

Measuring transformation in the public service between 1995 and 2001

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1 Introduction

The Presidential Commission appointed to investigate labour market policy in 1996 recommended that 'the state as employer should be catalyzing and encouraging the progress of employment equity by its own performance' (Restructuring the South African Labour Market: 15). More recently, the Employment Equity 2001 Executive Summary (Department of Labour 2001: 13) concludes that the nationwide implementation of employment equity has been 'slow but steady'. Two questions that arise from all this are: What contribution has the public sector made to the improvement in employment equity in South Africa? Has the public sector led the way in implementing employment equity?

The value of these questions is not merely academic. If the state does not lead the way in implementing employment equity, there is little reason to believe that the private sector will take up the path. This paper will seek to analyze the performance of the public sector in implementing affirmative action policies intended to promote employment equity. This will be done primarily by examining the pattern of changes in public sector employment over the past five years. Wherever possible, the public sector employment data will also be benchmarked against the performance of the economy as a whole, as well as the public sector targets set by the South African Government. However, before analyzing the data, it is important to discuss exactly what is meant by affirmative action and employment equity in the South African context.

2 Employment Equity

The term employment equity is often used carelessly. The Presidential Commission to Investigate Labour Market Policy defined employment equity as a term that reflects a labour market that is both non-discriminatory and socially equitable (Restructuring the South African Labour Market: 2). A non-discriminatory labour market is one in which all participants have an equal opportunity to achieve and prosper. Social equity is a more demanding term, as it requires the benefits arising from employment to be broadly and equitably spread throughout the labour market (Restructuring the South African Labour Market: 2).

A non-discriminatory labour market has been legislated into existence in South Africa. The Labour Relations Act (1995: 3.186) explicitly sets out what constitutes discrimination and the Employment Equity Act (1998: 2.5 – 2.6) contains provisions that are intended to promote and ensure non-discrimination. The current legislation recognizes discrimination can take place over race, gender, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, political opinion, culture, language and birth. However, it is important to note that the Employment Equity Act (1998: 2.6.2) states that it is not unfair discrimination to:

exclude any person if they do not meet the inherent requirements of a job; or to implement affirmative action measures consistent with the Employment Equity Act. Finally, it is also important to be aware that the presence of legislation cannot ensure that no discrimination will take place.

Even if a labour market is perfectly non-discriminatory, labour market outcomes can still be impacted by discrimination from outside the marketplace. This 'extra-market' discrimination can affect the labour market by conditioning the supply and demand of labour. Thus it is possible for a labour market to be non-discriminatory, while still being socially inequitable. This lack of social equity may arise from several sources. Those most relevant for South Africa include: previous labour market policies that restricted access to skilled work for certain groups, and various forms of socio-economic disadvantages (including inadequate education and training) that impact negatively on labour market access. The Commission for Employment Equity (Annual Report 2001: 3) notes that most disparities in the South African workplace are a direct result of past laws that were aimed at excluding black people, women and people with disabilities from key positions, property ownership and opportunities for skills development. The Commission goes on to note that this has resulted in a large-scale under representation of these groups in important job areas, particularly the technology sector and top management.

Unfortunately, there is no surety in South Africa that a policy of non-intervention in a non-discriminatory labour market will enable and ensure social equity. Many of the previous discriminatory policies, which have resulted in the current inequities in the labour market, tend to be self-perpetuating. A good example is the past differences in spending on black and white education. Persons with poor education are often unable to secure sufficient resources to ensure a good education for their children. The children are then, in turn, unable to provide their own offspring with an education that will allow social and economic advancement. It is for this reason that the Presidential Commission to Investigate Labour Market Policy (1996: 2) believed that a non-discriminatory labour market would be unable to ensure employment equity in a reasonable time frame. Thus, it was the position of the Commission that corrective measures to ensure a socially equitable labour market were justified. These corrective measures, or affirmative action, were seen as being policies and programs aimed at improving labour market conditions for groups who were previously discriminated against. The Commission believed that the groups that should be targeted for affirmative action were blacks (i.e. Africans, Asians and Coloureds), women and people with disabilities. This view of affirmative action is echoed in the Employment Equity Bill (1998: 3.15) which defines affirmative action measures as 'measures designed to ensure that suitably qualified people from designated groups have equal employment opportunities and are equitably represented in all occupational categories and levels in the workforce of a designated employer.' Earlier, the Employment Equity Bill (1998: 1) defines designated groups to mean black people, women and people with disabilities. It

goes further to describe black people as a generic term for Africans, Coloureds and Indians. Importantly, while affirmative action measures must include preferential treatment and numerical goals for designated groups, it excludes quotas.

The application of affirmative action in the public sector has a history that dates back to the publication of the White Paper on the Transformation of the Public Sector in November 1995. The White Paper called for affirmative action in the public sector aimed at black people, women and people with disabilities. Specifically, the White Paper set targets for all government departments. These targets were to have at least 50% black representation at management level by 1999. Further, to ensure that 30% of all new recruits to middle and senior management are female by 1999 and to ensure that 2% of the public sector workforce comprises of people with disabilities by 2005. (Transformation of the Public Sector 1995: 10.5). However, these goals were seen as minimum national targets, as they are not the ultimate transformation goal for the public sector. That goal is to create a public sector that is truly representative of broader society at all levels of government service (Affirmative Action in the Public Sector 1998: 17). Finally, it is worthwhile noting that the Employment Equity Bill specifically excludes the National Defense Force, the National Intelligence Agency and the South African Secret Service from its definition of the public service (Employment Equity Bill 1998: 1).

The success of the public sector in achieving its minimum targets, as well as its progress towards achieving full representation will be discussed below. Furthermore, the efforts of the public sector will be benchmarked against the overall implementation of affirmative action in the South African economy. The analysis will be conducted using the three groups identified in the Employment Equity Bill; namely black people, women and people with disabilities.

3 The Data

The bulk of the information used below comes from the public service payroll database and will be referred to as PERSAL. The 1999 October Household Survey will also be used to give information on the population in general and the size of the labour force. A final important source of information that will often be referred to is the 2001 Employment Equity Report (EER). The values shown in the report will be used as an estimate for the current pace of transformation in the South African economy as a whole. For this reason, it is important to discuss the composition and limitations of the figures published in the report. The basis of the EER data is the reports that all firms of greater than 150 employees, and designated firms of less than 150 employees, are required to submit to the Department of Labour.

A total of 12 980 were submitted by 31 March 2001 to the Registry Database System set-up by the Department of Labour. Of these 12 980 reports, only 8 250

were included in the analysis. The other 4 730 reports were excluded on the grounds that had not properly complied with requirements, or had been received after the cut-off date. From the total of 8 250 reports, 7 906 reports were received from the private sector and 49 reports from academic and parastatal bodies. The remainder of the reports were submitted by national government (25), provincial government (62) and local government (208). This is important to bear in mind, as this means that public service figures are included and influence the EER values.

The EER covers a total of 3 336 784 employees, with the bulk of these employees (2 033 868) working in firms of greater than 1000 employees. Since the 1999 OHS sets the total number of workers at 10 369 000, the EER covers approximately one-third of this total.

4 Labour Transformation - Black People

This report will follow the definitions for Black people as contained in the Employment Equity Bill. In the sections that follow below, each subgroup will be discussed separately, with an overall picture being drawn out at the end.

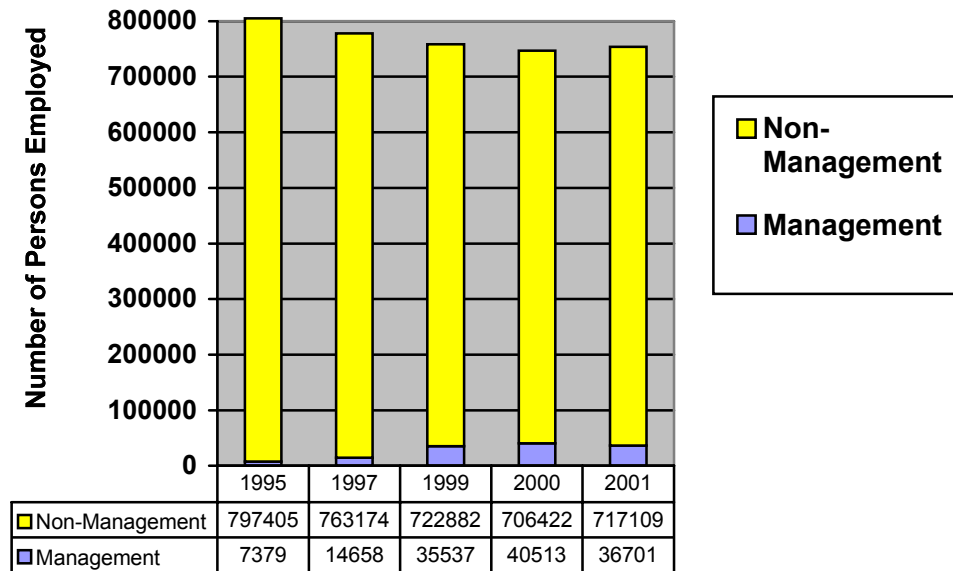
4.1 Africans

The 1996 Census found that out of a total South African population of 40 209 000, 31 128 000 (or 77.4%) were Africans. However, only persons aged between 15 and 65 are eligible to be economically active. The 1999 October Household Survey (OHS) estimates that, out of a total population of 43 325 000, 26 280 000 people fitted into this age category. From the 26, 3 million people, 13 527 000 persons (using the official definitions) were part of the economically active population (EAP). It should be mentioned that the EAP is defined as those all person who are working plus any person unemployed according to the official South African definitions. Africans represented 19 944 000, or 75,89%, of those eligible for inclusion into the labour force. However, of the 19.9 Million, 10 525 000 were not economically active, leaving 9 420 000 people in the labour force. Thus, Africans represent an estimated 69,64% of the total EAP.

Total employment according to the 1999 OHS was 10 369 000 with total number of Africans employed at 6 668 000, or approximately 64,31%. However, these values do not reflect the full picture. The ILO Country Review (Standing, Sender & Weeks 1996: 393) found that, in 1996, there was a predominance of Africans in unskilled and semi-skilled positions. However, only a small percentage of management positions were accounted for by African employees.

