THE ROLE OF AFFIRMATIVE ACTION IN THE OFFICE OF THE AUDITOR GENERAL

by

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SUMMARY

South Africa is in transition. Changes are taking place on the political, social and economic fronts at an increasingly rapid pace. Past practices and wisdom are being openly challenged.

Enterprise/Corporate managers today are deeply concerned with two major dilemma. Firstly to fully mobilise the energy of the organisation's human resources toward achievement of the organisation's performance objectives. Secondly to organise the work, the work environment, the communication systems, and the relationships of people.

To resolve this dilemma in our rapidly changing environment, new organisation forms must be developed. More effective goal setting and planning processes must be learned. Practised teams of interdependent people must spend real time improving their methods of working, decision-making and communicating. Competing or conflicting groups must move towards a collaborative way of work. In order for these changes to occur and be maintained, a planned, managed change effort is necessary - a program of affirmative action.

This dissertation is about affirmative action in employment, and the development of people in organisations. These two concepts overlap in the sense that affirmative action is (or should be) about the development of black people and women but not at the expense of competent white men who are already part of an organisation.
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CHAPTER ONE

INTRODUCTION TO AFFIRMATIVE ACTION IN SOUTH AFRICA
WITH A FOCUS ON THE OFFICE OF THE AUDITOR GENERAL

1.1 INTRODUCTION

The word “affirmative action” has become the topic of a never ending debate in South Africa. The term has as its root in the idea of giving preference or first privilege to those who were previously disadvantaged or marginalised.

The importance of, and necessity for greater representation to be accorded to specific groups and individuals, *inter alia* women, blacks, disabled persons and less privileged who hitherto not be represented in the South African business milieu proportionately to demographic facts, has long been recognised. A variety of programmes aimed at eliminating these practices were not only applied in South Africa but in many western countries prominent amongst which the United States of America, India, Sri Lanka and Malaysia.

These actions have taken place under any number of names, the best known of which are the following: positive action, employment equity, equal employment opportunity, development, merit based staffing, Harmonisation, affirmative action and empowerment. Despite the variety of names and small differences in content, all the actions share a common factor, namely greater representation of less privileged groups in a world of inequalities.

South Africa is a society characterised by complex social stratification. Deep class divisions are compounded by racial and gender distinctions. The Office of the Auditor General is no exception (Collins, 1994:41).
1.2 Demographics

1.2.1 Philosophy

The Office of the Auditor-General assists the Auditor General, as the independent auditor acting for the legislatures in the Republic of South Africa, by planning and conducting governmental audits on a cost effective basis. It employs well-founded scientific techniques applied in accordance with recognised professional practices and reporting the results to legislative institutions timeously.

The mission of the Office is to promote accountability, clean administration and economy, efficiency and effectiveness with government departments, public corporations and local authorities. The office has to conduct audits and report on approximately 1 300 institutions annually which control thousands of millions of rand in taxpayer money. The Office of the Auditor-General of South Africa audits almost all of the governmental portion of the Gross Domestic Product of South Africa, which for 1994 amounted to approximately R413 539-million.

The Office of the Auditor-General of South Africa is staffed with 970 people. Approximately seventy percent of the functional staff possess university or equivalent qualifications. Some of professional staff are drawn from the accounting and auditing profession in South Africa, e.g. are chartered accountants, as well as staff with university degrees and highly qualified people from other relevant disciplines. The office is managed on commercial principles and is able to attract and retain the staff it needs to fulfil its responsibilities.

1.2.2 Staff Composition

The staff composition of the Office is made up mainly of white Afrikaans speaking males who currently form 67% of the total component. There is an insignificant number of staff from disadvantaged communities and no visible representation of women in middle and top management. Most of the staff have been with the Office for many years and served during the era of apartheid while the Office was still part of the Public Service.
The Office has adopted a strategy of attracting highly qualified and competent personnel so as to maintain a high quality of service. However, the office has also in 1994 embarked on a strategy of implementing affirmative action. This is a strategy whereby the present imbalances in the composition of staff will be corrected, by employing an increasing number of people from formerly disadvantaged communities including women. This is done in order that in 10 years time the composition of the office staff will truly reflect the demography of the South African population.

Drawn from various sources the following brief statistics concerning the South African scene should be noted:

* 50% of the population is below 16 years of age.
* By the year 2000 it is expected that only 3% of school entrants at grade 1 level will be white.
* A South African population of 48-million is predicted for the year 2000 of whom 40-million will be black.
* At present some 2.4% of all managers in South Africa are black.
* Blacks presently represent approximately:
  - 7.4% of the accounting profession
  - 0.01% of the engineering profession
  - 8.1% of medical practitioners
  - 2.9% of architects
  - 17.5% of technicians
  - 5.5% of scientists
  - 6.0% of legal profession.
* Black representation in the nursing and teaching professions is 60% and 63% respectively.
* NAFCOC’s 3, 4, 5, 6 programme envisages the following for year 2000:
  - 30% of shares (equity) must be in the hands of blacks
  - 50% of all inputs must be provided by black undertakings
  - 60% of all managerial posts must be held by blacks.
  (Adam, 1993:118)

Regarding the future affirmative action and representativeness of South Africa, the following quotation must be taken note of: “South
African business does not have a choice on the question of affirmative action. The only choice is whether affirmative action is achieved voluntarily or not. Business needs to draw increasing numbers of management from previously disadvantaged communities. So affirmative action is an opportunity and not a problem for South African business" (Wiese, 1992:3).

1.3 Pitfalls of affirmative action in South Africa

To date, there have been numerous reasons put forward for failure of affirmative action, these include:

- the traditional approach,
- lack of senior management's commitment,
- lack of line management involvement,
- the environment not conducive,
- no clear objectives or targets,
- resistance from white employees and fear of losing jobs,
- inflated and unrealistic expectations of black employees,
- management's concern that standards will drop or be compromised,
- lack of supporting structures for example training, education and mentorship schemes,
- unilateral approach towards the whole process,
- lack of communication,
- lack of transparency,
- lack of government intervention.

1.4 PROBLEM DEFINITION

This research projects purports to answer the question or dismiss the myths whether affirmative action will result in the lowering of standards? To what extent is affirmative action perceived as a developmental tool and supported by employees of the Office?

One has in different forums repeatedly heard white colleagues and business people arguing that the organisational entry of blacks in the
Office may not be such a wonderful thing because it may require or lead to lowering of standards.

The overall purpose of this project is to prove that "the implementation of affirmative action in the office will not necessarily lead to the lowering of standards, increasing costs and poorer services, instead it could lead to creation of new opportunities, new skills and brighter future for the office if properly managed".

Previous attempts by many organisations both in the private and public sector to implement affirmative actions programmes have failed because of lack of commitment and honesty from those who are charged with the responsibility of implementing them. They also failed because the programmes were not properly discussed, communicated, managed or not managed at all.

1.5 OBJECTIVES OF THIS STUDY

The principal aim of this research project is to identify within the organisational environment those critical factors both positive and negative which have a bearing on the successful implementation and maintenance of the affirmative action programme for the Office of the Auditor General. Flowing from the above-mentioned primary objective will be an audit process of transformation which seeks to determine:

- the current attitudes of employees in the Office towards Affirmative Action
- the critical success or failures of the Affirmative Action programme in the Office
- whether a conducive environment exist for Affirmative Action
- to address fears and high expectations about Affirmative Action
- to map a new vision for the Office for the next 5 years
- to make recommendations on how to maintain and implement the process successfully.
1.6 BENEFITS OF THE STUDY

The benefit of this study will be contrary to the beliefs of many opponents of affirmative action, as it will give the Office a strategic advantage. This will vindicate the process by creating new opportunities and bright future for every employee in the Office.

1.7 METHODOLOGY

In order to elicit the responses from interviewees a qualitative survey method will be used to obtain the primary data. This data will be collected by means of questionnaires. Further information could be obtained from the human resources management of the Office.

The office employs 970 people. A random sample of 400 staff members will be drawn from top management middle management and all categories of staff. The sample will be as inclusive as possible as all offices around the country will be covered.

1.8 LIMITATIONS OF THIS STUDY

Many business, whilst they appear to embrace the principle of Affirmative Action, continue to do so without the total commitment necessary. The results of this is the cries of tokenism on both the part of the beneficiaries of the programme and those who are directly affected.

The conformity and homogenous culture in the managerial ranks which is almost military fashion. secretive and obsessed with quick fix solution has resulted into people becoming so hurried for results and when results are not achieved, they despair.
1.9 DEFINITIONS OF CONCEPTS AND COMMENTS

1.9.1 Process Vs Programme

A programme depicts or specified framework for certain operations, usually with strict-time limits. The parameters are drawn and defined. A process refers to a direction of activity aimed at a particular end point. The parameters are loosely fixed and conscious is taken of a variety of factors that may impact on the relevant activities eg consultation with unions and associations. Therefore Affirmative Action is a process. Within that umbrella there will be numerous programmes.

1.9.2 Mentorship

Mentorship is the process by which knowledge, skills, work and life experience are transmitted to a selected individual in order to develop the potential and encourage personal growth of the selected individual (Protégé). Mentorship is therefore the key to accelerated growth of a particular individual.

1.9.3 Blacks

Black, as used in this research, refers to Africans, Coloureds and Indians. Notions that black refers only to Africans cannot be left unchallenged because they pose a danger to the promotion of national unity.

1.9.4 Equal opportunity

Equal opportunities refers to the provision of an environment which enables all individuals to realise their full potential. The underlying principle is that, all things being equal individuals are differently talented and should be allowed to apply themselves in a manner that brings out the best in themselves.
1.9.5 Equity

Equity refers to a desired state in which citizens/workers are treated in a fair and just manner and receive a fair share of national resources in accordance with their needs and responsibilities. The Office of the Auditor General defines affirmative action as specific measures set to proactively remove impediments to the full realisation of the potential of individuals or categories of individuals or communities.

1.10 STRUCTURE OF THE RESEARCH

Chapter One  Introduction to the study
Chapter Two  Affirmative Action in South African - A historical perspective
Chapter Three  Affirmative Action: The International experience
Chapter Four  Affirmative Action survey within the Office of the Auditor General of South Africa
Chapter Five  Interpretation of the results
Chapter Six  Recommendations and the General Conclusion

1.11 CONCLUSION

In the final analysis it is the responsibility of all South Africans to shape a future that is better than the present. Blacks cannot be expected to accept that the power relations established during the apartheid era have to continue. Whites cannot claim that they are entitled to the advantages they now have. But the real crux is addressing the obstacles to effective equal opportunities without creating distortions that are going to undermine creativity, productivity and equity in future. In other words the affirmative action initiatives must be compatible with long term economic growth and prosperity.

The reality that South Africa’s populations and market place is getting blacker and younger is a reality which will affect every South African corporations. It has already contributed to the mushrooming of affirmative action/black advancement programmes. Whether an organisation is at peace with its reality or not is irrelevant. Let us now look at how these programmes, the ‘traditional approaches’ have evolve.
CHAPTER TWO

AFFIRMATIVE ACTION IN SOUTH AFRICA - A HISTORICAL PERSPECTIVE

2.1 INTRODUCTION

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

In the area of employment the most telling legislative measures designed to afford racial privilege were those laying the basis for the policy of job reservation; S 77 of Industrial Conciliation Act and S 12 of the Mines and Works Act. It must be pointed out however, that job reservation was already in existence in the 1890s. As the say goes "the National Party government did not invent apartheid evils, they simply perfected them"(Madi, 1993 : 3).

Systematic policies favouring white over black workers, however were first developed by the coalition government of the National Party and Labour Party (the Pact government) during the 1920's. The inappropriately named "civilised labour policy" of the Pact Government was specifically designed to uplift the newly urbanised poor whites at the expense of the black workers, largely through the expedience of employing large numbers of unskilled and semi-skilled whites in state and corporations. Statutory closed shops have also functioned to preserve a range of crafts for white workers and to impede the development of more representative trade unions. The list of discriminatory instrument in labour law is a long one and is well documented elsewhere. It suffices here to emphasise that the law has been deliberately pressed into service to achieve the goals of apartheid (Adams, 1993 : 5).
Sex discrimination in employment has also been anchored in legislative measures. The Wage Act 44 of 1937 (subsequently 45 of 1957) permitted differentiation between categories of employees on the grounds of sex, and laid the basis for discriminatory wage determinations, also with respect to race. Disabled persons have suffered in employment mainly through omission than commission, although discriminatory legislative provisions exists in this area as well.

The consequences of discrimination in the South African economy are self evident. White males are heavily over-represented in the key decision-making posts and in fact all the more skilled occupational categories of both the public and private sectors. Blacks in particular have suffered from a lack of primary, secondary and tertiary education as well as any adequate vocational training (Adams, 1993: 23).

