

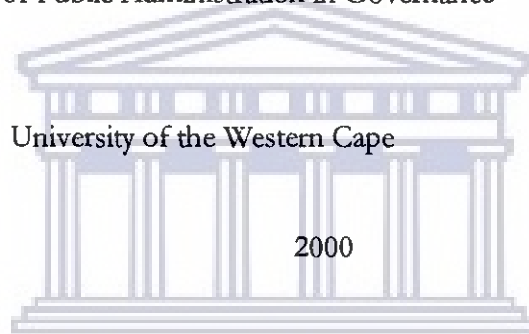
SOCIAL CHANGE IN GREATER
CAPE TOWN WITH SPECIAL
REFERENCE TO THE NATIONAL
QUALIFICATIONS FRAMEWORK

by

Cavell Winston Alexander

A research report submitted in partial fulfilment of
the requirements for the degree of

Master of Public Administration in Governance



Approved by -----

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WESTERN CAPE
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Program Authorised to Offer Degree -----

Date-----

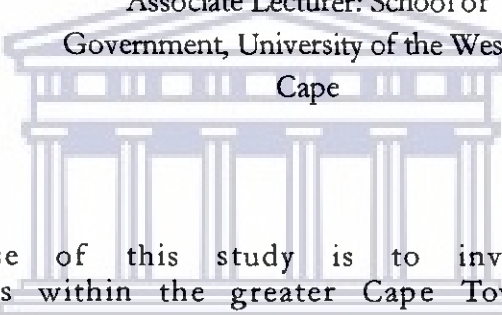
Abstract

SOCIAL CHANGE IN GREATER CAPE TOWN WITH
SPECIAL REFERENCE TO THE NATIONAL
QUALIFICATIONS FRAMEWORK

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The purpose of this study is to investigate what the municipalities within the greater Cape Town area are doing regarding Education, Training and Development within their different departments in relation to the National Qualifications Framework and the manner in which it affects career plans and prospects of employees and how the latter impacts on overall institutional transformation as a prerequisite for effective service delivery.

Policies and deliberations pertaining to development have been largely piece-meal, ad hoc and peripheral. Formulating and designing new policies will be ineffective if not accompanied by analytical rigour, structural coherence, and transformative discourse and grounded in democratic practice.

In essence this research project documents the level of congruence between policy formulation at national level and policy implementation at local level thereby illuminating the extent to which workers are empowered to function maximally.

DEDICATION

This paper is dedicated to my late father, Charles Christian, my mother, Roseline for their support and belief in my abilities for without them I would not have reached this milestone in my life.

To my wife, Helena, my two children, Leroy and Carryn-Rose, for their patience, understanding and unconditional love.



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ACKNOWLEDGEMENTS

I would like to extend a special thanks to the following people:

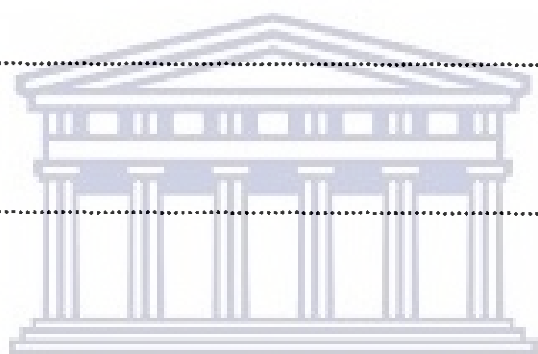
The lecturers and staff of the School of Government at the University of the Western Cape.

My brothers and sisters and extended family for their encouragement and support.

Dr John J. Williams, Associate lecturer: School of Government, supervisor, mentor and guide for being a beacon of hope (and certainty) in what sometimes seemed like a sea of intellectual and academic uncertainty.



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PROBLEM STATEMENT

From approximately 1985-1993 South Africa negotiated itself out of 300 years of oppression and exploitation culminating in the elections of 1994. This negotiated settlement gave rise to a concerted effort by the mass democratic movement to democratise political, social and economic policies and practices, with the explicit aim to transform South Africa into a more just and equal society. The period of transition in South Africa to a democratic social order is characterised by the construction of various policy frameworks to guide decisions *vis-a-vis* development programmes and projects. The latter would also become a highly contested battleground as stakeholders and interest groups try to gain strategic advantage to exert maximum influence on the direction in which the South African society is heading.

Policy formulation, however, is not a neutral exercise, which takes place in a socio-economic vacuum. Society consists of various interest groups each with their own agendas whether they may be hidden or not. In an unequal society, policy formulation inadvertently reflects the values of the dominant group. The group that owns the cultural capital (symbolic property) more often than not dictates the criteria, objectives and strategies of a specific public policy. Public policy formulation centres on the allocation of scarce resources. Determining who gets what and when is central to the act of policy formulation and implementation. This act in itself is political and loaded with the interest of divergent groups in society. It becomes even more contentious and polemical in a

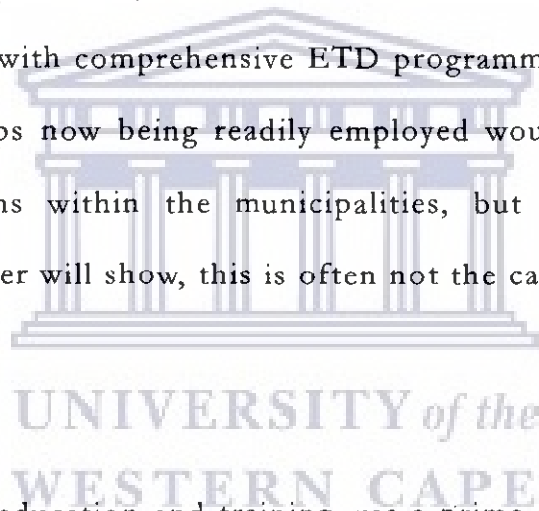
society where the heinous system of socio-political segregation called apartheid concealed an even more deprived order of economic inequality.

Very few would deny that the present government made plausible inroads into alleviating the plight of the marginalised and destitute who were simply ignored in the provision of basic resources by the previous regime. Similarly, one has to admit that great strides have been made in terms of black people reaching the top echelons of public and private employment. In the past many black people found it difficult to find employment in the public sector, let alone being appointed in managerial positions. Six years after the general elections Blacks are now readily employed but, still, by and large, find themselves more often than not occupying the lower rungs of the employment categories. In isolated cases they find themselves appointed to managerial positions, but still have to report to a white superior. The time for change in the racial make-up of employment categories is long thus overdue.

Whereas, it is an irrefutable fact that change is the only constant in life, it is, however, equally self-evident that the substance, form and dimensions of that change are a terrain of contestation especially in regards to employment patterns. (Williams, 1999:6) Moreover, change does not manifest itself in neatly-defined disciplines. It penetrates the entire network of life. This means the effects of change are organic i.e. they occur across the political, economic and social spectrum. Accordingly, change is all embracing and multi-dimensional.

The multi-dimensional restructuring of contemporary South African

society involves a fundamental recomposition of the “mode of narration” (in popular parlance “politically correct” language). This gives rise to a new awareness amongst critically-minded observers and scholars...that we must take into account the simultaneity and extension of events and possibilities to make sense of what we see (Williams, 1999:10). In order to make sense of “what we see” we need to take cognisance and unpack the various factors such cultural attitudes, myths, stereotypes informing and driving the transformation of the workplace at municipal level. None more so than in the case of Education Training and Development (ETD) within the South African Public Service in general and at municipal level in particular, which is a central concern of this paper. Many assumed that with comprehensive ETD programmes, the previously disadvantaged groups now being readily employed would eventually rise to the top echelons within the municipalities, but as the statistical evidence in this paper will show, this is often not the case.



The integration of education and training was a prime policy goal of the African National Congress (ANC) Alliance before the 1994 election. The establishment of the National Qualification Frameworkⁱ was considered an essential expression and guarantor of a national learning system where education and training would be accepted as equally important and complementary facets of human competence. The NQF was seen as a powerful vehicle to promote wider access to learning, portability of learning credits and greater mobility of learners across the learning system. The South African Qualifications Authority Act was passed on 4

October 1995 and gives SAQA the power to set up and maintain the NQF (See Appendix A).

The National Qualifications Framework (hence NQF) aims to:

create an integrated national framework for learning achievements;

facilitate access to, and mobility and progression within education, training and career paths;

enhance the quality of education and training;

accelerate the redress of past unfair discrimination in education, training and employment opportunities; and thereby

contribute to the full potential development of each learner and the social and economic development of the nation at large.

In addition, the system outlined in the Act has three structural elements:

the co-ordinating structure, the South African Qualifications Authority;

bodies registered by the South African Qualifications Authority to set standards in particular areas of learning, generally referred to as the National Standards bodies;

bodies accredited by the South African Qualifications Authority to ensure that the standards set are in fact delivered. These bodies are generally referred to as Education and Training Qualifications Authorities.

The South African Qualifications Act (SAQA) is distinct in comparison to similar measures in other countries, as it embraces all levels and sectors of the national learning system. It seems to be largely an enabling measure, according major responsibility for developing and implementing the NQF to the SAQA Board, and it makes participation in

the NQF voluntary. According to the Presidential Review 1999, these attributes have ensured overwhelming acceptance, and makes the South African qualifications system the most comprehensive in the world. The SAQA Board is undertaking a formal evaluation of its experience as its first term ends. Three considerations are likely to feature strongly in its evaluation, viz.:

the extreme complexity of establishing a comprehensive NQF along the lines outlined in the ACT and elaborated by the board.

the belief that SAQA's progress is being impeded by the inadequacy of the grant from the education department.

the likelihood that the full establishment and operation of the NQF will take very many years, despite its wide acceptability.

Based on the broad objectives of the NQF it appears that there are at municipal level certain structural weaknesses within the present training and development system. Among others, there is a lack of co-ordination, coherence and institutional transformation. (The latter will be explored in more detail in a later section of this paper) Within the local structures the lack of capacity is equally severe while the current bureaucracy continues to be white dominated, particularly at senior levels where considerable influence is exercised on the policy process. Also the current education and training system is largely geared towards training people for a control-orientated public service, which is ill-suited to meet future expectations. With the incessant demands from all quarters of civil society, especially from the previously disenfranchised for more

representative local structures and more effective and efficient service delivery, there is an urgent need to build development capacity.

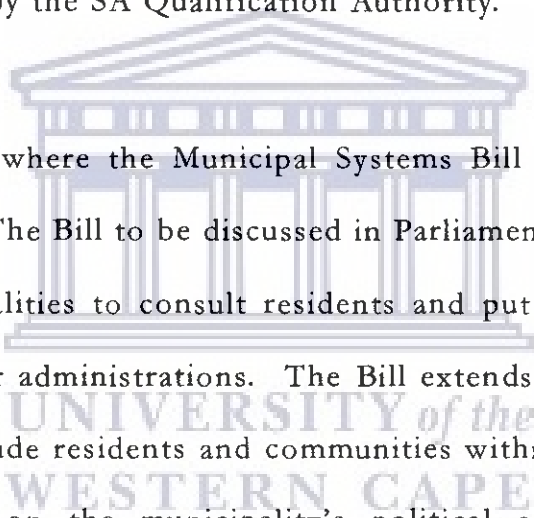
When the Green paper for Skills Development for Economic and Employment Growth and Social Development was launched in March 1998, the Ministry of Labour announced that a skill revolution was needed to address the skill backlogs in this country. The Skills Development Strategy was proposed to bring this about. The strategy embraces every national, provincial and local government agency. It is supported by community organisations representing women, youth, civics, rural people and people with disabilities. All three trade union federations-Congress of South African Trade Unions, National Congress of Trade Unions and the Federations of Unions in South Africa- are in support, as are Business South Africa and Nafcoc. This agreement which is embraced by employers from across the economic spectrum is a clear indication that South Africa is determined to put people at the centre of the country's reconstruction and development and especially in relation to Education, Training and Development. This people-centred approach to skills enhancement prompted Labour Minister Membathisi Mdladlana to say that we are a nation at work for a better life for all (*Sunday Times*, 1999/11/16). The strategy embraces a common shared vision captured in the purposes of the Skills development Act. This is to:

improve productivity in the workplace and the competitiveness of employers;

promote self-employment; and

improve the delivery of social services.

In terms of the Skills Development Act, government has to identify the skills it needs to deliver its social services. Then each sector must identify priority areas, set targets and put in place skills development plans. The importance of this strategy is that the levy/grant acts act as incentive for strategically directed planning and training. Key stakeholders will set targets and priorities and will be held publicly accountable for the actual delivery of the training against the set targets. There will also be new incentives to ensure that the training is quality assured, preferably by the SA Qualification Authority.



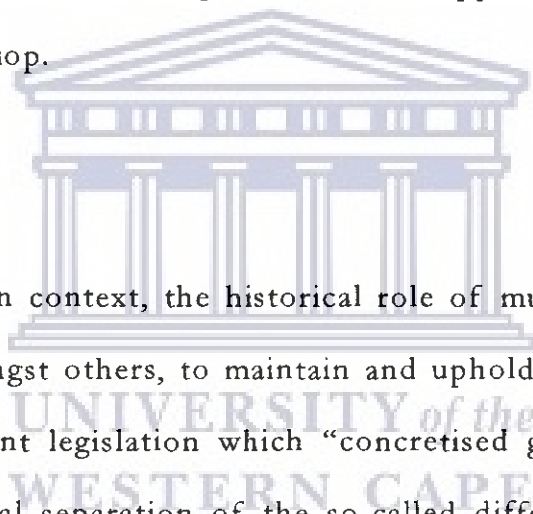
It is in this regard where the Municipal Systems Bill will revolutionise local government. The Bill to be discussed in Parliament in the year 2000 will oblige municipalities to consult residents and put “people first” in the running of their administrations. The Bill extends the definition of municipality to include residents and communities within municipal areas and lays an onus on the municipality’s political and administrative structures to work with the people. In essence, the Bill heralds a major shift from government bureaucrats to residents through their elected councillors. Instead of councillors being “rubber stamps” to administrative decisions taken at monthly meetings, they will now have to prove themselves true representatives of the people. For example, they must encourage the involvement of residents and other stakeholders in the affairs of the municipalities. Within the first 12 months of their elected term, councils will have to adopt a single, inclusive plan for the

development of the municipality. According to the Bill, the priorities and objectives of this integrated development plan “must reflect the municipalities most critical development needs for each priority identified”. These development plans must indicate how activities and resources will be integrated and their specific time frames. The operational strategies would have to ensure that the municipality, either alone or through service delivery agreements, has the institutional and organisational capacity to realise its development objectives (*Mail and Guardian*, August 37 to September 2, 1999).

These objectives, by definition, would include skills development. It is in this regard that this paper finds it necessary to assess not only the existing capacity, but identify areas where in-service education and training will be necessary to facilitate the transition process and ensure long-term sustainability. The central aim of this report is to act as general policy framework to inform policy and decision-makers in the formulation and implementation of new policies, programmes and legislation geared towards transforming and restructuring ETD in local governments. An ETD framework that is based on a “convergence” between the needs of the community, institution and the individual will be able to play a more dynamic role in contributing towards a efficient and effective local governance in South Africa.

This paper suggests that every organisation have a training policy, whether written or unwritten. It could be a conscious effort on the part of the Human Resource Department or an ad hoc activity on the part of

the different sections. The nature of the training policy reflects the philosophy of the organisation towards the development of its people. On the other hand, the training policies could be in place, but if the organisational culture is not conducive for people to realise their full potential then those policies become null and void. Arguably the large majority of employees in any organisation have one thing in common and that is that they want a working environment where they can fully and without reservation express their competencies. The question that this paper continuously asks is whether the municipalities in Cape Town offer a working environment where the potentials of all workers are equally nurtured. Or are some workers provided more opportunities and scope to prosper and develop.



