municipality or any department or division within the municipality.

While the study investigated whether employees experienced any Afrocentric-leadership practices within the municipality it did not attempt to list all African leadership philosophies, neither did it attempt to define current practices. The study did not take into account similarities or differences in leadership philosophies between African countries, beyond the superficial.

The municipality targeted would have implemented AA and EEO programmes. The study did not attempt to measure the degree of diversity within the municipality or to identify all the diversity dimensions within the municipality or amongst the sample of interviewees.

Research by interviews has the potential to create an artificial environment. Qualitative research is also often more subject to interpretive bias. While the researcher was aware of this, he tried to eliminate his own personal bias throughout the analysis.

3.8 Credibility, Dependability, Transferability and Conformability.

"The inability of the researcher to merely act as an inanimate recording object will influence the authenticity and validity of the data" as stated by Leedy & Ormrod (2001: 1620). The researcher was conscious of the fact that different perspectives held by different individuals have their own validity and truth (Paul, 2002).

A cross-section of employees from various levels were interviewed to obtain multiple perspectives and to validate the findings as accurately as possible. Qualitative studies are often more subject to interpretive bias from the researcher than quantitative research and even more so, in the fields where social science such as behavioural change or evaluation is the subject of the study. It can be interpreted and presented in a very subjective manner to suit the researchers own preconceived notions or to maintain moral, social or academic standing, or regard within the researchers own context (Paul, 2002).

(Lincoln & Guba, 1985; Miles & Huberman 1994a and Marshall & Rossman, 1995) advocates that criteria such as credibility, transferability, dependability and conformability be used to evaluate the quality of qualitative research. They suggest that criteria such as validity, internal validity, external validity and reliability are more suitable to quantitative than to qualitative research. According to

Stenbacka (2001) reliability is a concept to evaluate quality in a quantitative study with a 'purpose of explaining' while the quality-concept in a qualitative study has the purpose of 'generating understanding'. (Lincoln & Guba, 1985; Clont, 1992 and Seale, 1999) equates the concept of dependability in qualitative research with the concept of reliability in quantitative research. According to Lincoln & Guba (1985), the concept of validity is described as the trustworthiness of a research report which establishes confidence in the findings. For this study the researcher leaned towards using credibility, transferability, dependability and conformability as the criteria to ensure the quality of the research data-analysis.

Qualitative research, according to (Lincoln & Guba, 1985; Denzin, 1994 and Marshall & Rossman, 1995) is measured in terms of trustworthiness which consists of four components namely; credibility, transferability, dependability and conformability.

1. Credibility, according to Remenyi, Williams, Money & Swartz (1998) refers to being able to demonstrate that the research was designed and conducted in a manner that accurately explored and identified the phenomenon to be investigated. The researcher, according to Dooley (1995) should not be the cause of the respondents change in behaviour.
2. Transferability, according to Lincoln & Guba (1985) refers to the extent to which the findings of a particular inquiry have applicability in other contexts or with other respondents.
3. Dependability refers to the ability to account for changes in the conditions of the phenomenon being investigated as well as in the research design.
4. Conformability, according to Lincoln & Guba (1985) eliminates any bias by the researcher and aims to ensure the consistency of the data being analysed.

In order to ensure credibility, the research questions were designed to be open-ended and to elicit input from the interviewees about the phenomenon being investigated. Care was taken not to mention specific diversity dimensions or aspects in the questions that would lead the interviewees and possibly limit their responses. The researcher asked each interviewee's permission to record the interviewees. To help them settle into the interview each interviewee was asked to give a brief overview of themselves and their career-history within the municipality.

A diverse group of interviewees' in terms of work level, race, age, gender and tenure, was included in the group of interviewees. This ensured greater transferability to other departments within the municipality as well as to other organisations. Interviewees' were encouraged to draw on the full extent of their association with the municipality. The researcher encouraged each interviewee to consider their current position and department as well as previous positions and departments they may have worked in when answering the questions. This means that the themes that emerged from the interviews could with greater confidence be transferred to other divisions and departments within the municipality. Follow-up questions were posed to further explore issues that rose during specific interviews.

The researcher also made it clear that all opinions are valuable and that the he would not place any preconceived judgments on any interviewees' personal opinion. Furthermore, interviewees' were given the assurance that their responses would be kept confidential. This lent greater dependability to the responses of the interviewees' as they understood that their opinions were valid and based on their own truth and reality. Follow up questions often served the purpose of investigating the underlying beliefs that interviewees based their responses on. This helped both the researcher and interviewee to understand the issue of diversity within the municipal context.

To ensure conformability, the themes that emerged from the interviewees were analysed more than the responses by any individual interviewee. The researcher was aware of his reactions, both verbal and non-verbal so that it does not cause the interviewee to close up and change their response.

CHAPTER 4: PRESENTATION OF RESULTS

4.1 Introduction

This chapter deals with the themes that emerged from all the interviews on each of the questions posed during the interviews. The questions detailed earlier were used as a basis of each interview and where further clarity was needed; second-tier questions were posed to the interviewee. Research question 1 concerns interview questions 1 and 6 as it investigates the perceptions interviewees have of diversity. Research question 2 concerns interview questions 2, 3 and 4 as it relates to the impact of policies and legislation concerned with correcting past racial imbalances in the workplace. Research question 3 relates to interview questions 5, 6, 7 and 8 as it investigates the leadership and management of diversity in the municipality while research question 4 relates to interview question 9 that seeks to investigate the application of Afrocentric-leadership principles. Follow-on questions and their discussion in the interviews may have deviated and also provided data on research questions not specified in this study.

The focus of this section therefore is to find the correlation between the responses from each interviewee. Key statements were integrated in order to discover the themes and thereby construct the current situation in the municipality regarding diversity. The data collected will be presented as key perceptions and tables.

4.2 Sample Demographics

Table 4 represents the sample of employees interviewed as representative of the population of employees within the municipality.

Table 4: Interview Sample

	Senior Managers	**Middle Managers**	**Employees**	
Black Female	1		3	4/15
White Female	1	1		2/15
Black Male	3	2	3	8/15
White Male		1		1/15
Total	**5**	**4**	**6**	**15**

The interviewee sample included five senior managers, four middle managers and six lower level employees. Of the 15 people interviewed four were black females, two white females, eight black males and one white male. The overall sample thus comprised of six females and nine males. The overall themes that emerged for each question will be discussed below.

A sample of the interview transcripts of a senior manager has been attached as **Appendix 2** while a sample transcript of a lower-level employee has been attached as **Appendix 3**.

4.3 Results pertaining to the interview questions

Question 1: How does the municipality define or view diversity amongst its employees and service providers?

All 15 of the interviewees identified race as the main diversity dimension along which the municipality defines diversity. Race is also one of the main dimensions identified by the municipality in their equal employment opportunity policy. One interviewee maintained that race based recruitment is common in the municipality while another stated *"the municipality should now move away from their race-based recruitment as there are more than enough blacks in all positions"* Another interviewee however felt the municipality should do more to bring in senior black managers. *"Currently there are mainly whites in senior and executive positions while blacks fill the lower levels"*, he stated. The municipality is still

divided along racial lines, according to a few interviewees. Evidence of this they stated, is the division along racial lines between the two main labour unions. The South African Municipal Workers Union (SAMWU) comprises of mainly black members while the Independent Municipal and Allied Trade Union (IMATU) has mainly white members. Another interviewee stated that while people work together, they generally do not socialize together. The racial division, he says, is very evident when people meet in their groups over lunch-time. A black senior manager ascribes this racial division to a lack of knowledge and understanding of other people's traditions and culture amongst municipal employees. A male manager maintained that while diversity is often seen in terms of race, 'sub-cultures' within races do exist. From his experience within the municipality this is evident in interactions between employees within the organisation.

A female senior manager states that while the council is aware of diversity there is not really an emphasis on managing diversity within the municipality. *"It is not always easy to manage diversity as organisational norms are determined outside of each employee's culture"* she states. She defined diversity along the lines of race, language, religion and general differences while education, background and opportunities are broader diversity dimensions according to her. Of the interviewees, 10 identified gender while seven identified culture as diversity dimensions within the municipality. While gender was identified as a diversity dimension by most interviewees', their views on how it is currently managed by the municipality differed. Some felt that gender-issues are receiving a lot of attention within the municipality, while others felt that women still face more difficulties than men. One interviewee maintained that while a lot is done to uplift women generally; more can be done to promote more women into senior and executive positions.

Six interviewees identified disability as a diversity-dimension focused on by the municipality. One interviewee stated that black applicants tend to omit information about their physical disability on application forms while whites state it in their applications. As a result, he says, there are not enough black disabled employees within the municipality.

Five interviewees identified language as a diversity-dimension with one stating that language amongst African black employees is as diverse as between white and black employees. A middle manager stated

that English and Afrikaans are the languages most often spoken in the organisation, with even the black employees conversing mainly in English.

The other dimensions such as age, character, HIV-status, work-level, traditions, social class, sexual orientation, religion, education, background and developmental opportunities were mentioned by one or two different interviewees. A senior manager indicated that he included these dimensions not because the municipality defines diversity as such but rather based on his own education and research. He states that *"The organisation does not have a broad view of diversity, which restricts their actions and focus on diversity training"*. A lower level male interviewee however felt that focusing on managing diversity will cause too many disturbances as there are people from different cultures within the municipality who will all demand that their special celebrations and events be honoured. This, he states, will interfere with the productivity of the organisation.

The responses by interviewees according to race are listed in **Table 5**.

Table 5: Diversity Dimensions as per Interviewees

Diversity Dimensions		Black Male	Black Female	White Male	White Female	Total
	Race	8	4	1	2	**15**
	Gender	5	2	1	2	**10**
	Language	3	-	-	2	**5**
	Culture	4	2	-	1	**7**
	Disability	3	3	-	-	**6**
	Age	1	-	-	-	**1**
	Character	2	-	-	-	**2**
	HIV status	1	-	-	-	**1**
	Work position	1	-	-	-	**1**
	Traditions	1	-	-	-	**1**
	Social class	1	-	-	-	**1**
	Sexual orientation	1	1	-	-	**2**
	Religion	-	1	-	1	**2**
	Education	-	1	-	1	**2**
	Background	-	-	-	1	**1**
	Opportunities	-	-	-	1	**1**

Question 2: Have programmes such as AA, EE, EEO and others based on legislation since democratization of the country been implemented at the municipality?

Most interviewees agreed that while AA and EEO policies exist, the real challenge remains with implementation of these policies. Five interviewees agreed on this point. Many interviewees maintained that these programmes would be better monitored centrally rather than by each division, to improve accountability. The programmes are often implemented in isolation by different divisions, according to two interviewees.

According to some of the interviewees, lower-level positions are mainly filled by blacks while whites still occupy most of the middle- and senior management positions. The high number of blacks in the lower-level gives a skewed perception that the municipality has reached its EE targets, according to some of the interviewees. One interviewee stated that employees have a perception that EE targets are only about bringing African black people into positions, while it actually also aims to bring more of the other races into lower-level positions as well. An example quoted by the interviewee is the drive to recruit more whites into the metro police. According to the interviewee, filling the lower levels with people from races other than just African blacks is just as important as promoting blacks into senior management positions.