Within the context of black advancement, affirmative action can be traced back from the mid- to late seventies. The 1976 riots led to companies, particularly the multinationals, enduring pressure from their respective countries of origin either to disinvest from South Africa or embark on intensive black advancement programmes. This pressure would subsequently evolve into the Sullivan Code of 1977, which eventually lost its impact after PW Botha's Rubicon speech in the late eighties. The legalisation of black trade unions after recommendations by the Wiehahn Commission in 1979 and their rapid growth during the eighties led to renewed pressure.
Despite the fact that affirmative action in its black advancement context started in the mid- to late seventies, the results are extremely poor. This prompted Garry Whyte, chairman of the South African Board for Personnel Practice to jest: "Business has been talking about this subject (black advancement) 'seriously' - put in inverted commas - for at least a decade. But when we look at our actual track records, little of significance has happened in the formal sector" (Madi, 1993:5).

The 2 February 1990 came with the unbanning of political organisations and the release of political prisoners. As could be expected, very intense affirmative action activities re-emerged. The style of the various affirmative action programmes tended to coincide with the prevailing political tone of the country. The organisations approach, to affirmative action at a time always reflects the political scenario, hence its showmanship and superficial character.

There are general conclusions which could be reached from all this. The most important aspect is that South Africa has a history of resorting to affirmative action on the grounds of political expediency, be it for Afrikaner or black advancement. Affirmative action tends to be used to bribe the politically powerful. There has never been an economic or business approach to affirmative action. Hence the brouhaha whenever affirmative action is raised. It is always viewed as lobola for the politically high and mighty (Madi, 1993:7).

2.2 THE TRADITIONAL APPROACH AND WHY IT FAILED

The traditional approach to affirmative action, as practised in the mid- to late seventies, the eighties, and today, constitutes a vicious and almost unescapable cycle.
Figure 2.1 Traditional approach (vicious cycle)

In analysing this vicious cycle, the following stages became apparent.

The first stage is spurred by an artificial crisis, usually created by external pressure from either head office in the case of South African companies, or a parent company in the case of multinational, where the parent company is under pressure either to disinvest from South Africa or embark on affirmation action.

South African companies pressure emanates from head office usually from the human resources division, urging branches to ‘do something to recruit and advance blacks’. This directive could result from either union pressure or anticipated political pressure. As the numbers improve, Human Resource department is satisfied and pressure eases until it is no longer under external pressure.
Black recruits leave as quickly as they arrive. Their disappearance is hardly noticed until the next externally administered crisis develops. Then the vicious cycle begins again (Madi 1993:2).

Madi proposes the following two main reasons for failure:

1. Most of these programmes were not part and parcel of a company's business plan. They fell under social responsibility programmes. Therefore blacks who were recruited were not expected to perform. They were expected to be representatives of the black community and then be paid for it.

2. The second reason is well explained by Professor Linda Human ... [T]he "black advancement" school sees development simply in terms of putting skills into black people and then expecting them to function in an environment which remains fundamentally unchanged! (Human, 1993:22).

2.3 APPROACHES TO AFFIRMATIVE ACTION PROGRAMMES

In trying to explain the different approaches to affirmative action programmes the researcher would prefer adopting Madi's and Herbert's styles of using symbols to illustrate the main characteristics of these organisational approaches.

2.3.1 The Peacock

Using this approach, an organisation, usually because of external pressure, embarks on affirmative action in order to "get our colours looking better". Usually in these organisations, not even the Chief Executive Officer is convinced about the economic need for a diversified work force.
The understanding amongst managers using this approach is that the company is to remain fundamentally unchanged, and that the blacks brought in are not expected to perform. Hollow jobs are then created for them in some far little corner of the company. Like a peacock, this type of an organisation remains almost unchanged in every aspect of its being. The beautiful colours are kept undisplayed unless and until somebody is looking. That somebody could be a political organisation, a trade union, and so on (Madi, 1993:14).

In these organisations, window-dressing and tokenism are not the result, they are the objective. Blacks are not expected to perform they are usually expected to be happy with their salaries and perks. According to an article in Business Day 1994 Black executives get 50% more pay than whites. Companies are prepared to pay black senior managers up to 50% more than their white counterparts to placate affirmative action activists.

Peter Vundla, MD of the black-controlled advertising agency Herdbouys, illustrates the point further. Referring particularly to the board, he says: "Blacks have been appointed to sit on the boards mainly for token reasons, and no substantial contributions were expected from them except to tell the company what was happening in the township" (Madi, 1993:15).

Rarely is there a white backlash in a peacock organisation because white employees will have been assured through informal networks, that this recruit is 'harmless' that no white employee should feel threatened. The tragedy is that, while this was a norm in the late seventies, this approach is nevertheless still being practised in the nineties. The reality that most South African organisations face today is that there is neither time nor financial resources to support this option any longer.

2.3.2 The Tortoise

The tortoise is the second option on a scale from conservative to 'liberal' affirmative action. In this approach the organisation is prepared to diversify its work force, but to a limited extent. There is a limit set on the extent to which the organisation is prepared to
tolerate entry of blacks into supervisory and or managerial positions. The organisation has decided that it is prepared to tolerate black entry, but it sets a specific hierarchial level as a boundary.

This organisation moves very timidly towards diversification always on the alert to detect any white backlash. If such a backlash is detected, the organisation backtracks quickly and seeks refuge in the shell. These organisations tend as a matter of corporate culture to be very conservative, hierachical and secretive. They foster loyalty. Recruits in these organisations are expected to perform but to a limited extent. They are coached not to rock the boat. They are repeatedly advised on the virtues of silent toil. (Madi, 1993:19-33)

In its sophisticated form the tortoise approach manifests itself as a form of "ethnic cleansing". While employees of all ranks who were working in that department are discreetly transferred to other department to avoid a potential explosive situation when they have to report to a black manager. Another sophisticated manifestation of this approach is to have blacks as fire-eaters. Usually this occurs when an organisation is faced with rising union militancy, primarily in low skilled departments. A decision is then taken to employ a black labour relations manager solely for the purpose of helping management to deal with escalating union demands, or being a buffer between workers and management. In this approach black managers are expected to perform, albeit in a very limited sense, but worst aspect is that it creates ceilings on people's advancement.

2.3.3 The Rhinoceros

When one reads the employment advertisement one cannot help but notice the abundance of "affirmative action" positions. It would appear as though there is an urgency to have as many black faces in high places when the election is over. While it is welcomed that employers begin to make their contribution towards advancing previously disadvantaged blacks, one tends to get a little nervous at the sheer pace of such appointments. An organisation adopting
This approach has enthusiastically accepted the need for diversity in its managerial ranks.

This process is usually manipulated to give Human Resources massive power for social engineering. As soon as Human Resources has consolidated its power base, the top thinkers in the department have their own bosberaad to produce a comprehensive affirmative action programme. Armed with these blessings from the executive, Human Resources then embarks on social engineering unheard of. Threatening letters are sent to line managers designating the number of blacks they will have to employ over a specific period.

Protests from line are frowned upon. There is undoubtedly resistance, but it is handled in Soviet Union style. Resisters, having been identified, are first sent for training in change management skills or political re-education. If the results are not satisfactory, they are put on inconsequential position with no prospects of advancement. This approach has nothing to do with business dictates and objectives but everything to do with political objectives. It is an approach the main objective of which is political correctness. Protesting whites are told that ‘you have had your turn, now it is the black man’s turn’ (Madi, 1993:69).

While one concede that in this mad rush, companies are bound to stumble across real black talent, the chances are even higher that they will make wrong appointments. Fingers are then often pointed and favourite clinches like “I said from the start that this black advancement business will not work.” are echoed. This gives affirmative action a bad name and serves to strengthen the perception that affirmative action is equal to tokenism, which represents a nett loss in standards. The impression is created that affirmative action is black advancement at any costs. Many organisations have burned their fingers in the peacock or tortoise or rhinoceros approach. They have now been humbled enough to listen or try something else (Madi, 1993:69).

Before dwelling on the most crucial part of this discussion which is the solution to these problems highlighted. To do justice to the story the researcher quotes it verbatim. The story was related to him by his grandma. “The chick of an eagle, after being rescued from a
near-death experience in the jungle by a hunter, was brought home to grow up amongst the chickens. It grew up thinking it was just an ordinary chicken and behaved exactly as one. The chickens used to admire and fear the power of the eagles and their ability to soar into dizzying heights with ease. One day as the eagle flew past, the little eagle amongst the chicken poignantly said, “I wish I were an eagle so that I could fly so high. But all I can do is just flap my wings and get nowhere like all other chickens do” (Herbert, 1994:12).

The sad thing about this story is the fact that it has a tragic ending. The eagle never learns to fly let alone soar. This means the eagle’s natural ability to soar with which it was born was not nurtured, encouraged or even awakened. One questions the intentions of the eagle chick’s saviour, the hunter who brought it home in the first place. One thinks that there was a moral duty on the hunter to release the eagle as soon as it recovered sufficiently back into its own environment and that nature would have taken its course. More than likely the young chick would have preferred to die an eagle, than to be rescued and live the frustrated life of a chicken! (Herbert, 1994:13)

The question to be answered is how then do we identify the black eagles?

2.4 CONFRONTING DISCRIMINATION IN ORGANISATION

Affirmative action strategies are challenged by the fact that their initiatives occur against the background of South Africa’s long history of entrenched racism. Changing what is said or how things are done, and re-examining concepts internalised over many years can be a difficult process, strongly resistance to change. Frank Meintjies teases out the complexity of confronting discrimination and proposes a number of implementation guidelines.

2.4.1 Attitudes to affirmative action

According to Meintjies (1993:27) people hold strong views on affirmative action. On the one side there is a positive view which argues that we need to analyse why black people and women are excluded from leadership positions, power and opportunity, and find
ways of rectifying this. This view stresses the need to remove obstacles to advancement as well as the need for extra support and resources for people traditionally excluded).

The negative arguments are equally persuasive. Critics of affirmative action ask how anyone who believes in equality and opposes discrimination can agree to a policy of special treatment for specific people.

In order to meet the arguments of detractors, exponents of affirmative action need to show how the methods they choose could ultimately increase excellence - as opposed to those cruder forms of affirmative action which look good but are destructive and wasteful in the long run.

2.4.2 Recognising discrimination

Meintjies (1993:28) says that it is easy to recognise official, legislated discrimination; but it is much more difficult to see the depth of racial thinking in society as a whole, and how much the issue crops up in our lives, in our work-places and in the social institutions we support. He says that while white and black people are starting to exchange views and perspectives in the formal arena, there is still alarming lack of white - black social interaction.

There is still fear of being associated with racism or sexism. The inability to deal with conflict. Meintjies says people tend to suppress face-to-face conflict and employ politeness that conceals underlying tensions. The fear that conflict may get messy also exists.

2.4.3 Is there a case for optimism?

Meintjies' article takes an optimistic stance. It assumes that:
* race prejudice and racial hierarchies are not inevitable
* human beings have common needs and interest, and just as these are often vehemently counterposed, they can be aligned in a search for common solutions (Meintjies, 1993: 28).
2.5 A HOLISTIC APPROACH TO AFFIRMATIVE ACTION

Not one affirmative action strategy is common to all organisations. Certainly, some general principles exist, but the activities required to support these general principles will vary from organisation to organisation depending on the current state of their human resources policies, procedures and practices.

The audit is basically an assessment of the organisation current status in retention to affirmative action. This assessment basically takes place at three levels and involves an investigation into workforce composition, attitudes and perceptions, policies and practices. These investigations will tell the organisation where it is now, in relation to where it wants to be and will offer significant pointers with respect to the implementation of an affirmative action plan.

Implementing affirmative action in any organisation requires more than commitment. Where to start, whom to involve and know to assess the results are all crucial factors which can make or break affirmative action programme.

According to several leading black business consultants including Mkhwanazi (1993); Thabatha (1993); Masimela (1994); Khoza (1994) and Mafuna (1993), the corporate sector has much to gain from adopting affirmative action programme. Such strategies should however incorporate at the outset a commitment of a participating style of management; a company vision that is shared by all its personnel; the avoidance of any prejudice; and development of linkages with the communities that black staff live in.

There are three different levels at which affirmative action is implemented: firstly the strategic level, secondly at organisational level and thirdly at an individual level.

2.5.1 Implementation at the strategic level

There are three stages involved in implementation at this level:

2.5.1.1 To get top management commitment
Top management should commit itself to affirmative action and employee development as a key strategic objective and fully understand the reasons for this. Affirmative action should not be seen as being driven by the Human Resources department. Functional heads or line managers should translate this into their business strategy of their department.