In the South African context, the historical role of municipalities under apartheid was, amongst others, to maintain and uphold the Group Areas Act and its attendant legislation which “concretised geographically the spatial and territorial separation of the so-called different races in the country” (Williams, 1999:1). The Apartheid State was able to create and perpetuate the grossly unequal system of separate development. The system of racial-capitalism in South Africa was therefore more than just geographical separation of different races. It was a system of social engineering where the municipalities would play a major role as the first line of urban control. Although the Local Government Transition Act of 1993 deracialised the system of local government real change has yet to be materialise. Lack of structural support, budget constraints, and

infrastructural disparities supports the perception that new municipal mandates cannot be achieved within the existing institutional framework. (White Paper on Local Government 1984:4)

As we move towards the new millennium, social planning as the self-conscious application of scientific technique from the twentieth century as it emerged from the matrix of industrial development finds itself in trouble. Social planners steeped in the positivist paradigm tried to justify the development of capitalism via the use of planning techniques that reduced human beings to mere pawns in a social chess game. Because these social planners failed to see human beings as rational thinking beings with the ability to make an impact on the environment their plans failed or was mostly still born. In relation, Friedmann, (1987:297) points out that for nearly two hundred years, planning in the market-led economy has largely been tied to a reform tradition. It has always signified planning by the state and has involved central guidance and direction in support of free-market development, including social and physical planning that would ameliorate, through social welfare programs, urban design, and land controls, the worst effects of unfettered economic growth. It is for this reason that the present government finds it very hard to steer the country through the uncharted waters of social change because it has not challenged the root cause of the poverty of the black masses. This means that not all knowledge is reducible to be sold on the perennial market. This does imply that such knowledge does not contribute and shape the existence of human beings.

Caution, therefore, must be exercised in what is relevant and what is not relevant in the new SA steeped with the language of globalisation and competitiveness and sustainable development-categories of reference which by themselves are profoundly ideologically and politically laden and not ideologically tenable.

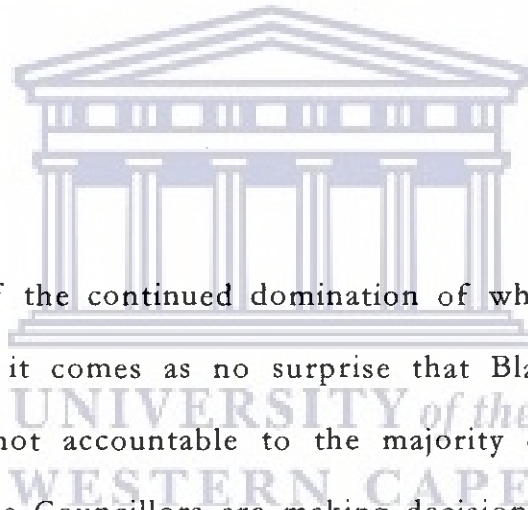
In South Africa social change implies more than just a mere reformation of the old apartheid administration. It should involve a reconstitution of the intent and ethos of the new democratic order-of power relations generated by dominant colonial-cum-apartheid practices. Characterising the new South Africa is a conflict between stabilising interventions-as the society hurtles from one crisis to the next-and a hesitant socio-political response seeking to maintain and sustain material changes that would largely secure the continuation of dominant material interest. The tensions between the South African National Civics Organisation, Tripartite Alliance and the ruling party is indicative of tensions to stabilise opposing the political forces in the new South Africa. It is thus imperative that planners and policy makers exercise foresight and not merely react with administrative reflexes after each crisis. To guide means to display foresight based on a critical and empirical assessment of what has gone before. Indeed, the lack of respect for public participation in formulating specific development policies, strategies, projects and programmes suggests that there is a fundamental need to impose a pre-packaged development framework, compatible with the interest of capital. On a policy level mention is made of public participation,

however, the reality is that this merely used to act as a marketing tool for market-oriented policies.

The terms of the political transition had been projected also into the sphere of economic policy-making. “The lets join hands approach” of the ANC manifests as they tried to harmonise and distil antagonistic economic interest. On one hand, the needs of the poor and working masses and on the other the prerogatives of national and international capital. In doing so, they betray the scant attention paid to economic policy during the 1990-93 negotiations. Centuries of oppression and exploitation cannot be eradicated with the cast of a vote. The vestiges of apartheid are still with us and therefor it is important to consider the plan and its context and setting which could pave the way to more equitable society vis.-a vis.-appropriate plans. It is a well-known fact that appropriate policies derive from within the contextual parameters, constraints and expectations of specific communities. In the case of Cape Town, the context is driven, and nuanced, by historical imbalances and differentiated form of appropriation, privilege and marginalisation. Hence the need for a multi-faceted approach that takes cognisance of specificity within diversity. Sensitivity towards this historical reality would determine the success or failure of specific development scenarios (Williams, 1998:29). In other words, effective governance requires adequate knowledge of the governed, their believes, historical development and attitudes.

The post-1990 plethora of negotiating forums and the huge demand for

policy proposals and action research pushed to the fore those organisations capable of rendering “technical services (training, research, policy development, advisory support, etc.), and increased the influence of urbane technical specialists. By drawing on such expertise, many popular organisations were able to influence new policies. But it also introduced new difficulties. One was the marginalisation (wittingly or not) of the constituencies that the processes were supposed to serve. Ideally, it should be a relationship where the expert develops options for us and we then decide on an informed basis, which is the most appropriate option. But often the relationship does not work that way. The issue is power—who end up controlling the agenda? (Marais, 1998:210/211)



Seen in the light of the continued domination of whites in senior and executive positions it comes as no surprise that Blacks feel that the municipalities are not accountable to the majority of the electorate. Indeed, many of the Councillors are making decisions and deciding on policy based largely on misguided and inaccurate information. Perhaps part of reason is councillors know very little (for example about strategic planning) and they shut up and listen to the “experts” for fear of exposing their ignorance. But when it comes to a lane or a by-law on dogs they all feel qualified to speak. In addition, many are more concerned with their newfound status and the perks that go with their “esteemed” positions. For fear of forfeiting these “niceties” they tow the line by not being too overly critical of decisions that they know

would disadvantage their constituencies. It would also not be incorrect to think that certain individuals from the "old order" are also actively scheming and conniving to derail the fledging democracy *viz.-a-viz* so-called institutional transformation. Perhaps former Pres. Mandela's indications of the workings of a third force is not far fetched after all.

It appears as if the previously privileged minority is well-entrenched in key positions to effect policies and operates the necessary bureaucratic machinery to protect their interest. MacLagan and Nel (1995) explain that unfortunately, in many institutions (economic) homogeneity is inbred. So, white male executives select and promote white male managers, which ensures that those who occupy tomorrow's leadership positions will also be white males. Existing values become entrenched and presented as standards. With reference to the entry of women into this male-dominated establishment it is argued that they become good at executing male-decided policies, in a male-generated and gender power system. The entry of blacks and women into this exclusive environment is presented as a threat to these standards. Power governs the dichotomous relationship between management and workers, men and women, or in the case of South Africa, blacks and whites.

The NQF as a concept clarifies its potential as an anti-racist, anti-sexist planning framework, however based on preceding discussions this is unlikely for it appears that employment trends are still largely influenced the skewed ethnic distribution. The question arises how does one explain the continuation of racially driven privileges in the context of the NQF.

It is in this regard where the perspectives of Williams in an article entitled, Institutional Racism: The case of Cape Town City Council, February 1998, warrants mentioning. He argues amongst others that;

One. Centuries of racist and material oppression, as well as incidents of superiority and paternalism cannot be eradicated by the mere stroke of a pen or the abolition of racist laws.

Two. Racism is psychologically and realistically interconnected with every fibre of our daily lives. We live in a world where prejudice and biases are imbibed in us since birth in the normal social intercourse. Through the process of socialization we construct a worldview, which forms an integral part of our social and intellectual identity. This social construction of reality permeates our value and belief systems to the extent that it becomes what is generally referred to as common sense. It empowers whites and disempowers Blacks.

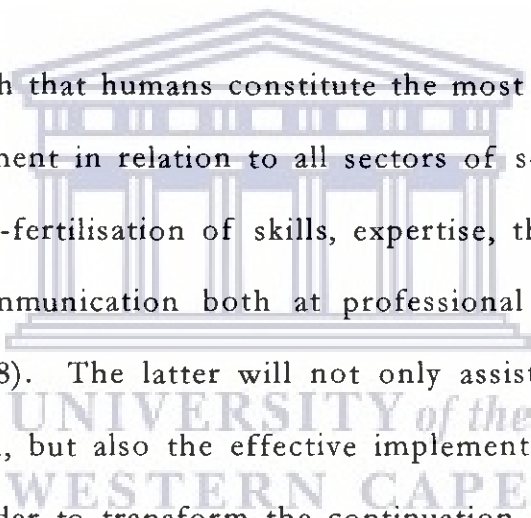
To ignore the visible and invisible effects of racism is to distort the experience of Blacks.

Three. Restructuring of municipalities merely seems to reinforce existing racially structured power relations and practices regarding employment practices.

Four. Affirmative Action, as a practice not so new. Affirmative Action is as old as apartheid itself. We are made to believe it is to appoint competent Blacks to senior positions. Legislation such as the Colour Bar, The Group Areas Act were enacted to solidify white power, power to enforce and maintain interest, privilege and benefit and most likely at the

expense of the dignity and integrity of ordinary Black workers.

Fifth, it seems as if Affirmative Action would remain a pipe dream as long as the management remains predominantly white, because one cannot expect the oppressors of yesterday to have a sudden change of heart. In the unlikely event of Black people being appointed, it is normally in junior management positions where they cannot effect any drastic changes. Also a white woman is more likely to be appointed, with the occasional Black male or female, being appointed, to the upper echelons.



It is a universal truth that humans constitute the most vital resource for sustainable development in relation to all sectors of society. Thus, the importance of cross-fertilisation of skills, expertise, the significance of networking and communication both at professional and institutional level (Williams, 1998). The latter will not only assist the progress of relevant information, but also the effective implementation of planning programmes. In order to transform the continuation of unequal power relations in the decision-making process at local level (provincial and national), there is a crucial need to focus intensely on capacity building. However this formative, transformative and change-inducing mode of planning, can only come to fruition if the proverbial playing fields are levelled. Pro-active, well co-ordinated capacity building programmes, based on the ethos of non-racial, democratic practices, it can be instrumental in bringing about equal relations of power (Williams 1998:26). On social distribution of (and knowledge), Raymond Williams

(Apple 1990:27), states that one cannot separate the pattern of meanings and values through which people conduct their whole lives from a precise political and economic system, as this pattern can extend its influence into the most unexpected regions of feeling and behaviour. The NQF as part of policy formulation does not escape the influence of this pattern.

The National Qualifications Framework was initiated to assist in levelling the proverbial playing fields. These NQF aims to provide life-long learning to all South Africans. Life-long learning has the massively upskill and empower the workforce of South Africa. They can be considered radical reform, but the potentially radical gains are not guaranteed (Kraak, 1994:32). Whilst the NQF aims to promote and accelerate redress of past discrimination, preliminary findings in this paper suggest that institutional constraints within the local authorities render the NQF largely emasculated.

Accordingly, this paper reviews key concerns, highlights certain structural biases, silences and overall weaknesses regarding the transformation of education and training within the local authorities of the Greater Cape Town area. It seeks to document the organically linked lessons for institutional planning with regards to the NQF that will bring about transformation at local government level. This study aims to highlight the link between institutional planning and the mosaic of cultural attitudes, myths and stereotypes informing and driving the essence of transformation that impedes the development of black employees within these municipalities.

Consonant with the principles and goals of the Reconstruction and Development Programme (RDP) (ANC, 1994)ⁱⁱ this paper suggests that certain steps be taken to ensure that planning frameworks in South Africa are democratically conceived, conceptually relevant and are people-driven. Local authorities within the CMA for which statistics are available are Blaauwberg Municipality, City of Cape Town, Cape Metropolitan Council, City of Tygerberg, Oostenberg Municipality, South Peninsula Municipality. It is on the basis of this information that this study seeks to explain the institutional constraints *vis-à-vis* NQF.

OPERATIONAL ASSUMPTIONS

Although the NQF has been accepted by most local authorities as a key policy framework to transform the skewed distribution of management skills within the different sectors in planning authorities, particularly at local government level where service delivery is effected by such institutional transformation, the argument forwarded by this paper is the lack or absence of fundamental transformation within the different service delivery sectors and local authorities the NQF cannot make a useful contribution. The history of planning in local authorities in this country has largely been characterised by unequal development and dissimilar power relations. Communities were never or seldom consulted in the running of their municipalities. On the rare occasion that consultation did take place representatives were co-opted on a compradorist bases. Those who were selected to represent the communities were seldom democratically elected.

According to Williams (1989:2), planning during a period of transition to a more democratic social order presupposes at least the existence of a clear, unambiguous, coherent policy framework to guide decisions vis-à-vis development programmes and projects. In the Greater Cape Town Area there are various shortcomings detracting from progressive change. Among others: a steady population growth, unemployment, lack of housing, poor health services, limited access to land, inefficient utilisation of land, fragmented urban structure, inadequate transportation network, the absence of a co-ordinated environmental policy, inadequate educational training services and a largely ineffective local government.

First, whereas in the past it was difficult for Black people to find employment within the municipalities, the 1994 elections saw many Black people being readily employed by these structures. But as the figures below reveal they were largely concentrated in subordinate positions. Despite “restructuring”, “redeployment”, “unbundling” and various other “corrective” measures which, were presumably instituted to rectify the imbalances Blacks continue to occupy the subordinate rungs of the hierarchy.

Second, the distortion and misrepresentation of the talents, qualifications and latent potential of competent Black people seem to continue unabated. How else does one explain the appointment of even more whites into top positions after the 1994 elections?

Third, it is my contention that the problem with the NQF lies in the fact

that no or little groundwork was done with regard to the implementation of its objectives as set out in the National Qualifications Framework (South African Qualifications Authority Act, 1995). Discussions around the NQF have been restricted to those in the upper echelons in ETD, while the implications of the new system have not been fully explored by the writers of the NQF.

Fourth, there are not many people in SA ETD who is unaware of the current difficulties facing education, training and development. Universities and technikons and in-service training units still operate according to internally developed mechanisms, which appear to be neither effective nor accountable as many of the programmes offered are not job-related. This overall fragmentation of the programme providers resulted in an underdeveloped capacity in the public service and an inability to implement national development programmes (McLennan and Woolridge 1995:92).

It seems as if the objectives of the NQF and other related strategies/broad initiatives in the field of education, training and development is not being borne in mind in the current "restructuring" of the various municipalities. Five years after the democratic elections many of the top positions in the municipalities are still occupied by mainly white males. The bottom half of the scale half is saturated with mainly black unskilled women. For this reason we need a model based on sound, critical reasoning that will lead to the advancement and progression of more qualified black people into more influential positions based on

merit. A model that should be able to eradicate nepotism, skulduggery, back-stabbing, rumour-mongering and the blocking and marginalising of individuals who dare to speak the truth. The aforementioned assumptions with regard to blacks underrepresented in specific employment categories can be tested on the basis of available evidence.

ANALYSIS OF SURVEY RESULTSⁱⁱⁱ

The following municipalities provided the statistics in this section:

Blaauwberg Municipality

City of Cape Town

Cape Metropolitan Council

City of Tygerberg

Oostenberg Municipality

South Peninsula Municipality

(See Appendix B for diagrammatic illustration of the Local Authorities)

The purpose of this section of this report is to:

Firstly, to assess the current practices and policies within a broader assessment of the transformation process within the municipalities more generally:

Secondly, to evaluate how the municipalities have been in translating into practice the guidelines and recommendations relating to human resource management and development.