While a few of the interviewees stated that more could be done to recruit and develop the skills of female employees, a white female senior manager maintains that the municipality has done well in terms of gender-equity and implementation of AA. *"It is however still a challenge to change the dominant mind-set that certain positions are meant for men only. It is difficult to recruit more women into positions such as refuse collection for example"*, she states. *"The way the programmes are currently implemented however leads to mistrust amongst races. There is too great a focus on differences within groups, rather than focusing on the common aspects and the advantage of diversity"* according to one of the interviewees.

A white male interviewee feels that AA and EE programmes have affected him negatively. He states, *"Fifteen years ago we were briefed about AA and EE and how it will benefit all employees within the municipality. Since then I have applied for various promotion positions without any success. I also don't think that white applicants will be successful when they apply for lower-level positions."* This sentiment was confirmed by another white interviewee.

One interviewee felt that white managers often place unnecessary barriers to entry for black candidates, which creates the impression that there are not enough qualified black candidates for senior positions. The interviewee stated that *"white senior managers often did not have the right qualifications but when they have to appoint junior staff they place unfair requirements in terms of qualifications and experience. This is done because these managers want to bypass the EE targets and employ white candidates rather than black candidates. The labour unions fought against this, especially when white*

candidates were employed above blacks." Some of the other interviewees felt that there is a real skills- and experience shortage amongst black candidates and that racial numeric targets are restrictive as it does not necessarily address the developmental needs of new entrants from disadvantaged communities.

According to a lower-level black male interviewee, the labour department issued a racially based quota directive which was only accepted by the municipality in 2008. He further states that the white union, IMATU, wanted figures on how many people from each race group should be employed in each job category. Another interviewee felt that the pace of transformation was too slow and advocated for political interference in order to speed up the process. A second interviewee echoed this and stated that it is more a case of political will for transformation than meddling. Four interviewees felt that recruitment processes are often too race-focused instead of focusing on the advantages, such as new ideas and thoughts, a diverse workforce can bring according to one interviewee. Two interviewees felt that racial targets are restrictive as they do not focus on individual development beyond recruitment and that current white employees are often overlooked despite their education and experience.

Question 3: How successfully has the recruitment, employment and placement of individuals from disadvantaged communities been implemented in the municipality?

Four interviewees felt that more could be done to recruit individuals from disadvantaged communities into middle- and senior management positions. According to them there are too many African blacks in the lower-level positions, while not enough Whites, Indians and women are recruited to the lower-level positions. This could create the false impression that enough Black people are recruited across all levels. One interviewee felt that EE reports are not always honest and transparent. Three felt that there are too many deviations from equity targets and that white manager's place too many barriers to entry for targeted groups. *"White managers are afraid that highly qualified black recruits will challenge the status quo and therefore they prefer to recruit black candidates with lower qualifications"* according to one interviewee. This view is echoed by another interviewee who states; *"It also happens that managers take their own experience as the minimum requirements when recruiting new staff which is unfair because it did not take them 10 years to get into those same positions."* A different view expressed by one interviewee was that scarce skills are often dominated by white males while black applicants lack the education, skills and experience required. *"There are not enough training programmes to develop*

women and individuals from disadvantaged backgrounds and it is often the case that managers focus on their own training needs more than that of their staff" states an interviewee.

One interviewee felt that the recruitment process is too numbers focused, while whites and women are often excluded from promotion positions. *"There are very few females in influential positions"* states one of the female interviewees. Two of the interviewees agreed that opportunities do exist for women to move into higher-level positions and that the labour unions will provide the necessary support for females to be treated fairly. A white female interviewee stated that being white is more of a barrier to promotion than being female. A female interviewee expressed the opinion that males get promotions more easily than females and that but for the EE policy, she did not think women would have been taken into senior management positions. A black male interviewee states *"If the organisation is not careful whites might feel that they are being discriminated against and that reverse apartheid is being practiced".*

One interviewee responded that he did not feel that AA appointments automatically address the issue of transformation while two other interviewees felt that the process should not stop with recruitment of targeted individuals but also include their professional development. Not enough is done to further develop and retain talented black employees, they stated.

One interviewee suggested that employees who leave the municipality or who move to a different department should be invited for an exit interview in order to uncover the reasons for the high staff -turnover or internal movement of staff. Black professionals are often drawn away by the better salary packages offered by the private sector as well as the fact that they feel undervalued in the municipality, according to an interviewee.

Question 4: What has the main focus of development of these individuals been; integration into the existing structures, training or skills development?

According to a few of the interviewees a Work Skills Programme (WSP) exists where each employee identifies their developmental needs and courses that they would like to attend. *"What I have noticed, is that they draw it up every year and submit the WSP but never roll it out"* states one interviewee.

The WSP is submitted to the Local Government Seta (LGSETA) and a budget is allocated to implement it. Many of the lower level interviewees agreed that only managers seem to go on the courses they want to while lower level employees often do not get to attend any developmental workshops. Some interviewees stated that they have not been exposed to any professional developmental training. One of the interviewees states that *"The skills-development levy, although it is received by the municipality, is not used to train lower-level staff but rather goes towards the training of top management. The labour unions have been fighting against this for over eight years"*. An interviewee asserts that while everyone is able to attend developmental-workshops, managers and lower-level staff seldom attend the same workshops. One of the interviewees felt that the development of staff does take place and mentioned the training of staff in the technical fields as an example. Another interviewee agrees that training is focused on the specific skills needed for someone to do their job but also asserts that training could be extended to focus on the individual's future growth and development.

Four interviewees felt there are no clear well-thought-out training programmes focused on developing new employees from disadvantaged backgrounds. They identified budgetary constraints and lack of commitment from managers as a major stumbling block to the development of employees. Some interviewees felt that it is the manager's responsibility to ensure that all their staff follows through on the WSP's drawn up at the beginning of each year.

New employees are expected to fit into the existing organisational culture and systems, according to an interviewee. One of the interviewees states; *"Programmes such as diversity-management is often attended by blacks only, while whites feel that there is no point in them attending these sorts of training. They have a negative attitude towards it"*. The age and culture of people that attend workshops also plays an important part in how they interact with other attendees, asserts one interviewee. One of the interviewees stated that while the municipality embarked on a reactionary anti-racism campaign, it seemed to be counterproductive and was thus abandoned.

While a rapid advancement programme, focusing on the development of individuals from previously disadvantaged communities does exist, it is not properly-implemented, according to two interviewees. One of these interviewees also asserted that a properly implemented coaching and mentoring programme could also be very helpful in the development of individuals from disadvantaged

backgrounds. There is also no training-programme where senior managers and lower-level staff attend together. Managers do not see the value of a diverse workforce as the development of 'soft skills' takes a back-seat to the development of 'technical skills'.

Question 5: Has the municipality offered diversity management training to employees?

According to most of the interviewees they are not aware of any specific diversity training programmes currently being offered to all municipal staff. One of the interviewees states *"I have not been exposed to any diversity management programmes. It does not mean that the municipality did not come up with interventions but as such, I have not been exposed to it"*. The interviewee was however aware of a diversity management programme that was implemented in another department where racial problems had to be addressed. *"The problem is that it was a once-off training workshop for that division only"* states the interviewee. A few interviewees indicated that they were aware of diversity training programmes that were attempted but without any success. They stated that these diversity training workshops targeted mainly senior managers and due to a lack of management commitment, was never cascaded down to all other staff. One interviewee stated, *"It focused more on diversity awareness training and no real diversity-management skills development"*. No one championed the cause beyond the training, according to the interviewee. There was also no evidence that the training had a lasting impact on any of the managers who attended, they concluded. One interviewee states *"The programmes were implemented merely to satisfy provincial training requirements with no real commitment from senior management to transform"*.

One of the senior managers interviewed, initiated a diversity-awareness initiative in his division. He arranged for his staff to visit the Apartheid museum, Voortrekker monument and Marupeng, a South African heritage site, in order to foster better understanding of each other's culture and history in the division. He states; *"Diversity awareness initiatives in the municipality are often one-sided. We expect whites to learn about our black culture but nothing is done to create awareness of white culture and history amongst blacks"*. One interviewee felt that the change management process after 1994 was dealt with superficially.

A few interviewees asserted that issues around gender had received better attention than other diversity-dimensions. While a few interviewees stated that they were not aware of any racial tension in their departments, many others felt that an integrated training-programme to create awareness and to develop skills to manage diversity is needed in the municipality.

One interviewee felt that organisational-culture is more important than individual-culture. As such, he feels that the individual's culture should not be entertained within the organisational set-up. At the same time he feels that the current Eurocentric-culture should change to a more Afrocentric-culture and be more inclusive of all cultures and races. At the moment he feels racial tolerance is forced rather than fostering true understanding and integration amongst staff. Overall interviewees agreed that it is necessary to implement diversity-management programmes in the municipality. *"In an organisation where there are so many differences between their employees one need to have something just to help them get along"*, states one of the interviewees. While most also agree that the training should include employees of all races, gender and age-groups, one felt that it would be more appropriate for middle and senior managers.

Question 6: What type of training has been offered to determine employee's perception, knowledge and skills about diversity?

Most of the interviewees maintained that they are not aware of any specific diversity-management training programmes within the municipality and as such were not able to define the type of training offered. One of the interviewees who were aware of diversity-training being offered mentioned that it focused on awareness-building and knowledge rather than equipping them with the right skills and tools to handle diversity. A few other interviewees agreed and further stated that the training focused mainly on awareness-building of race and gender. They further assert that the training workshops need to be continuous and not just once-off workshops if they are to be successful.

One interviewee stated that she felt diversity-training should be offered to managers only as lower-level employees would not benefit from it. Two interviewees felt that diversity awareness programmes in the municipality are one-sided as they aim to educate white employees about the history and culture of black employees while black employees are not educated about the culture and history of white employees.

One felt that very little is done to incorporate and accommodate all races in the organisational culture and as such there still exists an "us and them" mentality.

One of the interviewees felt that a diversity-programme should start with an audit of the current environment, look at all dimensions of diversity and draw in all departments and employees in order for the programme to be successful. He also felt that it should focus on awareness-creation of diversity amongst staff. A few interviewees stated that there is a definite need for a diversity-programme in the municipality.

Question 7: Has the training and development programmes included all races (African Black, Coloured, Indian and White); and if yes, what has been the major outcomes (achievements) of these training and development programmes?

Most interviewees maintained that the municipality does not offer specific diversity training programmes to all its employees. One interviewee stated that if any diversity training is offered it is mainly attended by managers or blacks as whites seem to feel that they do not need it. They seem to have a negative perception of such training programmes and feel that they do not want to attend such programmes with blacks. The interviewee stated that this is her perception and not necessarily based on what white employees in the municipality have said to her personally. She states *"Even if there are work functions, some whites will not attend. There is no mixing"*. The interviewee states that if she was a manager she would make it compulsory for all whites to attend diversity-training and that they would need to implement what they were taught.

Another interviewee, as stated earlier, raised the concern that black employees seem to think that only whites need to attend diversity-training and that blacks do not need to learn more about the history and culture of whites. A white interviewee states *"I think all races should be included in this type of training. I think things have really changed over the last number of years. There is very good co-operation between the various races in my department"*. A female interviewee agrees that there had been progress in terms of racial integration but states that there is still a fair amount of "racial ignorance" amongst staff. She states *"Training should start with an audit of the current environment, and draw in all departments and levels of employees"*. According to an interviewee the programme,

focused on building awareness of racism, had to be abandoned as it created more strife than solutions. Another interviewee states that incidents of racism are often swept under the carpet.