Against this background, what has been the experience of the public sector with regards the employment of Africans in the public sector? Table 4.1.1 shows the total number of Africans employed in the public sector, relative to the number of Africans employed in middle or senior management positions.

Table 4.1.1

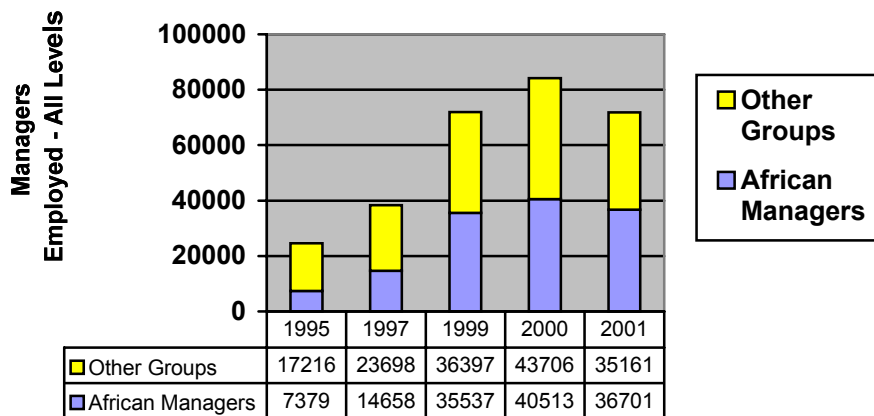


As can be clearly seen, while the number of Africans in the management of the public sector has increased between 1995 and 2001, the majority of Africans employed are still involved in non-managerial positions.

4.1.1 Transformation at Management Level

Table 4.1.2 compares the number of Africans in middle and senior management against the total volume of middle and senior managers in the public sector.

Table 4.1.2



One of the interesting features of table 4.1.2 is the strong growth in total managerial staff between 1995 and 1997, and between 1997 and 1999. Total middle and senior management grew from 38 356 in 1997 to 71 934 in 1999, an increase of 33 578. Changes in the number of African Managers accounted for 20879, or 62,18%, of this increase.

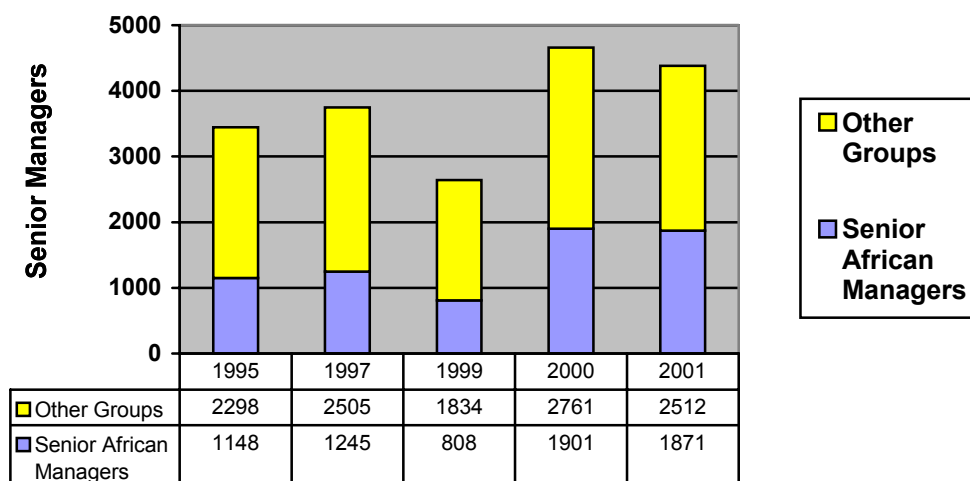
Table 4.1.3 shows the percentage of Africans employed in middle and senior management to the total number of middle/senior managers.

| Table 4.1.3 | African managers at all levels as a percentage of total managers at all levels | | | | |
|--------------|--|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 30.00% | 38.22% | 49.40% | 48.10% | 51.07% |
| Other Groups | 70.00% | 61.78% | 50.60% | 51.90% | 48.93% |

As can be seen from the above table, there has been increasing representation of Africans in the combined middle and senior management positions. According to the Employment Equity Report (2001: 18), Africans hold 27% of all positions in a combined management/professional category. Thus, it does appear that the public sector is leading the way in this respect. However, the level of representation is still nearly 20% below the percentage of Africans in the EAP.

While the public sector seems to have some success in promoting employment equity when looking at all management levels, how successful has the public service been at a senior level? Table 4.1.4 show the number of senior African managers against total senior managers, while table 4.1.5 shows the same information in percentage form. Table 4.1.6 shows the number of middle level African manager against total middle level managers, while table 4.1.7 shows the figures in percentile form.

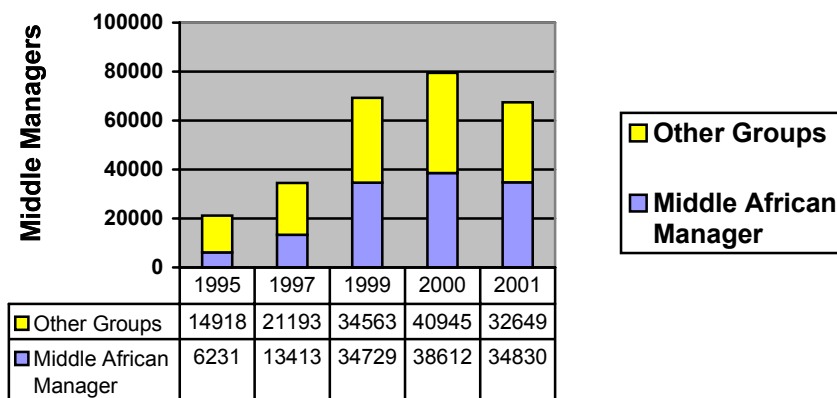
Table 4.1.4



| Table 4.1.5 | African managers at senior level as a percentage of total managers at senior level | | | | |
|----------------------------------|--|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Senior African Managers | 33.30% | 33.20% | 37.06% | 40.77% | 42.69% |
| Senior Manager from other groups | 66.70% | 66.80% | 62.94% | 59.23% | 57.31% |

One of the most noticeable features of table 4.1.4 is the dramatic decline in the number of senior managers between 1997 and 1999, and the equally dramatic increase in the numbers between 1999 and 2000. Despite this volatility, it can be seen from table 4.1.5 that the public service has been continually increasing the representation of Africans in senior management. The 42.69% level of representation is far greater than the South African average of 6% for top management and 9% for senior management (Employment Equity Report 1999: 17-18). However, the figure is still far below the level of African representation in the EAP. Finally, it is interesting to note that the level of senior management representation is below the average figure achieved at all levels. This is despite the two values starting from roughly similar positions in 1995.

Table 4.1.6



| Table 4.1.7 | African managers at middle management level as a percentage of total managers at middle level | | | | |
|--------------------------------|---|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African Middle Management | 29.46% | 38.76% | 50.11% | 48.53% | 51.62% |
| Other Groups Middle Management | 70.54% | 61.24% | 49.89% | 51.47% | 48.38% |

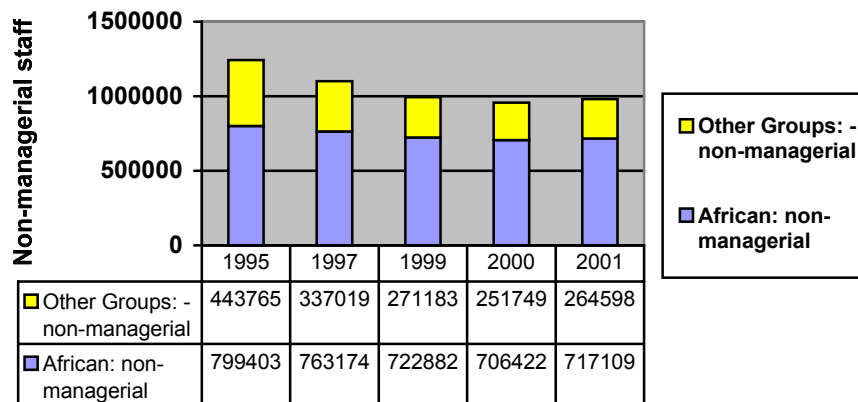
Table 4.1.6 displays a different story for middle management. Between the years 1997 and 1999, there was a dramatic increase of 34 686 in the number of middle managers. Of this total, 21 316 (or 61.45%) were African. A further increase of 10 265 middle managers was experienced between 1999 and 2000, of which 3883 were African. The year between 2000 and 2001 saw the public service shed 12 078 middle management jobs. Africans accounted for 3782 (or 31.31%) of this reduction. Table 4.1.7 shows that the public service was able to strongly increase the level of African representation in middle management between 1995 and 1999. However, since 1999, the pace of transformation has slowed down considerably. The public service seems unable to significantly better a 50% representation for Africans at this level. Despite this, the public service leads the economy as whole, as nationwide African representation stands at 33% for the mid-management/professional group.

Overall, it does appear that the public sector has made strong gains in improving the overall representation of Africans in management positions. It's most impressive performance compared to the rest of the economy has been at the senior-management positions. However, middle management performance, while initially strong, has tapered off in recent years.

4.1.2 Transformation in non-managerial positions

The provision of non-managerial positions to disadvantaged groups also has a role to play in developing a socially equitable labour market. By providing families with a steady income, non-managerial positions can help to allow future generations of designated groups access to better education and health. Table 4.1.8 shows the number of Africans employed in non-managerial positions by the public services since 1995, while table 4.1.9 relates the same information as a percentage of the whole.

Table 4.1.8



| Table 4.1.9 | African non-managerial staff as a percentage of total non-managerial staff | | | | |
|-------------------------------|--|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African – non managerial | 64.30% | 69.37% | 72.72% | 73.73% | 73.05% |
| Other Groups – non managerial | 35.70% | 30.63% | 27.28% | 26.27% | 26.95% |

As can be seen by table 4.1.8, the total number of Africans employed in non-managerial positions declined by over 80 000 persons between 1995 and 2001. However, these total job declines occurred against a background of an ever-shrinking public service. Further, it must be remembered that some of the decline in non-managerial positions may be the result of Africans moving up into managerial positions. Despite these caveats, the representation of Africans amongst non-managerial staff has increased steadily since 1995, dropping ever so slightly in 2001. This drop occurred when the public service employed a further 23 536 persons in 2001. Of this, only 45% (or 10 687) were African, with the bulk of the other positions being filled by white persons (8 227). The current level of approximately 73% African in non-managerial positions is slightly above the level of African representation in the EAP. One of the more striking features of table 4.1.9 can be seen when making comparisons to tables' 4.1.3; 4.1.5 and 4.1.7. African representation in managerial positions is much lower than in non-managerial positions.