2.5.1.2 A corporate cultural audit

The goal is not to assimilate diversity into the dominant culture. Rather, it is to build a climate which encourages diversity. One must determine the present culture. The objective of this audit is to identify the fundamental elements of a corporate culture, in particular those elements which influence or determine the company’s philosophy as regards diversity and affirmative action.

2.5.1.3 A communication strategy

The next step at the strategic level is to develop a coherent communication strategy. The purpose of this is to identify or create a common language throughout the organisation with regard to affirmative action and what it means to the company. By creating a common understanding, organisations can ensure that their vision - clearly defined in their mission statements is carried out and acted upon. Acceptance of change can only come through common understanding.

2.5.2 Implementation at the organisational level

There are various steps involved in implementing affirmative action at the organisational level, the most important of which is ensuring line responsibility and line commitment. Although the ability and willingness to develop is the responsibility of every individual, providing opportunity and support for that development is ultimately a line responsibility for which managers should be held accountable. The line manager should no longer rely on the human resources department to manage the training and development of employees. This should become line responsibility.
2.5.2.1 A manpower analysis

The purpose of conducting a manpower analysis would be to examine the growth potential within each of the organisations department. This also provides an opportunity to involve line managers in the planning of their future work environment.

2.5.2.2 Mentoring programme

Mentoring programmes not only provide support for people going through development; they can also be used to welcome new employees into an organisation, to familiarise them with the corporate culture, and to instil values. Furthermore, they can be used to reduce labour turnover in various departments. If the mentor is there to provide support and development, employees will be less inclined to leave the organisation. The mentoring process involves four different steps:

* identify why you want a mentoring programme;
* identify, select and train mentors;
* identify, select and train protégés; and
* negotiate a development contract between the manager, the mentor and the protégé.

2.5.3 Implementation at the individual level

Having completed the preparatory work at both the strategic and organisational level, the final phase is to identify those employees who have potential for development, to select them, train them, and set up individual career path plans.

Herbert (1994:14) in his illustrations states that black eagles are or should be highly visible. He lists some of the common characteristics.

2.5.3.1 Abundance

There are many, but they are deliberately or otherwise ignored.

2.5.3.2 Ambitious
They do not make a secret about it. They make known that they are interested to get ahead.

2.5.3.3 Hardworking

They work hard, are dedicated and committed irrespective of the perceptions of their successes and failures.

2.5.3.4 Willing to learn

They realise there is much to learn on their way to the top. They make special efforts to improve academically, know their company's expectations and meet deadlines.

He further argues that affirmative action should be all encompassing; all inclusive in the work-place.

Madi suggests the chameleon approach, which means that a company will change colour as the market dictates. (Madi, 1993:79) The organisation should embark on recruiting for success ie recruiting, selection, training, development and appraised policies will have to be formalised. Every staff member should know at any point in his/her career where they come from, where they are and where they are headed.

The two legs that these forward policies will stand on should be minimum requirements and minimum expectations. Targets and quotas should be set to avoid confusion as if one doesn’t know where he's going “any road will take him”.

2.5.4 Empowerment

This section was included to help solve problems faced by organisations, particularly the attitudes of its managers in growing people. Unless these self defeating attitudes are dealt with no growth can take place. Leaders have little choice but to understand and apply the crucial leadership competence of empowerment.
It is imperative for leaders to create a context where people are willing, able and allowed to perform. This is important in two respects: firstly in order to retain the best people in your organisation, who will leave if they don’t find an environment that fosters personal growth and allows quality of life to be realised. Secondly leaders must empower people because it is the quality of an organisation’s human resources that determines in large part its competitive advantage.

The giving of power to get power leads to greater reciprocity of influence as the leader and follower are willing to be influenced by one another.

Empowerment is an investment in one’s own and other people’s future. Any organisational intervention or attempt to develop leadership must address existing attitudes to power and people otherwise change will be cosmetic (Personnel Journal : 28-36).

2.5.5 Monitoring and evaluation

Monitoring and evaluation of affirmative action is a crucial aspect of strategy, as it:

- confirms continued organisational commitment
- facilitates assessment of individual employees in this area
- highlights areas where changes in strategic direction are required or where more work is necessary.

2.5.6 Other critical factors to be considered in managing the successful implementation action

Maphai (1991:1) states that the implementation of affirmative needs to be thought very carefully. A decision has to be taken as to whether affirmative action simply means increasing the numbers of black faces in the public sector or whether the values of efficiency and legitimacy will have to be combined. He argues that if we are thinking of putting blacks in a “gravy train” from which whites have just embarked, we will be perpetuating a system of corruption that does not bring about any effective measure of development within deprived communities. The civil service must
be staffed by incumbents who will meet the needs of people and the same applies to any other organisation in the private sector.

The point raised by Maphai is a very important one and we must take heed thereof: everyone who is concerned about affirmative action needs to understand that affirmative action is a process that needs to be carefully planned and managed in a responsible manner. People should not be placed in positions which they cannot handle and be paid salaries out of proportion to their contribution just because they are black or just because they were “victims of apartheid” or “have been involved in the struggle”.

When implementing affirmative action it should be done in such a way that the principles and values of efficiency, effectiveness and economy are observed and applied thoroughly. Hasty decisions and emotional decisions should be avoided. If affirmative action is to succeed, it should have a positive impact on the ordinary people of our country. It must reach out to the man in the street, it must not just be a preserve of a few black elite (of whom some have become greedy and want to dominate the process for their own selfish interest and egos).

Here we should echo the words of Nelson Mandela who had this to say about affirmative action: “What we are against is not the upholding of standards as such, but the sustaining of barriers to the attainment of standards. We ask for special measures, that envisage to overcome the legacy of past discrimination. These are not intended to ensure the advancement of unqualified persons, but to see to it that those who have been denied access to qualifications in the past can become qualified now and that those who have been qualified all along but overlooked because of past discriminations are last given their due. Affirmative action must be rooted in principles of justice and equity. Must as there is no easy walk to freedom, so there is no simple ride to equality. We have to work for it calmly, intelligently and in a principled way” (ANC, 1991:72).
2.5.7 Managing change brought by the implementation of affirmative action strategy

The implementation of an affirmative action strategy will bring about a process of change in the composition of employees and skills within an organisation and its culture. Such change will not be quick and easy.

Tearle (1992:97) has this to say about change: "It must be considered that there is nothing more difficult to carry out, nor more doubtful of success, and more dangerous to handle than to initiate a new order of things. For the reformer has enemies in all those who would profit by the old order, and only lukewarm defenders in all those who would profit from the new order; this lukewarmness arising partly from four of their adversaries who have made the laws in their favour, and partly from the incredulity of (people) who do not truly believe in anything new until they have actually experienced it".

Initiating change is a risk which can either bring about big benefits to the organisation or unexpected disadvantages. Therefore it is imperative to exercise great care in managing change to ensure that the expected benefits are realised.

Tearle (1992:96) further states that the leadership role in managing change is the most important one because only the leader can constantly keep the vision alive in the mind of his/her people, has the power to remove obstacles to his/her goals and vision, and controls the company's resources and can thus allocate them in a way that rewards consistent with, or punishes behaviour that contradicts the company's values and visions.

2.6 CONCLUSION

It is most encouraging to notice amongst the divergent opinions on affirmative action so much common ground. On this common ground we should lay solid foundation of refocused recruitment, selecting, training and development policies. From here the building blocks of increased employee satisfaction, high
productivity and international competitiveness can be safely stacked.

Our choice is an ominous one. We can either further ruin the economy together or we could help build it up together. That is why it is essential that every employee should experience the feeling of belonging to the work-place. Most of South Africa's labour force have yet to experience that feeling.

Business must make a very clear distinction between social responsibility programmes and hard-core business issues. If we continue pulling black advancement in the former rather than the latter category, the peacocks, tortoise and rhinos are going to be with us for a very long time draining our bleeding economy further. Let us look at some of the countries that put social responsibility programmes before the hard-core business issues and what lessons one could learn from them.
CHAPTER THREE

AFFIRMATIVE ACTION: THE INTERNATIONAL EXPERIENCE

3.1 INTRODUCTION

While the term "Affirmative Action" is an American one, there are a number of countries that have developed policies and programmes to address the problem of racial, ethnic and gender inequality. In some cases these programmes are far older than the American experience, and in any event, are quite different. None of these programmes are easily comparable with another, due mainly to the large differences that exist across societies and political systems.

This reality means that policies which may succeed in one country may not necessarily have the same influence elsewhere. Weiner (1993:2) points out, however, that the study of international policy intervention in the area of affirmative action has the benefit of clarifying the general nature of the problem as well as the range of options that are available. In the event of keeping in mind the differences that obviously exist between one country and another, such a study may provide useful guidance as to what has been proven to be successful and what is best avoided.

Weiner's definition of affirmative action is broad enough to warrant closer scrutiny of the international experience with affirmative action policies, especially in regard to cases where theories have been empirically tested. It reads as follows "Affirmative action refers to a very selective group of policies and programmes by government and non government institutions to redress the inequalities that exist within societies along racial, ethnic, gender and caste groups, especially those programmes that provide special opportunities to some people on the basis of their membership in these groups" (Weiner, 1993:2).

The one major difference between the international approach to affirmative action and current thinking on the issue in South Africa is that the former has tended to exclude aspects such as business development and public works. The Reconstruction and Development Programme (RDP) of the South African government contains explicit and comprehensive reference to affirmative action,
which is seen as a policy which should affect an encompassing range of society activity.

The narrower approach followed by other countries that have directed policy intervention at inequalities in their societies nevertheless remains a useful focus of analysis. The issue of preferential treatment in recruitment, promotion and training practices is also a central theme in the South African debate on affirmative action.

It should also be pointed out that affirmative action, as encountered in other countries, has always been politically driven, and has always been motivated by the existence of some form of discrimination, oppression or inequality in opportunities. In some cases affirmative action policies were implemented by representatives from groups that had obtained political power, and in the case of America, it came about through the recognition of those in power.

The similarities in South Africa are obvious. The groups that had been disenfranchised until 1994 now represents the dominant political force in a democratic South Africa and they are also propagating the issue of affirmative action. Furthermore, the rationale behind the calls for such policies is vested firmly in past statutory practices of racial discrimination, which provided one group with a considerably higher degree of opportunities.

In South Africa these disparities in opportunities have resulted in a large degree of racially based income inequality. Although statutory discrimination has been abolished, various other forms of racial discrimination continue to persist through sector business practices which exclude blacks from equity and effective decision-making at managerial level.

According to Weiner (1993:3), the way to end the permutations of such practices is to enact laws, regulations, administrative rule, court orders, and various public intervention and private action, to provide opportunities on the basis of membership in a particular ethnic, racial or gender group. The central feature of affirmative action in other countries is identical to the suggested approach by the South African government, namely that efforts are made on
behalf of the individual because they belong to particular racial, ethnic or caste communities.

In recognition of the apparent desire in South Africa to view affirmative action from a far broader perspective than merely preferential recruitment policies. Weiner (1993:3) has pointed out that affirmative action holds the potential of stimulating fundamental change in economic disparities. Firstly, it addresses the problem of social classes that have been excluded from the full range of opportunities and rewards of the privileged group, and eventually ensures a stronger link between the different class structure in society.

Secondly, the benefits from affirmative action do not only accrue to a limited number of highly skilled persons in the largest groups. Weiner (1993:3) has referred to research conducted in the United States, which confirms that affirmative action programmes have had to a significant increase in opportunities for minorities in a variety of industries, particularly in construction.

Thirdly, the phenomenon of highly-skilled professionals from different racial groups working together in various geographical and functional areas, characterised by or associated with the problem of poverty and racially-based inequality, has removed much of the paternalism that is traditionally present in the decision-making process surrounding these problems. Weiner has cited the American example of white, black, and hispanic doctors, that have been recruited for internships at hospitals in poor and disadvantaged areas, and where their combined effort have gone beyond physical healing to involve programmes that reach out to the community.

This chapter provides an overview of the experiences of the United States, India, Malaysia and Namibia. The concluding section summarises the methods applied internally in pursuing affirmative action policies and provides an assessment of their effectiveness.
3.2 AFFIRMATIVE ACTION IN MALAYSIA

Malaysia offers South Africa an interesting comparative case of affirmative action. The target group in Malaysia, like South Africa is the majority group. It is, however, important to note from the outset one important difference between the two countries that the non-targeted group in Malaysia - that is, the group which is presumed to have been favoured in the past and who faces some degree of discrimination in order to correct certain perceived structural injustices - has never been in a position of political power. The Chinese and Indian minorities in Malaysia benefited not through targeted public policies, but because of their ability to take advantage of economic opportunities within the system.

