Table of Contents

Acknowledgements .......................................................... 4

Foreword by Chairperson .................................................. 5

SECTION 1: INTRODUCTION ................................................. 5
  1.1 Background ................................................................. 5
  1.2 Overview of legislation and policies supporting empowerment and gender equality 9
  1.3 International, regional or continental instruments ................................................. 9
  1.4 Constitutional, legal and institutional framework ..................................................... 10
  1.5 Constitutional and legal framework ........................................................................ 10
  1.6 Institutional Framework ....................................................................................... 12
  1.7 Report outline ................................................................................................. 14

SECTION 2: METHODOLOGY .................................................. 15
  2.1 The research process ..................................................................................... 15
  2.2 Limitations of the study ................................................................................. 18
  2.3 Ethical considerations ..................................................................................... 18
  2.4 Data analysis ................................................................................................. 19

SECTION 3: RESEARCH FINDINGS ......................................... 20
  3.1 CASE 1: DEPARTMENT OF HOME AFFAIRS RESPONSES ......... 20
    3.1.1 Institutional information ........................................................................... 20
    3.1.2 Mainstreaming gender in organisational culture and systems ...................... 20
    3.1.3 Measures aimed at creating an enabling environment ....................................... 20
    3.1.4 Gender transformation and enabling mechanisms ........................................... 21
    3.1.5 Capacity building (education and skills development) .................................... 21
    3.1.6 Economic empowerment ............................................................................. 21
    3.1.7 Participation in the decision-making processes .............................................. 22
    3.1.8 Department's gender profile/status ............................................................... 23
    3.1.9 Institutional mechanism and gender-coordinating monitoring structure .......... 23
    3.1.10 Monitoring and evaluation systems ............................................................. 23
    3.1.11 Organisational performance against macro-compliance obligations and women’s needs 24
    3.1.12 Challenges and gaps identified .................................................................... 26
    3.1.13 Conclusion and recommendations emanating from the findings ................... 26
  3.2 CASE 2: DEPARTMENT OF TRADE AND INDUSTRY ............ 28
    3.2.1 Institutional information ............................................................................ 28
    3.2.2 Mainstreaming gender in organisational culture and system ....................... 28
    3.2.2.1 Measures aimed at creating an enabling environment ................................ 28
    3.2.3 Equality and discrimination ........................................................................ 29
    3.2.4 Employment .............................................................................................. 29
    3.2.5 Economic empowerment ............................................................................. 29
    3.2.6 Institutional mechanisms ............................................................................ 30
    3.2.7 Women’s involvement in decision-making .................................................... 30
    3.2.8 Departmental gender profile or status ........................................................... 31
    3.2.9 Overall analysis and findings ...................................................................... 31
    3.2.10 Creation of an enabling environment ......................................................... 32
    3.2.11 Employment and economic empowerment ............................................... 32
    3.2.12 Institutional mechanisms ......................................................................... 32
    3.2.13 Summary of organisational performance against macro-compliance obligations and women’s needs 32
    3.2.14 Challenges identified by the department ..................................................... 34
    3.2.15 Gaps identified ........................................................................................ 34
    3.2.16 Conclusion and recommendations ............................................................. 34
### 3.3 CASE 3: DEPARTMENT OF INTERNATIONAL RELATIONS COOPERATION

- 3.3.1 Institutional information: 35
- 3.3.2 Head of Procurement Services / Supply Chain: 35
- 3.3.3 Mainstreaming gender in organisational systems – creating an enabling environment: 35
- 3.3.4 Equality and discrimination: 36
- 3.3.5 Employment: 36
- 3.3.6 Economic empowerment of women: 36
- 3.3.7 Women involvement in decision-making processes: 36
- 3.3.8 Overall analysis and finding in the DIRCO: 36

### 3.4 CASE 4: DEPARTMENT OF PUBLIC ENTERPRISE

- 3.4.1 Institutional information: 38
- 3.4.2 Decision-making structures: 38
- 3.4.3 Performance (measures and impact) on women and gender: 39
- 3.4.4 Gender mainstreaming in all organisational decisions and processes: awareness of compliance obligations: 39
- 3.4.5 Analysis (Department of Public Enterprise): 41

### 3.5 CASE 5: NATIONAL INTELLIGENCE AGENCY

- 3.5.1 Institutional information: 44
- 3.5.2 Decision-making structures: 44
- 3.5.3 Performance (measures and impact) on women and gender: 45
- 3.5.4 Gender mainstreaming in all organisational decisions and processes: awareness of compliance obligations: 45
- 3.5.5 Analysis (National Intelligence Agency): 46
- 3.5.6 Recommendations and conclusion: 47

### 3.6 CASE 6: PALAMA

- 3.6.1 Institutional background (CGE’s understanding of PALAMA): 49
- 3.6.2 Mainstreaming gender in organisational culture and systems: 49
- 3.6.2.1 Measures aimed at creating an enabling environment: 49
- 3.6.3 Gender transformation enabling mechanisms: 50
- 3.6.4 Integrating gender equality impact considerations in programmes and projects: 50
- 3.6.5 Supporting gender transformation through business systems: 50
- 3.6.6 Gender profile of key role players: 50
- 3.6.7 Organisational gender profile: 51
- 3.6.8 Gender equality and women’s empowerment trends and indicators: 52
- 3.6.9 Summary of findings: 63
- 3.6.10 Recommendations: 63