Thirdly, to recommend changes and improvements in current human resource management and human resource development policies and practices generally and Education, Training and Development,

specifically.

The World-wide countries in both the developed and developing world initiated studies to re-assess the role, structure and function of the state and the public sector organisations in general, and human resource management and development in particular. This has been a response to a number of factors, including:

the growing impact of global markets and competition;

the increasing trend towards economic liberalisation and political demonstrations;

the increasing international spread of communications and information technology;

the trend towards “knowledge workers”, multi-skilling and multi-tasking;

the growing pressure for equal opportunities in employment.

in the process a number of common themes in relation to human resource management and development have begun to emerge. These include:

an increasing emphasis on quality, performance, efficiency and cost-effectiveness;

the devolution and decentralisation of managerial responsibility and accountability;

the introduction of new and more participative organisational structures;

the development of new and less rule-bound organisational cultures;

the upgrading of existing management information systems;

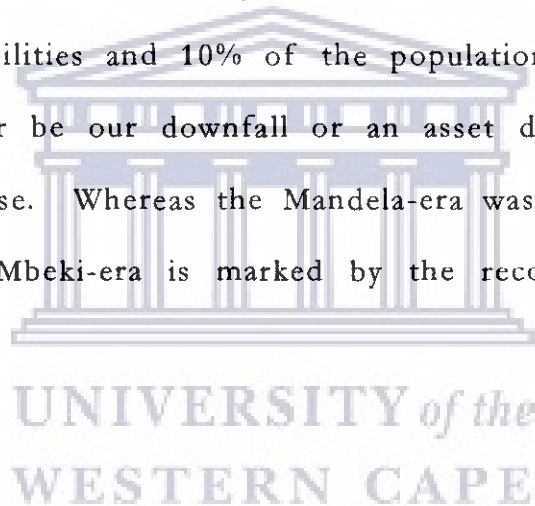
an increasing emphasis on equal opportunities and employment equity;

the introduction of more flexible and recruiting practices.

The introduction of effective forms of career pathing an increasing emphasis on performance management and human resources development and training, designed to promote participative management and innovation, to build capacity, and to reward individual and team performance (Presidential Review Commission, 1999). Underlying these trends has been the growing awareness in the South African public service that “investing in people” is the most productive investment a country or organisation can make. If we are to transform the “new” South Africa into a more equitable society where the dreams, hopes and aspirations of the previously marginalised can be realised, then our understanding of the socio-economic forces underlying that inequality must move beyond a mere implementation of the technical and administrative skills needed to correct past injustices.

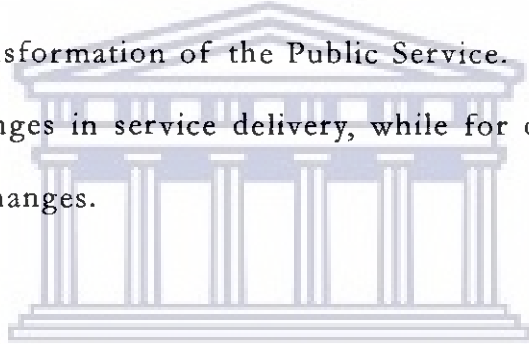
The larger issue which becomes obscured and which should form the basis of our understanding in this country is that the problem of inequality is not caused by a lack of skills and capabilities but is deeply rooted in the relations of power, which historically have been dominated by whites. The consequences of inequality are generated by the socio-historical imbalances found in a particular society and not a lack of skills and capacity. The NQF as vehicle towards the establishment of a more equitable working environment for SA diverse workforce is questionable as it is inextricably linked to overall institutional transformation. Kosowski (1996:5) notes that the interim constitution brought with it

enormous challenges to restructuring and improving organisational efficiency and effectiveness in South Africa. Moulding a workforce of diverse cultures and backgrounds into an efficient and representative public service is shadowed by many human resource inequities, which the National Qualification Framework aims to address in the workplace. Successful organisations must recognise the diverse workforce and find means to harness its mosaic of energies, talents and differences for challenges ahead. The disparities and peculiarities prevalent in SA's diverse population of 4 population groups and 11 languages shows among others that; women are not fully utilised; 82.5% of the unemployed is between 21 and 49 years old; an estimated 3.85 million with common disabilities and 10% of the population is homosexual. Diversity can either be our downfall or an asset depending on the organisation response. Whereas the Mandela-era was characterised by reconciliation the Mbeki-era is marked by the recognition of SA's diversity.



The SA workforce reflects the diversity of the SA population. The challenge of recruiting, selecting and managing a diverse workforce involves more than complying with employment regulations; it is necessary for organisational survival. The term diversity is not contained in any law or report, but stems from popular press and academic usage. Diversity in the can be defined as groups of people who share biological, environmental and cultural characteristics. Diversity should however not be used to justify differences in treatment at the workplace, but as a

learning opportunity where people can learn about uniqueness and similarities. The large-scale employment of blacks in the above-mentioned municipalities' augers well for representivity and diversity but that is where it stops. In fact, a study of the above data reveals two important, related and somewhat worrying statistics. Firstly, it appears that the municipalities in question have no shared vision or understanding of transformation based on the prescripts as laid down by the White Paper On Transformation of the Public Service (WPTPS) and the White Paper on Education Training and Development (1997). Secondly, the municipalities seem to have a very parochial view of transformation rather than a holistic approach as recommended in the White Paper on Transformation of the Public Service. Some believe it is reflected in the changes in service delivery, while for others it refers to internal structural changes.



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A cursory glance at the data shown above reveals that transformation strategies tend to focus more on the visible aspects of change (such as structures, organisations and systems), while neglecting the equally important though less visible aspects (relating for example to employer morale, motivation, fears, aspirations, equal opportunity and values). In the past, human resource issues in South Africa have been regarded largely as administrative or technical matters rather than the strategic management concerns that can, if properly managed, make a major contribution to the achievement of the goals of reconstruction and development. Thus if new recruits are placed in an organisational

environment in which they cannot succeed, due to for example entrenched and pervasive prejudice, then equity and representivity become meaningless. The organisational culture issues to which this then points are critical. Presently, despite all of the change processes being undertaken, very few efforts have so far been made to undertake holistic organisational culture intervention. While change in culture may be a natural consequence of overall organisational or institutional change, there surely is value in prioritising its integration into other change processes.

The dynamics underpinning change appears to be understood differently by the management echelons of the municipalities. Some seem to think that change is adequately reflected in a more representative workforce. While for others it refers to changes in service delivery with little emphasis placed on institutional transformation. It is for this reason that Williams (1999:10) maintains that we need to investigate the “the microspaces of power, discipline, surveillance as perpetrated through planning discourse and practices” and not be blinded by the veneer of representivity. It is within the policy implementation phase that the continuation of subliminal and subtle racism occurs. Racism is deeply rooted at the subterranean level in our society and will not be eliminated simply by announcing the need for it. The biggest problem and danger lie in identifying and fighting the covert, subtle and informal racism, which is still present in our society. Instruments were put in place whereby institutions could measure and assess the pervasiveness of

racism in government institutions. The NQF and the WPTPS are stepping-stones to eradicating and fighting racism and inequality in the public service. The WPTPS stopped short of laying down fixed quotas for departments and provinces. It did set broad targets with respect to increasing representivity. These were:

that within four years all departmental establishments must be at least 50% Black at management level;

that within four years at least 30% of new recruits to the middle and senior management echelons should be a woman;

that within ten years people with disabilities should comprise 2% of public service personnel.

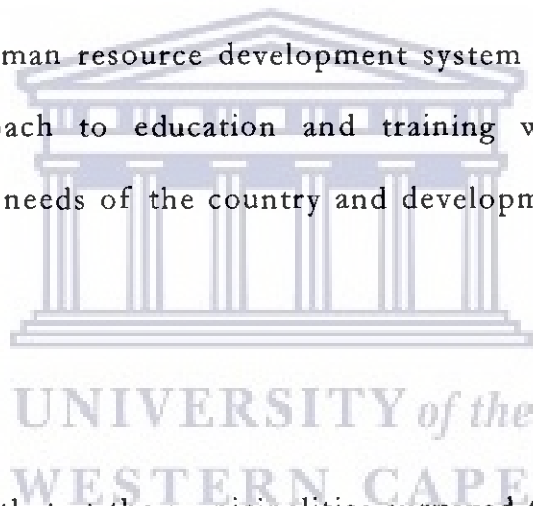
The statistics for the above municipalities reveal that they are very far from the prescripts as laid down by the WPTPS. The aim of fighting racism in government is certainly a worthy one. Why is it may we ask that six years after the democratic elections we are still fighting racism and mass poverty unemployment and huge disparities in the workplace?

It seems that the present government is now finding it difficult to navigate the country through the troubled waters of transformation. The ruling party appears to be under the misconception that by removing segregation and apartheid from the statute would act like a magic wand, removing racism from our society. Countries like the United States found that the easiest part of fighting racism was outlawing it in the statute books. But that is where the battle against racism ends and the war begins. Racism is not some psychological, emotional or behavioural

abnormality, but a deeply rooted, institutionalised and ideological instrument of power against black people. In the case of the municipalities in question it has remained firmly intact.

It was found that a number of newly recruited senior managers do not appear to be contributing sufficiently to the changing institutional mindset of the municipalities. The disturbing part is that they seem to have adopted the core values systems and policies of the “old” public service, save for a few exceptions. In some instances managers tended to delay the transformation process by not making it a priority or assign to a junior level manager who otherwise do not get support from senior management. Senior management was found to be reluctant to appoint additional capacity to assist with the transformation process arguing that this impact on the already tight budget. This apathy is underlined by the fact that transformation units are not effectively fed into strategic and budgetary processes of the organisation. And in cases where money is made available for training employees found that it being handed out like “gift packs” to those who deserve it. These courses are used as a punishment and reward system to keep outspoken employees in check. Employees also found that all the relevant and meaningful courses and seminars, as well as overseas trips, are reserved for top management (even if they don’t deserve it or not relevant to their field of work.) Once again the ETD policies might be in place but the implementation thereof is fraught with bias, discrimination, and nepotism. It is also used as a tool to sow disunity amongst black employees while at the same time

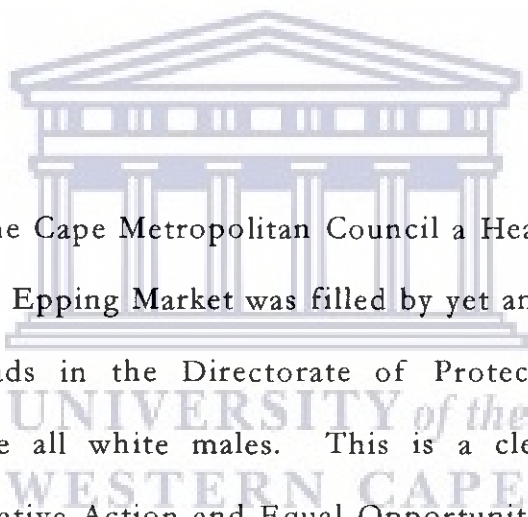
act a smokescreen to show the community the black employees (and councillors) are also sent on high profile courses. In the policy frameworks that have emerged since the democratic elections of 1994, such as the macro-economic framework GEAR (Growth, Employment and Redistribution), (RDP) Reconstruction and Development Programme and the National Qualifications Framework all refer to the shortage of skills and the need for adequate training in post apartheid South Africa. Education and training became a central feature of all these development frameworks pertaining to human resource management and human resource development. In fact, a key recommendation of the NQF document in South Africa as stated in the White Paper on ETD of 1995 is that it is "... a human resource development system in which there is an integrated approach to education and training which means the economic and social needs of the country and development needs of the individual (are met)"



However, it appears that at the municipalities surveyed the skills required for effective human resources planning do not currently exist. Training programmes need to be developed to enable senior managers to understand the HR planning process and to be able to engage in it at a sophisticated level. This situation only serves to underline the need for a strong link between transformation and training and development, in line with the principles and guidelines as set out by the White Paper on the Transformation of the Public Service (1997) and the White Paper on Public Service Training and Education (1997).

In analysing the above statistics an over-arching focus will be the extent to which the requirements of representivity, affirmative action and institutional change have been met. This illustrates the tendency to ignore the substance form and content of the transformation process as a whole. More often the most significant change indicators are the intangible rather than the tangible that takes place in the working environment. For instance, the “downsizing/ right-sizing” exercise carried out in the municipal structures of the Greater Cape Town Area was done in a purely scientific manner aimed at achieving specific results, which translate into bottom line profitability. The irony is that staff morale sank to an all-time low that also threatened profitability. In the aftermath of the restructuring of the Cape Town City Municipality a worker (who was transferred to the Cape Metropolitan Council) encapsulated the level of morale within the metropolis when he said, “I pretend to work because my employer pretends to pay me.” Some of the personnel interviewed did have a more comprehensive understanding of transformation. What clearly emerged was that many of the personnel in the lower employment categories are of the opinion that the restructuring favoured the top management, who was predominantly white. The perception exists that those in positions of power are consciously planning to maintain and perpetuate past hegemonic practices. A strange phenomenon that has reared its ugly head in many of the municipalities in question is that many of the white employees with many years experience are now taking the package and coming back

as “consultants” in either a advisory or training capacity. Apparently according to many employees who find themselves under these consultants mentorship complain that they are not given adequate training, but because the person in charge is an acquaintance their terms are extended without question, while the protégé gets a bad report to justify the consultants extensions. The result is that this influences the protégé’s chances for promotion and keeps them locked in subordinate positions. The reason cited for their continued subjugation more often is incompetence and inexperience that leaves another loophole for the continued employment of more whites to top managerial positions. And so the vicious cycle continues.



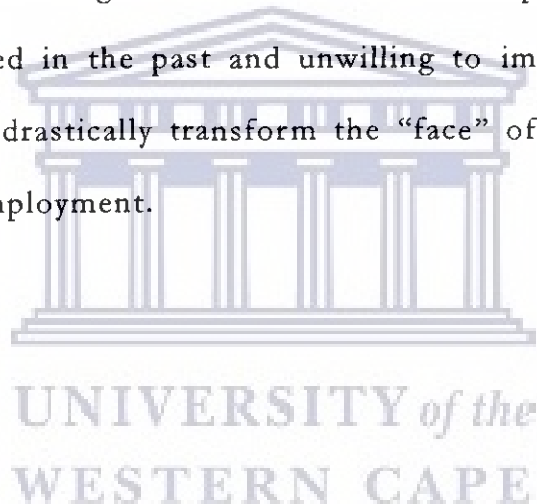
In a recent case at the Cape Metropolitan Council a Head of Department (markets) post at the Epping Market was filled by yet another white male. The other Five heads in the Directorate of Protection, Health and Trading Services are all white males. This is a clear case of total disregard for Affirmative Action and Equal Opportunities policies. How does one explain this in the light of “restructuring” the blatant disregard for potential black talent and the appointment of even more white females into these top positions? An employer who wishes to remain anonymous pointed out that management was then employing white women to fill important managerial positions. Concerning the latter-mentioned Angela Davis (1997:31) argues that “...white women are removed from their oppression, while working class men and women of colour confront oppression in a way that reflects the real and complex

interconnections between economic, racial and sexual oppression (and exploitation). Whereas a white middle class woman's experience of sexism incorporates a relatively isolated form of this oppression, working class women's experiences necessarily place sexism in its context of class exploitation and black women's experiences contextualise gender oppression with the realities of racism." White women would accept the status quo of the predominantly white male management echelons easier than black working class women would, as they have not been confronted with the complex interconnectedness of socio-economic and political oppression and exploitation. By appointing white women, management can to a large degree ensure the perpetuation of their privileged positions through a more "acceptable" channel in the form of "the previously disadvantaged white women". The latter is also less likely to "rock the boat" when questionable decisions are made. This is not to say that black women in AA appointments do not act as their previous masters. In fact, many a times they are appointed precisely because they are seen to emulate their master's role so well.