Malaysia has a plural society comprising of Malays, Chinese and Indians. In 1947, Malays made up less than 50% of the population and therefore constituted the single largest majority. The Chinese comprised about 39% of the population. The rest of the population was made up of Indians, Ceylonese and others. The ethnic divisions were further reinforced by religious and cultural differences (People dynamics, 1996:88).

Malays had been economically disadvantaged in the past and there was a need to correct ethnic imbalances in income and wealth through affirmative action. It was accepted that affirmative action was necessary to correct the socio economic difference in between Malays and Chinese. Provisions were made in the constitution in a form of protective discrimination in favour of the Malays.

Preferential policies were duly formulated for Malays in public employment both at the state and federal level. Article 153 of the Constitution was thus enforced, to fundamentally provide for Malays dominance in certain sectors of the Public Service. The quota system in Public Service employment applied only to higher echelons of the Public Service. There were guarantees protecting the legitimate interest of other communities, such as the rights of those groups in public employment to keep their jobs despite preferential treatment for Malays.

In 1971, a stronger version of affirmative action was introduced in what was called the New Economic Policy, which was intended to accelerate economic growth and provide special benefits for
Malays. In particular, the national economic policy aimed at assisting Malays to move from agricultural occupations to the more lucrative urban foundations where opportunities for socio-economic advancement were much greater.

The most significant change over the 20 year period has been the reduction of the incidences of poverty. If one measures success or failure in terms of equality of results, there is no doubt that the distribution of income, wealth and occupations among individuals reflects a more balanced ethnic mix. The government by adopting a flexible approach in the implementation of the New Economic Policy, has been able to reduce some of its negative economic effects.

Nevertheless, the rapid rate of economic development has provided job opportunities for both Malays and non-Malays, in both public and private sector. For the last 20 years the economy of Malaysia, grew between 6% and 8% a year. As a result, the country has a low unemployment rate of about 6% (People dynamic, 1996:89).

However, the defining of affirmative action in ethnic terms has contributed to the strengthening of ethnic institutions.

3.3 AFFIRMATIVE ACTION IN INDIA

India is a society based on hierarchial where ranking of castes, as high and low, are regarded as the natural order of things. Disparities among India’s caste are not the result of British colonial rule but are deeply embedded in the Indian social order.

The post-independence nationalists leadership, led by Nehru, were committed to undoing the caste structure and making India a one egalitarian society. They wrote into the constitution a provision that there shall be no discrimination on grounds of religion, race, caste, sex, descent, place of birth or residence (Weiner 1993:5). They went on to write a clause saying that nothing in the articles should prevent the state from making special provision for the advancement of “socially and educationally backward classes” or citizens, including what Indians call the scheduled castes, or untouchables, and the tribes. Thus the Indian constitution boldly reconfirms the classical 19th century liberal conception of the rights
of citizens. At the same time, however, it asserts that special entitlement could be provided individuals on the basis of membership in a group. There is obviously a contradiction between these two clauses; equal opportunity for all but special benefits for some.

Three areas of active state policy intervention exists in this regard:

3.3.1 Political representation

In terms of the Indian Constitution, mandatory provisions are made in parliament and the state legislation for representatives of the Scheduled Tribes and Scheduled Castes but not for Other Backward Classes. These seats are in direct proportion to the representation of the two disadvantaged groups in the total population, which currently guarantees them 23.5% of the seat in government. Havanur (1992:4) has pointed out that the legislation that guarantees - minorities the right of direct political participation at executive government level dates back to certain provisions of the Indian Council Act of 1892, and was reinforced by the Government of Indian Act of 1935.

3.3.2 Employment reservation in the public Sector

Until 1992; positions in the central and regional civil service departments in India were reserved for Scheduled Tribes and Schedules Castes, in direct proportion to their representation in the total population, just as the position described above in regard to legislative representation. According to Havanur (1992:3), government employment in India is characterised by a relative high degree of status, authority, security, and remuneration, whilst also allowing for participation in state administration. In the past, however, certain post reserved for these groups were not filled, due to a lack of suitably qualified candidates. In terms of the November 1992 Supreme Court judgement on widening the scope of affirmative action, appointments to certain key positions have been exempted from reservations seemingly in an effort to safeguard efficiency standards in state administration. These include: defence personnel, research scientists, medical specialists and university professors. The major focus of the latter judgement was, however, to accommodate Other Backward Classes in the regulations that require reservations of public sector occupations.
This group is now entitled to 27% of civil service jobs. According to the judgement, total reservation for all three disadvantaged groups should not ordinarily exceed 50% (Beteille, 1993:9).

3.3.3 Reservations of seats in educational institutions

In recognition of the role that educational attainment plays in improving the upward socio-economic mobility of previously disadvantaged communities, the Indian government has also established the statutory reservation of seats at educational institutions for members of disadvantaged classes.

3.3.4 An assessment of the programmes

Scrutiny of the work of Havanur (1992:2), Weiner (1993:1) and Beteille (1993:4), including a documented discussions of affirmative action initiated by the Urban Foundation in 1993, reveals a number of positive aspects associated with the Indian experience in regard to affirmative action, although a number of problem areas also exists.

Beteille has alluded to a major positive influence on Indian society as a whole, albeit of a subjective nature, namely the increased resilience, sensitivity and richness in the quality of life of an institution that draws its members from all sections of society. Furthermore, it has been argued that affirmative action has contributed to changing the image of backward people in India. Due to India's colonial past, the civil service enjoys considerable status and authority in the country, and a significant proportion of the occupations in the top layer of the civil service are filled by members from Scheduled Tribes and Scheduled Castes.

Positive discrimination has brought about considerable changes in the levels of expectation and ambition of younger members of disadvantaged communities, due to the existence of role models who have aspired to the highest class levels in society. Finally, positive discrimination has prevented economic inequality from becoming more extreme (Beteille 1993:10).
3.4 AFFIRMATIVE ACTION IN NAMIBIA

3.4.1 Replication of apartheid

The relevance of including an overview of Namibia’s post-independence experience with affirmative action is related both to the country’s geographical proximity to South Africa and the fact that many apartheid laws were also enforced in the erstwhile South West Africa. Prior to independence in 1990, Namibia had been administered first by the Union of South Africa and thereafter by the Republic of South Africa for more than 70 years.

According to Gawanas (1992:63) and Thompson (1992:56), apartheid laws touched upon every area of societal existence in Namibia. Gawanas (1992:63) has pointed out that the effect of apartheid are likely to be still felt in the country for many years to come, and the attempts to implement policies of affirmative action are being conducted against the background to large-scale unemployment and an influx of exiled persons many of whom are graduates. She singled out two notable areas that require attention within affirmative action policy framework, namely education and civil service employment.

Racial inequalities in regard to past education expenditure has resulted in the neglect of a balanced official approach towards human resources development, whilst blacks and women were conspicuously absent in senior civil service positions at the time of independence. According to Gawanas, affirmative action in Namibia should be viewed as part of an encompassing strategy to rid the country of a vestiges of apartheid, including obstacles to the advancement of the majority of the people.

3.4.2 Constitutional provisions

Namibia’s constitution provides for a legal framework to redress all forms of inequality. In particularly, Article 23, which is entitled Apartheid and Affirmative Action, provides for the following (Gawanas, 1992:63-64).

4.2.1 Any practice of racial discrimination and the ideology of apartheid is prohibited and may be rendered criminally punishable. (The article also states that the punishment will
serve the purpose of "expressing the revulsion of the Namibian people at such practices".

4.2.2 Future legislation will be allowed to further the advancement of persons who has been socially, economically or educationally disadvantaged by past discriminatory policies. In particular, provision is made for the achievement of a "balanced" structuring of the public service, the police force, the defence force, and the prison service.

4.2.3 Women are singled out for treatment due to the fact that they endured the most suffering from past discrimination. The need is acknowledged to allow for policies that encourage them to play a full, equal and effective role in the political, social, economic and cultural life of Namibia.

Article 10 of the Namibian constitution entrenches equality of all persons before the law and further states that: “No persons shall be discriminated against on the grounds of sex, race, colour, ethnic origin, religion, creed or social or economic status”. Thompson (1992:56) regard the provisions of Article 23 as a qualification of Article 10, whilst Gawanas (1992:64) has commented that, at first glance, “these two articles may seem to be in conflict”.

The one article affirms equality whereas the other provides for special treatment of certain groups in society. The Namibian debate on affirmative action has attracted conflicting views on whether Article 23 in fact represent the official endorsement of reverse discrimination. Gawanas (1992:64), Thompson (1992:57) and Innes (1992:2) have argued, however, that people who have been exposed to decades of institutionalised inequality cannot suddenly be expected to participate on equal standing with previously advantaged groups merely by removing discriminatory legislation. Accompanying structural change is required which would eventually make equality meaningful in practical terms.

3.4.3 The Public Service Commission (PSC)

A second avenue whereby affirmative action in pursued in Namibia is through the Public Service Commission Act of 1990. The PSC has been entrusted with the task, inter alia ensuring balanced civil service structures through affirmative action policies. Gawanas
(1992) has admitted that the activities of the PSC has proven to be expensive and have led to the expansion of the civil service, particularly as Article 14, of the Namibian Constitution provides securities of tenure to those employed before independence.

In its brief overview of the international experience with affirmative action, the Black Management Forum (1993:1) has noted that Namibia’s PSC relaxed certain requirements for recruitment and promotion, deviate from former human resources procedures in the civil service; and gave priority to disadvantaged applicants in filling positions in the civil service. The relaxation of requirements were advertised together with the other details of vacancies.

The BMF has criticised Namibia’s affirmative action policies for its lack of adequate enforcement procedures and the phenomenon that many foreign blacks had been employed in preference to local inhabitants. Gawanas (1992:64) has admitted to certain shortcomings of Namibia’s affirmative action strategies, and has stressed that it is not always possible to strike an appropriate balance between the twin goals of equity and efficiency.

Equity demands restitution of past discriminatory practices by addressing the expectations of the disadvantaged. Efficiency demands appointing persons on merit alone. According to Gawanas, the effective implementation of affirmative action programmes in Namibia will depend on well developed policies; the availability of accurate human resources statistics; the willingness of the private sector to implement such programmes; and the powers of government bodies to enforce statutory measures.

3.5 AFFIRMATIVE ACTION IN AMERICA

Affirmative action in America is quite different from the two Asian cases. The United States had to address the problem of a disadvantaged minority rather than a majority or large plurality.

The term "affirmative action" first appeared in an American Law and Civil Rights Act of 1964, Title VII. It said that employees who had engaged in discriminatory practices had to take "affirmative action" to compensate for their wrong practices. A year later, in 1965, President Lyndon Johnson issued an Executive Order requiring
affirmative action in employment and promotions for all Federal contractors, even if they had never discriminated. Then in the early 1970s the Equal Opportunity Employment Commission went a step further by establishing quotas, or statistical goals, for the employment of certain minority groups (Weiner, 1993:15).

By the early 1970s, then in the United States the term “affirmative action” had acquired a double meaning. To some it meant an active or affirmative effort to recruit and promote minorities and to end discriminatory practices. To others affirmative action meant mandatory result through quotas.

3.5.1 Effectiveness of affirmative action programme

A question of obvious interest to economist and policy makers within government is whether affirmative action legislation has reduced discriminatory labour market trends or not. It is not an easy question to answer, however, because discrimination may also have become less prevalent in the absence of official programmes. A brief discussion follows of major statistical and imperical research into federal anti-discriminate on policies in the United States which nevertheless arrive at clear indicative conclusion in regard to this effectiveness:

3.5.1.1. Convergence of black/white earnings ratios

Hamermesh and Rees (1984:322) have found a remarkable convergence of earnings by blacks and whites since the establishment of the Equal Opportunity Employment Commission. During the period 1965 to 1980, the unstandardised earnings ratios of non-whites increased from 0,64 to 0,71 for males and from 0,71 to 0,95 for female (full-time employees).

3.5.1.2 Reduction in occupational segregation

Research by Freeman (1981:545) and Heckman and Wolpin (1976:545) has found that black male employment increased significantly in those firms that were federal contractors after the enactment of federal affirmative action legislation. Hamermish and Rees (1984:334) have confirmed this trend on an occupational level in the United States, with white -collar employment amongst blacks increasingly from 16,5% in 1960 to 40,5% in 1981.
3.5.1.3 Enhanced macro-economic efficiency

An aspect that continues to be a controversial issue in the affirmative action debate is whether the supposed equity benefits of an Affirmative Action Program are more than offset by the efficiency losses they impose on firms when recruiting and promotion decisions are governed by other requirements than solely the qualifications and experience of candidates. Schotter and Weigeld (1992:513) attempted to answer this question through examining the efficiency implications of equal opportunity laws and Affirmative Action Targets and investigating whether subjects behave in asymmetric tournaments as predicted by tournament theory. Their findings in summary were the following:

- Observed behaviour generally supports both the qualitative and quantitative predictions of the theory, although subjects tend to supply more effort than predicted.