Most interviewees felt that senior managers do not see the value of diversity in the municipality and therefore do not allocate the necessary resources to diversity-initiatives. A few felt that national transformation programmes are not adhered to by managers, which shows the lack of leadership- and management commitment to diversity. Resources are usually only made available when senior managers and leaders attend diversity workshops or other training programmes according to a few interviewees. Managers who do attend diversity-training programmes do not cascade the learning down to their staff and most interviewees did not see any evidence that managers learned new skills during these programmes. A few interviewees stated that managers do not see diversity as important as they fail to see the advantage that a diverse-workforce presents.

Question 8: Is diversity considered a strategic imperative by the municipalities' management and leadership? Is there any evidence to support your answer?

While a few interviewees saw the importance of diversity and how the municipality could benefit from it, none had any knowledge of systems and processes currently in place to measure the return on investment in diversity programmes. A few of the interviewees stated that they were not aware of any diversity-management policies in the municipality. Some of these interviewees had been with the municipality for more than 10 years. Diversity is not a strategic imperative as there are no messages constantly being communicated regarding the benefit of diversity to the municipality, stated some of the interviewees. An interviewee states *"Because the management of the municipality does not show enough commitment to the issue, employees won't regard it as important"*.

While a few interviewees' stated that funds are available for diversity-training, they did not know how much. Most stated that they were not aware of any funds made available for diversity-training programmes. An interviewee stated that she is not aware of any initiatives from management and the leadership to address the issues of diversity. There is not enough focus on diversity-programmes though according to the interviewee. Another interviewee stated that diversity is treated as a side-issue. The interviewee felt that the level of resources committed to diversity is influenced by the work-level of the

attendees of any diversity-training programme. *"The higher the level of the attendees, the more funds will be made available. There is no or very little commitment to diversity-management by senior management"* stated the interviewee.

A few interviewees stated that the fact that senior managers performance reviews only allocated two percent of the assessment mark to their effort to diversify their staff and to develop them shows the lack of commitment to truly transform the municipality. The bonus structure gives no incentive to manage diversity better in the municipality, according to an interviewee. According to another interviewee, the fact that such a low percentage is allocated to transformation and diversity issues, clearly signals the lack of commitment by leadership to the issues of diversity. According to the interviewee, managers simply decide to forfeit the two percent knowing that they will still get their full bonus without having to really pay attention to transformation and diversity. *"While monthly equity reports are issued, there is no follow-up action from management"* stated one of the interviewees'.

An interviewee stated *"It is not a lack of funding that causes this apathy to diversity issues. Funds are always made available for other types of training that does not even contribute to greater productivity. There is no proper planning of employees training-needs and as a result no collective organisational learning comes out of the training programmes that are offered"*.

Question 9: Are any specific African leadership philosophies and principles practiced? Please give examples and explain how it has influenced employee morale. What are the dominant management and leadership-styles in the municipality?

Most of the interviewees stated that the management style in their departments and divisions depended on the particular management style of the manager. While some stated that their managers had autocratic-management styles, others felt their managers were more inclusive and democratic. Many felt that the more senior managers are, the more autocratic they become and that there is a top-down management culture within the municipality. *"Senior managers make decisions on their own and do not include lower-level employees in this process"*, states one interviewee. One of the senior managers agrees that the management style within a specific division is very dependent on the management and

leadership competency of the manager in that division. Employees often felt disconnected and excluded from the decision-making process according to some of the interviewees.

Some interviewees described the current management style as conservative and similar to the pre-1994 management style that existed in the municipality. *"The municipality have a very strong top-down management approach and thus a strong tendency towards Western management and leadership-styles"* according to one of the interviewees. According to the interviewees', the top-down management-style only exacerbates the division between management and employees which perpetuates the perception of 'us and them' in the organisation. One of the lower-level interviewees states *"The general management-style in the municipality is top-down where they tell you what to do and you must just do it. Junior staff will have complaints but as time goes by, you just go with it."* A few interviewees felt that women often had to work harder to gain the same respect as men. Male employees might try to manipulate their feminine approach to work, asserted one interviewee. As one interviewee puts it *"Women are open to abuse by employees as they tend to be too soft and try to understand their employee's personal problems."*

All of the interviewees felt that the municipality did not practice or promote any specific African management- or leadership philosophies. One of the interviewees states *"There is nothing specifically African about how the diverse workforce is managed."* Most of the interviewees felt that black managers follow more Westernized leadership-styles and become less democratic in their management and leadership approach as they move up in the organisation. One interviewee states *"They practice what they are taught at universities and colleges."* He feels that the education they receive is highly westernized, teaching western management and leadership principles. This view is echoed by another interviewee who states *"Black middle and senior managers adopt a more Western leadership-style because the organisational environment expects that of them"*. A white interviewee states *"I would think that when black managers come into the organisation they would have to fit into the organisation"*, meaning that they need to adopt the existing organisational management and leadership culture.

While all interviewees were familiar with the concept of Ubuntu and most with the principles of Lekgotla's, most felt that true Ubuntu does not exist within the municipality and that the value of

Lekgotla have been diluted due to selective use in the political arena. One of the lower-level interviewees' did however feel that ubuntu is applied within his division. He could however not provide an example of how it is practiced. Another interviewee states *"Only small pieces of African leadership principles are applied"*.

Lekgotla's, according to most interviewees, were only attended by senior management and politicians and never included lower-level employees as the municipality felt it would be too time-consuming and costly to involve many employees. Another interviewee states that politics overrides principles such as Ubuntu and that Lekgotla's are used as a power-game. According to an interviewee, the Lekgotla's are viewed as a *"nice time away from the office and does not add real value"*. Another interviewee raised the opinion that Lekgotla's are not implemented properly as the municipality is too focused on short-term results and will thus not have the patience to reap the rewards of applying Lekgotla's properly. One interviewee also felt that there is too much fear and misunderstanding amongst the different levels of staff to implement Lekgotla's successfully. A few lower-level interviewees felt that their opinions are not asked for and even when they give it, they are not sure that they are taken seriously. An interviewee explains *"We blacks have not even seen the need to explain to our white counterparts what it really means to be part of a Lekgotla. Within the work set-up we have this thing of saying that at some point you compromise your own culture as to accommodate others. The problem is that it is not always reciprocal"*.

Many interviewees felt that power corrupted even those managers who might have hoped to implement African management philosophies. According to one of the interviewees, *"Some black managers come in with the idea to implement African leadership principles but it fizzles out after a while"*. This sentiment is echoed by another interviewee who states *"Some people will try to make a difference but in the end, it's a huge organisation and it feels like you don't have any say or your say will disappear"*.

According to another interviewee, black managers should subscribe to servant-leadership rather than the more forceful Western-leadership philosophy. One interviewee explained another African management principle, "Letsema", which he defined as an 'idea or objective' belonging to everyone within a community and not owned by any one individual. One interviewee felt that being allowed to wear his traditional wear at a work function meant that there was some acceptance of his culture.

Question 10: Does the municipality have any partnerships with organisations or service-providers that specifically offer diversity training programmes? If so, could their details be provided? Are black-owned small businesses empowered by the municipality?

Most of the interviewees' stated that they had no knowledge or facts about the partnerships the municipality has with organisations that offer diversity-training programmes or the tender-process for black-owned businesses. A few felt that tender-processes still favoured white-owned businesses as they often had the resources to compete for major tenders.

Black owned small businesses therefore still faced an uphill battle to establish a relationship with the municipality. One of the interviewees states *"Due to their education, access to resources and experience, white-owned companies often get the more technical and high value tenders, while black -owned business tend to get the contracts for soft-skills training and workshops"*. According to another interviewee, black-owned businesses tend to get sub-contracts from the white owned businesses who secure the contracts and tenders. A few interviewees felt that there are no existing support systems that help to develop and empower black-owned small businesses. An interviewee states *"While scoring systems that are supposed to advantage black businesses are in place, they are not implemented properly"*. A senior manager states *"In the procurement policies there is provision for preferential procurement which is supposed to look for black-owned service providers. It can however be limiting as well. Big companies are supposed to mentor small black-owned companies but it does not always work out this way. The problem is often in the implementation of policies as they are not aligned to actual internal processes"*. One interviewee felt that all businesses have an equal opportunity to compete for tenders and contracts that the municipality has to offer. According to the interviewee, *"The municipality tries to recruit competent and suitably qualified service-providers to offer training"*.

4.4 Summary of the Results

This chapter represented the discussions that emanated from the interviews and related to the research questions. Each of the interview questions were related to one or more research questions. While some of the interview and follow-on questions may not have been directly related to the research questions,

the discussions helped to provide greater context to the organisational environment within the municipality and the responses of the interviewees on other related issues.

While the sample of interviewees was relatively small compared to the population, it can be accepted that the findings could be extrapolated to the rest of the population.

The responses from each of the interviewees on each of the interview questions were correlated to understand the themes emerging. This was done to represent an overall view of the interview sample on specific aspects of the study. The results pertaining to each of the four research questions will be discussed in detail in the following chapter.

CHAPTER 5: DISCUSSION OF THE RESULTS

5.1 Introduction

This chapter will focus on the interpretation of the results presented in the previous chapters. The results will be related back to the literature review and more specifically, to the research questions. The focus will be on finding themes from the interviews, data and information presented in the previous chapters.

5.2 Discussion pertaining to research question 1: How staff in municipalities perceive and define diversity

The following is a discussion on the perceptions and definition of diversity as given by the interview sample. It represents the dimensions of diversity most often discussed and identified within the organisation and the experience the interviewees have regarding the issue of diversity.

The responses from the interviewees indicate that there is agreement that diversity within the municipality does exist. The issue of what diversity means and the dimensions of diversity is one that they differed on. This is mainly due to the way in which each interviewee defined or saw diversity. An interviewee states, *"They talk about diversity in terms of race, disability, culture and a whole lot of other factors like the things that make us different."* The municipality, in its Employment Equity Policy (EEP), defines diversity as "any way in which individuals or groups differ from another, including but not limited to: cultural values, interests, traditions, languages, beliefs and preferences."

As stated earlier, one of the interviewees' states: *"The organisation does not have a broad view of diversity, which restricts their actions and focus on diversity-training"*. Also, while the policy states the aim to communicate the contents widely and through formal as well as informal communication channels, it was evident from the interviewee responses that none of the interviewees were familiar with the municipality's official definition of diversity. Their views and definition of diversity within the municipality was thus not based on the formal definition of diversity as provided in the EEP. The EEP further does not mention any of the dimensions most often mentioned by interviewees directly. Dimensions such as race, gender and disability are not directly referred to in the municipalities EEP. A

senior manager who included dimensions such as age, character, HIV-status, work-position, traditions, social class, sexual-orientation, religion, education, background and developmental opportunities states: *"I include these dimensions as part of diversity, not because the municipality made me aware of it but only because of my own education and research."*

5.2.1 Popular and Less Obvious Diversity Dimensions:

All the interviewees referred to the dimensions of race, while the majority also included gender and many included dimensions such as culture, language and disability. These popular dimensions are referred to as Social Diversity (Worman, 2005). They are also the dimensions that are specified in labour legislation and programmes such as AA and EEO. This is echoed by the municipality in its EEP objectives of eradicating the effects of apartheid. Part of the stated aim of the EEP is to ensure the attainment of a socially responsible, efficient and racially integrated workforce. The grounds on which employees are protected against employment or procurement discrimination includes race, gender, ethnic or social origin, colour, age, culture, language, marital status, disability or economic status. These dimensions are often the most visible and obvious signs of difference amongst people in any context. In the context of South Africa's turbulent political history, the dimensions of race, gender, language and culture were also the same dimensions of difference that was used to produce a racially hierarchical society.