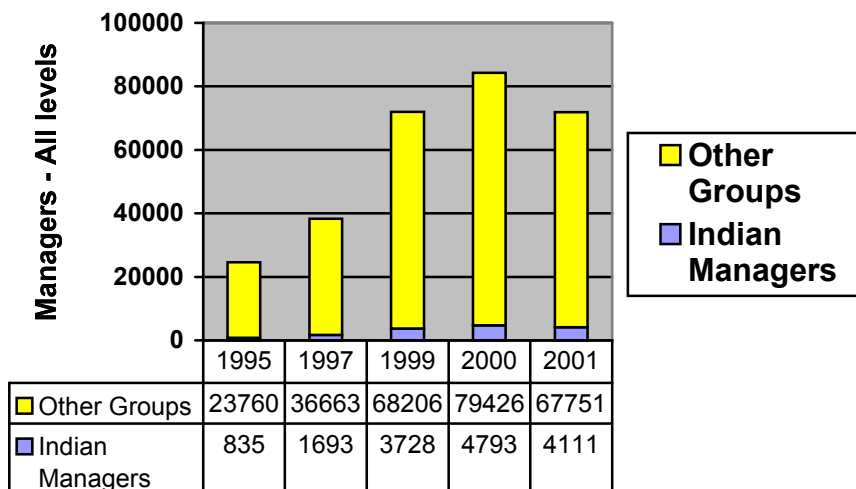
4.2 Indians

According to the 1999 OHS (using the official definitions), 765 000 Indians fell into the 15 years to 65 years age category. Of this, 465 000 were part of the labour force. Given a total labour force of 13 527 000, Indians represent approximately 3.44% of the EAP.

4.2.1 Transformation at Managerial Level

Before looking at senior and middle management separately, changes in Indian representation overall will be examined.

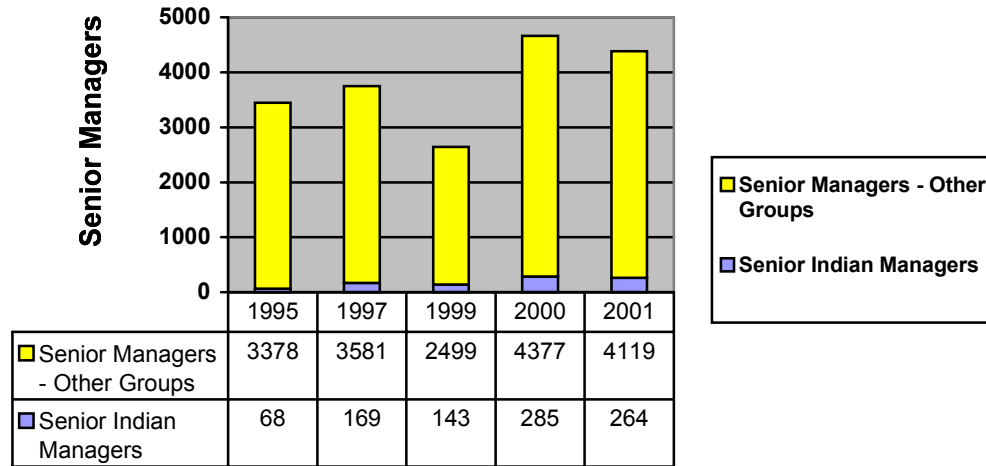
Table 4.2.1



| Table 4.2.2 | Indian managers at all management levels as a percentage of total managers at all levels | | | | |
|-------------------------|--|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Indian Managers | 3.39% | 4.41% | 5.18% | 5.69% | 5.72% |
| Managers – other groups | 96.61% | 95.59% | 94.82% | 94.31% | 94.28% |

As table 4.2.1 and table 4.2.2 shows, Indian representation has been on the increase since 1995. Indeed, the level of representation is actually above the portion of the EAP occupied by Indians. However, the public service is slightly below the 6% Indian representation at a combined management/professional category for the economy as a whole. Table 4.2.3 and table 4.2.4 shows the level of Indian representation at senior management level in the public sector.

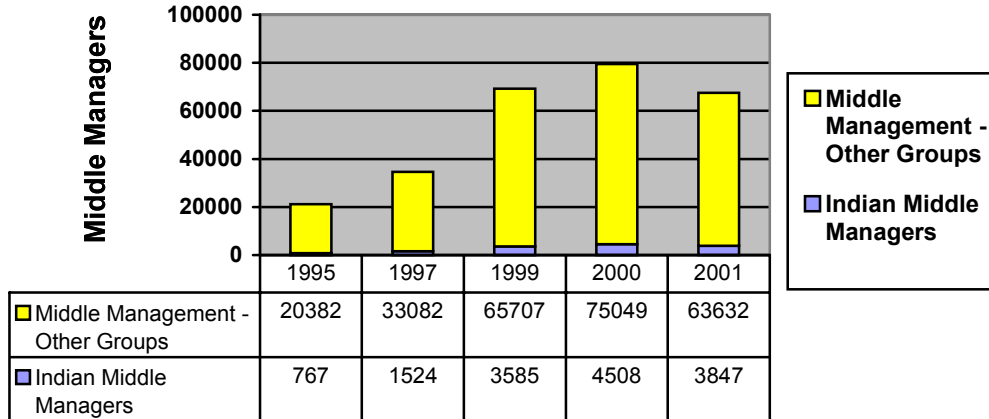
Table 4.2.3



| Table 4.2.4 | Indian managers at senior management level as a percentage of total senior managers | | | | |
|--------------------------------|---|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Senior Indian Managers | 1.97% | 4.51% | 5.41% | 6.11% | 6.02% |
| Senior Managers – Other Groups | 98.3% | 95.49% | 94.59% | 93.89% | 94.98% |

When looking at senior management only, it is immediately apparent that the public service has made rapid strides between 1995 and 1997. These increases slowly petered off after 1997, with a small downturn between 2000 and 2001. Despite this, the public service is still advanced when compared to the EAP and the economy has a whole (4% for top management and 5% for senior management according to the Employment Equity Report 2001). Indian middle management is considered in table 4.2.5 and 4.2.6.

Table 4.2.5



| Table 4.2.6 | Indian managers at middle management level as a percentage of total middle managers | | | | |
|----------------------------------|---|-------|--------|--------|-------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Indian Middle Management | 3.63% | 4.4% | 5.17% | 5.67% | 5.7% |
| Middle Management – Other Groups | 96.37% | 95.6% | 94.83% | 94.33% | 94.3% |

The picture of Indian middle management is one of more stable growth. The 2001 figure of 5.7% is greater than the EAP, slightly less than the 6% for professional and mid-management level reported by the Employment Equity Report 2001. It is interesting to note that Indians are better represented (in percentage terms) at senior management level, than at middle management level. This is the reverse of the situation for both Africans and Coloureds.

4.2.2 Transformation in Non-Managerial Positions

Table 4.2.7 considers, in percentage terms, the number of Indians employed in non-managerial positions to the total number of such positions.

| Table 4.2.7 | Indian non-managerial staff as a percentage of total non-managerial staff | | | | |
|------------------------------|---|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Indian: Non-managerial | 2.16% | 3.44% | 3.43% | 3.39% | 3.47% |
| Other Groups: Non-managerial | 97.84% | 96.56% | 96.57% | 96.61% | 96.53% |

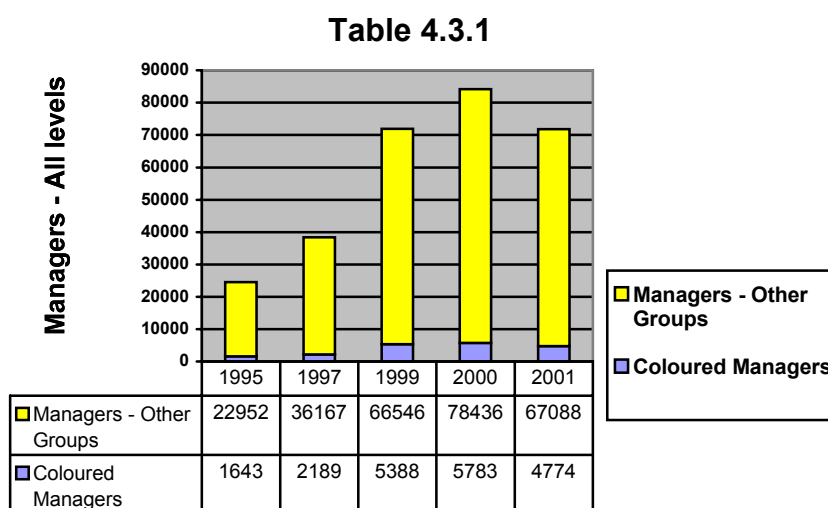
As can be seen, the percentage of Indians employed in non-managerial positions roughly mirrors that of the EAP in all years except 1995. However, it is interesting to compare the values for non-management and management. If we make comparisons between table 4.2.7 with the tables 4.2.2; 4.2.4 and 4.2.6, it is apparent that, as a percentage of the total, a higher portion of Indian persons are employed in managerial positions than non-managerial.

4.3 Coloured

According to the 1999 OHS survey, a total of 2 427 000 Coloured persons fell with the 15 to 65 age category. Of this total, 1 519 000 (or 62.59%) were economically active. This constitutes 11.23% of the total South African labour force.

4.3.1 Transformation in Managerial Positions

Table 4.3.1 and 4.3.2 show the representation of the Coloured labour force in public service management at all levels.