- The perceived trade-off between equity and efficiency does not always exist, and what is equitable may also be efficient.

- Both equal opportunity laws and Affirmative Action Program increase the probability of “winning” for disadvantaged group.

- Equal opportunity laws increase the effort levels of all subjects and hence profits of their tournament administrator.

- The final effect of Affirmative Action Programs depend on the severity of the group's last disadvantage.

3.6. CONCLUSION

The kinds of interventions adopted in each of the countries discussed was quite different, ranging as we have seen from hard quotas to a more nuanced range of policies. It should be clear from the discussions that there is no single affirmative action policy since political circumstances require different interventions. Although all affirmative-action programmes share the principle that efforts are made on behalf of individuals because they belong to a designated
racial or ethnic group, there are two different types of affirmative action policies.

The first type might be called affirmative action for expanding opportunities. In this category one would include all policies to eliminate discrimination, including those that have unintended discriminatory effects, such as job requirements that are not job related and disproportionately impact on minorities; one would include race/ethnic conscious policies intended to expand the pool of qualified individuals, such as training programmes to upgrade the skills of workers; financial assistance to students who are qualified for tertiary education but who could not otherwise attend school.

A second type of affirmative action policy emphasises fixed outcomes based upon designated quotas. These are result orientated policies which set out to ensure that the distribution of education, employment, income and wealth among individuals will be in proportion to the population of each ethnic group or race in the country. The quota route created controversy in each of the countries examined. In the haste to fill quotas standards are lowered and preferences for some 'eats into' and begins to erode the notion of equality of opportunities for all.

The most important lesson which according to Hofmeyr and what South Africa must learn is the attitude of top management and the need for a defined strategy. Although it sounds simple and may be clinched, it forms the core elements of any mentoring and affirmative action programme.
CHAPTER FOUR

AFFIRMATIVE ACTION SURVEY WITHIN THE OFFICE OF THE AUDITOR-GENERAL.

4.1 INTRODUCTION

The project involves the analysis of the organisational environment to establish whether it contributes to the implementation of the affirmative action strategy. The analysis follows from the research which has been conducted within the Office of the Auditor General. The survey focused on the organisational issues which have a bearing on the climate that contributes to the successful implementation of affirmative action. Information was gathered with the following objectives in mind:

- To determine what progress has been made in the implementation of affirmative action and how the strategy has been implemented so far.

- To determine what staff and management think about affirmative action and whether they see affirmative action as a threat or an opportunity.

- To determine what types of problems are experienced and envisaged by staff and management in the implementation of affirmative action.

- To determine whether top management and middle management give their commitment and honest effort to get affirmative action off the ground.

- To establish the expectations and perceptions of different racial groups on affirmative action.

- To determine a need for cultural change within the organisation.
The purpose of the project was to identify within the organisational environment those unknown critical factors both positive and negative, which have a bearing on the successful implementation of the affirmative action programme that which need to be managed.

4.2 The techniques, methodologies and concepts used in the analysis

For the purpose of the analysis, information had to be collected regarding the progress made by the Office in the implementation of the Affirmative Action programme. The problems that are being experienced by black and white members of staff and management will need to be identified, as well as the perceptions of management, and members of staff as a whole.

In order to achieve the above, a qualitative survey method was used to obtain the primary data. The primary data was collected by means of a questionnaire. An interview was held with Human Resource management to obtain information on progress made in the implementation of Affirmative Action and human resource statistics.

The Office employs 970 people. A random sample of 400 staff members which included top management, middle management, and all categories of staff was chosen. The sample covered all the Offices in the metropolitan areas including Johannesburg, Pretoria, Durban and Cape Town. It also covered offices in the TBVC states and rural areas like Bloemfontein, Nelspruit, Pietersburg, Bethlehem, Qwa-Qwa, Lebowa, Gazankulu and Port Elizabeth. The sample is much bigger than it would normally have been required using statistical sampling techniques, and it is truly representative of the population as it covers all categories of staff in most of the regions. In view of the importance of the subject and the sensitivities surrounding it, it was important that the survey should be comprehensive and thorough.

Almost every staff member’s view and attitude towards the affirmative action policy is important to the successful implementation of the programme. The data was analysed on a qualitative basis using a computer spreadsheet. The response rate was 232 people out of 400 employees surveyed. Thirty three questionnaires were treated as
missing because certain questions were left unanswered or attended. The total questionnaires that were correctly completed and interpreted were 199. The response rate could have been much higher had the people been given more time to respond.

4.3 The questionnaire

The data was collected through self-administered questionnaires with close-ended questions for which participants chose specific responses. The response scale used was a three-point scale. A section was included at the end of the questionnaire for respondents to provide comments and state other problems which they want to bring to the attention of the surveyor which might not have been covered in the questionnaire. The questions were designed to elicit the perceptions of employees in the Office of the Auditor-General on the Affirmative Action programmes and the working environment. The following important issues were covered:

4.3.1 Profile of Respondent:

The first part of the questionnaire gathered information on the profile of the respondent. For the purpose of this exercise it was important that the profile of the participants should be established, as one's perception or attitude can be highly influenced by one's profile. The information on the profile of the respondents will also help to pin-point the problem areas, and management will know where to focus their efforts in addressing problems. Information to be gathered on the profile included the following: race, age, gender, number of years that the respondent has been employed in the Office, educational background and the position held by the respondent in the Office.

4.3.2 Staffing and standards

This part of the questionnaire was used to determine whether the employees of the Office were aware of the Affirmative Action plan in the Office and if so, whether they became aware of the plan through the correct channels. This is important because the manner in which the policy could have been
communicated to the employees will have a bearing on how the employees perceive the affirmative action policy. For example, employees who got to know about the Office's affirmative action policy in the corridors or heard about it on the news were more likely to have distorted information about the policy and thus more negative perceptions than those who had first-hand information from their managers.

The questionnaire went further to determine whether the respondents supported the existing plan on affirmative action, the extent of support or no support. Employees' fears, expectations, hopes and wishes were elicited. This is a very important part of the questionnaire because it could reveal to management to what extent their strategy is supported throughout the organisation and how much convincing they still need to do.

The last part of the questionnaire in this section was to determine whether there were any stereotypes surrounding the issue of affirmative action especially amongst the white employees, about other races and the male employees about female competence and standards of work. This information is also very critical to the successful implementation of the affirmative action policy, for example, negative stereotypes about other races and female employees on the part of management members will be a much greater cause for concern than if such stereotypes existed at lower levels. Respondents were asked to state, amongst others, whether they believed that a male was generally more competent than a female in the auditing environment or whether a white employee was more competent than a black one. Respondents were also asked to state whether the implementation of the Affirmative Action programme would bring about reverse discrimination, hardships, a drop in standards, new opportunities and challenges and a more representative and competent workforce. The questionnaire went a long way in probing whether there still were deep-seated racial prejudices which could form a barrier in the implementation of the affirmative action strategy.
4.3.3 Employee development as a strategic issue

This part of the questionnaire concentrated on eliciting information to determine whether there is a support system in place and whether such a support system is effective in the areas of identifying, developing and retaining good employees. These aspects are very critical to the successful implementation of the Affirmative Action policy. This programme will rely heavily on the ability of the Office to identify bright, progressive, hard working and disciplined employees of all races and develop them through training and other institutional support such as motivation, counseling or mentoring. The purpose of the questionnaire was therefore to determine whether the employees were generally happy with the support systems within the Office or whether they felt there should be some improvement.

The questions asked touched on whether the respondents felt they were allowed to fully utilise their skills and abilities, whether they got support from their supervisors and whether there were opportunities for advancement. Respondents were asked to give their opinion on the personnel appraisal system employed by the Office. It should be noted that the personnel appraisal system is very crucial in the identification of talent for advancement. A fair, thorough and open appraisal system can work wonders in the implementation of the affirmative action programme. A question was also asked as to whether the Office was giving adequate institutional support to both black and white to bridge the gap between their apartheid background and the demands for the new Office which are to be based on multiracial integration, non-racialism and merit only.

4.3.4 Attitude

The attitudinal survey in this regard is important to determine the employee's mind set and whether it is receptive to an affirmative action programme policy.
The questionnaire aimed at determining to what extent the employees were prepared for changes or have been prepared for change. Furthermore, it determined whether the different racial groups are willing to embrace each other and work together harmoniously for the good of the Office and our country. The respondents were questioned whether they were happy about certain aspects within the organisation relating to black subordinates, black superiors, cultural integration, job security and discrimination based on race, sex, language, age, etc. Respondents were also asked to state their opinion regarding the pace of change within the Office in respect of recruitment and training of blacks and women and the advancement of blacks and women into supervisory and management positions.

4.3.5 Training

Training is the corner-stone of any affirmative action strategy. Without training no affirmative action programme can succeed. This part of the questionnaire requested respondents to rate the effectiveness of the training courses offered by the Office in relation to the quality of instructions, improving job performance, acceleration of the advancement of black people into supervisory and management positions within the Office.

4.3.6 Culture

South Africa is a country of many cultures with different languages. There are eleven official languages and it is impossible to use all of these languages as a medium of communication within the Office. Culture and language have a direct influence on the success of the affirmative action strategy as well as the quality and standard of the work performed by the Office. It was therefore important to ask a question on language preferences and the need for cultural change.

In conclusion the respondents were asked to state whether in the next five years things would change for the worse, stay the same or change for the better. Respondents were also invited to make further comments if they so desired and to state any
other problem or concern they wished to bring to the attention of management and the researcher which was not covered in the questionnaire.

4.4 Analysis of the current situation in the organisation surrounding human resources and the affirmative action programme

4.4.1 Staffing and standards

Current status of the affirmative action in the Office

Based on information obtained from human resources management in the Office, the following can be stated regarding the current situation and progress made in the implementation of the Affirmative Action programme as at 30 June 1997.

Table 4.1 illustrates the Office's manning compliments. An analysis was done to see whether there was any change in the allocation of positions based on gender and race.

Table 4.1
JOB AND PERSONNEL ANALYSIS FOR JUNE 1997, COMPARED TO 31 MARCH 1993

<table>
<thead>
<tr>
<th>JOB LEVEL</th>
<th>CATEGORY</th>
<th>POSTS FILLED</th>
<th>GENDER</th>
<th>MALE</th>
<th>FEMALE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Jun '97</td>
<td>Mar '93</td>
<td>Jun '97</td>
<td>Mar '93</td>
</tr>
<tr>
<td>1-4</td>
<td>Top Management</td>
<td>37</td>
<td>26</td>
<td>26 (100%)</td>
<td>0 (0%)</td>
</tr>
<tr>
<td>5</td>
<td>Middle Management</td>
<td>63</td>
<td>64</td>
<td>60 (95%)</td>
<td>4 (5%)</td>
</tr>
<tr>
<td>6</td>
<td>First Level Supervisor</td>
<td>179</td>
<td>131</td>
<td>156 (87%)</td>
<td>125 (75%)</td>
</tr>
<tr>
<td>7-18</td>
<td>Operational</td>
<td>691</td>
<td>720</td>
<td>388 (56%)</td>
<td>425 (59%)</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>970</td>
<td>941</td>
<td>641 (66%)</td>
<td>640 (68%)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>JOB LEVEL</th>
<th>CATEGORY</th>
<th>POSTS FILLED</th>
<th>RACE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Jun '97</td>
<td>Mar '93</td>
</tr>
<tr>
<td>1-4</td>
<td>Top Management</td>
<td>37</td>
<td>26</td>
</tr>
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<td>5</td>
<td>Middle Management</td>
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<td>64</td>
</tr>
<tr>
<td>6</td>
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<td>179</td>
<td>131</td>
</tr>
<tr>
<td>7-18</td>
<td>Operational</td>
<td>691</td>
<td>720</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>970</td>
<td>941</td>
</tr>
</tbody>
</table>

Table 4.1 illustrates the Office's manning compliments. An analysis was done to see whether there was any change in the allocation of positions based on gender and race.
It is not encouraging to realise that women are still not part of top management even when there are some with qualifications and experience. There has been a significant increase of blacks who have been appointed in top management positions since the start of the affirmative action programme.