The responses also indicate that less-obvious dimensions such as marital status, parenthood-style, life experience and skills are referred to far less or not at all than the obvious dimensions. An interviewee states *"As an organisation, we are in the process of reviewing the diversity-policy. There are challenges where issues of race and gender are concerned. The issue of rank and level also plays a major role in local government"*. It is also often easier to legislate, monitor and manage employees' response to the more obvious diversity dimensions and to regulate how employees are treated based on these differences than the less obvious ones. It is thus understandable how interviewees can assume that since legislation speaks directly to these obvious visible dimensions, through the anti- discrimination laws, they might be more important than other less obvious diversity dimensions.

The challenge though is that while laws, regulations and policies exist that guides managers and leaders to effectively manage these diversity dimensions, no specific guidelines exist that guides them to manage the less-obvious dimensions more effectively. As stated by one of the interviewees', the narrow definition of diversity by the municipality restricts their actions and focus on leading diversity in the organisation.

All the popular dimensions identified are also the ones that make it easier to define specific groups of employees. The current situation in the municipality lends itself more to group-differences rather than focusing on the uniqueness and value of each individual (McDougall 1996). Through the interviewees' responses it was obvious that individuals often made reference to 'us and them', irrespective of the context of the response. One can conclude that the dimensions that define a group of people are the important dimensions, according to the responses, while the dimensions that are not necessarily unique to or defined in group-terms are viewed as the less important diversity dimensions. An example of the group-thinking is the statement by one interviewee who says *"There is a clear division along racial lines when you look at the unions where SAMWU is mainly black while IMATU is mainly white"*.
It is also true that these less obvious dimensions are revealed at the individuals own discretion and therefore not often open to the rest of the employee-community.

While the level of trust between employees was not directly measured through this study, it emerged from several interviewees that the trust-levels between the different races are not very high. This could have contributed to individual's withholding exposing their less-obvious differences from other employees. An example of the distrust comes across when an interviewee states, *"White managers often sabotage the appointment of black candidates because they do not want to comply with AA and EEO"*. Another interviewee states *"Managers often request for deviations from the equity targets motivating positions as scarce skills and experience"*.

As stated earlier Worman (2005) describe two other diversity categories as 'Value-Diversity' which includes psychological differences and 'Informal-Diversity' which includes organisational differences such as education, tenure and function. These two categories of diversity featured much less in the dimensions identified by interviewees. While these diversity-dimensions are less obvious, it however does not mean that their impact on the interpersonal dynamics within the organisation is less than the

visible dimensions. An example of this is cross-cultural communication, as explained by (Kets De Vries, 1994 and Rijamampianina & Carmichael, 2005) describes as potentially difficult; as confusion could arise between what is said, what is done and what is meant. The reality therefore is that the less-obvious dimensions still need to be managed. It makes it very difficult to lead and manage diversity when one ignores the impact of certain dimensions.

From the responses of the interviewees where character, religion, sexual-orientation and education were identified by only two out of 15 interviewees as part of the diversity-dimensions within the municipality, it is possibly a further indication that the less-obvious dimensions are often not considered when the municipality deliberates diversity issues. The overwhelming response was that the municipality does not communicate often enough on issues of diversity and when they do, it is very limited in the dimensions and selective in terms of the audience. One of the interviewees states: *"A few programmes of diversity-management training was attempted, but not with great success. The programmes were implemented merely to satisfy provincial-training requirements with no real commitment by senior management to transform. The training only targeted senior managers and also had a very narrow focus. It focused more on diversity-awareness training and no real diversity-management skills development. The learning by senior managers was never cascaded down to other levels and no one really championed the issue."* This lack of appropriate communication on the issue of diversity may also be interpreted as a lack of commitment from management and leadership to make it a strategic objective.

Dimensions such as age, HIV-status, work position, traditions, social class, background and opportunities were identified by only one interviewee. This further supports the idea that value- and informal-diversity is viewed as less-important diversity-dimensions in terms of the focus of the municipality. It must also be repeated that the one interviewee who identified these less-obvious dimensions indicated that he did so based on his own knowledge and education and not necessarily because the municipality created this awareness through any intervention.

When individuals and groups feel that they are valued, accepted and included it increases productivity, helps in retaining talented employees and engaging these employees in the organisation. To move to a focus of valuing diversity, the municipality should thus adopt a more individual receiver-focused

approach to diversity rather than a 'one size fits all' approach they currently seem to apply. Irrespective of the differences of employees, whether visible or not, a broader more inclusive approach is important. It is also important that the issue of trust is addressed through the organisation.

5.2.2 The Individual as a diverse entity:

As mentioned earlier, from the responses it is clear that the diversity dimensions most often mentioned focus on defining groups rather than individuals. These groups were often defined along race, gender and position in the organisation. This reduces the individual to merely a member within a larger group that is different to another group in one or more dimensions. It also devalues the more personal dimensions such as education, experience, religion etc. that makes the individual, in a specific group, unique. In the context of the changing economic dynamic in South African society, it is even more important that the municipality now realises that the differences amongst individuals within the same cultural groups are potentially as big as between ethnic groups (Rijamampianina & Carmichael, 2005). With a growing black middle class, it is expected that people from a similar economic ability, have certain experiences and circumstances in common. The current situation in the municipality is not much different to the division amongst employees before 1994. By defining groups in these broad categories, the similarities between different cultural groups have been totally ignored. The municipalities' inability to strategically focus on diversity has meant that they do not capitalise on the similarities between races and ethnic groups. It is therefore a constant struggle to manage the differences rather than harnessing the value of diversity. One of the interviewees echoed this when he stated *"The narrow view of diversity in the municipality is very restrictive."* As stated earlier, the EEA, according to Maier (2002), applies a reductionist view of diversity as it focuses on the more visible dimensions such as race, gender and disability. Since the municipality takes its lead from the EEA, mainly it has failed to move beyond the legislative imperatives.

From the responses of interviewees', it is clear that each person defined themselves in terms of the group they belong to, which is not uncommon in the SA context of Ubuntu. Each interviewee however also had dimensions which were unique to them, be it life experience, education or work experience. This means that in reality they are members of various groups. It is realistic however that certain group memberships are automatic and self- defining whereas others are acquired throughout an individual's

life and thus more subject to change. While the self-definition of each individual is not entirely against ubuntu, it clearly seems to be subservient to the group definition within the municipality. Many interviewees, across racial and ethnic groups, indicated that they follow the Christian religion. This similarity between individuals from the different racial groups who stated their religion as Christianity did identify with people from other races who subscribed to the same religion. How important they saw their membership to this group, was however still below the importance they gave to their identity to their racial group.

The overriding dimension was still the obvious highly-legislated dimensions of race and to a lesser extent, gender. Race is still very much a divisive dimension in the municipality. It is also true that interviewees defined the dimensions important in society to decide which main group they belonged to. The view that members in a specific group are interchangeable while outsiders are viewed as homogenous, as stated by Maier (2002), is evident from the interviews.

The kaleidoscope-model proposed by Maier (2002) states that an individual's unique dimensions are revealed through the various situations they face. This was only evident in the response from interviewees who had been exposed to a greater spectrum of diversity knowledge and training. An example is the one interviewee who sited dimensions such as HIV-status, age, work-position and tradition based on his own education and experience. An individual's kaleidoscope is dynamic and can be influenced by events that impact the individual or the society they belong to (Maier, 2002). By educating employees about the other, less obvious, dimensions, the municipality can break down existing barriers between rigidly defined groups and establish unity amongst employees when they understand and accept themselves as multidimensional and as simultaneously belonging to multiple-groups based on their unique kaleidoscope. At the same time it will create awareness amongst employees that each individual's membership of a specific group is situational and dynamic. This could change the employee's perspective of others as homogenous outsiders with the understanding that individual dimensions are also important. There will obviously be certain dimensions, such as race, that are unchangeable but the view that groups are permanent and fixed for all dimensions could be changed when the municipality focuses on the individual as a unique entity belonging to various groups.

Based on the implications identified by Maier (2002), it is thus fair to say that the evidence suggests that the municipality has not begun to understand the multi-dimensionality of diversity. They have also not given any consideration to the strong influence of perception on employee's actions. They should also consider how management and leadership practices will need to change to effectively lead the diverse -workforce in the organisation.

5.2.3 Dealing with Diversity

When applying the paradigms of diversity within the public organisations model of Thomas & Ely (1996), it is evident that the municipality is still within paradigm 1. There is a strong focus on pursuing diversity under the guise of equality and fairness. The emphasis is on legislative compliance and as such, diversity within the organisation is driven by the requirements of AA and EEO. From the responses of the interviewees', it is clear that access to positions is driven by the need for the municipality to increase their intake of individuals from designated groups. It is also clear that while the numbers of these individuals had drastically increased over the last 16 years, not everyone is satisfied that higher levels of management and leadership has become gender and racially diverse enough. An interviewee states *"Overall, the number of blacks recruited meets the numerical targets; the problem is that not enough blacks occupy senior management and positions of influence. Senior management is still very white-male-dominated"*.

Many employees still feel that while they have gained access to the organisation, they are still expected to assimilate into a culture that is very much similar to the pre-1994 culture of the municipality. An interviewee states *"Junior staff will have complaints but as time goes by, you just go with it. Some people will try to make a difference but in the end it's a huge organisation and it feels like you don't have any say or your say will just disappear."* The early leader's values and culture has thus been fully entrenched within the organisation and is still dominant, if gauged by the interviewee responses. It is disconcerting that most interviewees expressed the concern that even black managers seem to assimilate into the existing culture, which they described as Westernized white-male-dominated, rather than transforming the organisational culture. An interviewee states: *"Black managers become more Westernized as they move up. They just follow the trend. You always say 'new brooms sweep clean', so they try to make a difference when they get there but eventually realise it won't help you much, so you*

just go with it. Whatever management- or leadership style you wanted to implement just phases out." It also means that through the assimilation into the existing organisational culture, the organisation misses out on the cultural richness that a diverse workforce can offer.

The overall feeling is that employees do not feel empowered to influence the organisational culture. As stated earlier, for employees to feel valued and empowered, they must feel that they have influence over the organisational culture and that at the very least the organisational culture is dynamic. While some experience tolerance towards their individual culture, it is not enough to define the current situation as one that lends itself to acculturation rather than assimilation. Again this points to the lack of commitment from the side of managers and leaders to make diversity a strategic imperative.