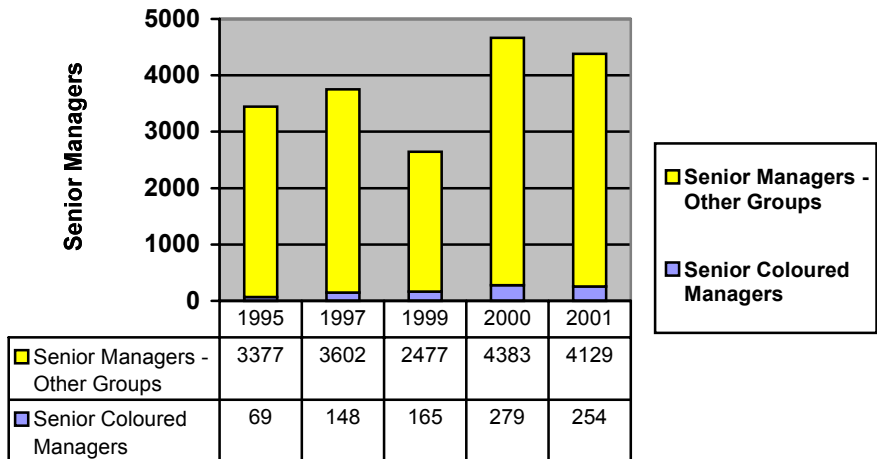


| Table 4.3.2 | Coloured managers at all management levels as a percentage of total managers at all levels | | | | |
|-------------------------|--|-------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Coloured Managers | 6.68% | 5.7% | 7.49% | 6.87% | 6.64% |
| Managers – Other Groups | 93.32% | 94.3% | 92.51% | 93.13% | 93.36% |

It is immediately apparent that while Coloured representation at all management levels has increased somewhat in absolute numbers, it has remained stagnant in percentage terms. In fact, the proportional representation is 0.04% lower in 2001 than it was in 1995. Despite this, the value for the public sector is slightly above

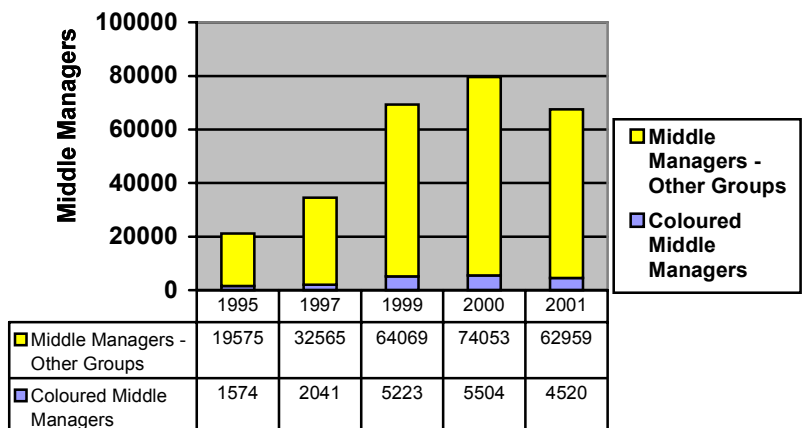
the economy wide 5% for combined management/professional class shown by the Employment Equity Report 2001. The breakdown of the management group into senior and middle management is shown in table 4.3.3; 4.3.4 and table 4.3.5; 4.3.6 respectively.

Table 4.3.3



| Table 4.3.4 | Coloured managers at senior management level as a percentage of total senior managers | | | | |
|--------------------------------|---|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Senior Coloured Managers | 2.00% | 3.95% | 6.26% | 5.98% | 5.79% |
| Senior Managers – Other Groups | 98.00% | 96.05% | 93.74% | 94.02% | 94.21% |

Table 4.3.5



| Table 4.3.6 | Coloured managers at middle management level as a percentage of total middle managers | | | | |
|--------------------------------|---|-------|--------|--------|-------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Coloured Middle Managers | 7.44% | 5.9% | 7.54% | 6.92% | 6.7% |
| Middle Managers – Other Groups | 92.56% | 94.1% | 92.46% | 93.08% | 93.3% |

Comparing the tables, it can be seen that some success has been had in improving Coloured representation at senior management level. However, Coloured representation at middle management has declined slightly in percentage terms during the past 6 years.

When looking at the economy wide representation shown in the 2001 EER, the public service does appear to look a little better. The public service figures are better than the 3% and 5% reported for top and senior management respectively. Further, the public service's 6.7% for 2001 betters the EER's 5% for this management level. Overall, however, Coloured persons in the public service have not seen any great improvements in their relative position in the public service. Furthermore, Coloured representation at both senior and middle management levels has a long way to go before reaching the 11.23% of the EAP.

4.3.2 Transformation in Non-managerial Positions

The experience of Coloured persons in non-managerial positions is shown in table 4.3.7.

| Table 4.3.7 | Coloured non-managerial staff as a percentage of total non-managerial staff | | | | |
|------------------------------|---|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| Coloured: Non-managerial | 9.56% | 8.74% | 8.73% | 8.92% | 9.02% |
| Other Groups: Non-managerial | 90.44% | 91.26% | 91.27% | 91.08% | 90.98% |

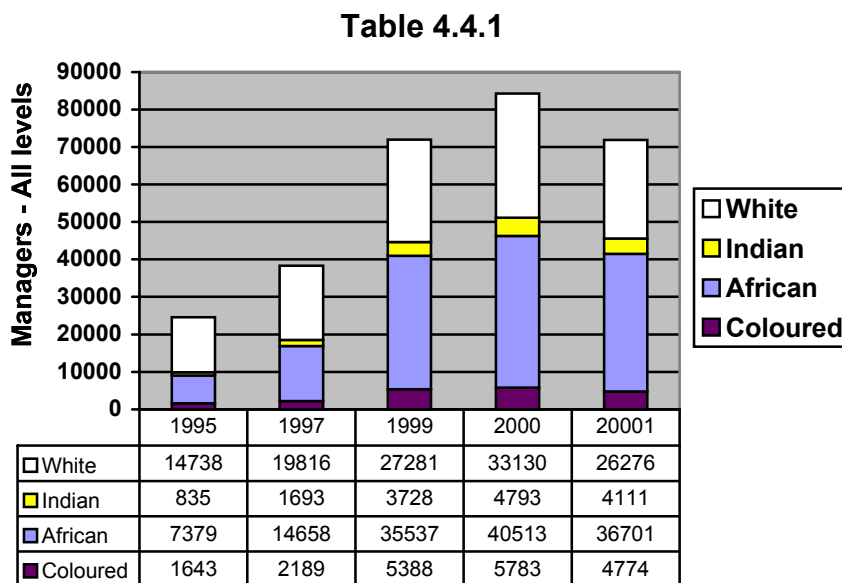
As can be seen, the number of Coloured persons in non-managerial positions has declined slightly. Turning to tables 4.2.2; 4.2.4 and 4.2.6, it is obvious that Coloured persons are far better represented in non-managerial positions. This difference is particularly striking at the senior management level. However, even at this level, Coloured persons are underrepresented against their size in the EAP.

4.4 Overall

How successful has the South African public service been in improving the representation of black people as a whole? Further, at what level have these changes, if any, taken place? This section will examine the overall changes regarding race groups in non-managerial, middle management and senior management level.

4.4.1 Transformation at Management levels

Table 4.4.1 brings together the information contained in table 4.1.2; 4.2.1 and 4.3.1, while table 4.4.2 does the same for the information shown in tables' 4.1.3; 4.2.2 and 4.3.2.



The most striking features of table 4.4.1 are the large increase in the total number of managers employed by the public service, and the sharp increase in the absolute number of Africans employed. As the datasheet in the table shows, all groups have experienced an absolute increase in total numbers of managers between 1995 and 2001. Africans have shown the greatest absolute increase with 29 322, followed by Whites with an increase of 11 534 managers. Both Indian and Coloured groups lag far behind, with increases in managerial personnel of 3276 and 3131 respectively.

| Table 4.4.2 | Managers at all levels, by race group, as a percentage of total managers | | | | |
|--------------------|--|--------|--------|--------|--------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 30.00% | 38.22% | 49.40% | 48.10% | 51.07% |
| Coloured | 6.68% | 5.71% | 7.49% | 6.87% | 6.64% |

| | | | | | |
|----------------------------|---------------|---------------|---------------|---------------|---------------|
| Indian | 3.39% | 4.41% | 5.18% | 5.69% | 5.72% |
| Total: Black People | 40.08% | 48.34% | 62.07% | 60.66% | 63.44% |
| White | 59.92% | 51.66% | 37.93% | 39.34% | 36.56% |

Table 4.4.2 shows an interesting story. Despite increases in absolute numbers, white participation in public service management has dropped by over 20% between 1995 and 2001. The group that has gained the most from this drop is undoubtedly Africans, as their level of representation has increased 21,07% in the same period. The Indian group has also benefited slightly, with a 2,32% increase. However, although the increase is a modest percentage, it does represent a substantial improvement, given the low base that Indians start from in 1995. Coloureds, as a group, decline very slightly over the same period. Looking at the total for Black people, a definite positive trend can be confirmed. Further, it can be seen that the public service did meet its 50% black representation target for 1999.

Table 4.4.3 shows the net change in number of managers at all levels, while table 4.4.4 shows the same changes as percentage values of the total change.

| Table 4.4.3 | Net change in the number of managers by race group | | | |
|----------------------------|--|--------------|--------------|---------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | 7279 | 20879 | 4976 | -3812 |
| Coloured | 546 | 3199 | 395 | -1009 |
| Indian | 858 | 2035 | 1065 | -682 |
| Total: Black People | 8683 | 26113 | 6436 | -5503 |
| White | 5078 | 7465 | 5849 | -6854 |
| <i>Total</i> | <i>13761</i> | <i>33578</i> | <i>12285</i> | <i>-12357</i> |

The net change in the number of Black managers has generally been positive. However, it can be seen that there was a sharp drop in the total management numbers between 2000 and 2001. Of this drop, less than 50% of the decrease came from the black group. But this is countered by the large increase in the number of white managers relative to black managers between 1999 and 2000.