Blacks accounted for 7% of the total labour force in 1993 but the percentage has increased to 24%. This is in line with the target set for the composition of the labour force by 30 September 1998.

TABLE 4.2 RECRUITMENT/PROMOTIONS/TERMINATION ANALYSIS FOR JUNE 1997

<table>
<thead>
<tr>
<th></th>
<th>TOTAL</th>
<th>GENDER</th>
<th>RACE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
</tr>
<tr>
<td>Recruitment</td>
<td>26</td>
<td>12 (46%)</td>
<td>14 (54%)</td>
</tr>
<tr>
<td>Promotions</td>
<td>7</td>
<td>4 (57%)</td>
<td>3 (43%)</td>
</tr>
<tr>
<td>Terminations</td>
<td>7</td>
<td>7 (100%)</td>
<td>0 (0%)</td>
</tr>
</tbody>
</table>

Table 4.2 focuses on the rate of recruitment and promotions the Office is operating on. In the month of June 1997, 26 staff members were recruited of which 14 were females and 10 were black. A total number of 7 staff members were promoted of which 5 were black and 3 were women. This is an indication that the Office is serious in meeting the target as set out.

TABLE 4.3. CUMULATIVE RECRUITMENT/PROMOTIONS/-TERMINATION ANALYSIS FOR JUNE 1997

<table>
<thead>
<tr>
<th></th>
<th>TOTAL</th>
<th>GENDER</th>
<th>RACE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
</tr>
<tr>
<td>* Recruitment</td>
<td>174</td>
<td>104 (60%)</td>
<td>70 (40%)</td>
</tr>
<tr>
<td>* Promotions</td>
<td>88</td>
<td>49 (56%)</td>
<td>39 (44%)</td>
</tr>
<tr>
<td>* Terminations</td>
<td>175</td>
<td>118 (67%)</td>
<td>57 (33%)</td>
</tr>
</tbody>
</table>

Table 3 indicates the cumulative recruitment/promotions and termination from March 1993 to June 1997. A total of 174 staff members were recruited of which 104 and 70 were women. There
were 88 people promoted during this period of which 21 were black and 39 were women. Though these figures do not encourage when it comes to promotions that must be seen in the light that previously whites accounted for 93% of the total labour force and that women accounted for 32%. However, the desire to remedy the situation through affirmative action has been demonstrated.

The targets were set as follows:

**TABLE 4.4 TARGETS AND QUOTA FOR THE OFFICE**

<table>
<thead>
<tr>
<th>Recruitment 01/10/94 - 30/9/95</th>
<th>25% of recruitment from disadvantaged communities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Composition by 30/9/98</td>
<td>30% of total staff from disadvantaged communities</td>
</tr>
<tr>
<td>Management by 30/9/98</td>
<td>20% of management group from disadvantaged communities</td>
</tr>
</tbody>
</table>

4.5 CONCLUSION

It would appear that these targets as were set in 1994 (see table 4.4) need to be reviewed with the intention of making them more challenging ie upwardly reviewed with the intention of making them more challenging. There has been a tremendous increase at top management level but the increase in the first line supervision is not that great. The researcher would have thought that the first line of supervision would have set a good basis for blacks and women to find their footing and progress through the ranks to top management levels. By having a significant number of blacks at top management levels while having few on the firing line would be misinterpreted by some in the organisation as a window dressing exercise.
5.1 INTRODUCTION

In Chapter One, the principal aim of this research project was to identify within the organisational environment those critical factors both positive and negative. Factors that have a bearing on the successful implementation and maintenance of the affirmative action programme for the Office of the Auditor General. In order to elicit these responses from interviewees a qualitative survey method was used to obtain the primary data. This data was collected by means of questionnaires. Further information was obtained from the human resources management of the Office. The research results were interpreted focusing on various relevant dimensions. The dimensions include:

- Staffing and standards,
- development of people and organisational culture,
- attitude,
- training.

5.2 Staffing and standards

It is encouraging to realise that of the 199 staff members surveyed, all were definitely aware of the Office's affirmative action plan and policy. This was through being informed by supervisors or management and by having seen and read the document.

The affirmative action programme is a very important strategy to the Office. However, just like any other strategy, affirmative action can only be successful if it is properly communicated and sold to the people in such a way that they can all own it. From the responses it is clear that the affirmative action policy has been properly communicated.

Respondents were asked whether they had any views concerning affirmative action strategy and programme which differed from the Office's plan. Over 92% of employees responded positively on the questions whether they thought that the affirmative action plan was effective, to what extent they supported the programme and that
their views were similar to those of top management regarding affirmative action.

Respondents were asked whether there was any formal discrimination in the Office based on race and sex. 78% of those surveyed believed that there was no discrimination on the base of race. About 66% of respondents believe that there is no discrimination based on sex. It is however disturbing to realise that 20% and 32% respectively of those surveyed still believe that there is discrimination based on sex and race.

Respondents were asked to state what, in terms of their beliefs was more likely to result from the implementation of the affirmative action policy. This is how they responded:

Table 5.1: Realities of applying Affirmative Action

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) Reverse discrimination</td>
<td>1</td>
<td>5%</td>
</tr>
<tr>
<td>Preference to blacks and women</td>
<td>1</td>
<td>5%</td>
</tr>
<tr>
<td>Difficult to tell</td>
<td>16</td>
<td>8%</td>
</tr>
<tr>
<td>Competent whites lost their jobs</td>
<td>4</td>
<td>2%</td>
</tr>
<tr>
<td>A more representative and competent workforce</td>
<td>177</td>
<td>89%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>199</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>(b) Hardship</td>
<td>2</td>
<td>1%</td>
</tr>
<tr>
<td>Limited opportunities</td>
<td>2</td>
<td>1%</td>
</tr>
<tr>
<td>New challenges and opportunities</td>
<td>19</td>
<td>9.5%</td>
</tr>
<tr>
<td>Equal opportunities for all</td>
<td>126</td>
<td>63%</td>
</tr>
<tr>
<td>Advancement of formerly disadvantaged</td>
<td>48</td>
<td>24%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>197</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>(c) Drop in standard</td>
<td>4</td>
<td>2%</td>
</tr>
<tr>
<td>Difficult to tell</td>
<td>7</td>
<td>4%</td>
</tr>
<tr>
<td>Standard has been maintained</td>
<td>157</td>
<td>79%</td>
</tr>
<tr>
<td>Standard has improved</td>
<td>30</td>
<td>15%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>198</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

People were asked to rate the “average female” to “average male” acting in the role as administrator or manager. The responses were that 89% felt there was no difference and 11% felt that the female was better. The responses indicates a trend that there will be no major obstacles in the advancement of women in the Office.
Respondents were also asked to rate an "average black" to an "average white" and 93% stated that there was no difference. Over 89% of respondents stated that they would work with both black and white or that they had no special preference.

The above survey results regarding the employees attitudes and expectation on staffing and standards from the implementation of the affirmative action programme is very interesting and encouraging. This indicates that there is full understanding as to what affirmative action policy is aiming to achieve i.e. a more representative and a competent workforce.

5.3 Development of people and organisational culture

It is encouraging to learn that 94% of the respondents believe that they have received training they need to do their jobs well, and that they believe that they know what to do in order to do their jobs well.

Respondents were asked to state whether there was any corrective action mechanisms which were available for them to utilise in order to do their jobs right. These responses were:

**Table 5.2: Office's support structure**

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not to my satisfaction</td>
<td>15</td>
<td>7.5%</td>
</tr>
<tr>
<td>Indifferent</td>
<td>2</td>
<td>1.0%</td>
</tr>
<tr>
<td>Yes, but it could be better</td>
<td>38</td>
<td>19.1%</td>
</tr>
<tr>
<td>Yes certainly</td>
<td>144</td>
<td>72.4%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>199</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

About 91% of the respondent state that they are allowed to fully utilise their skills and abilities by their supervisor, and that they know how their work performances are evaluated and if they performed well they are given praises and that motivates them to perform better.

Respondents were asked whether they believed that the Office had a clear vision for the future development of staff members. They responded as follows:
Table 5.3: Vision for the future

<table>
<thead>
<tr>
<th>Opinion</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>11</td>
<td>.5%</td>
</tr>
<tr>
<td>Not to my satisfaction</td>
<td>11</td>
<td>5.5%</td>
</tr>
<tr>
<td>Indifferent</td>
<td>4</td>
<td>2.0%</td>
</tr>
<tr>
<td>Yes, but it could be better</td>
<td>13</td>
<td>6.5%</td>
</tr>
<tr>
<td>Yes certainly</td>
<td>170</td>
<td>85.4%</td>
</tr>
<tr>
<td>Total</td>
<td>199</td>
<td>100%</td>
</tr>
</tbody>
</table>

The above results show that the Office is making the job more interesting, maintain and improve the staff moral and thereby increasing efficiency and the effectiveness of staff members in the organisation.

It is also encouraging to realise that the management style and the environment of the Office is conducive to the proper implementation of affirmative action. About 93% of the respondents are comfortable with the structures and the methods used by the Office to make them give their best. This have been achieved by bridging the gap caused by the differences in educational background and the language problem. The commitment of management to do away with race and gender discrimination is also evident with the staffing and standards set to bridge the gap.

About 92% respondents stated that through proper development, career opportunities are being planned. Their career path has been clearly discussed with them and know what to do in order to achieve those plans/goals.

5.3 Attitude

Of the respondents 96% stated that they were very much prepared for change and that they were welcoming this change. This is encouraging because it means the chances of bringing about progressive changes in the Office are good.

Regarding pay and fringe benefits 88% of the employees indicated that they are generally happy. This means that the Office is not way out of the market, and that it can attract and retain competent staff.
It is encouraging to realise that 95% of the respondents were happy with their white subordinates and 96% were happy with their white superiors. The same went for black subordinates and superiors.

Respondents were asked to state whether they were satisfied/happy with their colleague of different race. Their responses were as follows:

**Table 5.4: Attitudes towards colleagues of different race**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unsatisfied</td>
<td>8</td>
<td>4.0</td>
</tr>
<tr>
<td>Indifferent</td>
<td>4</td>
<td>2.0</td>
</tr>
<tr>
<td>Satisfied</td>
<td>187</td>
<td>94.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>199</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

As far as job security is concerned 93% were happy. Some 95% of respondents stated that their job was challenging, whilst 84% stated that they were happy about promotional opportunities. This means that they see promotion to be based on merit.

Respondents were also asked what their opinion was with regard to the pace of recruiting and training blacks and women. Their responses were:

**Table 5.5: Opinion on recruitment and training**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unsatisfied</td>
<td>28</td>
<td>14.1</td>
</tr>
<tr>
<td>Indifferent</td>
<td>17</td>
<td>8.5</td>
</tr>
<tr>
<td>Satisfied</td>
<td>150</td>
<td>75.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>195</strong></td>
<td><strong>98</strong></td>
</tr>
</tbody>
</table>

Concerning the advancement of blacks and women into supervisory and management positions 73% feel that it is satisfied. Again it is striking to realise that 27% of respondents still feel that the pace is slow.

On the whole the attitude survey indicates that the Office has between 85% and 90% of people who are generally positive. However there is a significant concern about the recruitment and advancement of blacks and women.
5.5 Training

As far as the effectiveness of the training courses are concerned 91% felt that the instructions were effective.

Respondents were asked to state how they rated the effectiveness of this training course offered by the Office, and their responses were:

**Table 5.6: Effectiveness of training courses**

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unsatisfied</td>
<td>4</td>
<td>2.0</td>
</tr>
<tr>
<td>Indifferent</td>
<td>3</td>
<td>1.5</td>
</tr>
<tr>
<td>Satisfied</td>
<td>192</td>
<td>96.5</td>
</tr>
<tr>
<td>Total</td>
<td>199</td>
<td>100</td>
</tr>
</tbody>
</table>

Of the respondents 82% stated that the courses offered were effective to accelerate the advancement of blacks into supervisory and management positions. However 18% felt that these courses are not effective.

It appears from the results that the courses offered are generally good, as these courses are designed in such a way as to facilitate the implementation of affirmative action and to address the poor educational background of some of the previously disadvantaged groups and thus levelling the playing field. Training is a critical factor in the implementation of the affirmative action programme.

Of the employees 97% would be happy if the Office was to use English as the only medium of communication in the Office. This is the indication that the majority of employees in the Office have already prepared themselves for change from mainly using Afrikaans to mainly using English for communication purposes. Language is an important factor in the implementation of an Affirmative Action policy.

Some 98% of respondents believe that the Office will have to go through a cultural adjustment. This corroborates the findings on the language use above.
What is very interesting and encouraging is that 98% of the respondents believe that things would be changed for the better or improve. Only 2% who think that things will be worse in future.