The municipality, in order to truly benefit from the existing diversity, must move to a point where employees feel that they matter. This will not be an easy process as it will typically mean that all managers and leaders will need to acquire the skills to make them more comfortable with ambiguity and the ability to accept that difference does not necessarily mean that one perspective is right while the other is wrong (Maier 2002). Currently, the municipality has a defensive approach to managing diversity but a more developmental approach where the uniqueness of individual employees is truly seen as their greatest asset, could benefit the municipality. Mere compliance, as is currently the case, will not harness the true value of diversity. If the continuum perspective, discussed earlier, is used, it is clear that the municipality is at the stage of acknowledging diversity and has not yet realised the need to value diversity or to actively create diversity. It comes across as a matter of managing the risks of diversity. Even within this stage of acknowledging diversity, they have not yet grasped the full and broad scope of diversity, as can be seen by the narrow dimensions by which diversity is defined.

Employees should feel safe in the work environment about their specific uniqueness or difference to the rest of the group. The municipality's EEP states that training will be provided where the particular skills do not exist and lists diversity management as one of the programmes that could be offered. The challenge could be that while the municipality has defined diversity as human uniqueness, they have not fully understood diversity-awareness as understanding and respecting this uniqueness and its dimensions (Grubb, 1995). Many of the interviewees' however, felt that the relevant training was not provided or when provided, only senior managers attend. An interviewee stated *"I have not been exposed to any*

diversity-management programmes. It does not mean that the municipality did not come up with interventions but as such, I have not been exposed to it." There was also general consensus that very little transpires in terms of implementation after such training. The process of managing diversity according to Gardenswartz & Rowe (1994) is based on building specific skills and in creating the right policies that will derive the best from each employee. It will also lead to the development of new ways in which the diverse group will work together.

It could be beneficial if champions are identified that will drive the initiative to truly value diversity in the organisation and for diversity to pervade the entire organisation. In many of the interviews an overriding theme of 'us and them' emerged between senior management and lower-level employees. An interviewee states: *"In practices such as Lekgotla's the value is not realised as every voice is not heard. Older employees are often heard above younger staff. At the same time, the level of the employee is often considered more than his or her input"*. The decision-making process is largely centralized within the senior management echelons. This feeling of separation and helplessness could be the reason why employees have not actively contributed to diversity initiatives within the municipality. Hofstede (1985) refers to power-distance and uncertainty-avoidance as the central reasons why organisations experience problems with diversity. While the municipality has a male-dominated senior management, as can be seen from their employment equity reports of 2008, many interviewees stated that the initiatives to empower women are visible and have borne fruit as women had been promoted through the management ranks. Some however felt that the process was still very slow and that more could be done to make the municipality more gender-diverse in the senior management ranks.

On the question of whether interviewees felt that they were allowed to live out their culture, religion and traditions in the municipality, many answered that while there seem to be a high tolerance for religious beliefs and sexual orientation; culture and tradition is often suppressed for the greater good of the organisation. They felt that the municipality expects of them to assimilate into the existing culture when they join the organisation.

When the municipality focuses on the development of each individual in the organisation it will benefit the organisation as fulfilled employees are more productive and effective. In the process of transformation, it is also important that not everything of the pre-1994 organisational culture be thrown

away as it will lead to white employees feeling alienated. The process should be consultative and inclusive. As stated earlier, a few of the interviewees felt that while black employees expect whites to learn about their culture, it is equally important for blacks to learn more about white employees culture. The issue is not doing away with a culture that dominates by reversing the tables but rather finding what is the best for all employees. While, as one interviewee stated, it will be more time-consuming initially; but it will benefit the organisation in the long run. One commonly accepted set of organisational values should be developed for the organisation as peoples' values determine their actions and ultimately the way they will approach diversity.

5.3 Discussion pertaining to research question 2: How the changes in the South African political and legislative landscape have impacted diversity within the municipalities.

As stated earlier, Gardenswartz & Rowe (1994) asserts that AA is an effort to monitor and control the demographics of organisations through legislation. Many other researchers, as mentioned earlier, have stated that for AA to be successful, individuals from targeted groups should also be developed to achieve their full potential. The initial focus of the democratically elected government, as mentioned earlier, was to develop the countries human capital to address the critical skills-shortage and to foster lifelong learning. In the municipality's recruitment and selection policy, it is clearly stated that they subscribe to all relevant employment laws that will enable them to promote EE. From the responses of interviewees, it is clear that the municipality has succumbed to many of the challenges with AA and EE as identified by (Thomas 2002).

The municipality has been successful in attracting a large number of black employees into the organisation. While the numbers have increased, the concern amongst employees is that not enough black individuals have been employed, developed and retained in senior-management positions. An interviewee states: *"Currently there are mainly Whites in senior- and executive-positions while Blacks fill the lower-levels."* On the other hand it is clear that White employees feel disadvantaged through the AA, EEO and EE programmes as one White interviewee states, *"I have applied for various promotion positions without any success."* The interviewee attributed this failure to secure a promotion to the fact that he is White.

The danger with the way in which AA and EE had been implemented is that stereotypes could have been further entrenched. Evidence of this is the perception that lower-levels are mainly filled with Black employees while there is a shortage of Whites and Indians in these positions. Whether this is accurate or not, it is an issue that needs to be addressed as employees' perceptions are just as important as fact. As mentioned earlier, this could perpetuate the stereotype that lower-level positions are beneath White and Indian employees, while White and Indian employees on the other hand may not even be aware of these opportunities. Communications regarding recruitment of other races into lower-level positions seem not to reach the intended target-market. A White interviewee states: *"The lower-levels have a lot of Black people but I don't think Whites have a chance to get into the lower-levels. My child completed her high school education a year ago but she will not be able find work at the municipality."* The problem is thus not that policies and initiatives to increase certain designated groups in specific positions do not exist but, rather that they are poorly communicated and implemented by the municipality. It is also important that the equity reports reflecting the intake of disadvantaged individuals be dealt with in an open and transparent manner in order to address the concern that not enough individuals from disadvantaged communities are employed in the senior management positions.

It is clear the racial targeting of AA and EE has resulted in frustrations amongst employees, both Black and White, and has resulted in a general feeling that service-levels in the municipality have dropped. An interviewee states: *"You often hear about the 'Africa-culture', like the Blacks who like to be lazy or are never in their offices."* This is contradictory to the view by some researchers that service levels will improve because of the diversity of the employees. As stated earlier, a properly implemented AA-programme could greatly benefit the municipality if individuals from disadvantaged communities who enter the organisation are developed to reach their full potential. The process of racial targeting without development brings about a frustrated and underdeveloped workforce. As stated earlier an interviewee states: *"There are not enough training programmes to develop women and individuals from disadvantaged backgrounds and it is often the case that managers focus on their own training needs more than that of their staff."*

While AA is an instrument to bring about social and economic change, Jinabhai (2004), it does not completely address the issue of transformation and organisational culture-change. An interviewee confirms this in his statement saying *"I don't have knowledge of African leadership-principles, but I*

would think that when Black managers come in they have to fit into the organisation." The evidence points to a poorly-managed transformation process and one that has not been made a strategic imperative by the leaders of the organisation. An interviewee states: *"Recruitment processes are often too race-focused instead of focusing on the advantages, such as new ideas and thoughts a diverse workforce can bring"*. Some women feel that their gender, in some cases, is a barrier to entry for senior positions; but race is however a greater barrier according to some. *"Being White is more of a barrier to promotion than being female"* states a female interviewee. Again the over-emphasis on differences in the recruitment strategy of the organisation does not help them in building a diverse, competent workforce. The narrow implementation of AA as just a numbers driven exercise, brings about new problems that could have been avoided if the process was implemented in a manner synonymous with how the Black Management Forum and other researchers defined affirmative action. While AA and EEO will in all probability not be suspended soon in SA, it is unrealistic to apply it in a numbers-driven manner since it was never meant to be a permanent initiative.

The EEA, section 20(3) lists formal qualifications, relevant experience, prior learning or capacity to acquire, within a reasonable time, the ability to do the job as suitable qualifications. While this addresses the suitability of disadvantaged individuals for positions in the municipality, it does not address further development once they have gained entrance into the organisation. As stated earlier AA that stops with racial targeting and quota-systems will not reach the intended objective of social and economic development of targeted groups. It must go further to achieve the development of these individuals. Not enough is done to recruit, develop and retain these individuals in the municipality.

As stated earlier, many researchers support the idea of AA as a holistic human resource development approach rather than merely increasing the numbers of individuals from disadvantaged groups. Implementation of well-thought-out mentoring and on-the-job training programmes could build the necessary skills and capacity amongst targeted individuals. Besides the skills development, it also presents an opportunity for diverse individuals to gain better insight into others and for barriers between white and black employees to be broken down. Individuals from disadvantaged groups become demoralized and opt to rather leave their department or municipality instead of feeling insecure and as token appointees. This feeling of many black professionals that they are undervalued by the municipality

is a clear indication that the development of targeted individuals is not seen as a strategic issue in the municipality.

The municipality has a policy of rapid advancement for individuals from disadvantaged communities as well as a recruitment and selection policy that requires a developmental plan to be submitted within 14 days after a new employee has started with the municipality. At the same time the policies and programmes should not ignore the reasonable expectations of white employees. An interviewee states: *"If the organisation is not careful Whites might feel that they are being discriminated against and that reversed-apartheid is being practiced."* Once again, the challenge comes in with no or selective implementation of these policies. Again this points to the fact that the main driving force behind AA and EEO is a legislative compliance one rather than real commitment by the management and leadership to develop the human resources in the organisation. None of the senior Black managers interviewed have credited the organisation for their development. Applying exit interviews for all employees, irrespective of race, gender or position, could be very insightful to the organisation and could help them identify problem-areas earlier.

Another problem created by poorly implemented and managed AA and EE programmes is that it fosters distrust amongst employees in an organisation. Some White employees feel marginalised and that they are overlooked when promotion positions become available. This leads them to believe that they do not really have a future in the municipality. A White employee states: *"Fifteen years ago we were briefed about AA and EE and how it will benefit all employees within the municipality. Since then I have applied for various promotion positions without any success. I also do not think that White applicants will be successful when they apply for lower-level positions."* As stated earlier, many Black employees on the other hand view the EE reports with suspicion as they still feel that Blacks are recruited for lower-level positions but not for senior-management positions. Some of the interviewees also stated that the poor implementation of the affirmative action and EEO programmes as it is currently run, only leads to a situation where racial groups become more and more suspicious of each other and further damages the trust amongst employees.

This, they feel has and could lead to low morale and lack of loyalty amongst the affected groups and individuals. A potential solution could be the proposal by an interviewee who states: *"These*

programmes should be monitored centrally rather than by each division to improve accountability." It is important, as stated earlier, that both Black and White employees, face their fears of AA and EE programmes in order for each individual to live and perform to their full potential. Whether these fears and suspicions are based on fact or not, the municipality has to confront the causes of distrust and communicate in a transparent manner about their AA and EE targets and plans.

As mentioned earlier, while there is distrust between the different levels of employees in the organisation, there is also the issue of distrust between the different racial groups within the municipality. As stated earlier, an interviewee states: *"White managers are afraid that highly qualified Black recruits will challenge the status-quo and therefore they prefer to recruit Black candidates with lower qualifications."* Another interviewee states: *"White senior managers often did not have the right qualifications but when they have to appoint junior staff, they place unfair requirements in terms of qualifications and experience."* Some Black employees feel that White managers are trying to keep Blacks out of senior-management positions by placing unrealistic expectations and barriers to entry aimed at keeping qualified Black candidates out. It then becomes too easy they felt, for these managers to circumvent the equity-targets by motivating why White applicants should be employed instead of Black applicants.