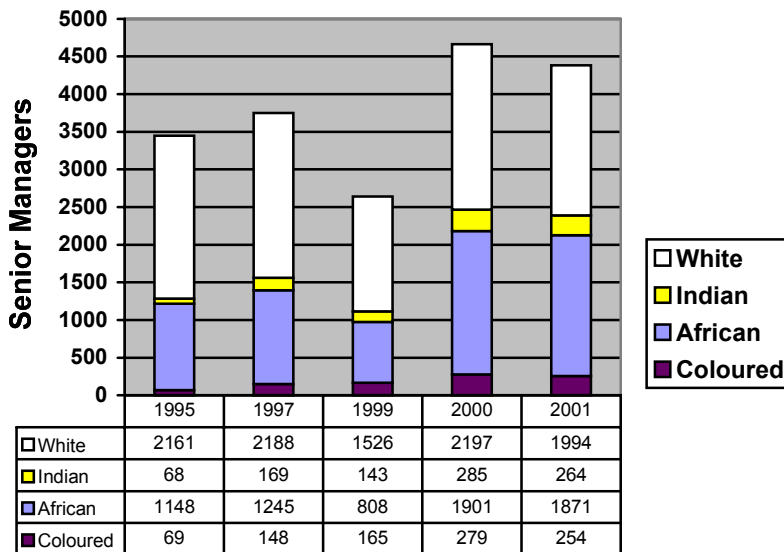
| Table 4.4.4 | Net change in management as a percentage of total change in management (per race group) | | | |
|---------------------|---|---------------|---------------|---------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | 52.90% | 62.18% | 40.50% | 30.85% |
| Coloured | 3.97% | 9.53% | 3.22% | 8.17% |
| Indian | 6.24% | 6.06% | 8.67% | 5.52% |
| Total: Black | 63.1% | 77.77% | 52.39% | 44.53% |

| | | | | |
|---------------|--------|--------|--------|--------|
| People | | | | |
| White | 36.90% | 22.23% | 47.61% | 55.47% |

Table 4.4.4 shows an identical picture. It can be seen that black people played an ever-increasing role in the net increase in management up from 1995 to 1999, but then substantially dropped between the period 1999 to 2000. However, black people also played a decreased role in the net fall in management between 2000 and 2001. The overall result has been a steady increase in the representation of black people in all management levels.

It is important to examine how far up the management structure transformation reaches. For this reason, the information in tables 4.4.1 to 4.4.4 has been decomposed into senior and middle management levels. The information with respect to senior management and racial groups is shown in tables 4.4.5 to 4.4.8, while middle management is displayed in tables 4.4.9 to 4.4.12.

Table 4.4.5



| Table 4.4.6 | Senior management by race group, as a percentage of total senior management | | | | |
|----------------------------|---|---------------|---------------|---------------|---------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 33.31% | 33.20% | 30.58% | 40.78% | 42.69% |
| Coloured | 2.00% | 3.95% | 6.25% | 5.98% | 5.80% |
| Indian | 1.97% | 4.51% | 5.41% | 6.11% | 6.02% |
| Total: Black People | 37.29% | 41.65% | 42.24% | 52.87% | 54.51% |
| White | 62.71% | 58.35% | 57.76% | 47.13% | 45.49% |

It is immediately apparent from the above two tables that Whites occupy a strong position in senior management. This position is out of proportion with their

representation in the EAP of 15.69%. However, the dominance of whites in senior management has been slowly whittled away, with the most substantial reduction happening between 1999 and 2000. The direct result of this has been a slow, slightly jerky increase in the representation of Blacks at senior management level. This has led to a public service that is definitely more representative than the much of the economy. This can be seen as the 2001 EER reported that Whites represented 87% and 81% of top and senior management respectively. Despite this, there is still a substantial distance to go before the public services senior management reflects the racial demographics of South Africa.

Table 4.4.7 shows the net increase in senior management by racial group, while table 4.4.8 displays the same information in percentage terms.

| Table 4.4.7 | Net change in senior management by race group | | | |
|----------------------------|---|--------------|--------------|--------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | 97 | -437 | 1093 | -30 |
| Coloured | 79 | 17 | 114 | -25 |
| Indian | 101 | -26 | 142 | -21 |
| Total: Black People | 277 | -446 | 1349 | -76 |
| White | 27 | -662 | 671 | -203 |
| Total | 304 | -1108 | 2020 | -279 |

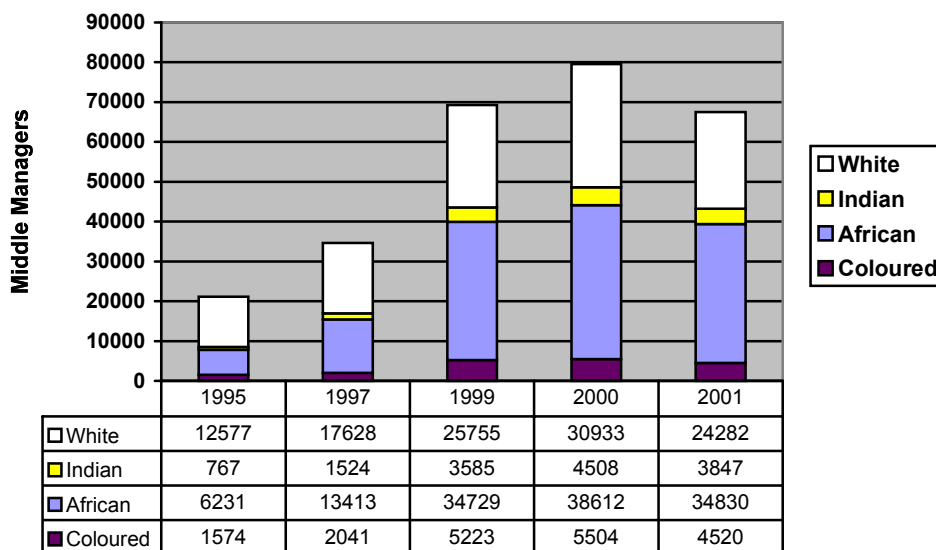
| Table 4.4.8 | Net change in senior management as a percentage of total change in senior management (per race group) | | | |
|----------------------------|---|---------------|---------------|---------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | 31.91% | 39.44% | 54.11% | 10.75% |
| Coloured | 25.99% | -1.53% | 5.64% | 8.96% |
| Indian | 33.22% | 2.35% | 7.03% | 7.53% |
| Total: Black People | 91.12% | 40.25% | 66.78% | 27.24% |
| White | 8.88% | 59.75% | 33.22% | 72.76% |
| Total | 100.00% | 100.00% | 100.00% | 100.00% |

Care needs to be taken when reading table 4.4.8, as a negative percentage (for example, Coloureds between 1997 and 1999) could represent an increase in absolute numbers against a backdrop of general decreases. Thus, it is important when reading table 4.4.8 to carefully evaluate it against the direction of the absolute changes in table 4.4.7.

From the above tables we can see that in the two periods that the public service had a net increase in the number of senior managers, Blacks made a strong

percentage of that increase. This was particularly true just after the first democratic elections of 1995. Between 1995 and 1997, over 90% of all new senior managers were Black. Further, over two-thirds of the increase in senior managers between 1999 and 2000 were also Black. During periods of falling senior management numbers, black persons have represented an ever-decreasing share of this fall. This can be seen between the periods of 1997 to 1999 and 2000 to 2001. One other interesting feature of the table is the fairly volatile changes in senior management numbers during this period. With a maximum of just over 4500 persons, the size of the changes over each period is rather dramatic. A picture of less volatile, but no less dramatic growth, can be seen in middle management. This is shown in the tables below.

Table 4.4.9



| Table 4.4.10 | Middle management by race group, as a percentage of total middle management | | | | |
|----------------------------|---|---------------|---------------|---------------|---------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 29.46% | 38.76% | 50.12% | 48.53% | 51.62% |
| Coloured | 7.44% | 5.90% | 7.54% | 6.92% | 6.70% |
| Indian | 3.63% | 4.40% | 5.17% | 5.67% | 5.70% |
| Total: Black People | 40.53% | 49.06% | 62.83% | 61.12% | 64.02% |
| White | 59.47% | 50.94% | 37.17% | 38.88% | 35.98% |

What is immediately apparent from table 4.4.9 is the strong growth in the total numbers of middle managers amongst all racial groups. This growth is particularly focused on the three race groups that make up the Black population. The net result is an unsurprising increase in the percentage representation of Black persons at middle management level. This increase is greater than the similar improvements at senior level, although not by any great margin (23,49% improvement against 17.22%). Further, representation at middle management level was 10% higher than senior management in 2001. Overall, percentage representation of Black persons at middle management level in the public sector betters that of the economy as a whole (44% representation for Black persons at this level according to the 2001 EER). However, it is interesting to note that the gap between the public service and EER figures is greater at senior, rather than middle management. Furthermore, despite the strides made by the public service, it still has a long way to go before achieving full representation.

Table 4.4.11 shows the net change in the number of middle managers employed by the public service, while table 4.4.12 represents the same information in percentage form.

| Table 4.4.11 | Net change in senior management by race group | | | |
|----------------------------|---|--------------|--------------|---------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | 7182 | 21316 | 3883 | -3782 |
| Coloured | 467 | 3182 | 281 | -984 |
| Indian | 757 | 2061 | 923 | -661 |
| Total: Black People | 8406 | 26559 | 5087 | -5427 |
| White | 5051 | 8127 | 5178 | -6651 |
| <i>Total</i> | <i>13457</i> | <i>34686</i> | <i>10265</i> | <i>-12078</i> |

| Table 4.4.12 | Net change in middle management as a percentage of total change in middle management (per race group) | | | |
|----------------------------|---|----------------|----------------|----------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | 53.37% | 61.45% | 37.83% | 31.31% |
| Coloured | 3.47% | 9.17% | 2.74% | 8.15% |
| Indian | 5.63% | 5.94% | 8.99% | 5.47% |
| Total: Black People | 62.47% | 76.56% | 49.56% | 44.93% |
| White | 37.53% | 23.43% | 50.44% | 55.07% |
| <i>Total</i> | <i>100.00%</i> | <i>100.00%</i> | <i>100.00%</i> | <i>100.00%</i> |

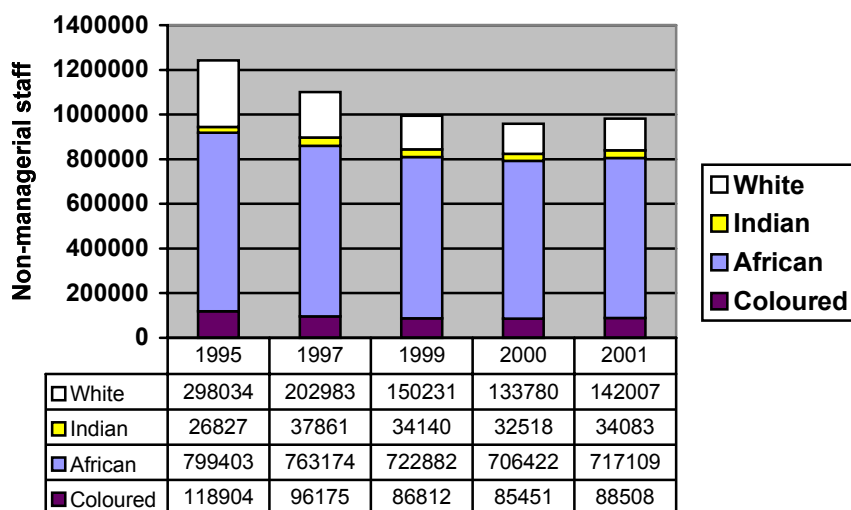
Again caution needs to be displayed when looking at the 2000 to 2001 information in table 4.4.12. This period saw a decrease in middle management numbers and, consequently, the values should be judged accordingly.