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The preceding trends appear to be repeated in the employment statistics for the Helderberg municipality. Though statistics for Helderberg local authority is not yet available, based on an interview with human resource officer, Timbizo (conducted on April 7, 1999), it seems that the position for Africans and Coloureds are not much different. Whites (mainly males) appear to have accorded themselves top positions prior and during the "unbundling" or restructuring process. The unions pushed for an

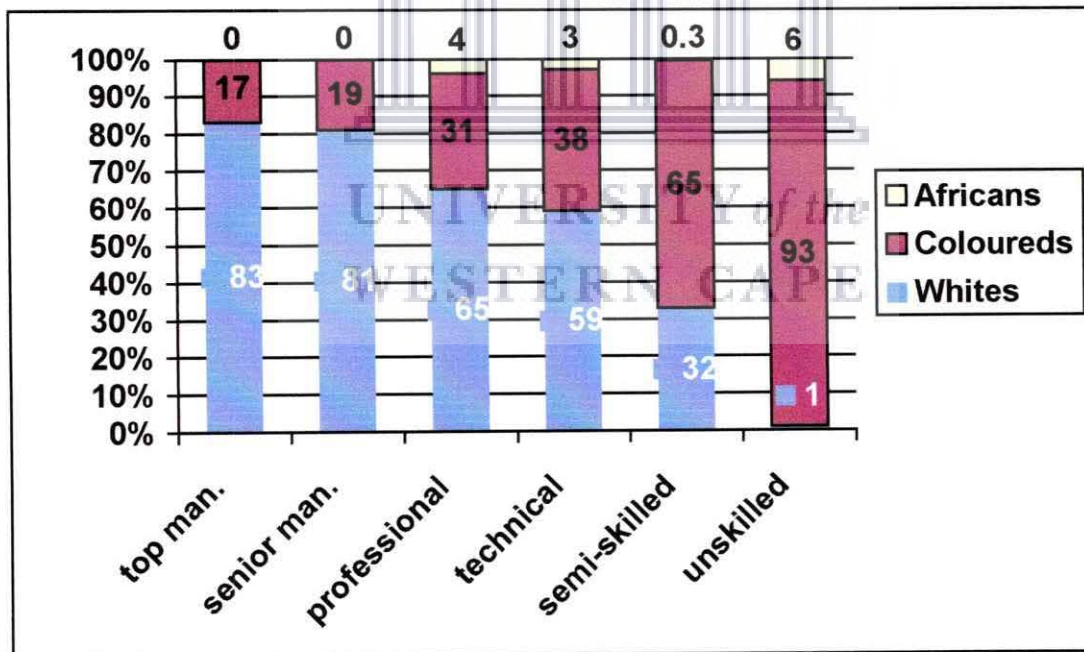
Affirmative Action policy, but only guidelines were drawn together with the establishment of an Affirmative Action Steering Committee. This steering committee apparently consisted of predominantly whites. Seemingly, Africans and so-called coloureds continue to dominate the lower rungs of the employment scale. According to Timbizo Whites do not constitute a very significant group in semi- and unskilled levels. Apparently 3 Africans are employed in managerial positions dominated by whites. (1 person is African of the 7 Directors, 1 African is Deputy Director, 1 African female as Senior Administrator) It seems that it will be very difficult to effect any significant changes in employment hierarchy under prevailing circumstances where top management is seemingly still rooted in the past and unwilling to implement any new legislation that will drastically transform the “face” of the municipality in terms of equal employment.



GRAPH 1

Employment Statistics for the Blaauwberg Municipality: 31 JUNE 2000

Employment categories	Whites	Coloureds	Africans	Indians
Top Management	10 (83%)	2 (17%)	0 (0%)	0 (0%)
Senior Management	17 (81%)	4 (19%)	0 (0%)	0 (0%)
Professional	33 (65%)	16 (31%)	2 (1.28%)	0 (0%)
Technical	67 (59%)	43 (38%)	14 (2.43%)	1 (0.1%)
Semi-skilled	241 (32%)	488 (65%)	12 (9%)	1 (0.1%)
Unskilled	3 (1%)	375 (93%)	104 (13%)	0 (0%)
Total no. of employees	371 (27%)	928 (69%)	50 (4.7%)	2 (0.2%)



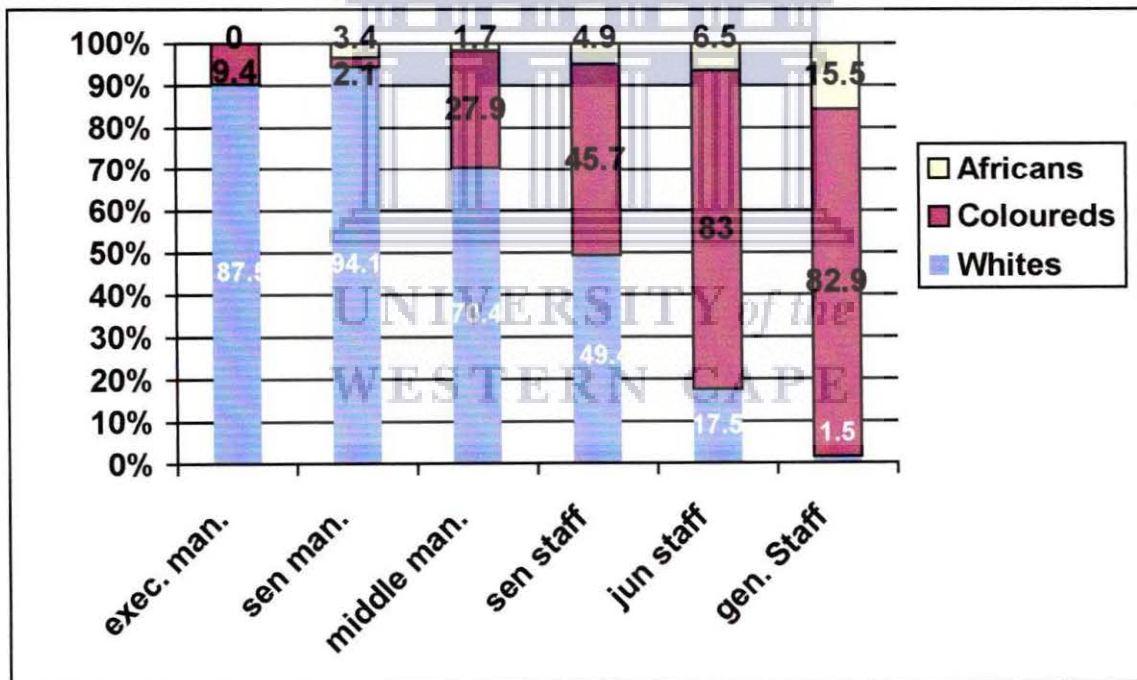
Source: Human Resource Department

Blaauwberg Municipality

GRAPH 2

Employment Statistics for the Cape Metropolitan Council (CMC): 17 APRIL 2000

Employment Category	Whites	Coloureds	Asians	Africans
Executive Management	28 (87.5%)	3 (9.4%)	1 (3.1%)	0 (0%)
Senior Management	137 (94.1%)	3 (2.1%)	0 (0%)	5 (.3.4%)
Middle Management	126 (70.4%)	50 (27.9%)	0 (0%)	3 (1.7%)
Senior Staff	215 (49.4%)	199 (45.7%)	0 (0%)	21 (4.9%)
Junior Staff	157 (17.5%)	682 (76.0%)	0 (0%)	58 (6.5%)
General Staff	23 (1.5%)	1226 (82.9%)	0 (0%)	229 (15.5%)
Total No. of Employees	686 (21.6%)	2163 (68.3%)	1 (0.2%)	316 (9.9%)



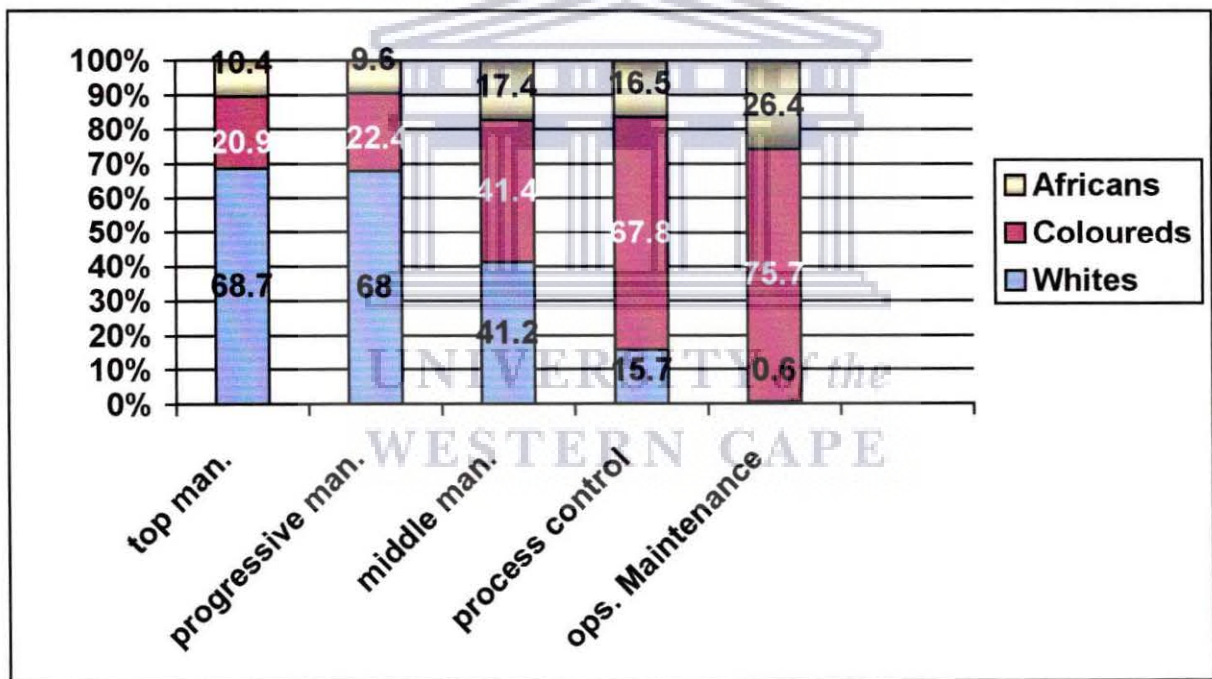
Source: Human Resource Department

Cape Metropolitan Council

GRAPH 3

Employment Statistics for the City of Cape Town: 31 MAY 2000

Employment Category	Whites	Coloureds	Africans
Top Management	46 (68.7%)	14 (20.9%)	7 (10.4%)
Progressive Management	283 (68.0%)	93 (22.4%)	40 (9.6%)
Middle Management	736 (41.2%)	739 (41.4%)	311 (17.4%)
Process Control	738 (15.7%)	3185 (67.8%)	777 (16.5%)
Operational Maintenance	21 (0.6%)	2806 (75.7%)	979 (26.4%)
Total no of Employees	1824 (17%)	6837 (63%)	2114 (20%)



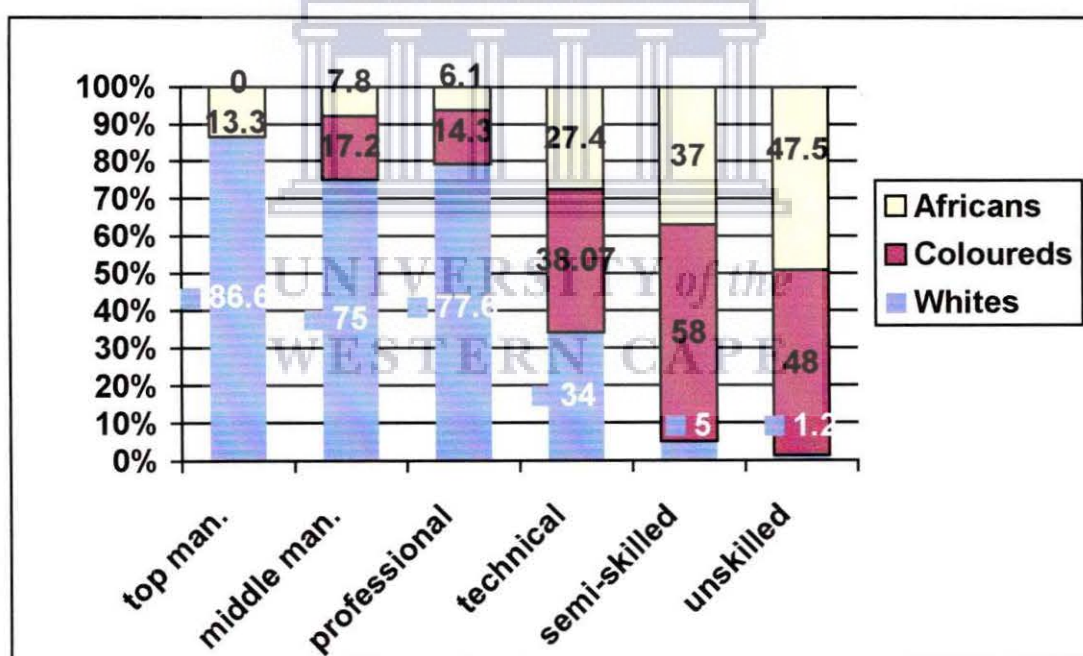
Source: Human Resource Department:

City of Cape Town

GRAPH 4

Employment Statistics for the City of Tygerberg: 31 MAY 2000

Employment categories	Whites	Indian	Coloureds	Africans
Top Management	13 (86.6%)	0 (0%)	0 (0%)	2 (13.3%)
Middle Management	48 (75%)	0 (0%)	11 (17.2%)	5 (7.8%)
Professional	114 (77.6%)	3 (2%)	21 (14.3%)	9 (6.1%)
Technical	875 (34%)	16 (0.6%)	983 (38.07%)	708 (27.4%)
Semi-skilled	43 (5%)	0 (0%)	455 (58%)	289 (37%)
Unskilled	26 (1.2%)	0 (0%)	1086 (48%)	1049 (47.5%)
Total no. of employees	1119 (19.4%)	19 (0.3%)	2556 (44%)	2062 (36%)