Again, irrespective of whether this perception can be factually supported, the municipality should be aware of it and address it. The distrust is also evident amongst employees of different levels where lower-level employees feel managers are often only interested in their own development and do not commit enough resources to the development of their staff. As one interviewee states: *"The skills development levy, although it is received by the municipality, is not used to train lower-level staff but rather goes towards the training of top-management. The labour unions have been fighting against this for over eight years."* So besides distrust amongst racial groups, there is also gender and positional distrust in the organisation.

While it will not be easy, an opportunity exists for the municipality to turn the racial diversity from a source of conflict and misunderstanding to a source of creative strength, mutual interdependence and synergy (Kiggundu, 1991). For AA to be effective, based on Human (1996), the municipality must view employee development as a strategic issue; adapt their staffing procedures accordingly and define the

role of line-managers in the developmental process. If the municipality can positively address the issue of trust, it could bring about increased mental efficiency, better decision-making, increased mental flexibility and increased ability in understanding information (Goleman, 2001).

The attempt by the municipality to move towards correcting the imbalances of the past is commendable. At this point however, it seems as if the diverse workforce is more a liability than a dynamic capability, as explained by (Schueffel & Istria, 2005). From the clear disconnect between diversity-management and the lack of development of the municipality's human resources, it is clear that these two issues are often treated separately. One of the challenges is that the exceptionally high focus on race will mean that the full advantage of diversity may be overlooked. What is needed is a shift away from equal -opportunity focus to diversity management. This will bring about a focus on the development of all employees and not just Black employees (McDougall, 1996). It will mean that AA and EEO policies help to open up the workplace to individuals from disadvantaged groups while diversity-management programmes helps all employees to maximize the benefits of diversity and to convert it into a competitive advantage.

Diversity-management implemented correctly will mean that all employees are developed in order to gain a competitive advantage from the diversity. The focus will move away from group-categorization to valuing the uniqueness of the individual. It does not mean that AA and EEO programmes will be abandoned but rather that they will be implemented in a manner that optimises their objectives. It will also bring about a more productive workforce when all individuals feel valued.

In the diversity management process, the managers and leaders will need to commit to it and be active drivers and champions of it.

5.4 Discussions pertaining to research question 3: The skills and competencies needed by managers and leaders in the municipalities to lead and manage a diverse workforce effectively

Management and leadership are two distinct and complimentary processes that are needed to move organisations forward and to gain a competitive advantage. In the context of the political and social change that SA has undergone since 1994, it is important that organisations have the right leaders to

drive the process of transformation and to lead organisations effectively. Kotter (1995) clearly distinguishes between the roles of managers to deal with complexity while leaders search for opportunities for change.

5.4.1 The Current Management and Leadership situation in the Municipality

The current management and leadership-styles in the municipality, according to the interviewees, ranged from autocratic to inclusive and democratic. The type of management and leadership is very dependent on the individual style of the manager in each specific department. The seniority of the manager also impacted the style as many employees experience a more autocratic management-style with increase in seniority. One area where they particularly experience this is in the processes of decision-making where many feel that the top-down approach brings division between managers and employees and creates an overall feeling of 'us and them'. As one interviewee states: *"The general management style in the municipality is top-down where they tell you what to do and you must just do it. Junior staff will have complaints but as time goes by, you just go with it"*.

It is important that managers realise their role in motivating staff and creating an environment where employees feel a sense of belonging, recognition and control over their own environment. Some of the interviewees' had stated that their managers are already providing this type of environment. The challenge is that this is not the general situation within the municipality. For the organisation as a whole to maximize the potential of the diverse-workforce, it is important that this becomes the norm.

The municipality should focus on developing the people-management skills of all managers and employees in leadership positions. By doing this, the organisation will give employees the ability to give greater meaning to routine jobs and will create a greater sense of ownership and accountability. *"It is not always easy to manage diversity as organisational norms are determined outside of each employee's culture"* states a female senior manager. As stated earlier, to effectively lead diversity, it is important for each manager and leader to understand their role and impact in the process. There is no doubt that the current managers and leaders in the municipality are facing greater diversity and human resource complexities that are vastly different to their predecessors of pre-1994.

"There is no or very little commitment to diversity management by senior management" states an interviewee. Diversity-management is not yet interwoven into the organisational culture and life of the municipality. An interviewee states: *"Not enough is done to promote diversity in the municipality and not enough resources are made available for this issue. Management of the municipality does not show enough commitment to the issue and as such employees will not regard it as important."* Simply applying AA and EE does not mean that it will automatically facilitate needed changes in management and leadership practices and norms.

According to Grobler (1996) South African managers today need to have a mixture of transformational-, transactional leadership and greater situational sensitivity. It is thus not a matter of eliminating the variety of leadership-styles in the organisation but rather creating awareness amongst managers about the appropriateness of different approaches in specific situations. Management and leadership do not simply happen; it is important to learn the appropriate skills and to consciously apply them. As discussed earlier, in more detail, the municipality needs to embark on a process of developing each manager and leader's emotional leadership-skills. This does not mean that some managers in the municipality do not already have the necessary skills and emotional intelligence but rather that a broader all-inclusive programme of development would benefit the organisation more. The organisation would also be able to thereby address issues of trust and retention of highly-skilled individuals. At the same time, leaders would be building bonds between themselves and staff and between the diverse employees.

Most women and a few male interviewees also felt that female managers often had to work harder than their male counterparts to gain the respect and trust of fellow managers and employees. A male interviewee states: *"Women are open to abuse by employees as they tend to be 'too soft' and try to understand their employee's personal problems."* Some interviewees also felt that while a few women had broken into the senior-management roles, more could be done to promote women into the senior management ranks at a faster pace.

5.4.2 Management and Leadership needed in the municipality

The impact of leadership on an organisation is too important to leave to chance. Leaders determine the effectiveness and overall mood of their departments and organisations. They are the driving force behind

the strategic intent and productivity, people-development and often influence recruitment and retention of valuable employees. Given their positions within the organisation, managers can be seen as legitimate role models for normative behaviour (Mayer et al, 2012). Managers and leaders in the municipality should first be developed to the extent that they are able to confront their own prejudice, perceptions and actions in response to the diversity of the workforce. If the managers and leaders are not committed to the process of managing and leading diversity, they will become what Heifetz & Linsky (2002) describe as 'barriers to change'. Ethical leaders, according to Mayer et al (2012) help their employees in developing group-norms for how to treat others and thus ultimately influence group relations and dynamics. Ethical leaders are thus able to create an environment where diverse employees can engage and debate important social issues with confidence that it will ultimately contribute to the advancement of the group (Jansen, 2012 and Mayer et al, 2012).

Awareness needs to be created as to the value of diversity and the need for transformation. Once managers and leaders are convinced of the need and motivation for diversity-management, it should be easier for them to be the driving force behind better diversity-management practices in the organisation. As stated earlier, managers need to move from a command-and-control to a joint-problem-solving -approach if they want to tap into the advantage of diversity (Horwitz, 1996). The municipality should embrace a more synergistic inspirational-leadership approach that draws on both Eurocentric- as well as African philosophies.

From the research conducted, it is clear that leadership from a social constructionist perspective will be more accurate and effective in the South African municipal context, as proposed by (Maier, 2002). It describes leadership in the context where each individual's diversity dimensions are constantly changing, depending on the situation and where the interaction between the leader and follower is crucial in how well the relationship is managed. With Ubuntu, where individuals are identified as members of a group, being a major focus of African culture, it makes sense that the social constructionist perspective would be more relevant. The view by many interviewees that Blacks are expected to assimilate into the existing organisational culture is evidence of the empirical-positivist -paradigm that still exists in the municipality. As stated earlier, a White interviewee states: *"I would think that when Black managers come into the organisation, they would have to fit into the organisation"*.

As mentioned earlier, the municipality would be able to draw on the greater advantage of diversity if they accepted that individual realities are continuously constructed through discourse (Maier, 2002). This places the responsibility on leaders to facilitate the process of establishing new organisational and individual realities. Maier's conceptual framework, much like the model on emotional intelligence, on leading diversity endeavours to cover all dimensions and elements that leaders need to be aware of when leading a diverse workforce. This framework requires a high level of self-awareness by the leaders of their own views and rationale behind their actions, as well as a thorough understanding of their employees and how each person constructs their own diversity reality. It should include not just the realities but the perceptions surrounding diversity. A black interviewee importantly states the need for self-reflection amongst all employees when he states: *"We Blacks have not even seen the need to explain to our White counterparts what it really means to be part of a Lekgotla."* As stated earlier, the interviewee also highlighted the importance for Black employees to learn about White employees' culture and traditions and not just to expect White employees to learn more about Black culture and traditions.

At this point, the focus on leading diversity in the municipality is very shallow and merely aims to meet legal obligation. Based on Maier (2002), the management- and leadership-style in the municipality at this point is still focused on ensuring that there are no process-losses. The municipality has not yet realised the benefits of creating and leading diversity.

Further research is necessary to investigate the need and applicability of implementing a social constructionist diversity-management-perspective in the municipality and public sector at large.

5.5 Discussions pertaining to research question 4: The application of traditional African centred leadership principles and practices by South African managers.

In the context of South Africa's long history of racial segregation, it could be expected that the dominant management style in SA would still be largely Eurocentric, with employees experiencing it as autocratic, hierarchical, authoritarian and individualistic. This is true, irrespective of the race of the managers and leaders. As stated earlier an interviewee states: *"Black middle and senior managers adopt a more Western leadership-style because the organisational environment expects that of them."* Another

interviewee supports this view in his statement that black managers practice Western leadership styles as; *"They practice what they are taught at universities and colleges."* As stated earlier, Mayer et al (2012) states that individuals learn what is expected of them and the norms for behaving appropriately through their own experiences as well as by observing their group members.

As stated earlier, many researchers and politicians have called for a new leadership paradigm and implementation of an Afrocentric-approach, based on the principles of Ubuntu which propagates humanism, communalism, supportiveness and solidarity. This call reverberated through the interviewees' feedback as well. An interviewee states *"There is nothing specifically African about how the diverse workforce is managed"*. It could however serve the municipality best to follow a synergistic approach that applies the best of Western and African philosophies that will benefit all employees and stakeholders. It is important that while many Black employees want a more Afrocentric approach that managers and leaders should recognise that White employees may feel comfortable with a more Eurocentric approach. The researcher agrees that the current situation is heavily skewed towards a Eurocentric approach and that more Afrocentric practices and philosophies are needed. With the diverse workforce in the municipality any system that is overly skewed towards one philosophy over the other will not be as effective as a synergistic approach. In the South African context it must be remembered that not all racial groups classified as Black would automatically be more comfortable with an Afrocentric approach. Coloured and Indian employees may experience Black African leadership principles as foreign to their own culture and beliefs.

Ubuntu, practiced correctly, supports effective management of diversity. Instead of trying to manage the risks, it values and celebrates diversity in an organisation. It promotes the idea of interconnectedness of people within a group and respect for diversity. At the same time it does not undermine individualism and the fact that each individual within the group has unique dimensions. An audit of how employees experience ubuntu in the municipality may give insight into what the best approach would be to implement it properly.