From the tables above, the strong increases in middle management numbers are apparent. This is particularly evident for the period 1997 to 1999, which saw a massive 34 686 increase in middle management. Importantly, 76,56% of this increase came the designated Black group. It is this period that really improved the representation of black persons in middle management. Since then, little improvement has been made, with new Black appointees only making up 49,56% of the total increase between 1999 and 2000.

4.4.2 Transformation at non-managerial level

As previously mentioned, transformation at non-managerial level also has important future implications, by providing previously disadvantaged groups with a stable income and opportunities for advancement for themselves and their children. Tables 4.4.13, table 4.4.14, and table 4.4.15 show the changes in non-managerial staff over the past 6 years.

Table 4.4.13



| Table 4.4.14 | Non-managerial staff by race group, as a percentage of total non-managerial staff | | | | |
|----------------------------|---|---------------|---------------|---------------|---------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 64.30% | 69.37% | 72.72% | 73.73% | 73.05% |
| Coloured | 9.56% | 8.74% | 8.73% | 8.92% | 9.02% |
| Indian | 2.16% | 3.44% | 3.43% | 3.39% | 3.47% |
| Total: Black People | 76.03% | 81.55% | 84.89% | 86.04% | 85.53% |
| White | 23.97% | 18.45% | 15.11% | 13.96% | 14.47% |

| Table 4.4.15 | Net change in non-managerial staff by race group | | | |
|----------------------------|--|----------------|---------------|--------------|
| | 1995 to 1997 | 1997 to 1999 | 1999 to 2000 | 2000 to 2001 |
| African | -36229 | -40292 | -16460 | 10687 |
| Coloured | -22729 | -9363 | -1361 | 3057 |
| Indian | 11034 | -3721 | -1622 | 1565 |
| Total: Black People | -47924 | -53376 | -19443 | 15309 |
| White | -95051 | -52752 | -16451 | 8227 |
| <i>Total</i> | <i>-142975</i> | <i>-106128</i> | <i>-35894</i> | <i>23536</i> |

From the above tables, it appears that changes in non-managerial staff have been more gradual than the changes experienced by management. However, the size of the absolute changes is much greater than those of management. Given that the public service has been trimming non-managerial staff between 1995 to 2000, the increased representation of Black persons must have arisen as a result of more White persons leaving the service than Black persons. This statement is borne out by an examination of table 4.4.15, particularly during the period between 1995 and 1997. Looking at the percentage representation in 2001, it is apparent that it closely mirrors the various race groups representation in the EAP. Beyond that, it is impossible to make any further conclusions, as there is no information on how the race groups are composed amongst the various levels of non-managerial staff.

4.5 Conclusions on Black people in the public service

From the picture shown above, it is evident that the South African public service's levels of representation for Coloureds, Indians and Africans at management level is consistently better than the rest of the economy. However, the level of representation for Africans and Coloured is still a way off from their levels of participation in the labour force. A worrying factor is the lack of progress that has occurred since the year 2000. Almost all the improvements in representation occurred before this year. A further worrying factor is the high degree of volatility displayed by management numbers. Should this volatility continue in the future, it may result in a degrading of Black persons representation in the public sector.

On a non-managerial level, the transformation appears to have resulted in a broadly representative public service. A lack of information makes it difficult to make a more definite statement.

5 Labour Transformation - Woman

The second designated group identified by the Employment Equity Bill of 1998 is woman. According to the OHS 1999, out of a total EAP of 13 527 000 people, 6 031 000 (or 44,58%) are woman. Out of these 6 million females, fully 27,8% were unemployed. This should be contrasted to the male unemployment rate of

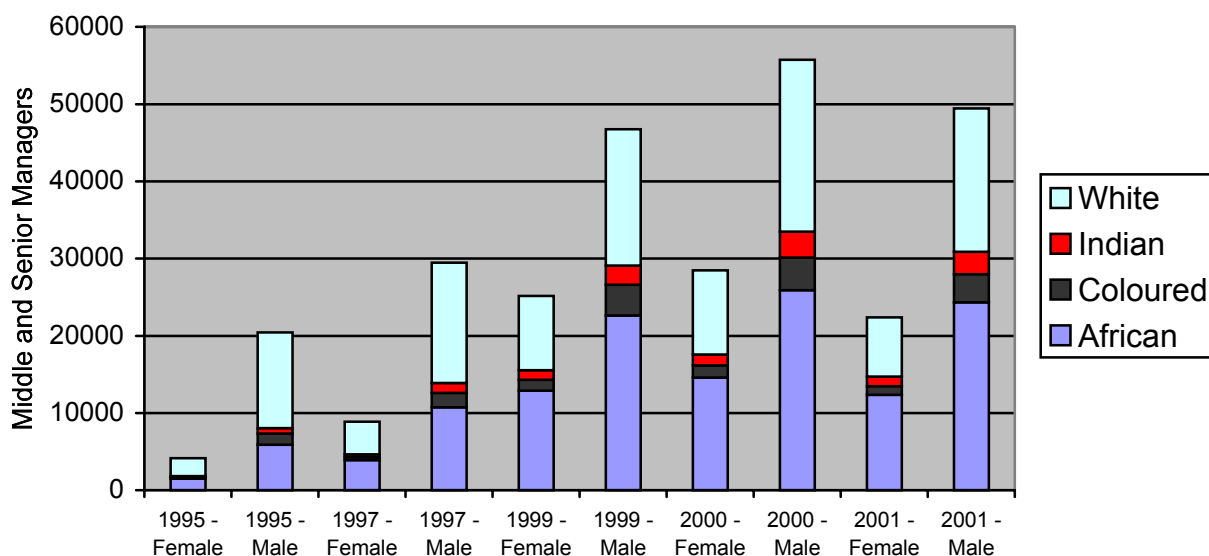
19.8%. These values obviously do not reveal the full picture, as they fail to convey an idea of the quality of jobs available to men and women. Below, the changes in the employment of woman in the public service will be considered. The discussion will focus primarily on the managerial level, however a short look at transformation at the non-managerial level will also be undertaken.

5.1 Transformation at Managerial Level

How successful has the public service been in including woman in managerial positions? From the below tables, it is immediately apparent that the public service the current government inherited in 1994 was woefully underrepresented by woman. In order to fully examine the picture of the last 6 years, the overall image will be looked at first. This will be followed by a study of both middle and senior management levels individually. This will help to determine if the 'glass ceiling' is still in place in senior management positions.

Tables 5.1.1 to 5.1.5 relate the information pertaining to all levels of public service management.

Table 5.1.1



| Table 5.1.2 Management- All levels | Female | | | | | Male | | | | |
|--|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 1497 | 3922 | 12891 | 14602 | 12353 | 5882 | 10736 | 22646 | 25911 | 24348 |
| Coloured | 162 | 338 | 1434 | 1550 | 1126 | 1481 | 1851 | 3954 | 4233 | 3648 |
| Indian | 158 | 403 | 1215 | 1444 | 1221 | 677 | 1290 | 2513 | 3349 | 2890 |
| White | 2356 | 4206 | 9629 | 10885 | 7698 | 12382 | 15610 | 17652 | 22245 | 18578 |
| Total | 6168 | 10866 | 27168 | 30481 | 24399 | 22417 | 31484 | 48764 | 57738 | 51465 |

What is immediately apparent from the above two tables is that females are badly underrepresented at management level. The situation is at it's worst in 1995, with increases in female manager numbers from 1995 to 2000. However, these increases are offset to a degree by corresponding increases in the numbers of male managers. The year 2001 saw a decrease in female managers, but that was a year of general decreases and male numbers also declined. Looking at the proportional representation of female managers can help to develop a better picture of the changes over this period. This information is shown in table 5.1.3.

| Table 5.1.3 | Woman managers (all levels) as a percentage of total managers (all levels) per race group | | | | |
|--------------------|---|---------------|---------------|---------------|---------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 20.29% | 26.76% | 36.27% | 36.04% | 33.66% |
| Coloured | 9.86% | 15.44% | 26.61% | 26.80% | 23.59% |
| Indian | 18.92% | 23.80% | 32.59% | 30.13% | 29.70% |
| White | 15.99% | 21.23% | 35.30% | 32.86% | 29.30% |
| <i>Total</i> | <i>16.97%</i> | <i>23.12%</i> | <i>34.99%</i> | <i>33.82%</i> | <i>31.17%</i> |