5.5 CONCLUSION

The affirmative action programme is a very important strategy to the Office. However, just like any other strategy, the affirmative action can only be successfully implemented if it is properly communicated and sold to the people in such a way that they all understand it. From the above survey it is clear that the affirmative action policy has been properly communicated. Another important observation flowing from the results mentioned is that the employees generally have a high confidence in the Office leadership. They trust that Top Management has implemented affirmative action in a "responsible manner". This must be seen in a background that there have been visible and drastic changes brought about by the implementation of the affirmative action strategy in the Office so far.

It must be pointed out that contrary to the fear that affirmative action would result in reverse discrimination, hardship and drop in standards, a different scenario would emerge in that standards would improve, equal opportunities for all will be established and a more representative and competent workforce will exist. From the results it is evident that the Office has a good support structure and that it has defined clear vision for the future development of staff members. Results also show that because of the concept being well sold to staff members their attitudes toward one another are warm and good. However it is not encouraging to see that 25% of respondents feel that the pace of recruitment and advancement of blacks and women is still slow.

It appears from the results that training offered is generally good, as these courses are designed to bridge the gap caused by the poor education background of some previously disadvantaged groups and thus levelling the playing field.
CHAPTER SIX

RECOMMENDATIONS AND GENERAL CONCLUSIONS

6.1 Introduction

Although affirmative action was introduced in South Africa as early as 20 years ago not much has been achieved by Corporate South Africa in this regard. Though there have always been very good business strategic reasons to implement affirmative action, South African companies have not been able to realise this, such that affirmative action initiatives in the past were driven by external pressure and not business strategy.

Affirmative Action programme can only succeed if done for the right reason, that is for business purposes, and cannot function or prosper in an environment that remains fundamentally unchanged or even hostile to initiatives. This strategy can only succeed if it is led, supported and driven by an honest chief executive who demonstrates total commitment to the process. Visionary and progressive human resources leadership must provide support structures in the areas of recruiting, selection, training and performance appraisals. Affirmative Action programmes cannot take place in a vacuum.

In the public sector the affirmative action programme would further be more problematic because of the problems of legitimacy scarcity or appropriate qualified black people. It would even be more challenging than in the private sector due to the negative perceptions which many educated blacks have towards the civil service.

Affirmative action strategy will not lead to a drop in standard, instead it will result in the organisation having a more competent work force. The organisation will have a bigger base from which to draw its human resources or talent. However, in order to achieve this, the affirmative action strategy should be well thought through and well managed.
6.2 Conclusion drawn from affirmative action survey

It is very clear from the survey that there is a total commitment from Top Management in the Office to push resolutely forward with the implementation of the affirmative action programme. It is very clear that the affirmative action strategy and programmes have been properly communicated and sold to the people. As a result most of the employees in the Office have a clear understanding of what the affirmative action strategy is all about and what it is aiming to achieve.

Flowing from the preceding statement, all managers seem to have seen and read the affirmative action policy document and plan, and actually support the present affirmative action policy and strategy. It should be noted that whilst the strategy should be owned and driven by Top Management, the actual implementation of the affirmative action programme depends heavily on middle management.

On the issue of support systems as they relate to the office environment and working conditions, people are generally happy. The language issue that posed a problem has been properly addressed. A majority of staff members support the change over to English as a medium of communication.

A majority of staff members appreciate the fact that management is assisting the staff members with training offered in order to bridge the gap between their background and the requirements for the racially and culturally integrated office. Staff members perceive a bright future and improvement in the office.

Based on the above stated findings, the environment in the Office of the Auditor-General is conducive to the successful implementation of the affirmative action strategy and programmes.

6.3 Research findings in comparison with previous research

Majority of staff members surveyed are in favour of an affirmative action programme and above 95% stated that they were prepared for change. The above statistics show that the overwhelming majority of employees in the Office are heartened about the changes that are brought about by the implementation of affirmative action programmes.
The above findings tend to disagree with a combined attitude study which was conducted by the University of South Africa and University of Cape Town among their students who were managers from large South African companies attending executive and management development programmes. Human and Hofmeyr (1987:10-11) summed up the results as follows: "The respondents expressed positive attitudes towards non-discriminatory organisational and social values and structures. The majority felt that business and society should accept blacks, value their work, create equal opportunities, let blacks compete, open facilities to all, and they also appear to support affirmative action.

In sharp contrast to this general acceptance of non-discriminating values and practice we find that more than 54% of the respondents do not think that blacks have the objectivity to evaluate business situations properly; just less than half (44%) perceive black managerial behaviour to be influenced by emotions; and 47% feel that challenging work is not as important to blacks as it is to whites. The respondents also appear to have considerable doubts about whether blacks have the self confidence required for leadership positions and whether blacks have the ability to contribute as much as whites to the overall goals of an organisation. Only 52% feel that blacks are as capable as whites of learning mathematics and mechanical skills."

Schlemmer and Boulanger (1978:179) found that 43% of companies in their sample reported white employees' resistance as a factor which discouraged black advancement. The main factor was "blacks not considered to be capable".

Franks (1987:34) bases his views on the research undertaken by National Institute of Productivity Research, concludes that "white resistance to black advancement which takes both covert and overt forms is found to be a major factor impending the success of black advancement programmes initiated by senior management. The fear of black advancement is clearly most seen at the middle to lower levels of management, and lower employee grades for those are the people whose jobs are most threatened."
6.4 Recommendations

In order to be successful, the affirmative action strategy needs to be carefully thought and well managed, taking into consideration the lessons learned from the literature survey, conclusions drawn from the literature search and the affirmative action survey in the Office. Care should also be taken not to repeat the same mistakes committed by other organisations in the past.

6.4.1 Leading and managing the affirmative action process

The affirmative action programme is a project that needs to be managed by applying the principles of project management. However, it is not considered appropriate to have affirmative action programmes managed separately, for example setting up a new affirmative action programme department headed by an executive manager who is normally black like in many organisations in South Africa. The affirmative action must be owned and driven by all executive managers in the Office. The chief executive must visibly take the lead and keep other managers on their toes.

There must be a written strategy or plan in place which sets out the objectives of the exercise, strategies and tactics to achieve the objectives. This plan should also set targets and expected time needed for completing certain tasks and should state the names of people responsible to carry out certain tasks.

It must be mentioned that the present affirmative action plan of the Office appears to be adequate and in order, except for the fact that 25% of those surveyed feel that the pace of implementing affirmative action in the Office is rather slow.

Communicating the strategy and policy: Management of the Office must maintain the programme of positive communication of the affirmative action policy and strategy. The affirmative action strategy is so important that one cannot rely on indirect communication channels like internal newsletter for dissemination of information on affirmative action. The communication process must be two-way both top-down and bottom-up. Top management must take responsibility to disseminate information on the affirmative action policy down to the lowest level.
Van Eeden (1994), made the following statement about communicating affirmative action: "It is imperative that a proper persuasion campaign to convince employees of the benefits of affirmative action be developed. If the organisation can succeed in selling this message, the benefit will far exceed the investment in time, money and effort."

6.4.2 Important considerations and principles that need to be observed in the implementation of affirmative action

In order to succeed an affirmative action programme needs total commitment from leadership and self-honesty from everybody involved in the process.

Affirmative action strategies or programmes must be based and run on sound business principles which will ensure efficiency, effectiveness and economy. They cannot succeed in an environment that remains fundamentally unchanged. Affirmative action should follow transformation or be part of transformation. These strategies and programmes can only succeed and prosper in an environment which is conducive to such a strategy.

Racial prejudice and myth should be eradicated in the minds of at least all managers so that in the process of affirming, people should never see colour but just look for quality and talent.

In the process of implementing affirmative action those who resist change and affirmative action should be assisted in coping with the situation and those who respond positively to change and affirmative action should be rewarded. “Dead Wood” managers or staff must be relieved of their positions at the soonest irrespective of their colour to create space for affirmative action appointees.

6.4.3 Creating a conducive environment in which an affirmative action programme can prosper

Affirmative action programmes cannot succeed in an organisation that is still riddled with racism and that practices discriminatory policies, procedures and practices which negatively impact in the recruitment development, promotions and retention of blacks and women.
The affirmative action survey in the Office has shown that the environment in the Office is conducive to the affirmative action strategy to be successfully implemented. The leadership in the Office has taken the initiative to create a conducive environment.

6.4.4 Mobilising for change and transformation

The implementation of affirmative action requires change and the transformation of the organisation. Change needs to be managed through a systematic and strategic process that will ensure that the obstacles and resistance are overcome and the objectives of change are achieved.

Gouillart and Kelly (1995:5) define business transformation as the orchestrated redesign of the genetic architecture of the corporation, achieved by working simultaneously although at different speed along the four dimensions of Reframing, Restructuring, Revitalisation and Renewal. It is recommended that the transformation of the Office should be structured and managed along the same approach and framework as described by Gouillart and Kelly.

Reframing the Office: Reframing is described by Gouillart and Kelly (1995:7) as the shifting of the organisation's conception of what it is and what it can be or achieve. It is about the organisation's mind. “Corporations often get stuck in a certain way of thinking, and lose the ability to develop fresh mental models of what they are and what they can become. Reframing opens the corporate mind and infuses it with new visions and a view resolve.” It involves the mobilisation of people, creating a vision for change and building measurement systems.

What is needed in the Office is convincing hundreds of employees to adopt a new mental framework and get them liberated from all forms of racial stereotypes. The Office should focus on individual employees, helping them to accept and to adopt to the changes. Gouillart and Kelly (1995:21) state that in a transformation process “There are walls of reluctance and denial to break through; old values to discard and new ones to assimilate, and that it is usually painful...
because the ramparts are thick and they are made of human emotions and prejudices. The affirmative action survey in the Office has shown that an overwhelming number of employees are prepared for change.

Reframing an organisation is a demanding task, it demands bold, resolute, visionary and charismatic leadership that can create confidence in the outcome of transformation, when the outcome is uncertain.

Restructuring: Restructuring is the re-arrangement of the organisation resources in order to achieve a competitive level of performance. According to Gouillard and Kelly (1997:7) "Restructuring deals with the body of the corporation, and competitiveness - the need to be lean and fit is the primary consideration. Restructuring is an indispensable dimension of a company of life. It is a necessary hygiene, without which business loses its ability to service.

The restructuring of the organisation will result in the building of a new corporate culture. The new culture would promote quality, excellence and professionalism. It should ensure employees and managers of credibility and integrity who honour their promises. The new corporate culture should reflect the value system of the organisation. Gouillart and Kelly (1995:65) have this to say about values "they induce people to join the firm or existing employees to quit; they predispose people in positions of power regulators, planning officials etc. - for or against the company; and they encourage or deter the formation of alliances and partnerships.

The new culture should ease and help to heal the existing racial tensions and promote respect and well-being of all employees of the Office irrespective of race, colour and religion. This will go a long way to create an environment conducive to the implementation of affirmative action programmes.

Revitalisation: Gouillart and Kelly (1995:7) describe revitalisation as follows: "This is igniting growth by linking the corporate body to the environment. It is about achieving market focus, inventing new business for the organisation and changing the rules through information technology." It must
be said that the Office is falling short in this regard. The Office has relied heavily on legislation only as a guiding factor in determining its business and yet there are a number of opportunities that can be explored once one starts challenging the underlining assumptions. Revitalisation in the Office will create more employment opportunities and make the task of implementing affirmative action programmes easier.

Renewal: Gouillart and Kelly (1995:7) states that "Renewal deals with the people side of the transformation and with the spirit of the company. It is about investing in individuals with new skills and new purposes, thus allowing the company to regenerate itself. It involves creating a new kind of metabolism, the rapid dissemination of knowledge inside the firm and it involves the cultivation of a reflex of adaptation to environmental changes."

The Office has for some time been undergoing a renewal process which included attracting and employing qualified professional staff like Chartered Accountants and the retraining and development of existing staff. The affirmative action strategy should be seen as part and parcel of this renewal process as it will result in the Office having a more competent and representative work force. The office needs new people with new ideas, who will give it a new direction.

6.4.5 Human Resources Management as a support structure for the affirmative action strategy

The successful implementation of the affirmative action strategy depends on the support of an efficient and effective human resources function. The human resource function needs to have a mission and strategy to support line managers in affirmative action related problems. The battle in the implementation of affirmative action strategy will be lost or won in the process of recruitment, selection, performance appraisals, training and development, succession planning and reward systems which are critical support systems to any affirmative action programme.