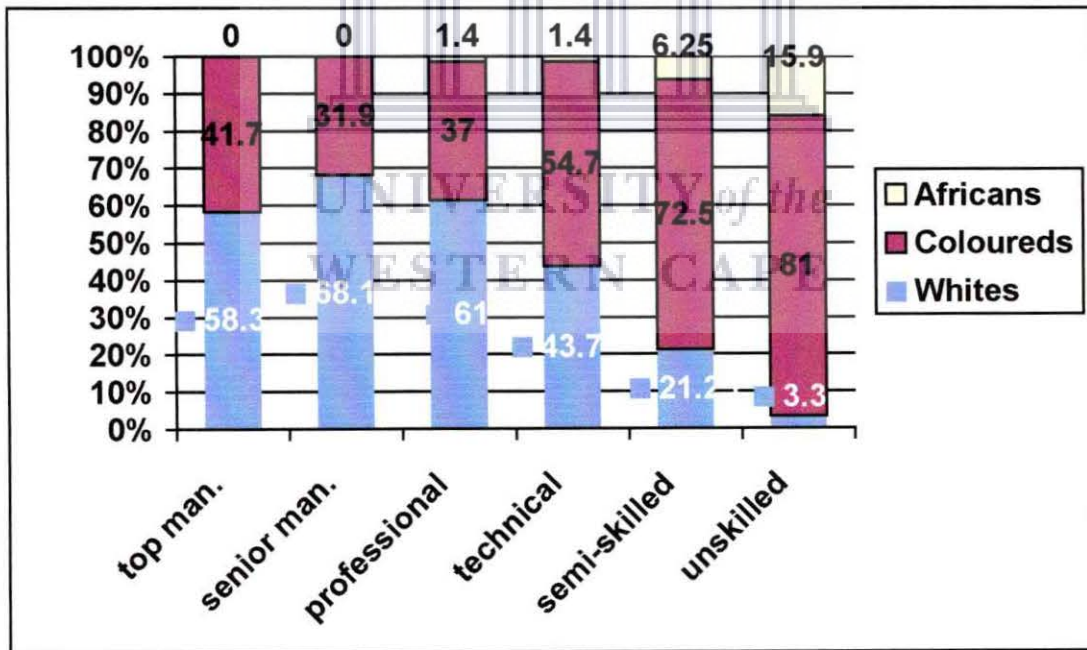
Source: Human Resource Department

City of Tygerberg

GRAPH 5

Employment Statistics for the Oostenberg Municipality: 31 MAY 2000

Employment categories	Whites	Indians	Coloureds	Africans
Top Management	7 (58.3%)	0 (0%)	5 (41.7%)	0 (0%)
Senior Management	32 (68.1%)	0 (0%)	15 (31.9%)	0 (0%)
Professional	89 (61%)	1 (0.68%)	54 (37%)	2 (1.4%)
Technical	155 (43.7%)	1 (0.30)	194 (54.7%)	5 (1.4%)
Semi-skilled	68 (21.25%)	0 (0%)	232 (72.5%)	20 (6.25%)
Unskilled	28 (3.3%)	0 (0%)	677 (81%)	133 (15.9%)
Total no. of employees	379 (22%)	2 (0.5%)	1177 (68.5%)	160 (9%)



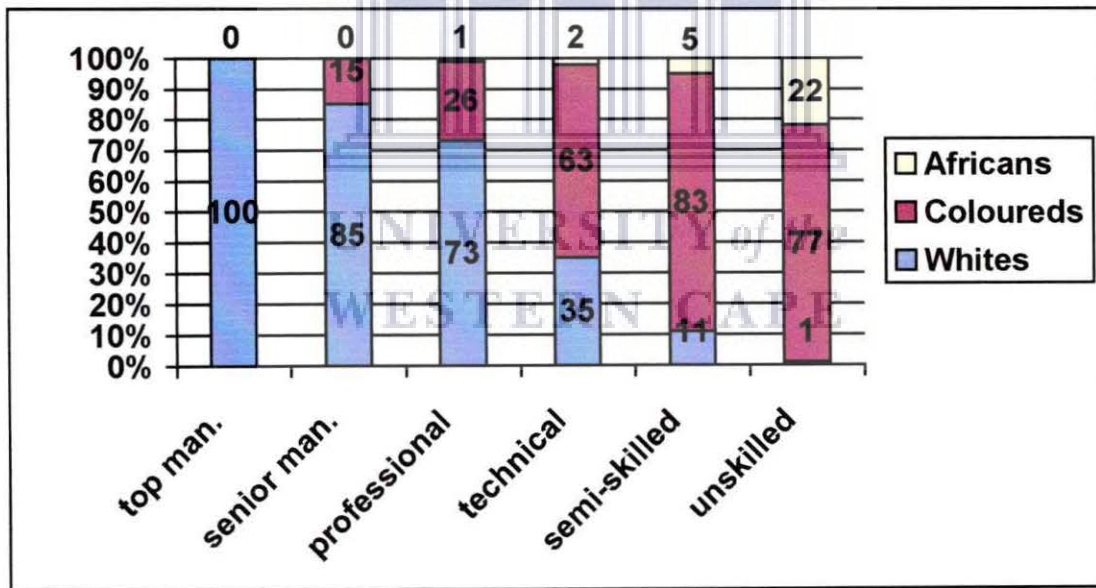
Source: Human Resource Department

Oostenberg Municipality

GRAPH 6

Employment Equity Statistics of the South Peninsula Municipality: 31 JUNE 2000

Employment Category	Whites	Indian	Coloureds	Africans
Top Management	7 (100%)	0 (0%)	0 (0%)	0 (0%)
Senior Management	23 (85%)	0 (0%)	4 (15%)	0 (0%)
Professional	126 (73%)	0 (0%)	45 (26%)	1 (1%)
Technical	222 (35%)	0 (0%)	393 (63%)	12 (2%)
Semi-skilled	118 (11%)	1 (1%)	871 (83%)	62 (5%)
Unskilled	6 (1%)	0 (0%)	877 (77%)	253 (22%)
Total no. of Employees	502 (17%)	1 (1%)	2190 (72%)	328 (10%)



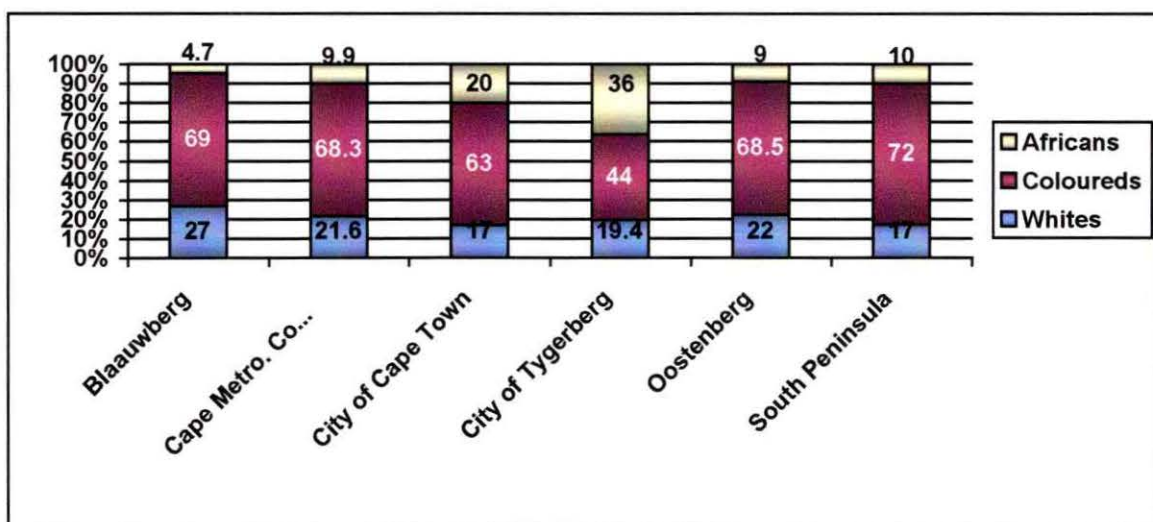
Source: Human Resource Department

South Peninsula Municipality

GRAPH 7

Racial distribution of the workforce in Blaauwberg, City of Cape Town, Cape Metropolitan Council, City of Tygerberg, Oostenberg, and South Peninsula municipalities

Municipality	White	Coloured	African
Blaauwberg	371 (27%)	928 (69%)	50 (4.7%)
Cape Metropolitan Council	686 (21.6%)	2163 (68.3%)	316 (9.9%)
City of Cape Town	1824 (17%)	6837 (63%)	2114 (20%)
City of Tygerberg	1119 (19.4%)	2556 (44%)	2062 (36%)
Oostenberg Municipality	379 (22%)	1177 (68.5%)	160 (9%)
South Peninsula Municipality	502 (17%)	2190 (72%)	328 (10%)
TOTAL	4881 (18.9%)	15851 (61.5%)	5030 (19.6%)



Graph 1 shows that 45 (90%) of the 50 Africans in the employ of the Blaauwberg Municipality are positioned in the semi- and unskilled category, while the position for this group in the CMC is very much the same with 229 of the 316 employees concentrated in the general staff sector. The trend continues at the other Municipalities where they are over-represented in the semi- and unskilled positions.

The position for Coloureds as **Graph 2** clearly spells out is not much different. Where a meagre 9.4% i.e. 3 persons are represented in the top management positions. 3 of the middle management positions are allocated to them, compared to the 137 (94.1%) for whites. The overwhelming majority find themselves in the semi-skilled and unskilled positions.

Graph 3. reflect similar statistics for Coloureds where 3185 (67.8%) are represented in the process control levels and 75.7% at maintenance levels. However, of the executive and senior management levels, Coloureds make up only 20.9% and 22.4, respectively.

Pertaining to the top, middle, and executive management levels 0% Africans are present in the Blaauwberg, CMC, Oostenberg and South Peninsula Municipalities, while only 2 Africans are employed at top and 5 in the middle management levels at the City of Tygerberg. Although there are 7 Africans in the top management and 40 in the progressive management positions the Cape City Council, they represent only 10.4% and 9.6% of the positions in these categories (**See Graph 3**).

In **Graph 4** at the City of Tygerberg the position for Coloureds and

Africans appears to be similar as Khayalitsha, an African township was incorporated into the Tygerberg substructure. In the top management there are no Coloureds represented while 2 African persons are represented at this level. It seems as if the municipalities are playing a numbers game instead as 11 Senior Managers are Coloured while 5 are African.

Although Whites and Africans are almost equally distributed in all the municipalities (**See Graph 7**), the former, are over- represented in the upper rungs of the employment ladder of the authorities shown above. Apart from the City of Cape Town and Oostenberg municipalities, they generally make up over 80% of the top and middle management structures. At junior and unskilled levels they hardly amount to more than 5%. It is at this level where important policy decisions are made and implemented regarding equity in the workplace, education and training opportunities.

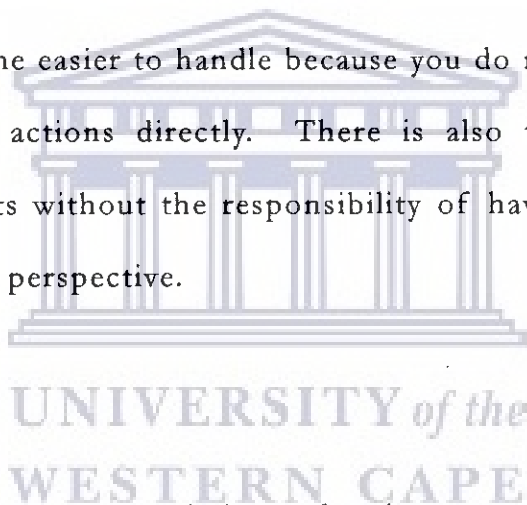
So-called coloured people comprise the majority of employees at all the municipalities (In view of the apartheid grand plan the Western Cape was intended to be a coloured preferential area). Blaauwberg (69%), Cape Metropolitan Council (68.3%) Oostenberg (69%), South Peninsula (72%), , City of Cape Town (63%) (**See Graph 7**)

Approximately 83% of the unskilled and 81% of the semi-skilled in the various local structures are coloured workers. This group occupies only 2 (17%) of the 10 top management positions and 4 (19%) of the 17 middle management positions at the Blaauwberg Local Authority. On the

other hand, they only make up 31% of the technical category in this municipality compared to 65% for Whites. While they make up 65% and 93% of the semi- and unskilled positions, respectively. This trend repeats itself at the other municipalities in question

In an interview (April 1999) with the Executive Director of the Protection, Health and Trading Services Directorate at the Cape Metropolitan Council, Ebrahim Achmat, it was learned that the Directorate made a special effort for 51 largely unskilled cemetery workers to obtain their NQF ABET level 1 certificate. According to the Director will get the opportunity to compete for promotion post, however, one wonders whether this would ever materialise given the prevailing employment problems. In this instance, although the NQF professes to be an enabling mechanism to empower people by providing them with the necessary skills for promotion, the reality is that employment constraints as seen from the above statistics, make it extremely difficult for them to progress beyond the junior positions where most of the black (coloured, african and indian) employees are found. Pressure groups like the Africa Support Forum recently articulated a number of concerns around a lack of an equal opportunities programme in the City Of Cape Town, where, in their view, the practices of apartheid still holds sway as most Blacks are still largely employed at the lower echelons of the Council, its liberal rhetoric notwithstanding (See for example, Appendix C). It appears that these municipalities not only lack clear guidelines for the recruitment, selection, placement and

induction of AA candidates but also in terms of education, training and development. Interestingly, the Presidential Review Commission (1999) found that AA appointments in the Western Cape have been particularly rare. (In view of the political coalition in the Western Cape legislature this should come as no surprise.) The most common justification or explanation given for the lack or absence of a more representative workforce and the lack of black managers was fiscal constraints. Together with shortage of funds, restructuring seem to be the most popular excuse for institutions in the Western Cape for not promoting critical, outspoken black people to top managerial positions. In addition, technological innovations in electronic communication methods enable anonymity and become easier to handle because you do not get to witness the impact of your actions directly. There is also the advantage of getting desired results without the responsibility of having to empathise from a fellow human perspective.



As shown in the above statistics, planning practices within the municipalities seems to operate both as defender of the new dispensation and conduit for securing the continuation of the past privileges and subjugatory practices. The skewed composition of the management echelon of the former Apartheid regime, with an overwhelming predominance of whites, appears to have been reincarnated in the new South Africa. They seem to be more adept at using the new administrative openness to further their own interest. Although they seem to have all the experience in best practice does not necessarily mean

that they using it in the interest of transformation in the new South Africa. In fact they are using the parlance of the democratic dispensation to hold on to those positions and privileges that they have claimed for themselves. This situation is characterised by intensified crisis, deep-seated resentment and restructuring. Crises that have manifested itself not only structurally but also on a personal level such suicides, racial tensions that have spilt over and demoralised workers. To stabilise this potentially explosive situation much of the form and content of policy formulation suggest a shift of material interest to the marginalised albeit at the level of popular rhetoric. With the increasing emphasis on transformation of the local authorities and the effective service delivery municipalities, will have to produce policies, plans and procedures for Human Resource Provisioning (HRP) which will need to show among others;

the priorities laid down by cabinet, and communicated to ministers and premiers;

the need for a new service ethos and orientation, where service delivery is prized more than blind conformance to rules and regulation;

the need for representivity and affirmative action;

the for a more leaner and productive public service;

the need for HRP procedures and practices that are open and transparent and that operated in a fair and impartial manner;

the need for training and capacity building in the field of HRP for a wider range of managers and staff.

Generally, HRP is still not regarded as a strategic management issue. It is still regarded as a special preserve of personnel departments or sections. The municipalities surveyed did not seem to have developed a comprehensive strategic plan for HR as a whole. While staff in senior HR positions have good technical skills, and demonstrate a clear understanding of the procedures and regulations relating to personnel matters, they have rarely had the opportunity to discuss with senior management the strategic role of HR and its position in the department and the kind of role it should be playing in the future. Management seems to be quite skilled at devising elaborate organograms, structures and systems, but very slow to react when it comes to implementing genuine transformational policies and putting education, training and development strategies in place.