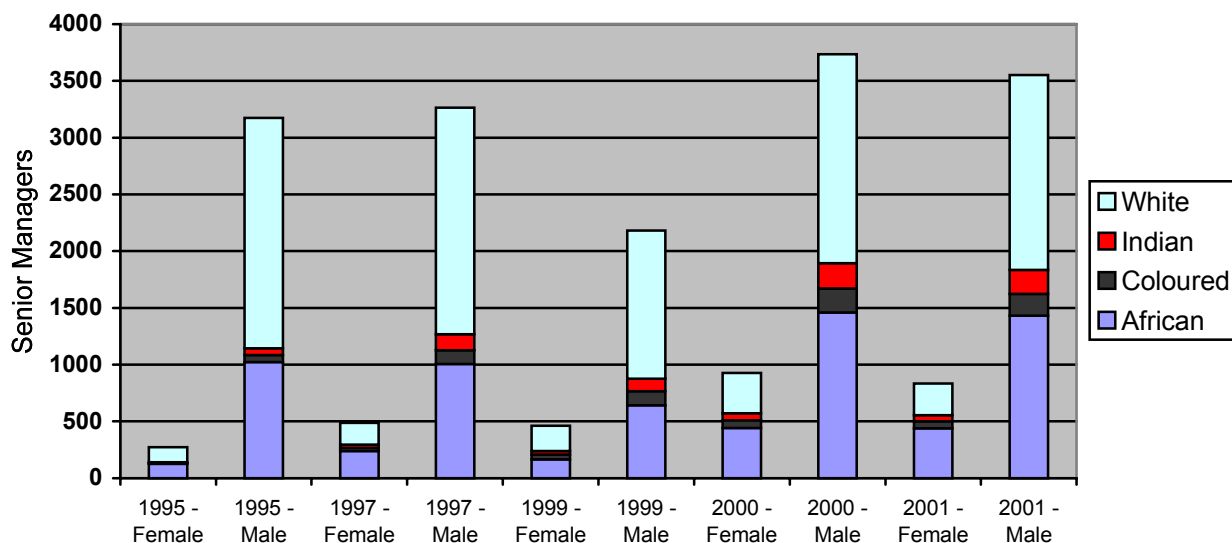
As can be seen, starting from a low base, the public service has been able to almost double its female representation over the past six years. However, the period between 1999 and 2000 saw this increasing trend stagnate, with minor decreases in certain race groups registered. The period between 2000 and 2001 continued this backpedaling, with further small decreases in female representation. In fact, it was only the period between 1997 and 1999 that saw any real substantial progress being achieved, with the bulk of the increases occurring at this time. This can also be seen in table 5.1.4 and 5.1.5, where the period 1997 to 1999 show the greatest absolute increase in female managers. From table 5.1.5, it can also be seen that the increases in female managers at this time registered 48,54% of total management increases. The figure was only 26,96% for the 1999 to 2000 period. However, during the period 2000 to 2001, decreases in the number in female managers accounted for 49,23% of total decrease. Ironically, this is the highest percentage value of total change achieved by the public service.

| Table 5.1.4 | Net Change in woman managers – all levels | | | |
|--------------------|---|--------------|-------------|--------------|
| | 1995 - 1997 | 1997-1999 | 1999 – 2000 | 2000 - 2001 |
| African | 2425 | 8969 | 1711 | -2249 |
| Coloured | 176 | 1096 | 116 | -424 |
| Indian | 245 | 812 | 229 | -223 |
| White | 1850 | 5423 | 1256 | -3187 |
| <i>Total</i> | <i>4696</i> | <i>16300</i> | <i>3312</i> | <i>-6083</i> |

| Table 5.1.5 | Net change in woman managers as a percentage of total change in management – all levels | | | |
|--------------|---|---------------|---------------|---------------|
| | 1995 - 1997 | 1997-1999 | 1999 – 2000 | 2000 - 2001 |
| African | 33.32% | 42.96% | 34.39% | 59.00% |
| Coloured | 32.23% | 34.26% | 29.37% | 42.02% |
| Indian | 28.55% | 39.90% | 21.50% | 32.70% |
| White | 36.43% | 72.65% | 21.47% | 46.50% |
| <i>Total</i> | <i>34.13%</i> | <i>48.54%</i> | <i>26.96%</i> | <i>49.23%</i> |

Overall, it appears that public service is a long way off from achieving the 44,58% female representation suggested by the EAP. Furthermore, the public service is also behind the economy-wide experience of 38% for all management levels/professional employment. This is amplified by the complete lack of success experienced since the second democratic elections of 1999. Despite this, the public service did seem to meet its goal of having woman represent 30% of all new managers by 1999 (using net change as a proxy for new recruits). Unfortunately, it appears to have slipped up for the period after 1999. Furthermore, it is not yet evident whether the public service meet it's 30% goal in both senior and middle management levels. Tables 5.1.6 to 5.1.10 reflect the information pertaining to senior management.

Table 5.1.6



| Table 5.1.7 | Female | | | | | Male | | | | |
|-----------------|--------|------|------|------|------|------|------|------|------|------|
| | 1995 | 1997 | 1999 | 2000 | 2001 | 1995 | 1997 | 1999 | 2000 | 2001 |
| Senior Managers | 126 | 238 | 166 | 441 | 440 | 1022 | 1007 | 642 | 1460 | 1431 |

| | | | | | | | | | | |
|--------------|------------|------------|------------|------------|------------|-------------|-------------|-------------|-------------|-------------|
| Coloured | 7 | 29 | 42 | 69 | 62 | 62 | 119 | 123 | 210 | 192 |
| Indian | 8 | 28 | 32 | 62 | 52 | 60 | 141 | 111 | 223 | 212 |
| White | 131 | 192 | 222 | 355 | 279 | 2030 | 1996 | 1304 | 1842 | 1715 |
| <i>Total</i> | <i>272</i> | <i>487</i> | <i>462</i> | <i>927</i> | <i>833</i> | <i>3174</i> | <i>3263</i> | <i>2180</i> | <i>3735</i> | <i>3550</i> |

The low number of female managers relative to male displayed in table 5.1.1 is further amplified in tables 5.1.6 and 5.1.7. However, a quick glance at the numbers shows that the number of senior female managers has increased 3 times between 1995 and 2001. Again, a better picture can be gained by looking at the proportional representation of female senior managers.

| Table 5.1.8 | Woman senior managers as a percentage of total senior managers per race group | | | | |
|--------------------|---|---------------|---------------|---------------|---------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 10.98% | 19.12% | 20.54% | 23.20% | 23.52% |
| Coloured | 10.14% | 19.59% | 25.45% | 24.73% | 24.41% |
| Indian | 11.76% | 16.57% | 22.38% | 21.75% | 19.70% |
| White | 6.06% | 8.78% | 14.55% | 16.16% | 13.99% |
| <i>Total</i> | <i>7.89%</i> | <i>12.99%</i> | <i>17.49%</i> | <i>19.88%</i> | <i>19.01%</i> |

Unlike the experience of table 5.1.3, table 5.1.8 displays a picture of slightly more stable growth. However, a slight downturn is again experienced, this time only between 2000 and 2001. One interesting feature is that the increased representation between 1997 and 1999 occurred against a backdrop of lower senior management numbers for both men and women. However, while male senior manager numbers dropped by over 1000, a net of only 25 female senior managers left the public service. It is also interesting that this decrease was only amongst female Africans, with all other race groups actually gaining female managers. An important feature of the data is that the actual degree of representation is much lower on senior level than compared to all levels. However, the relative gap between representation at senior level compared to all levels does narrow between 1995 and 2001. Table 5.1.9 and 5.1.10 give more information on the net changes in female senior management between 1995 and 2001.

| Table 5.1.9 | Net change in number of woman managers at senior management level | | | |
|--------------------|---|------------|-------------|-------------|
| | 1995 -1997 | 1997-1999 | 1999 - 2000 | 2000 - 2001 |
| African | 112 | -72 | 275 | -1 |
| Coloured | 22 | 13 | 27 | -7 |
| Indian | 20 | 4 | 30 | -10 |
| Whites | 61 | 30 | 133 | -76 |
| <i>Total</i> | <i>215</i> | <i>-25</i> | <i>465</i> | <i>-94</i> |

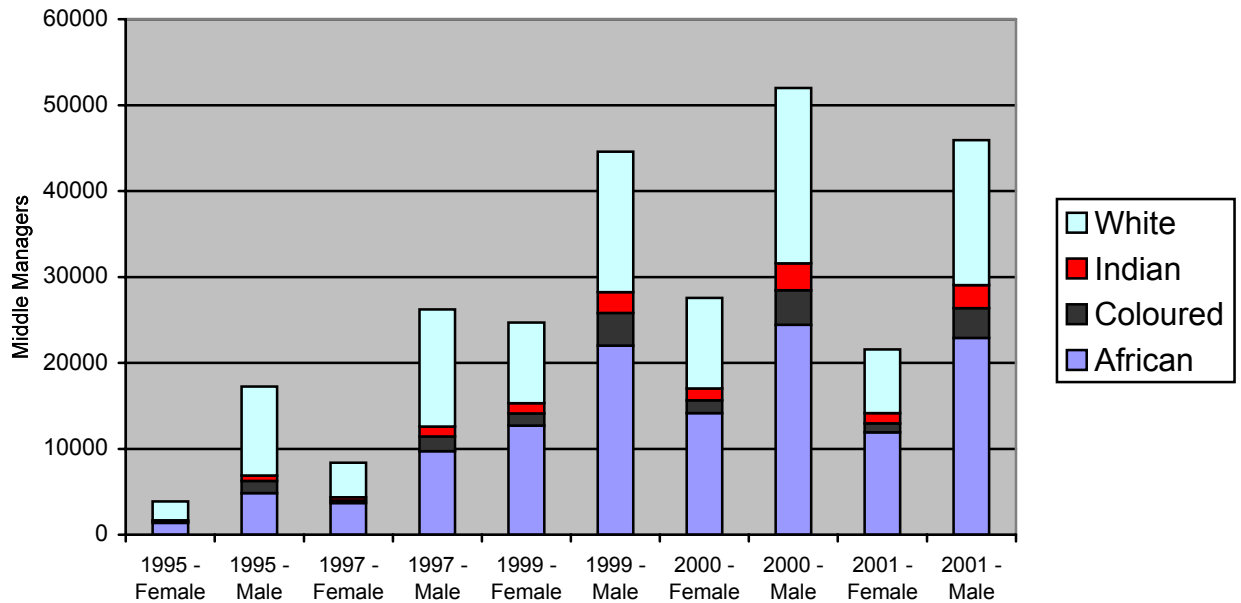
| Table 5.1.10 | Net change in woman managers as a percentage of total change in management –senior management | | | |
|-----------------|---|--------------|---------------|---------------|
| | 1995 -1997 | 1997-1999 | 1999 - 2000 | 2000 - 2001 |
| African | 115.46% | 16.48% | 25.16% | 3.33% |
| Coloured | 27.85% | 76.47% | 23.68% | 28.00% |
| Indian | 19.80% | -15.38% | 21.13% | 47.62% |
| Whites | 225.93% | -4.53% | 19.82% | 37.44% |
| <i>Total</i> | <i>70.72%</i> | <i>2.26%</i> | <i>23.02%</i> | <i>33.69%</i> |

The data shown in table 5.1.10 contains several features. Firstly, the large percentage values for Africans and Whites in the 1995 to 1997 period. The values of over 100% indicate that during this period, the number of senior male managers actually decreased, while female senior managers increased. Further, the negative values found for Indians and Whites during the 1997–1999 period shows that while the total number of senior managers decreased, the number of female managers increased. Looking at the total values, it can be seen that woman played a strong role in the increase of senior managers between 1995-1997. Correspondingly, woman managers were a very small part of the subsequent decrease in senior managers between 1997-1999. However, the picture after 1999 is less rosy, with females playing only a 23,02% role in the large-scale increase during 1999-2000. They did have an increased role to play (33,69%) next year though, when the net decrease in senior managers occurred.