6.4.6 Evaluating and monitoring the affirmative action strategy
As already stated earlier on that in order to ensure success the implementation of the affirmative action strategy should be led by the chief executive, owned and driven by line managers who are supported by a dynamic human resources function. In order to enhance and strengthen the process, a committee chaired by the chief executive and composed of executive managers, staff representatives and provincial managers or regional managers should oversee the process and make an evaluation of the strategy to determine whether the objectives have been achieved.

The success of the affirmative action strategy should be evaluated against:

- The number of both blacks and women which the Office has recruited over a specified time, broken down into different divisions to ensure that all sections of the office take part in the process.

- The quality of new recruits as a result of affirmative action policy. Here the focus will be on qualifications, talents, experience, skill level and the level of motivating the individuals.

- The extent to which the affirmative action programme are understood, accepted and supported by the employees in the Office.

- The impact which affirmative action process has on the productivity and quality of work performed.

- The impact which the affirmative action programme and strategy has on the image of the organisation as far as it concerns its clients and the community.

- The effectiveness and the economy of the implementation of the affirmative action strategy.

- The impact that the affirmative action programmes has on the achievement of a desired and appropriate corporate culture within the Office.

- The state of racial tension and harmony as a result of the implementation of affirmative action in the Office.
6.5 FINAL SYNOPSIS OF THE RESEARCH

The researcher in this study attempted to provide managers, specialists and students of management with a balanced view and a professional management approach to the implementation of affirmative action strategy.

The background or historical perspective of this study was presented in chapter one, so as to gain an understanding of the dynamics that were influencing affirmative action strategies and policies in corporate South Africa and the causes of failures of previous affirmative action attempts.

Chapter two explored the relevant literature study about affirmative action and how these programmes have evolved over the past half century.

Chapter three dealt with the discussion of the literature study with reference to the application of these programmes in other countries.

Chapter four, five and six were devoted to the main part of the dissertation and focused on how to properly manage the implementation of affirmative action in the Office of the Auditor General in such a way that it destroyed and discredited the paradigm that affirmative action would result in the lowering of standards, increase costs and rendering of poorer services by the Office.

The Affirmative Action Survey within the Office of the Auditor-General of South Africa has revealed that the top management in the Office is serious and committed to implement the affirmative action strategy and it has made the environment conducive to the successful implementation of these programmes.

The challenge that is facing top management is to maintain a favourable environment in which these programme can thrive. This would be achieved by ensuring that there is an alignment of affirmative action strategy, organisational design and culture. The affirmative action committee should meet frequently or be given more time to deal with problems on the ground. They should make recommendations wherever necessary to improve the situation. People should be made aware that change in the strategic direction
is definitely required; people should fully understand what they need to do to help accomplish the affirmative action strategic objectives. Employees should also be rewarded for supporting affirmative action strategy.

Top management should also address the issue of staff who are still harbouring negative racial stereotypes by introducing a new corporate culture which is based on strong shared values that recognise the dignity and equality of every employee and which strive for equal opportunities and justice in the work place.

It is also recommended that a similar study be conducted after 5 years and that the results be compared to present findings and if they differ, reasons for differences should be elucidated.
BIBLIOGRAPHY


Beteille, A. 1993. "India: equal opportunities for all and special opportunities for some", in Development and Democracy, No. 6: 3-11.


Havanur, L.G. 1992. "India's experiment with protective discriminatory policy", in University of the Western Cape, op. cit.


QUESTIONNAIRE

In order for me to analyse my findings in a meaningful and constructive way, I would be grateful if you would provide the following biographical information. In view of the need to determine how attitudes and experiences may differ according to race and gender, I would be grateful if this information could be provided in spite of its sensitive nature.

Anonymity will be respected in the recording of answers and opinions, there is no way in which your name can be linked to the answers you give in the questionnaire. All information will be handled confidentially.

Kindly make a cross on the box that represent the answer you consider to be the most appropriate in your opinion. Choose only one answer.
### SECTION A: RESPONDENT'S PROFILE

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<th>1. What position do you hold in the Office of the Auditor General?</th>
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<th>2. What is your education background? (Highest level attained)</th>
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<th>3. How many years have you been employed by the Office?</th>
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<th>4. In which income bracket do you belong?</th>
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<th>5. What is your age?</th>
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<th>6. To which population grouping in terms of the old government classification do you belong?</th>
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<th>7. Are you a male or female?</th>
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71
### SECTION II: STAFFING AND STANDARDS

1. In your opinion do you think that when jobs become vacant at the Office they are often filled by people from within the Office.

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<th>Disagree</th>
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2. In your opinion, is it not what you know but who you know that gets you a promotion in the Office?

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<th>Disagree</th>
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3. In your experience, does the best person for the job get appointed?

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4. In your opinion does the selection procedures at the Office generally ensure that the best person for the job is appointed.

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<th>Disagree</th>
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5. In your opinion, does reasons other than qualifications give some people a better chance of promotions than others.

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<th>Disagree</th>
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As far as you know does the Office have a documented Affirmative Action Plan?

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7. In your opinion is the Affirmative Action plan effective?

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<th>Disagree</th>
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8. To what extend do you support the Affirmative Action program?

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9. Do you feel that an Affirmative Action program negatively influence your job security?

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<th>Disagree</th>
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10. How would you compare your viewpoints on Affirmative Action to top managements approach regarding Affirmative Action strategies?

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<th>Disagree</th>
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11. Do you believe that there is any formal discrimination policies or procedures in the Office?

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<th>Disagree</th>
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12. In your opinion does racism still exists in the Office?

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<th>Disagree</th>
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13. In your opinion does sexism still exists in the Office?

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<th>Disagree</th>
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14. If you are aware that the Office has an Affirmative Action plan how did you know about it?

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<td>1</td>
<td>Hear say</td>
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<td>Informed by my supervisor</td>
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Which of the following do you believe has resulted because of the implementation of Affirmative Action programme?

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<tbody>
<tr>
<td>1(a) Reverse discrimination</td>
<td>2(a) Preference to black and women</td>
<td>3(a) Difficult to tell</td>
<td>4(a) Competent, whites lost their jobs</td>
<td>5(a) A more representative and competent workforce</td>
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15.2 Which of the following do you believe has resulted because of the implementation of Affirmative Action programme?

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<td>1(b) Hardships</td>
<td>2(a) Limited opportunities</td>
<td>3(a) New challenges and opportunities</td>
<td>4(a) Equal opportunities for all</td>
<td>5(b) Advancement of formerly disadvantaged</td>
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15.3 Which of the following do you believe has resulted because of the implementation of Affirmative Action programme?

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<td>1(c) Drop in standards</td>
<td>2(c) Standards has remained the same</td>
<td>3(c) Difficult to tell</td>
<td>4(c) Standards has been maintained</td>
<td>5(c) Standards has improved</td>
</tr>
</tbody>
</table>

16.2 With whom would you prefer to work with if you had a choice?

<p>| | | | | |</p>
<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Male</td>
<td>2</td>
<td>Female</td>
<td>3</td>
</tr>
</tbody>
</table>

17.1 How do you rate the average black compared to an average white?

<p>| | | | | |</p>
<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Much worse</td>
<td>2</td>
<td>Slightly worse</td>
<td>3</td>
</tr>
</tbody>
</table>

17.2 With whom would you prefer to work if you had a choice?

<p>| | | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>White person</td>
<td>2</td>
<td>Black person</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>White person</td>
<td>Black person</td>
<td>Both black and white</td>
<td>It depends on the situation</td>
</tr>
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<td>---</td>
<td>--------------</td>
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<td>----------------------</td>
<td>-----------------------------</td>
</tr>
<tr>
<td>1</td>
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<td>3</td>
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<td>4</td>
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<tr>
<td>5</td>
<td></td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

(31)
### SECTION C: DEVELOPMENT OF PEOPLE AND ORGANISATIONAL CULTURE

1. Do you believe that you have received the training you need to do your work well?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

2. Do you believe that you know what you must do to do your job well?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

3. Do you believe that you get praised when you have done a job well?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

4. Are you told when your work is not satisfactory?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

5. When your work is not satisfactory, does someone help you put it right or show you how to do it better?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

6. Do you believe that your job and supervisor allow you to fully utilise your skills and abilities?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

7. Do you know how your work performance is evaluated?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

8. Do you believe that people in similar jobs to yours are evaluated in a similar way?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly

9. Do you believe that the Office has a clear vision of where it is going in the future?
   - 1: Definitely not
   - 2: Not to my satisfaction
   - 3: Indifferent
   - 4: Yes, but it could be better
   - 5: Yes certainly
10. Do you believe that the Office is developing its employees in accordance with its vision of the future?

<table>
<thead>
<tr>
<th>satisfaction</th>
<th>be better</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Definitely not</td>
<td>Not to my satisfaction</td>
</tr>
<tr>
<td>2. Not to my satisfaction</td>
<td>Indifferent</td>
</tr>
<tr>
<td>3. Indifferent</td>
<td>Yes, but it could be better</td>
</tr>
<tr>
<td>4. Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

(40)
### SECTION D: EMPLOYEE DEVELOPMENT AS A STRATEGIC ISSUE

1. **In your view do you believe that the management style and cultural environment of the Office encourages employees to give their best?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

2. **Do you believe that management at the Office see staff development as one of the major objectives of the Office?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should be</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

3. **Do you get the impression that management is genuinely committed to race and gender equity?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should be</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

4. **Does your head of department put a lot of effort into the development of his staff members?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should be</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

5. **Does your seniors discuss your career plans with you?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
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<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should be</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

6. **Do you believe that the issue of language preference has been dealt with by management?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should be</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

7. **Do you believe that management has done enough to assist black entrants to bridge the gap between their background/education and the requirements for success in the profession and the Office?**

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Definitely not</td>
<td>Not as it should be</td>
<td>Indifferent</td>
<td>Yes, but it could be better</td>
<td>Yes certainly</td>
</tr>
</tbody>
</table>

8. **Do you believe that management has done enough to assist white people who have been with the Office for many years to bridge the gap between their background and the requirements for a racially and culturally integrated Office?**
<table>
<thead>
<tr>
<th></th>
<th>Definitely not</th>
<th>Not as it should be</th>
<th>Indifferent</th>
<th>Yes, but it could be better</th>
<th>Yes certainly</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
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<td></td>
<td></td>
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<td>2</td>
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<td>5</td>
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<td></td>
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<td></td>
</tr>
</tbody>
</table>

(49)
### SECTION E: ATTITUDE

1. Are you satisfied with the changes that take place?

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2. How satisfied are you with the following matters concerning your current job?

2.1 Pay and fringe benefits

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.2 White subordinates

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.3 White superiors

2.4 Black subordinates

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.5 Black superiors

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.6 Your colleagues in the Office who are of different race.

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.7 Job security in general

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.8 Challenge of the job

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

2.9 Promotion opportunities

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

3. In your opinion how would you rate the change in the Office with regard to the following:

3.1 Recruitment and training of blacks and women?

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

3.2 Advancement of blacks and women into supervisory and management positions?

<table>
<thead>
<tr>
<th></th>
<th>1 Unsatisfied</th>
<th>2 Indifferent</th>
<th>3 Satisfied</th>
</tr>
</thead>
</table>

(50)
### SECTION F: TRAINING

1. Please rate the effectiveness of the training courses offered by the Office in relation to

1.1 The quality of instruction

<table>
<thead>
<tr>
<th>Unsatisfied</th>
<th>Indifferent</th>
<th>Satisfied</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

1.2 Improving job performance

<table>
<thead>
<tr>
<th>Unsatisfied</th>
<th>Indifferent</th>
<th>Satisfied</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

1.3 Advancement of blacks into supervisors and management positions.

<table>
<thead>
<tr>
<th>Unsatisfied</th>
<th>Indifferent</th>
<th>Satisfied</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

(62) (63) (64)
### SECTION G: CULTURE

1. In view of eleven official languages in South Africa and the practical impossibility of using them all as a medium of oral and written communication, for practical purposes, what would be your attitude if the Office was to mainly use the English language as a medium of communication.

<table>
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<tr>
<th></th>
<th>1</th>
<th>2</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unsatisfied</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indifferent</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Satisfied</td>
<td></td>
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</tbody>
</table>

2. Do you agree that in view of Affirmative Action strategy and other changes that are taking place around us, the Office has to go through a cultural adjustment of some kind?

<table>
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<tr>
<th></th>
<th>1</th>
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<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unsatisfied</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indifferent</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Satisfied</td>
<td></td>
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</table>
SECTION II: CONCLUSION

1. Looking ahead to the next five years how do you see the future evolving in the Office?

<p>| | | | | |</p>
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<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Change for worse</td>
<td>Stay the same</td>
<td>Difficult to say</td>
<td>Improve</td>
<td>Change for better</td>
</tr>
</tbody>
</table>

Thank you for participating in this survey.