Another Afrocentric practice, Lekgotla's, could also greatly benefit the municipality. If applied correctly the Lekgotla-process of decision-making values the input from all participants irrespective of their job-level; age; social- or economic standing. As stated earlier, it would mean a longer process of decision-

making, but would ensure commitment from all once the decisions had been made. The current situation, where decisions are made by managers only, often means that employees do not 'buy in' to the decisions and as such are not committed to implementing the decisions. An interviewee states: *"Staff are asked to give input when major decisions need to be taken, but I am not sure whether it is ever used or incorporated into the decision-making process."* As mentioned earlier, another interviewee felt that the level of the employee is considered before their input is taken seriously. Another interviewee states: *"Practices such as Lekgotla's are almost used as a power-game."* One of the keys to successfully implementing Afrocentric approaches is communication. Employees will resist change, especially when they feel they have no control or where a high level of uncertainty exists.

5.6 Conclusion

From the responses it is clear that the diversity-dimensions that is addressed directly in legislation and is regulated through corrective programmes such as AA and EE feature more prominent amongst employees' perception of diversity. These are also the dimensions that are more visible and had also been the basis of discrimination in the past. As stated earlier it in understandable that this would be the case given South Africa's history of using these dimensions such as race, gender, culture and language as the basis for discriminatory legislation and practices. The challenge is that this has contributed to diversity being approached from a group point of view instead of focusing on the uniqueness of the individual. This may mean that the true advantage of the countries diversity may not be realised in organisations. It could also be that these social diversity dimensions still define what is different between groups rather than investigating the similarities across various groups.

From the responses it is clear that the municipality has implemented AA, EE and the EEA from a legalistic perspective in in order to comply with government directives. While black employees still feel that many barriers still prevent them from positions of influence, it also emerged that White employees feel that reverse-discrimination is taking place. As stated earlier, this is often a consequence of previously advantaged individuals feeling that they have lost their power. The approach of compliance indicates that the municipality has not grasped the benefits of diversity and transformation for the organisation. The implementation of legislation alone cannot be seen as the solution to hundreds of years of division and separate and unequal economic development of races and cultures.

When managers and leaders do not show commitment to creating and effectively managing diversity, it demonstrates a lack of organisational will to value diversity, as has been raised by many of the interviewees.

While many interviewees expressed the need for comprehensive diversity management training amongst the employees, they were not aware of any current programmes that have been implemented with success. The few people who had been aware of previous training were unsure of the long lasting effect and impact, as they did not see any real change in the organisational culture or the way that diversity was managed and led in the organisation. They also felt that the isolated programmes offered focused solely on awareness creation rather than developing the necessary skills to manage and lead diversity. Because employees see the lack of commitment to diversity-creation and management, they are not convinced that diversity is an important strategic imperative to the municipality.

Many interviewees stated that the management- and leadership style in different divisions and departments were very dependent on the preference of the manager or leader. They however agreed that these styles were overly Westernised with an autocratic and prescriptive approach. While there is awareness of some African-leadership philosophies, very few interviewees experience it in the municipality and if they do, it is usually once-off events rather than part of the organisational culture. Many interviewees feel that black managers and leaders do as they have been taught to do and rather opt to assimilate into the existing organisational culture than to try and transform it to a more Afrocentric-approach.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

The purpose of this chapter is to summarise the findings of the study as pertaining to the research questions. This is followed by recommendations to the management of the organisation and finally suggestions for further research are made.

6.2 Conclusions of the study

As mentioned earlier, one of the key focus areas, since democratization in 1994, has been to redress the oppressive and unfair labour practices of the previous government. As part of its plan the ANC government embarked on various corrective programmes, of which AA is probably one of the best known. In its original form, it was aimed at not only increasing access to job opportunities but also meant to provide developmental opportunities to persons from disadvantaged communities and backgrounds. Despite the best intentions of these policies and programmes, change of social dynamics is often a long process with benefits and advantages only being realised well after the start of any initiatives.

One of the insights gained from this research is that diversity is still an issue viewed from an emotional perspective for most people and as such should be handled with great wisdom and sensitivity. The findings based on the research objectives can be summarised as follows.

A fall out of the policies and programmes that were introduced to redress the unfair labour practices of the past has unfortunately been the narrow dimensions by which people have continued to identify differences amongst themselves. The main diversity dimensions identified were the visible ones that were also covered by legislation and policies. Failure to view these differences as unique opportunities to build a stronger organisation remains a challenge.

Through the application of corrective policies and legislation the municipality has to some extent succeeded in giving people from disadvantaged backgrounds access to the organisation. The challenge remains with implementation of initiatives and programmes to develop these individuals.

The main findings of the research were that management and leadership styles were highly personalized and that there isn't a consistent management and leadership ethos in the organisation. While some managers and leaders have the right skills, there is no coordinated initiative by the municipality to develop the skills needed to lead the diverse-workforce effectively. The general management- and leadership-style within the municipality is still heavily skewed towards Western leadership practices and philosophy. While interviewees could see value in African leadership principles and philosophies, they did not see clear and consistent evidence of it being practiced in the organisation

There is no coordinated training programme currently being implemented in the municipality. Initiatives are currently very reactionary and driven by individual managers who identify a need for such training in their department. Even these development programmes and the few diversity management-training programmes offered by the municipality focused on awareness-creation only. Developing and building the necessary skills to lead and manage diversity were neglected.

The leadership of the municipality has failed to identify diversity as an important business imperative. They are still focused on managing the risks associated with diversity and not yet focusing on creating and leading diversity.

6.3 Recommendations

It should be noted that the objectives of this research was to investigate the issues around diversity and the management thereof. There is however some concrete recommendations that can help the municipality to more effectively lead and manage the diverse workforce.

Broader well-thought-out initiatives that focus on both visible and unseen diversity dimensions is needed to determine the true diversity within the municipality. Diversity is too narrowly defined and as such limits the response of the organisation to effectively manage diversity. The municipality should

move to an ‘individual focus’ rather than just ‘group-focus’ when defining diversity. Only once diversity is understood at an individual level can it be expanded to a group, process and organisational level.

The municipality has failed to implement AA, EEO and transformation programmes effectively. They should not only focus on increasing access to job opportunities but also developmental opportunities to persons from disadvantaged communities.

The importance of leaders to motivate and inspire employees to achieve the organisational vision should not be neglected. It is crucial that the leadership of the municipality begins to communicate the vision often and consistently. As mentioned earlier, the municipality should embrace a more synergistic-inspirational-leadership approach that draws on both Eurocentric- as well as African-leadership principles. The current overly Eurocentric-approach will elicit unnecessary conflict in the diverse workforce.

A further area for follow up exists for the municipality to engage with external facilitation providers to conduct comprehensive awareness- and skills-development training. As diversity is a social phenomenon which is emotionally loaded, it might be best to engage in external, independent facilitation. Organisation-wide training programmes should be implemented. It should go beyond mere cultural sensitisation and awareness-creation of differences. It should include and focus on the development of the relevant skills needed by all employees to deal with diversity.

More resources should be allocated to diversity issues and the business case for diversity should be clear. The municipality should also embark on a process to quantify the economic benefit of the diversity programmes initiated in the organisation. A paradigm shift from managing diversity to creating and leading diversity would be more beneficial to the municipality. The gain theory of leading diversity was proposed as a strategy for the municipality in order to truly benefit from diversity and to motivate the business case for diversity.

6.4 Suggestions for Further Research

Throughout the research, reference was made to visible as well as to unseen diversity dimensions. It is clear that people assign different values to different diversity dimensions. Further research could investigate whether a quantitative model can be developed that will be able to determine the relative importance of different categories of diversity dimensions. It would be interesting to understand how different employees' culture and tradition influence the importance they assign to various diversity dimensions. Another factor that could influence the importance of dimensions is the influence of perception on peoples' actions.

Further research could also focus on the specific diversity programmes that have been introduced by the public sector, specifically investigating whether these interventions focused on awareness creation or on developing the required skills to effectively manage and lead diversity. It could also look at the commitment by management and leaders to make diversity a strategic business imperative and the resources made available to this crucial issue.

A third area of further research is the issue of African leadership principles. While many interviewees were aware of popular principles and practices such as Ubuntu and Lekgotla's, it was also evident that many did not fully understand how these are applied effectively in the workplace. The question therefore remains whether South African society really still has valid African leadership practices or have Black South Africans become so accustomed to Western leadership practices that Afrocentric-leadership principles have been relegated to romanticized academic concepts. What exactly are people talking about when they say the municipality should follow a more Afrocentric-leadership approach? An interesting angle that could be covered would be to investigate the difference, if any, between how leaders in the municipality manage and lead employees to how management and leadership is practiced in traditional black urban families, communities and society at large. Further research could thus investigate which Afrocentric principles should be synergized with Eurocentric-practices.

An area of further research is the impact that implementation of AA and EEO programmes have had on race-relations and the broader diverse workforce in the public sector. From the research it is clear that black and white employees are not totally satisfied, for different reasons, with how these programmes

have been implemented. If employees can therefore not see the benefits of these programmes, the question then becomes whether they are implemented appropriately. More importantly, an issue to research is whether there is an alternative to AA and EEO that is suitable to the South African context that would reach the same objectives.

The research focused on the employees as the most important asset of the organisation. Further research could focus on how diversity issues impact the other stakeholders with whom the municipality deals. In particular, the issue of whether small Black-owned businesses are benefiting through programmes such as Broad Based Black Economic Empowerment (BBBEE) could be researched. BBBEE is a government initiative aimed at creating broad economic empowerment amongst disadvantaged groups and is intended to bring previously excluded groups into economic participation. Such research could investigate whether the municipality has a role to play in the development of these businesses through training and development opportunities. During the interviews some interviewees expressed the concern that small Black-owned businesses are being overlooked when big tender contracts are awarded. Some also felt that these businesses are used by big White-owned businesses and that no real sustainable economic empowerment takes place. The lack of an enabling environment is a bigger problem than access to finances for small, medium and micro enterprises (Khoza, 2012).

Diversity is a valuable competitive advantage on which global organisations are spending endless resources to create. In SA the public sector has an endless supply of unique and diverse candidates at their disposal. In the information- and knowledge-age in which we find ourselves, it is crucial that the creativity, uniqueness of the diverse-workforce be tapped into as a competitive advantage. Diversity is a valuable business commodity that is in abundance in South Africa. Our differences can be the biggest unifying factor.

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APPENDICES

Appendix 1: List of Interview candidates

The names of interviewees have been withheld as the researcher indicated that all information will be treated confidentially.

Place	Date	Gender	Race	Position
Benoni	20 February 2009	Female	Black – African	Senior Manager
Benoni	20 February 2009	Female	White	Senior Manager
Benoni	20 February 2009	Male	Black – African	Middle Manager
Benoni	20 February 2009	Male	Black – African	Senior Manager
Benoni	20 February 2009	Male	Black – African	Lower level
Brakpan	12 March 2009	Female	Black – African	Lower level
Brakpan	12 March 2009	Female	Black - Indian	Middle Manager
Benoni	12 March 2009	Male	Black – African	Lower level
Benoni	12 March 2009	Male	Black – African	Lower level
Benoni	12 March 2009	Female	White	Middle Manager
Benoni	20 April 2009	Female	Black - Coloured	Lower Level

Benoni	20 April 2009	Male	Black – African	Senior Manager
Benoni	20 April 2009	Male	Black – African	Lower level
Alberton	11 May 2009	Male	Black – African	Senior Manager
Alberton	11 May 2009	Male	White	Middle Manager

Appendix 2: Sample Interview Transcript: Senior Manager

Name of Interviewee: (withheld)

Reference: BMSM01

Black, **M**ale, **S**enior **M**anager, **Code**

Organisation: Ekurhuleni Municipality - Benoni

Position: (withheld)

Date: 20 February 2009

Place: Benoni office

Interviewee's Background:

The interviewee has been in the municipality since 1996 in various middle and senior management positions.