Overall, the public service does appear to make some steps at senior management, but not the great strides that some may have desired. It is very difficult to make any comments regard the public service target of 30% new recruits by 1999. Although such a goal was obviously meet in 1995-1997, the decrease in senior management between 1997 and 1999 complicate the discussion. However, it should be noted that post-1999 performance does not seem to match up to the 30% target. Compared to the economy as a whole, the public service does measure up. The 2001 EER reported a 13% and 20% level of female representation for top and senior management respectively. The public service matches this with a 19,01% level for top/senior management. However, the government is not breaking new ground for senior female managers.

The story of female middle management is related in tables 5.1.11 to 5.1.15. From table 5.1.11 and 5.1.12, the most dramatic feature is the over 5 times increase in female middle managers. This should, however, be seen against an increase of nearly 2,5 times the number of male middle managers. Again, a drop-off in female (and male) middle manager numbers can be seen in 2001.

Table 5.1.11



| Table 5.1.12 | Female | | | | | Male | | | | |
|---------------------|-------------|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 | 1995 | 1997 | 1999 | 2000 | 2001 |
| Middle Managers | | | | | | | | | | |
| African | 1371 | 3684 | 12725 | 14161 | 11913 | 4860 | 9729 | 22004 | 24451 | 22917 |
| Coloured | 155 | 309 | 1392 | 1481 | 1064 | 1419 | 1732 | 3831 | 4023 | 3456 |
| Indian | 150 | 375 | 1183 | 1382 | 1169 | 617 | 1149 | 2402 | 3126 | 2678 |
| White | 2225 | 4014 | 9407 | 10530 | 7419 | 10352 | 13614 | 16348 | 20403 | 16863 |
| Total | 3901 | 8382 | 24707 | 27554 | 21565 | 17248 | 26224 | 44585 | 52003 | 45914 |

Table 5.1.13 shows the proportional representation story. Unsurprisingly, the figures tell a tale of good increase between 1995 and 1999, followed by a small decrease in 2000 and a slightly larger decrease in 2001. The single most impressive change was from 1997 to 1999, when female representation increased by 11,44%. Looking at table 5.1.12, it can be seen that the numbers of females nearly tripled over this time.

| Table 5.1.13 | Woman middle managers as a percentage of total middle managers per race group | | | | |
|---------------------|---|---------------|---------------|---------------|---------------|
| | 1995 | 1997 | 1999 | 2000 | 2001 |
| African | 22.00% | 27.47% | 36.64% | 36.68% | 34.20% |
| Coloured | 9.85% | 15.14% | 26.65% | 26.91% | 23.54% |
| Indian | 19.56% | 24.61% | 33.00% | 30.66% | 30.39% |
| White | 17.69% | 22.77% | 36.52% | 34.04% | 30.55% |
| Total | 18.45% | 24.22% | 35.66% | 34.63% | 31.96% |

| Table 5.1.14 | Net change in number of woman managers at middle management level | | | |
|---------------------|---|--------------|-------------|--------------|
| | 1995 - 1997 | 1997 - 1999 | 1999 - 2000 | 2000 - 2001 |
| African | 2313 | 9041 | 1436 | -2248 |
| Coloured | 154 | 1083 | 89 | -417 |
| Indian | 225 | 808 | 199 | -213 |
| Whites | 1789 | 5393 | 1123 | -3111 |
| Total | 4481 | 16325 | 2847 | -5989 |

| Table 5.1.15 | Net change in woman managers as a percentage of total change in management –middle management | | | |
|---------------------|---|---------------|---------------|---------------|
| | 1995 - 1997 | 1997 - 1999 | 1999 - 2000 | 2000 - 2001 |
| African | 32.21% | 42.41% | 36.98% | 59.44% |
| Coloured | 32.98% | 34.04% | 31.67% | 42.38% |
| Indian | 29.72% | 39.20% | 21.56% | 32.22% |
| Whites | 35.42% | 66.36% | 21.69% | 46.77% |
| Total | 33.30% | 47.07% | 27.74% | 49.59% |

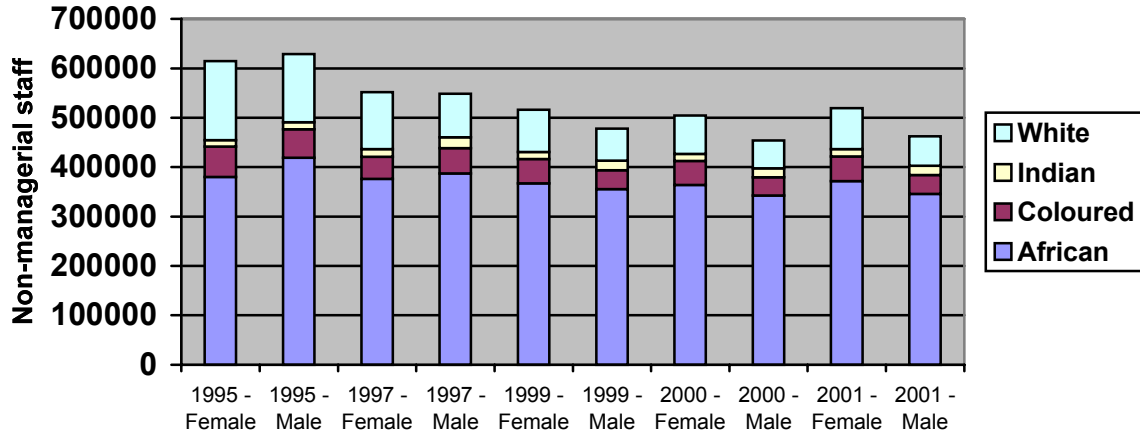
Table 5.1.14 and 5.1.15 show the net changes in absolute and percentage terms. It can be seen how females represented an increasing portion of the net increases between 1995 and 1999. However, this tapered off sharply in the 1999-2000 period. During the decreases of 2000-2001, females accounted for nearly 50% of the middle managers leaving public service. Again, it was during a time of falling numbers that females accounted for their highest proportion of net change.

Overall, woman middle managers in the public service do not hold as high a proportion of jobs as the rest of the economy. The 2001 EER showed a 38% level of representation for females in mid-level management and professional employment. The public sector only managed to achieve 31,96% in 2001. Further, this value is also below the figures for female participation in the labour force. However, using the 30% new recruits by 1999 target as a criteria, it seem that the public service has had better success. Unfortunately, the post-1999 experience has been unable to match earlier efforts.

5.2 Transformation at non-managerial level

The importance of non-managerial staffing towards employment equity has already been discussed. The information as it relates to females is shown in table 5.2.1 and 5.2.2.

Table 5.2.1



| | 1995 | 1997 | 1999 | 2000 | 2001 |
|--------------|---------------|---------------|---------------|---------------|---------------|
| African | 47.58% | 49.29% | 50.83% | 51.54% | 51.80% |
| Coloured | 51.40% | 46.60% | 56.10% | 56.33% | 56.46% |
| Indian | 47.94% | 41.43% | 43.03% | 44.03% | 44.60% |
| White | 53.71% | 56.58% | 56.88% | 58.23% | 58.33% |
| <i>Total</i> | <i>49.42%</i> | <i>50.13%</i> | <i>51.94%</i> | <i>52.65%</i> | <i>52.91%</i> |

Looking at the tables above, it appears that the public service show a great deal of equality in non-managerial staffing. In fact, the percentage of females employed in these positions is between 5 to 7 percent greater than the level of female participation in the EAP. Again, little more can be said, as the data does not provide any clues as to the quality of the work done.

One worry about the high level of female representation at non-managerial level is the corresponding low level of representation at managerial level. It may indicate a possible glass ceiling between these two employment strata.

5.3 Conclusions on woman in the public service

Public service transformation with regards woman at managerial level has not been overly successful. The public sector's experience with female

transformation does not match its performance with racial transformation. Even though the public service began in 1995 with very low female numbers, transformation does not appear to have been aggressive enough. The result is a public sector that is lagging behind the rest of the economy at middle management level and is just keeping pace at senior management level. The picture is not one of the government leading the way and providing the catalyst for change.

6 Labour Transformation - Disabled Persons

The final group designated by the Employment Equity Bill was disabled persons. Unfortunately, very little information on the position of people with disabilities is available. This is a view that is found in the government's 1998 White Paper on Affirmative Action and is also echoed in the original Presidential Commission to investigate labour market policy. Further, there are still issues outstanding on the exact definition of who counts as disabled.

Unfortunately, the lack of precise information on persons with disabilities is also a feature of the PERSAL data that has provided much of the discussion above. The PERSAL data's only information regarding disabled persons is that there was a total of 109 disabled persons in public service management in 2000 (95 middle managers and 14 senior managers) and 89 disabled persons in 2001 (87 middle managers and 2 senior managers). Obviously, this is insufficient information from which to draw any conclusions.

7 Conclusion

The overall picture that emerges from all the above is a public service that is making great strides in improving the representation of different race groups, but that is unable to mimic those achievements when it comes to women. Although there have been improvements in female representation, it has not managed to lead the economy-wide experience. A further common thread is the general slowdown, and in some cases, back-pedaling in transformation that occurred during 2000 and 2001. This is worrying, as particularly in the case of women, the public service still has some way left to go with transformation. Hopefully, the future will see a reversal of the recent trend and the South Africa can look forward to a truly representative public service.

Finally, much study still remains to be done on this subject. Areas of specific importance include, but are not limited to, the following: Firstly, there is much work that needs to be done on the racial dimensions of transformation with regards to women. A second area is to examine the factors/reasons for the large changes in management numbers over the past six years. Last, but certainly not least, much work needs to go into the issue of disabled persons. This would

include the collection and analysis of information on the representation of disabled persons in the public service.

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