According to the White Paper on Public Service Training and Education (WPPSTE, 1997), the HRD systems inherited from the former regime were fragmented and poorly co-ordinated, and characterised in the main by a lack of a strategic, needs-based, and outcomes-based focus, as well as by the inappropriate nature of the training and education provided by in-service and external providers. Given the urgent need to overcome such problems and to build individual and institutional capacity for the new public service, it is not surprising that most of the key national policy documents (and especially the RDP White Paper and the WPTPS) have highlighted the vital importance of developing a coherent and co-ordinated HRD strategy for the service. Especially at local government

level where there is an urgent need for effective and efficient service delivery. However, due to a serious lack of capacity building and institutional constraints, shortages in the delivery essential services in certain areas appear to be non-existent. The White Paper on Education, Training and Development establishes a clear vision and policy framework to guide the introduction and implementation of new policies, procedures and legislation aimed at transforming public service training and education into a dynamic needs-based and pro-active instrument, capable of playing an integral and strategic part in the processes of building a new public service for a new and democratic society in South Africa. The anticipated outcome will be a new system of public service training and education that will be:

strategically linked to broader processes of transformation, institution building and human resources development within the public service;

strategically linked to the NQF and SAQA frameworks, as well as to the Department of Labour's proposals for a new Skills Development Strategy;

strategically planned effectively resourced;

based on the elevation and importance and status of training and trainers;

effectively organised, co-ordinated and accredited in ways which promote quality, accountability, transparency and cost-effectiveness;

flexible and decentralised within national norms and standards;

capable of promoting uniform outcomes through a multiplicity of accredited providers;

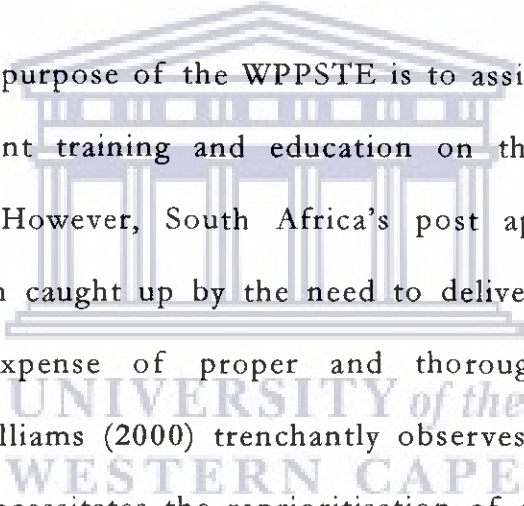
capable of promoting access by all personnel to meaningful training and education opportunities;

capable of promoting the empowerment of previously disadvantaged groups;

capable of facilitating the development of effective career paths for all public servants;

demand-led, needs-based and competency-based;

capable of promoting positive learning outcomes which add value to individual and organisational capacity.



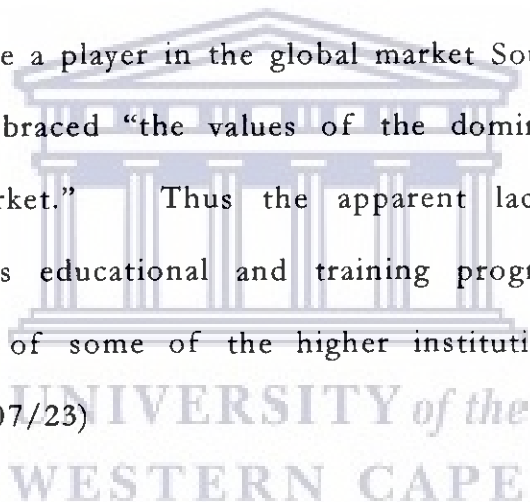
The most important purpose of the WPPSTE is to assist departments to design and implement training and education on the basis of their strategic priorities. However, South Africa's post apartheid planners seemed to have been caught up by the need to deliver on the election promises at the expense of proper and thorough planning and implementation. Williams (2000) trenchantly observes that the process of transformation necessitates the reprioritisation of planning issues in terms of employing and deploying human skills and expertise with the view to solve extant problems, eliminate redtape, rationalise and systematise projects and programmes that expedite the translation into practice of specific objectives. These are organisational processes, which have been receiving attention not merely in terms of the promulgation of various white papers. On the contrary, Central Government, since 1994, in alliance with various institutions of higher learning such as the University of the Western Cape, University of the Witwatersrand, the

University of Fort Hare and the University of Stellenbosch, have been training newly elected officials from historically deprived communities in all areas of governance. Transformation, being pursued and managed in such a co-ordinated manner, is therefore, clearly a programmatically orientated and practice-driven process aimed at visible, sustainable results of systematic change in the South African social order.

The grand plan of the government to overhaul the entire local government system will put added pressure on districts and local councils. The transformation process is expected to reduce the number of municipalities from 843 to 500. The entire system is being restructured with five areas-Johannesburg, Pretoria, Cape Town and Durban and the East Rand being consolidated as uni-cities with a single income base. With more and more people becoming unemployed, the situation is set to worsen as communities will find it difficult to eke out a living let alone paying for essential services. It becomes a matter of satisfying your basic needs before affording such luxuries as electricity, running water and removal of waste. It therefore goes without saying that change affects each and every aspect of life. Like life itself transformation cannot be one-dimensional especially in relation to the provision of meaningful educational and training facilities to the historically disadvantaged sections of the South African population (Williams, 2000).

Planners and policy makers appear to have embraced development policies that were developed elsewhere without taking into account the

given realities of South Africa. The dominant discourses around restructuring or development remains cast in largely aggregate terms, such as the imperatives of deficit reduction, international competitiveness, and efficiency and export growth. The need to make SA attractive to international investors and a lucrative export market (or dumping ground) have become uppermost have taken precedence over promise to create a “better life for all”. Even if this means harassing and clamping down on “illegal immigrants”. Stamping out crime at all costs has also become the latest addition in this drive to make SA a more viable global economic option. The other, being privatisation, individualism, unbridled economic competition and consumerism. In their haste to become a player in the global market South African State appears to have embraced “the values of the dominant culture and virtues of the market.” Thus the apparent lack of long-term programmes such as educational and training programmes and the “imminent” closure of some of the higher institutions of learning. (Sunday Times, 2000/07/23)

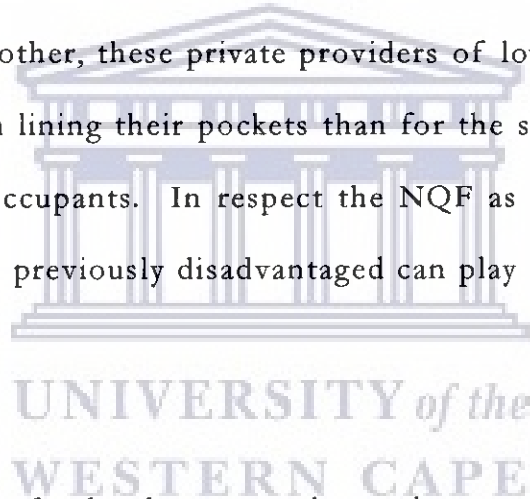


Economics is merely politics in a different form. Any economic programme by a capitalist government therefor needs co-ordinated political intervention by the government to ensure that the conditions for low wages and high profits are achieved. Central to achieving the latter are two pivotal measures these are deregulation of the labour markets and the scrapping of exchange controls. In this way unemployment is not abolished and the strength and bargaining power of the unions are

significantly decreased. There can be no affluence without planned poverty whether a conscious decision on the part of government or a side effect of the programmes, plans and policies they promulgate and implement. Powerful business personalities often refer to their contribution in bringing about the political liberation of the black people of this country. Business could claim in their paternalistic manner that the ANC “saw the light” through their determination to “patiently and systematically educate blacks into the economic realities of the world” (Marais, 1998:157).

Baffled by the political pirouette of the ANC the question asked by many activists is why the adoption of neo-liberal policies when it has always been a working class based organisation. Many put the blame on Trevor Manuel and the Department of Finance for the adoption of the neo-liberal policies as embodied by GEAR. But as Lehulere (1997:76) says, there is no “economic” programme that is separate from the entire political programme of the country. The perceived crisis in educational and training appears to be a direct consequence of the South African government’s embrace of the global market economy. The adjustment/ “re-alignment” of the economy effectively put government functions into the hands of local and international monopoly capital. Privatisation, if dealt with effectively can be an alternative service delivery option. However, examples abound in overseas countries where the private sector was involved in delivering essential services-such as the provision of water, electricity, housing, waste removal- and proved to be a wholly

ineffective as the sole purpose of these private service providers seem to profit motivated. Housing forms one of the most important foundations of any society. It is supposed to be a right and not a privilege. Within present day South Africa the provision of housing is left to the whims and fancies of unscrupulous providers with no or little accountability to, or responsibility from the side of government. What happened to the slogan “there shall be decent housing for all”. The municipalities in the Greater Cape Town seem to have followed suit by absolving themselves from the housing crisis. This has led to racial tensions over the occupation of dwellings subsequently fuelling the racial question while shifting the focus away from the responsibilities of the municipalities in this regard. On the other, these private providers of low cost houses are more concerned with lining their pockets than for the safety and security of the prospective occupants. In respect the NQF as a vehicle towards the empowerment of previously disadvantaged can play a major role?



One often hears of development, but observes the reality of underdevelopment. Poverty and its several aspects deepen; our people continue to struggle for survival against landlessness and shantytowns spring up daily in the urban areas. Aggregate measures of growth in GNP and life expectancy and of decline in infant mortality tell a tale of uneven improvement, increased suffering for some, debt accumulation, diminished environment, and increased inequalities. The world seems to have become one huge market place with the wealth concentrated in fewer and fewer hands. Those who cannot consume, spend or put money

in bank is forced to emigrate or become redundant. Through computers and modern technology the financial markets operating from their offices and answerable to nobody but themselves, have been imposing their laws and worldview on the planet as a whole. This global market economy is merely the totalitarian extension of the logic of finance markets to all aspects of human life. South Africa did not escape this influence. Statistics shown in a draft discussion document by Williams called "Urban Policy Framework for Cape Town" (June 1998), the position of the poor already assume horrific proportions:

53% of South Africa's population live below the R301, 00 a month poverty line; in the meanwhile, the ratio of a managing directors salary to that of the lowest paid worker is 100:1 as opposed to 7:1 in Japan; and a minority of 6% of the population earn more than 40% of the income.

More than 2 million South Africans are nutritionally compromised- including all African children under the age of 12.

Some 38% of poor children suffer from stunted growth.

An estimated 200 000 children between the ages of 10 and 14 are engaged in various forms of labour, representing 4% of all children in this age group.

An estimated 270 000 handicapped students are outside the formalised specialised school system.

81% of all schools in the eastern cape have no telephones.

57% of all schools have no electricity.

53% of the population are poor but they only receive only 40% of the

education resources.

Over 9 million people live in informal shacks.

Only 1 black person in 2000 is at university as opposed to 1 white person in just 30.

While during the apartheid era racist capitalism was the cause of the grinding poverty of black masses, presently, under deracialised capitalism the plight of black poverty has grown.

It is no secret that the World Bank and the International Monetary Fund have had a profound impact on the thinking post apartheid political leaders, policy makers and planners. For example, the 500-page document Strategic Review of Service Delivery in the Cape Metropolitan Structures, commissioned by the executive committee to investigate the possibility of alternative service delivery within the metropolis compiled by Coopers and Lybrand for a whopping R1, 7 million also deals with a “reassignment of responsibilities” (CMC minutes). The report investigates among others, the availability of skills and resources within the council. Some functions the council have significant shortfalls e.g. information technology and implies that certain activities require significant levels of investment that is difficult for the council to provide. The review supposedly looks at distribution (note not redistribution) of scarce resources in a more effective and efficient way. It is a conceptual framework to determine which services are:

mandatory--those services which by legislation / constitution the municipalities must provide;

those meeting a priority basic need and which is discretionary;

those services, which are of strategic importance to the Council-- meaning more often than not those services that are important to the business, sector.

The document divides these services into 3 basic functions that is:

core- where the emphasis is on must and not may;

non-core- this is a priority basic need;

discretionary- provision depends on the exercise of judgement based upon local circumstances and aspirations.

The driving behind the review seems to echo World Bank- driven development scenarios, where profits and not people are the main motivation. Stringent fiscal and financial presupposes the delivery of essential services. Cape Town has and will not escape the current restructuring/ re-alignment of global economics and the profound impact on social, economic and political life. There is widespread agreement on the elements of restructuring, but little recognition of the patriarchal nature of the current process of structural institutional transformation. By only focussing in the so-called essential functions of local structures the Strategic Review of Service Delivery does not clearly spell out how the above-mentioned levels of inequality and overall poverty in South Africa and specifically the greater Cape Town Area will be addressed. The question then remains is in the light of “restructuring” and “realignment of priorities”, how effective will education, training and development be in promoting equality and representivity in the

municipalities. One of the central objectives of the NQF is to contribute to the full potential development of each learner and the social and economic development of the nation at large. It appears that enough qualifications and skills will inevitably lead to a productive workforce, which in turn more effective service delivery. However five years later and after many millions have been spent on Education and Training and Development and vast majority the country's black employees find themselves in positions mirroring pre-1994 employment categories.

Development is a value-laden term and it contains issues dealing with options relating to the attainment of what Ghandi called the "realisation of the human potential". Growth by itself does not accomplish enough and sometimes has unfortunate consequences. As the hallmark of the cancer cell is growth without development, so is development not always interchangeable with modernisation for there are many aspects of tradition that enhance the human potential and knit cultures together. The fact that structural adjustment and restructuring policies are largely formulated without consideration for asymmetrical relations of power leads to a silencing of communities' experiences and strategies of resistance. Williams (1998), incisively points out that:

First, planning is shot through with disparate power relations;

Second, development is a people-driven, human-centred, multi-faceted process;

Third, urban social movements de-construct and reconstruct planning

discourse and practices, thus highlighting the multi-dimensional nature of social change.

It seems that the legacy of 300 years of exploitation and oppression is still permeating the halls of power in our country. Six years after the democratic elections, which promised to ring the changes in employment categories, the municipalities' top management echelons are still predominantly white. It is within such corridors of power that the future of the country is being shaped via policies and plans. It is also within these corridors that the "necklassing" of Black people is taking place. Certain personalities are making sure through various underhanded tactics that potential black managers are being sidelined. They are often effectively excluded from the overall decision-making processes and effective training and development programmes. Interviews for top managerial positions are conducted seemingly to complete the administrative process as the intended candidate somehow already know that he/she has been appointed. It has often been said that the questions and points awarded to the prospective candidate differ from those offered to the other candidates.

The lack of institutional support and co-operation from management exacerbate the implementation of the objectives undergirding the NQF and indirectly realisation of RDP objectives even further. Certain sectors within the state are intractable to change as well as holding countervailing ideologies to that encapsulated in the RDP. Numerous bureaucratic travails contributed to the failure to implement RDP policies

at provincial and municipal levels. These include assimilation instead of integration of new staff, an archaic organisational culture that is in conflict with the national vision and mission, lack of capacity and skills (which continues to plague RDP projects in general and institutional transformation of local authorities in particular). The author believes that the latter the Reconstruction and Development Programme and institutional transformation cannot be seen as separate as it is stated explicitly in the RDP (section 7.1:147) that it is “a people-driven process”.

Observers warn that the substance of the World Bank - driven development policies have had highly questionable and indeed largely negative impact on the countries where they were implemented, particularly so-called developing countries in Africa, Latin America and Asia. It is precisely with regards to these types of policies planning in secret with certain officials of the new order that has given rise to the “restructuring” of municipal services and structures. Conspicuously, a number of questions are left unanswered by planners, such as what are the ideological and political positions of planners? What is the empirical and historical basis of these reports? Were the interested stakeholders consulted? These professions provide the perfect sanctuary for those whom can now claim to have a position without having to divulge their ideas. The role of these planning functionaries become one of (at once) legitimising and cushioning the effects of that economic strategy on the most destitute sections of society. On the one hand and not

unsurprisingly, the representativeness of popular organisations like civics has been called into question, prompting some commentators to dismiss them as “unelected gangs that call themselves “the community”, a stance closely related to the neo-liberal conservative desire to rule community organisations out of the equation by dealing directly with residents as consumers of services.