1. **How does the municipality define or view diversity amongst its employees or service -providers?**

   The municipality defines diversity dimensions as race; language and gender. I also include dimensions of class; sexual orientation; HIV status; disability in my definition of diversity. This definition is based on my own experience and education and not necessarily based on the way the organisation defines diversity. The municipality still experiences a lot of challenges between various races, due to a lack of understanding of other races and cultures. The organisation does not have a broad view of diversity; which restricts their action and focus on diversity-training.

2. **Have programmes such as Affirmative Action (AA); Employment Equity (EE); Equal Employment Opportunity (EEO) and others based on legislation since democratization of South Africa been implemented at the municipality?**

   While policies on AA; EEO and EE exists and are documented, there is no guarantee that employees want to follow it. Policies exist on paper, nothing much is done further than drawing up the policies. These policies use a more punitive approach to get employee-compliance. Municipality adheres to the broader national and provincial directives on AA, EEO and EE. There has been an increase in the number of employees from disadvantaged backgrounds. The recruitment processes often focuses too much on colour and qualifications and not the advantages that a more diverse employee-base will bring. Some of these advantages include new

ideas and thoughts; stimulating discussions and different experience of new employees. Very little or no training is given to individuals from disadvantaged backgrounds.

3. **How successful has the recruitment, employment and placement of individuals from disadvantaged communities been implemented in the municipality?**

   In terms of the actual numbers of employees from disadvantaged backgrounds, the municipality is ahead on its targets. The challenge has been finding enough qualified individuals from target groups for positions in management and senior-management positions. Internal job-hopping is a problem in the municipality. Appointments are often sabotaged by managers based on the fact that they do not want to comply with AA; EEO and EE policies. Exit interviewees of employees have not really shed any light on the underlying reasons for internal moves or employees that leave because they are unhappy with the organisation.

4. **What has the main focus of development of these individuals been; integration into existing structures, training or skills development?**

   There is not much development of individuals from disadvantaged backgrounds coming into the organisation. New entrants are expected to fit into the existing culture of the organisation. There is a general lack on the part of senior management to tap into the advantage that a diverse workforce can offer.

5. **Has the municipality offered diversity management training to employees?**

   There is no general integrated plan to do diversity-awareness or skills-training. I initiated a programme of diversity awareness within my own division. The division consists of 25 employees (6 White males; 7 Black males; 4 White females and 8 Black females). I arranged for my staff to go to the Apartheid Museum; Marupeng Heritage Site and the Voortrekker Monument. The aim was to create awareness of diversity amongst the employee's; there was no specific follow up intervention. Diversity-awareness creation efforts within the municipality is often one-sided as it expects White employees to understand the culture and history of Black employees but nothing is done to create awareness amongst Black employees of the culture and history of White employees. Race and language is the main diversity dimensions that the

municipality focuses on. Some of the senior and executive managers had attended a programme a number of years back.

6. **What type of training has been offered to determine employee's perception, knowledge and skills about diversity?**

   The municipality does not offer any specific training to determine employees' perception, knowledge and diversity management skills. While the employees who attended the Apartheid Museum and Voortrekker Monument trips had better understanding for the history of other race groups it was not enough to sustain the intervention. White employees often feel that there is too much focus on them to change and not enough focus on other races to learn more about their history and culture. I agree with this sentiment. I know that a bursary scheme is available for employees' who wants to improve their qualifications in different academic fields.

7. **Has the training- and development-programmes included all races (African Black, Coloured, Indian and Whites)? If yes, what has been the major outcomes (achievements) of these training and development programmes?**

   There is too much focus on the need for White employees to transform and not enough focus on the transformation of Black employees.

8. **Is diversity considered a strategic imperative by the municipalities' management and leadership? Is there any evidence to support your answer?**

   No, there are no specific measures or tools that measure the economic, social, productivity impact of diversity in the employee-compliment of the municipality. There are monthly equity reports, but no real action derived from the reports. Labour-relations issues have decreased. There are fewer disputes.

9. **Are any specific African-leadership philosophies and principles practiced? Please give examples and explain if or how it has influenced employee morale. What are the dominant management and leadership styles within the municipality?**

   The municipality has a very strong top-down management approach and thus a strong tendency towards Western management- and leadership-styles. The leadership style is still conservative and traditional, based on the management styles before 1994. The leadership-style within a specific division is often dependent on the leadership and management style and competency of the manager within that division. The ideas and input from staff at lower levels are not actively drawn out and listened to. African leadership principles and practices such as Ubuntu and Lekgotla's are not really practiced widely within the organisation.

   The interviewee explained the following African principle, but did not feel that it is applied within the organisation;

   Letsema: An idea or objective belongs to everyone/ community. No one person owns that idea.

10. **Does the municipality have any partnerships with organisations or service-providers that specifically offer diversity-training programmes? If so, have you been involved in any diversity programmes offered?**

    There are no programmes or partnerships that I know of. There is evidence that the municipality tries to recruit competent and suitably qualified service-providers when they embark on training.

11. **How are small businesses from previously disadvantaged communities empowered by the municipality?**

    I do not have much information on tender processes.

12. **Additional Information:** None

Appendix 3: Sample Interview Transcript – Lower-level Employee

Name of Interviewee: (withheld)

Reference: CFHR11

Coloured**, F**emale**, H**uman **R**esource**, C**ode

Organisation: Ekurhuleni Metropolitan Municipality

Position: (withheld)

Date: 20 April 2009

Place: Benoni office

Interviewee's Background:

Interviewee has been with the municipality for less than two years.

1. **How does the municipality define or view diversity amongst its employees or service -providers?**

   They talk about diversity in terms of race, disability, culture and a whole lot of other factors like the things that make us different. Even though I would not say that it is perfect in executing it still needs a lot of more work but at least they are touching on it and they are thinking about it.

2. **Have programmes such as Affirmative Action (AA); Employment Equity (EE); Equal Employment Opportunity (EEO) and others based on legislation since democratization of South Africa been implemented at the municipality?**

   There I think they are going on the right course. They have been able to do that. Maybe the focus has been on Affirmative Action a lot and maybe they must just step back because the backlog that used to be there, that they tried to make up for, has been covered. So maybe they must start dealing with things a bit more equally. I do feel they have been successful in that (AA; EE). Based on numbers, they have reached the targets.

3. **How successful has the recruitment, employment and placement of individuals from disadvantaged communities been implemented in the municipality?**

   There have been a lot of disadvantaged individuals brought into the municipality. In-house training does take place, even though it is not at that high level yet, but they are trying to get you to a higher level. Individuals must identify the training they want to attend. There is not much follow-through in terms of individual development needs. Skills-development programmes do

exist but no real implementation is done. Women have an equal opportunity to develop within the municipality. Males tend to get promotion easier than women though. Women move aided by EEO targets, but I think if these targets were not there women would not be moving up in management.

4. **What has the main focus of development of these individuals been; integration into existing structures, training or skills development?**

   In terms of the Workplace Skills Programme (WSP) one is supposed to submit it and say what courses one wants to go on. What I have noticed is that every year they draw up and submit the WSP but they never really role it out. Only a couple of people will get to go on the training. Only a force behind it (managers) will help to make sure that one goes on all the training that one said you wanted to go on. The WSP is submitted to the Local Government Seta (LG Seta) and a budget is allocated to it but afterwards there is no real roll-out. When I started here I went on other courses but not the ones I said I wanted to. What I noticed is that only most of the top -management went on the training that they wanted to go on. In our team we get along very well and we are very considerate of each other's religion and culture. If there are problems, the manager deals with it. We are able to speak about problems and come up with solutions.

5. **Has the municipality offered diversity management training to employees?**

   I have heard that, there have been courses for managers to help them deal with all of this. Only some of the managers have gone on the diversity-training. I have heard of some junior staff going on the diversity-training. In an organisation where there are so many differences between their employees, one needs to have something just to help them get along.

6. **What type of training has been offered to determine employee's perception, knowledge and skills about diversity?**

   I do not have knowledge of the specific type of training that was offered.

7. **Has the training and development-programmes included all races (African Black, Coloured, Indian and Whites)? If yes, what has been the major outcomes (achievements) of these training and development programmes?**

   It is arranged for everybody but I have noticed that only the Blacks are more interested in going. The Whites are not really fazed about it. They do not care. I do not know why this is. There is this one division in our department that has got this mentality that Whites are still better than Blacks. Maybe because there will be Blacks there so they (Whites) just do not want to go or they think it's enough that we have to work with them why do we still need to go on training with them? They do not say it but here and there one can figure it out that it is how they feel. It is difficult to work in such a division. One will choose to rather work with a Black person. Even if there are work functions, some Whites will never attend. There is no mixing. One works with them and speaks to them because one has to. There has been a little bit of implementation after training courses but it depends on the individual and their motivation to implement what they have learnt. It just never lasts. I think they just go on the courses to put it on their CV's. The other challenge is that one cannot implement what you have learned on your own, especially if one is at a more junior level. They will ask one for one's opinion but not implement it.

8. **Is diversity considered a strategic imperative by the municipalities' management and leadership? Is there any evidence to support your answer?**

   There is no urgency or lead from top-management in terms of diversity management. If I was the manager, I would make it compulsory for them (Whites) to attend diversity-training and they will have to implement what was taught there. Maybe there should just be a stronger management grip over that but also not in a harsh manner. I do think there is enough money made available for training and if there are more funds needed, they can make a plan to get the funds.

9. **Are any specific African-leadership philosophies and principles practiced? Please give examples and explain if or how it has influenced employee morale. What are the dominant management and leadership styles within the municipality?**

   The general management-style in the municipality is top-down where they tell one what to do and one must do it. Junior staff will have complaints but as time goes by one just goes with it. Some people will try to make a difference but in the end it is a huge organisation and it feels like one does not have any say or one's say will just disappear. I am very happy with the way they are managing things in my division. It is just the rest I am not happy with. The manager in my division tends to talk but not implement though. They do give one a chance to live out one's own culture and religion. They give one that space. There is no time that I have heard of junior staff being included in strategic sessions. Black managers become more Westernized as they move up, they just follow the trend. You always say new brooms sweep clean. They try to make a difference when they get there but eventually realise it won't help you much so you just go along with it. Whatever management- or leadership-style one wanted to implement, just fazes out.

10. **Does the municipality have any partnerships with organisations or service-providers that specifically offer diversity-training programmes? If so, have you been involved in any diversity programmes offered?**

    No

11. **How are small businesses from previously disadvantaged communities empowered by the municipality?**

    I do feel Black-owned small and medium businesses can compete on a fair basis for the tenders and contracts. No specific support is given to Black-owned small businesses.

12. **Additional Information:**

    Targets need to be revised departmentally and not just for the entire organisation to give races other than Black African applicants a better chance to get jobs within the municipality.

    They should focus more on skills.