NGOs are supposedly geared towards exposing such indiscretions, however Amir Amin's (1997:10) noted ...far from constituting the basic structure of a powerful civil society, these reorganised NGOs accompany the management of society by the dominant forces of capital (Marais, 1998:213). Thus, far from being neutral, the resultant decisions, by overlooking the underlying power dynamics reinforce and legitimise them. Giving credence to allegations that they have merely become proxy organisations for transnational companies. Furthermore under the canopy of economic policies like Growth, Employment and Redistribution macro-economic strategy (GEAR)^{iv}, NGOs roles tend to harmonise with standard neo-liberal logic as they toil in the wake of development and welfare responsibilities shirked by the state. This begs crucial question, purport Marais (1998:217). What structures qualify as “other popular organisations”? Do civics remain “first among equals” and, if so, on what basis do they stake that claim? If they do not represent the entire community whom do they represent (a point further complicated by the arrival of democratically elected local government structures)? The conventional response has been to assign civics a

bridge-building role whereby they try and reconcile conflicting issues around a particular issue. But this emphasis on formal civil society networks tends to obscure the informal, associational almost subterranean networks that cohere many informal settlements and townships. These include sub and illegal networks as well as highly informal (but well observed) rules of conduct that mediate between conflicting interests in a community-much of it invisible to the conventional gazes of development NGOs and state officials (Marais, 1998:217)

What is even more dangerous is the fact that complex social dynamics gets submerged and overlooked when tasks are framed in purely technical terms. Pregs Govender (former trade unionist now ANC MP) has detected this tendency in the RDP where "... lots of numbers are thrown around, yet social relations are talked about in abstract as broad statements. They end up in the top of the document-as in "this is why we are doing this"- but exactly what we are going to do is rendered in a totally technicist manner (Marais, 1998:211)

This means that far from being directly involved in the planning, directing, monitoring and implementing of policies that affect them, communities become passive onlookers and recipients. Employees of these municipalities are reduced to messengers and delivery boys. They have to bear the brunt of the ad-hoc, ill-conceived and disjointed plans of those planners occupying top positions in the municipalities. Failure to deal with the complaints of the disgruntled communities often lead to

them being labelled incompetent or incapable of doing their job thus harming their chances for promotion and keeping them in these subordinate positions. Capacity building, education, training and development are inextricably intertwined with institutional transformation. The National Qualifications Framework aims to equip the employees in institutions such as the municipalities in the Greater Cape Town Area with the skills and capacity to carry out their jobs more efficiently and effectively. This will in turn lead to more black people being appointed to managerial positions, job satisfaction and better service delivery (... and they lived happily ever after)

However as shown in the preceding discussion the NQF in isolation cannot bring about meaningful changes in the lives of municipal employees and the communities they serve and therefore the following policy recommendations are forwarded:

POLICY RECOMMENDATIONS

Based on the detailed as well as anecdotal evidence provided in this research paper it is clear that the implementation of the NQF at municipal level in Greater Cape Town enjoys at best rhetorical attention and at worst is non-existent. Accordingly, it is suggested, with the view to give constitutional validity and practical effect to the principle of equality, equity and redress that the ensuing suggestions are being proffered.

Affirmative action

The first step for an organisation to value diversity is to acknowledge the

fundamental difference between valuing diversity on the one hand and Equal Employment Opportunity/Affirmative Action.

Valuing diversity moves beyond government-initiated, legally driven efforts to change- from a qualitative standpoint- the utilisation of the organisation's workforce. An organisation must be clear about its motivation in managing diversity. Motivation is articulated in an organisation's mission statements or strategic plans. It is a long-term process, which demands top management identification and commitment to set in motion mechanisms to access the potential of all employees.

In the absence of clear policy of affirmative action, one must be drafted that all employees understand and become aware of the contents. Changing behaviour, unlike changing hearts and minds, became a matter of legislating rights and responsibilities. The Government of National Unity must ensure that initiated reforms to give individuals an equal chance of being selected for employment and treated equally once they are hired are implemented. Human Resource administrators, line managers and employees, must understand the various Acts that apply to recruitment and selection in detail.

Where there is a blatant disregard for black talent within the municipal structures as a whole.

A skills audit must be done to ensure that qualified, competent black people with potential is not sidelined.

For the sake of career progression, clear career paths need to be established, which must include, among other things proper job

descriptions; and education, training and development that must be coupled to people's jobs and not done for the sake of bureaucratic red-tape.

Black employees need to be made aware of their rights in terms of the Labour Relations Act, Employment Equity Act and Skills Development Act.

Unless legislation and policies to bring about change is affirmed they will not have the desired impact as one cannot expect sympathisers of the old system to disclose change inducing legislation and policies to effect the necessary changes within the organisation.

Clauses, such as the "sunset clause," found in the negotiated settlement of 1994 firmly entrenched the old guard in powerful positions further undermining the principles and objectives underpinning the strategy Affirmative Action.

The whole idea of institutional transformation is further undermined with the employment of more white women than black males and females and therefore black especially will have to be vigilant and prepared to "stick their necks out" if any form of discrimination based on gender or race is expected. Because 300 years of oppression cannot be wiped away by the mere stroke of a pen, continued contempt white management has for black talent has to be exposed.

Employees must demand the right to all relevant documentation and information, which has an influence on the lethargy and dominance of black employees.

The unions must among others, expose white people with far lesser qualifications than blacks; monitor and demand an explanation for nepotism and preferential treatment of certain individuals within the organisation.

Although the NQF strives to bring about the advancement of black people to the top echelons of the organisations this must not be done at the expense or suppression of fellow black workers. If this is found to be the case it must be exposed for the sake of continued institutional transformation.

Blacks who are prepared to spread unfounded accusations of certain individuals must also be exposed.

Black people must not be willing to accept token positions where white management still has the last say.

Paternalism must not be tolerated especially from those who believe that they do things in the interest of black people.

Black people must take collective and unified action if they are to challenge all forms of oppression and segregation found in organisations such as municipalities where the advancement and development of blacks are largely retarded by the lack of institutional transformation.

In terms of the principles underlying the NQF it should make provision for the accelerated advancement of people's skills, however these are largely absent and therefore systematic attention should be paid to the following:

The Work

In order for work to be meaningful there must be clear job descriptions for all personnel. In addition, clear career paths must be mapped out if employees are to benefit from the opportunities on offer at the organisation. Employees must be able to speak of careers and not simply a dead-end job.

Jobs must, among others, be based on information seeking and instil the ethos of research; informed by problem-solving and analytical thinking if it is to have an impact and influence on the organisation and vice versa.

The organisation must develop talent and meritorious achievers, which will eventually contribute to the organisational well being.

Management must make a conscious and honest effort promote dialogue and open communication to enhance interpersonal relations, but also realise that certain issues are sensitive and the affected members need to be consulted. This will enhance emotional and psychological well being amongst workers.

Employees will inexorably be more productive in an atmosphere of honesty and openness where individual strengths and talents will be accentuated and their shortcomings and weaknesses developed.

Management must not enforce decisions and resolutions unilaterally but make provision for collective bargaining and decision-making.

In order to create an ethos and environment of trust, caring and sharing organisations:

Must see the need to promote and be sensitive about interpersonal

learning;

Must encourage cross-boundary learning and understanding;

Must allow workers to be part of managerial decision-making structures;

Must be transparent consonant with the open democracy Bill to prevent fraudulent behaviour. One employer related to me the story of a young man who was found guilty of stealing but was not dismissed because his father is a top official. Instead he was given a job in another department;

Must establish a link between formal education and job functions.

Role of the communities

The history of “World-Bank”-driven development policies and the technicist and free-market approach appears to have had marginal success pertaining to the sustainable development of communities therefor, it is suggested that:

Particular governing strategies and structural features that shape decision-making. Communities must determine whether the structures are representative or not. The foundation of existing frameworks must be re-examined and determine the extent to which they adhere to the RDP Programmes.

The interest of ordinary people must be included to broaden the base of empirical research to prevent communities from being cajoled into accepting commonplace development scenarios of an emerging bureaucratic elite in alliance with profit-orientated think tanks and consultancies.

Communities must be consulted to have their views incorporated into

particular projects and programmes, which affect them. Strong grassroots level relationships must be established to formulate, implement, monitor, and evaluate these projects.

The outsourcing or privatisation of certain service delivery functions should be closely watched to ensure that they do not mirror the World Bank driven structural adjustment programmes.

A sound theoretical framework must inform activities that seek to transform the living conditions of the poor and the destitute in a meaningful and substantial way.

All the relevant planning authorities, public service departments and affected stakeholder institutions will have to work together to coordinate effectively all the various aspects of change, including that of physical environment.

Development policies and plans has to integrate units to overcome the simplistic practise of preparing projects according to immediast, ad hoc concerns, which lack the long-term vision of sustainable development.

The needs of the people concerned must take precedence over the mechanistic approach to satisfy territorial interest.

Socio-economic and spatial transformation will have to be affected by proper information gathering and management systems to maximise efficient service delivery.

More creative ways must be sought to implement policies. Orthodox policy implementation methods have to become richer by adding new measures to the traditional ones.

Planning has to acquire a cyclical character so that there is continuity, evaluation and eventually a redirection of policies to more appropriate objectives.

An efficient bureaucracy should be the hallmark of the total policy process to deal effectively socio-economic and territorial changes.

CONCLUSION

The NQF relies heavily on international experience, but is not yet a commonplace in the thinking of the majority of South Africa. It is an initiative to address some of the urgent reforms needed in South African education and training. This ETD system takes a more holistic view of personal, social and economic needs of this rapidly developing society and goes on to suggest ways to tackle all these concerns on a broad and integrated front. The impact of competency-based education and training in other countries, however, has been both complex and contradictory. The NQF has ignored the “lived” experience of workers in these countries. Although the NQF promises to break the barrier between formal and informal ETD and includes the notion of integrating ETD, it is important to identify potential pitfalls through proper planning and evaluation, rather than relying on the “cast of the dice.”

Development is a process, which includes significant changes in social structures, popular attitudes and national institutions as well as the acceleration of economic growth, the reduction of inequality and the eradication of absolute poverty. It is important to note that the concept of development is not only applicable to countries with low-income

economies, but also to high and middle-income countries such as South Africa. The latter have far to go to 'realise the human potential'; they have much to learn about inequality and the alleviation of poverty (Todoro, 1979).

The present government is under a lot of pressure to deliver. They made campaign promises which will haunt them in years to come. Schools, clinics, roads, water, etc are installed, but do the community people then just wait for the next delivery? This approach is sometimes called the "DEVELOPMENT- DUMP" approach. Development practitioners know this leads to dependency and apathy. People-centred movements on the other hand are more likely to bring about socio-economic changes in the lives of the poor, than reliance on Global Economic Institutions. Structural transformation must be based in grassroots initiatives in such a way as to leave a residue of empowerment especially in historically deprived communities including the revamping of the educational and training institutions.

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In the words of Vandana Shiva, *Staying Alive*, (Economic Justice Update), "The paradox and crisis of development arises from the mistaken identification of the growth of commodity production as better satisfaction of basic needs. In actual fact, there is less water, less fertile soil, less genetic wealth as the result of the development process. Since the natural resources are the basis of nature's economy, and women's survival economy, their scarcity is impoverishing women and marginalised people in an unprecedented manner. Their new impoverishment lies in

fact that resources which supported their survival were absorbed into the market while they themselves were excluded and displaced by it.”

Based on the statistics as supplied by the various municipalities and a general assessment of the “development scenarios” proposed by the municipalities it can be concluded that it is total contrast to the public-private partnerships and the principles and goals of the Reconstruction and Development Programme.

Financial and Fiscal austerity presupposes the development of people resource development. There is an increasing drive for profits and not necessarily geared towards meeting the basic needs of the disadvantaged, destitute, homeless, unemployed and masses of poor people. . According to Posel (1997 33:51), less than one percent of the white population live in poverty, whereas no data exist on the “politics of hope and despair” or the socially generated sense of helplessness, and the psychological effects of deprivation, marginalisation and crime that are associated with poverty. In the latter group women form the overwhelming majority.

Following from this, the struggle is not only about whom can give the best political and ideological explanations pertaining to the pros and cons of policy frameworks, but also about the determination, dedication and discipline of those who contest for the ownership these policies to affect meaningful change.

People respond to conditions that are very real to them. The poor occupy land “illegally” because they need a place to stay and a roof over their heads. They occupy houses in Delft (Cape) in the flats in the center

of Johannesburg because they are desperate. Farmers are killed, highjacking is rife, and immigrants (and refugees) are thrown from moving trains and harassed on the streets because people have become despondent and “living of the crumbs from tables of rich and powerful.” The Tuberculosis virus is practically decimating residents of the Cape Flats, while the municipalities are throwing more tablets at them. In this regard, education formal and informal could make a lasting and meaningful difference.

Projects that wish to promote grassroots empowerment should entail more participatory forms of planning and evaluation with the various stakeholders and in partnership with those it intends to serve would be more appropriate. The government seems to hell-bent on promoting economic growth, but this cannot be seen as a substitute for development. Improving technology and increasing trade will not improve relations with second and third world countries. What is required is a change in the mindset, an organic change in the steps to be followed towards increased meaningful co-operation between the weak and strong economies of this world and this applies especially to the form, content and dimension of education and training.

As future public servants in managerial positions we need to confront and address our own biases and prejudice to ensure that the previously marginalised are not further alienated from the processes affecting them. They must become participants in the policy decisions of the political economy. Only by continually exposing silences and biases pertaining to

the development scenarios will women, the poor, unemployed, destitute and homeless be able to benefit from socio-economic transformation--a salient principle informing education and training.

Ironically, Trevor Manuel, SA Minister of Finance since 1994, once said that it was time that we resuscitate our streets. In addition, it should also be noted that the first order of business is to rid the authorities responsible for service delivery from the agents of the old regime. This will meet the support of the whole community, despite those who say that prejudice will persist among the masses of people. Only through a revival of civic organisations will communities be able to challenge the unilateral planning of the municipalities and keep councillors in touch with the needs of their constituencies especially in the instruction of an ethos that enshrines the collective destiny of ordinary people. It is in this regard where education and training as encapsulated by the NQF can make its mark in the hallowed corridors of local authorities even in Greater Cape Town.

The logo of the University of the Western Cape, featuring a classical building facade with columns and a pediment.

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i The NQF emerged from the National Training Board's National Training Strategy Initiative. The Centre for Education Policy Development co-ordinated and compiled the report on "A National Qualifications Framework and the establishment of the South African Qualifications Authority" for the African National Congress called "Implementation Plan for Education and Training". [Human Science Research Council (HSRC), 1995:1).

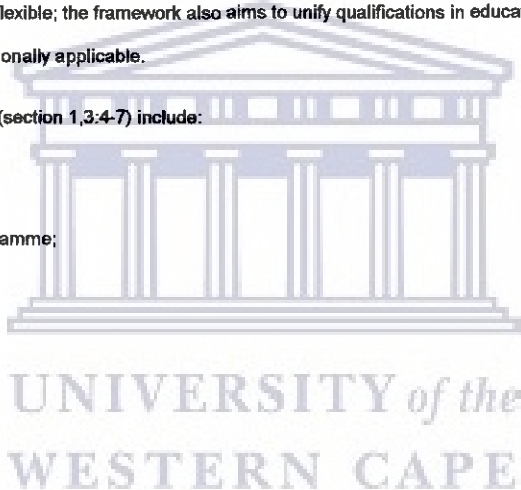
The South African Qualifications Authority (SAQA) was appointed by the then Minister of Education in consultation with various stakeholders such as the Minister of Labour, education and training providers, trade unionists, business representatives and non-governmental organisation. In 1994 a task team released a discussion document called "A National Training Initiative". It contained key recommendations to close the gap between education and training and called for an integrated approach to ETD to meet the social and economic needs of the country and the individual. A year later the government's policy document, White Paper on Education and Training 1995 gave details of the NQF and SAQA. According to the White Paper on Education and Training (1995:21) the NQF will be the "scaffolding on which new levels of quality will be built". The scaffolding envisages eight qualification levels. Each level will be described in terms of registered statements of essential outcomes (See appendix for diagrammatic illustration). Among the more salient features of the NQF are the following: recognition of prior learning i.e. value will be given to any kind of learning that people already achieved, whether at school, on-the-job, or even on the street; people should be able to access the education and training system at any point in the system; learners can move between different fields of industry, which means that their academic credits are portable or flexible; the framework also aims to unify qualifications in education and training based on set standards and procedures that are nationally applicable.

ii Basic principles underlying the RDP (section 1,3-4-7) include:

- Integrated and sustainable programme;
- People driven process;
- Peace and security for all;
- Nation-building;
- Link reconstruction and development;
- Democratisation of South Africa;

Basic goals of the RDP (ANC, 1994) include:

- Meeting basic needs (sections 2.1-2.13, 14-57) ;



-
- Developing human resources (sections 3.1-3.6, 58-74) ;
 - Building the economy (sections 4.1-4.9, 75-116) ;
 - Democratising the State and Civil society (sections 5.1-5.14, 119-135) ; and
 - Implementing the RDP (sections 6.1-6.5, 136-146)

iii Any reference to the apartheid legislated categories such as "white", "black", "Indian", and "Coloured" should not be regarded as an empirical affirmation of these politically-contrived referents as they are devoid of all scientific validity (Malik, 1996. In Williams, JJ. 1999:22).

iv The most important elements of GEAR are:

- Economic development must "private sector" led.
- The role of the state in the economy should be minimal.
- Privatization, rationalization and restructuring of state assets.
- Export-led economy with the removal of tariffs and duties to lure "international competition"
- Relaxing exchange control regulations to instill confidence in foreign capital.
- Unions must exercise caution and restraint in their demands for wages and better working conditions
- Slashing state spending to drive the budget deficit down to 3 per cent of GDP by the year 2000.
- Reducing corporate taxes and providing tax holidays investments.

[Lehulere, O 1997/74, Marais, H 1998/161/162]

v Samson and Vally (1996:20/4/7) describes the NQF as the popular game of snakes and ladders-it holds out certain promises (not the least of which is the career ladder which workers may be able to climb), as well as potential pitfalls (such as the fragmentation of knowledge and the weakening of the collective bargaining power of workers)

How will SAQA oversee the development and implementation of the NQF?

- In the NQF, all learning is organised into twelve fields. These in turn are organised into a number of sub-fields. SAQA has established twelve National Standards Bodies (NSBs), one for each organising field. Members of NSBs are drawn from six constituencies: state departments, organised business, organised labour, providers of education and training, critical interest groups and community/learner organisations. Up to six members from each of these constituencies serve on an NSB. The NSBs recommend standards and qualifications for registration on the NQF to SAQA.
- Each of these NSBs is responsible for recognising, or establishing, Standards Generating Bodies (SGBs). SGBs in turn develop standards and qualifications and recommend them to the NSBs for registration. SGBs are formed according to sub-fields, and members of SGBs are key role-players drawn from the sub-field in question. For example, the SGB for Teacher Educators is made up of school teachers, professional teacher bodies, university, college and technikon teaching staff.
- SAQA accredits Education and Training Quality Assurance bodies (ETQAs) to ensure that the education and training which learners receive is of the highest quality. ETQAs in turn accredit providers to offer education and training in accordance with the standards and qualifications registered on the NQF.
- The SAQA Office which is responsible for implementing the decisions of the Authority, is headed by the Executive Officer. There is a Standards Setting division and a Quality Assurance division. Other divisions include a Resource Centre, Communications and Secretariat, and the division for the Evaluation of Educational Qualifications.

- Two sets of Regulations have been published under the SAQA Act to enable SAQA to oversee the implementation of the NQF: the National Standards Bodies Regulations (Government Gazette No. 18787, 28 March 1998) and the Education and Training Quality Assurance Bodies Regulations (Government Gazette No. 19231, 8 September 1998). In addition, SAQA has drafted criteria and guidelines for the generation and evaluation of standards and qualifications and for the accreditation of ETQAs and providers. All these documents have been published on the SAQA website, and are available from the SAQA offices.

Who benefits from the National Qualifications Framework?

- **Learners:** benefit from quality education provision of qualifications that enjoy national recognition and where appropriate, international comparability;
- **Workers:** benefit from clear learning paths in the qualification structure, to facilitate and support life-long learning and career advancement;
- **Employers:** benefit from a work force, competent in the skills and attitudes required in the competitive global economy of which South Africa is a part;
- **Society:** benefits from a proud, learning nation with the intellectual ability to adapt swiftly to change, especially technological change.

Building our new nation demands the establishment of an integrated education and training system which acknowledges the achievements of all learners equally and supports a learning nation.



The South African Qualifications Authority

SAQA's Mission

To ensure the development and implementation of a National Qualifications Framework which contributes to the full development of each learner and to the social and economic development of the nation at large.

What is the NQF, and how did it come into being?

The National Qualifications Framework (NQF) is a framework on which standards and qualifications, agreed to by education and training stakeholders throughout the country, are registered. It came into being through the South African Qualifications Authority Act (No. 58 of 1995, Government Gazette No. 1521, 4 October 1995), which provides for the development and implementation of a National Qualifications Framework. The structure of the NQF is outlined below:

NQF Level	Band	Qualification Type
8	Higher Education and Training	<ul style="list-style-type: none"> ● Post-doctoral research degrees
7		<ul style="list-style-type: none"> ● Doctorates ● Masters degrees
6		<ul style="list-style-type: none"> ● Professional Qualifications
5		<ul style="list-style-type: none"> ● Honours degrees ● National first degrees
4		<ul style="list-style-type: none"> ● Higher diplomas ● National diplomas ● National certificates
Further Education and Training Certificate (FETC)		
3	Further Education and Training	National certificates
General Education and Training Certificate (GETC)		
2		
1	General Education and Training	Grade 9 ABET Level 4 National certificates

What is the purpose of the NQF?

The NQF is a means for transforming education and training in South Africa. It has been designed to

- combine education and training into a single framework, and bring together separate education and training systems into a single, national system;
- make it easier for learners to enter the education and training system and to move and progress within it;
- improve the quality of education and training in South Africa;
- open up learning and work opportunities for those who were treated unfairly in the past because of their race or gender; and
- enable learners to develop to their full potential and thereby support the social and economic development of the country as a whole.

Who will implement the NQF?

The South African Qualifications Authority (SAQA), which also came into being through the SAQA Act, is responsible for overseeing the development and implementation of the NQF. However, all South Africans who have a stake in education and training, have the responsibility for ensuring that the implementation of the NQF is successful – providers of education and training (e.g. schools, training centres), those who ensure the quality of that education and training, and of course learners themselves.

SAQA itself comprises 29 members. These 29 Authority members represent a variety of education and training constituencies. The SAQA Act identifies those sectors which can nominate representatives, and the Minister of Education in consultation with the Minister of Labour appoints the Authority members.

How do I find out about SAQA and its activities?

Write to us at

Postnet Suite 248
Private Bag X06
WATERKLOOF
0145

Visit us at:

659 Pienaar Street
(cnr. Waterkloof Road)
BROOKLYN
Pretoria

Telephone us at

012 - 346 5553	Switchboard
012 - 346 9153	Executive Office
012 - 346 9103	Resource Centre
012 - 346 9152	Secretariat
012 - 3469136	Communications
012 - 346 9134	Standards Setting
012 - 346 9109	Quality Assurance
012 - 346 9158	Evaluation of Educational Qualifications

Fax us at

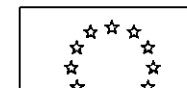
012 - 346 5813	Executive Office
012 - 346 5809	Secretariat
012 - 346 5809	Communications
012 - 346 5812	Standards Setting
012 - 346 5814	Quality Assurance

e-mail us at

saqainfo@saqa.org.za

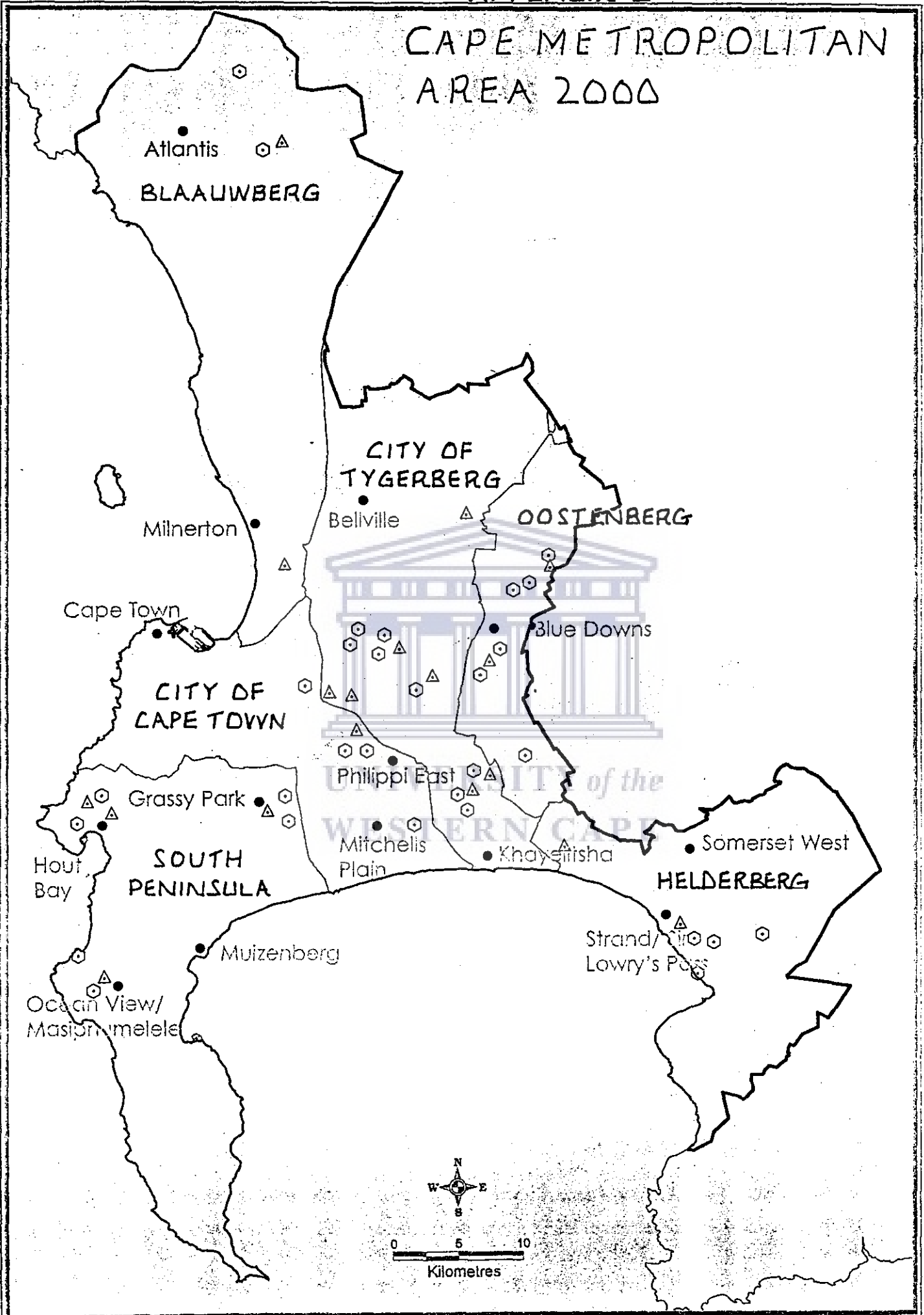
Visit our website at

<http://www.saqa.org.za>



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CAPE METROPOLITAN AREA 2000



APPENDIX C

2000- 08- 02

ASF'S OPEN RESPONSE TO BORAINÉ'S INVITATION TO PARTICIPATE IN FOCUS GROUPS ON RACIAL DISCRIMINATION

Dear Mr. Boraine,

In response to your open invitation to participate in focus groups on racial discrimination we would like to firstly refer you to a letter that was written by *Peter Jones of Green point* and addressed to *Cape Argus* 11 September 1977 which reads as follows:-

"The two biggest culprits who have ignored the [policy of affirmative action] are none other than the city manager, Andrew Boraine, and executive director, Phillip van Ryneveld, who were both appointed in the first place because of their political allegiances.

Mr. Boraine recently appointed two white liaison officers, while Mr. van Rhyneveld's record was not much better, appointing eight white males out of nine senior management posts.

What makes matters worse is that all these positions came at exalted salaries. Needless to say, many candidates of colour with university education were overlooked for the posts. This begs the question: are new directors still influenced by the "old guard" who are in the main, English-speaking whites? If this is indeed the case, then transformation in the civic centre could be a pipe dream.

Needless to say, the morale of the staff is at an ebb lower than in the apartheid era, simply because the hopes and aspirations of empowerment have not been realised.

Ahmedi Vawda, executive director has not been entirely blameless as he has entrenched whites in [top] positions and ignored people of colour who have doctorates. As a citizen of Cape Town, I demand that the transformation be speeded up... otherwise the executive directors must do the honourable thing and resign."

We also want to remind you as to what happened and is still happening to Blacks like Chris More; Nene Molefe; Prof J J Williams; Abe Mbulwa; James Bodiba; Khanyi Mabona; and Hanief Tasiker and now most recently to Ms. Mpumie Bhikitsha and the multitude of those blacks who fear victimization in the Council if they dare complain, and the numerous letters we wrote to you and the Mayor, Ms Mfeketho regarding occurrences of racism in the council.

We strongly believe that when such articles as the one above came up, and when you received numerous correspondences from us on behalf of Africans in the council, regarding racism in the council, and taking cognisance of our racist apartheid past, the Executive Management had more than ample time to redress the

APPENDIX C

ills of the past.

Ironically the number of Blacks in top management has reduced drastically during your term in office as the City Manager to a point that all positions that have been vacated by Blacks have remained vacant or dissolved. For instance, the ED of Institutional Transformation previously headed by Nene Molefe has remained vacant for more than 2 years. How can we therefore speak of transforming the racial prejudices of this City?

We believe that to now consider setting up focus groups on racial discrimination at the end of the life of the City of Cape Town which has but 3 months to live is an insult to the victims of racism in your organisation, to those who appointed you, and probably also an insult to their intelligence.

Our State President has for the past year been harping on racism in its various forms from its obtuse form as found in the farms of the Northern Province to the subliminal form as found in the "liberal" Western Cape. Yet despite all this, you and your transformation team in this city lacked a wake up call, hence lending support to Peter Jones's letter of September 1977.

In the absence of this wake up call, one wonders whether these "focus groups" have anything to do with the impending local government elections and the position jostling that is becoming more and more evident as Unicity looms around the corner.

Due to the intransigence of the powers that be in the City of Cape Town, regarding the issue of racial discrimination, the ASF has already produced and presented its document to appropriate bodies, and is pleased to advise you that as a body we have been approached to participate in the coming conference.

We would have gladly accepted your invitation to participate in your focus groups at the time when we called upon you to appoint a commission of inquiry to investigate our allegations of racism in the City of Cape Town.

As ASF, and on behalf of the victims of racism, who are our members, we however, regretfully decline your invitation to participate.

Regards

SECRETARY
(On Behalf of The)
ASF EXECUTIVE