### 3.7 CASE 7: National Treasury

- 3.7.1 Institutional background (CGE’s understanding of National Treasury): 64
- 3.7.2 Gender profile of key role players: 64
- 3.7.3 Gender equality and women’s empowerment trends and indicators: 66
- 3.7.4 Summary of findings: 67
- 3.7.5 Recommendations: 76
- 3.7.6 Conclusion: 77

### 3.8 Overall conclusion to the gender-equality research study

- Annexure A: 79
- Annexure B: 81
- REFERENCES: 82
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- PALAMA
- National Intelligence Agency (NIA)
- National Treasury

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Foreword

The Commission for Gender Equality (CGE) is an independent statutory body established in terms of Section 187 of the Constitution of South Africa, Act 108 of 1996. The role of the CGE is to promote the protection, development and attainment of gender equality, and to make recommendations on any legislation affecting the status of women.

One of the key components of the CGE’s mandate relates to monitoring and evaluating policies and practices of state organs and agencies. To fulfil this mandate, CGE has developed a web-based gender monitoring tool, or Barometer, to be administered by an increasing sample of government departments, civil society organisations and the private sector. The purpose of this tool is to monitor progress on the status of women, promoting women’s human rights and eradicating gender inequality. CGE seeks to extend this tool to all three spheres of government, to civil society and the private sector. In subsequent years the Barometer will be gradually introduced to, and administered by other spheres of government.

The current Gender Barometer has revealed the following:-

- A lack of gender disaggregated data on programmes offered by departments internally and externally
- Non-compliance with the 50/50 representation of women within key decision-making positions, as required by the SADC Protocol on Gender and Development
- Lack of adherence to the DPSA 8 Key Priority Areas

The CGE is delighted to present the first series of the gender barometer report, and hopes that the findings will be useful to departments. CGE also trusts that the report will alert departments to key issues that have been neglected, such as the collection of gender disaggregated data as well as the need to develop gender-sensitive procurement processes.

Mr Mfanozelwe Shozi
Acting Chairperson
SECTION 1: INTRODUCTION

1.1 Background
The Commission for Gender Equality (CGE) is an independent state institution established in terms of Chapter 9 of the Constitution of the Republic of South Africa (RSA) Act No. 108 of 1996. The powers and functions of the CGE are outlined in the Commission on Gender Equality Act No. 39 of 1996. The CGE is charged with a broader mandate to promote respect for gender equality and the protection, development and attainment of gender equality; also to make recommendations to Parliament on any legislation affecting the status of women in South Africa. The CGE is committed to creating a society free from gender discrimination and any other forms of oppression, a society where people must have the opportunities and means to realise their potential regardless of gender, race, class, religion, disability or geographic location.

A key component of the CGE’s mandate relates to ‘monitoring and evaluating policies and practices of state organs, state agencies, public bodies and the private sector in order to promote gender equality and the rights of women’. The CGE is also mandated to make recommendations regarding the protection and promotion of gender equality and the progress made in terms of meeting targets and the empowerment of women.

In 2008 the CGE, through its Democracy and Good Governance (D&GG) thematic area, identified the need to develop an electronic Web-based gender barometer tool in order to continually monitor and evaluate the extent to which gender equality is promoted in all organs of society. The Gender Barometer is therefore an important tool that will enable the CGE to report annually to Parliament on the status of gender equality in relation to the commitments made by the country on international and regional instruments and domestic laws. The gender barometer tool targets all three tiers of government and it is envisaged to incorporate the private sector as well. This tool can therefore be defined as a yardstick for regular monitoring of gender transformation in South Africa.

The South African government adopted a Strategic Framework for Gender Equality in the Public Service (2006–2015). The framework is aimed at achieving women’s empowerment and gender equality in the workplace. Additionally, it is aimed at ensuring a better quality of life through improved and accelerated service delivery by the Public Service.

It is premised on the promotion and protection of human dignity and human rights of women, including the rights of women with disabilities. It takes cognisance of the role of institutions in promoting non-sexism and non-racialism, particularly issues pertaining to organisational
transformation and change and how these changes are managed in the context of a transforming and developing State. It is in this context of transformation and development that the Strategic Framework projects with renewed vigour the goal of achieving women’s empowerment and gender equality, including that of a new profile for the Public Service.

The Framework defines mainstreaming as ‘a process rather than a goal in itself, and it attempts to bring what can be seen as marginal into the core business and decision-making processes in an organisation. It is considered necessary to integrate or mainstream gender issues in the work of all government departments, as departments and clusters play an important role in determining the rationale for the allocation of resources, capacity utilisation, development planning and service delivery improvements’ (Public Sector Project: Strategic Framework for Gender Equality in the Public Service (2006–2015 p. 16).

While the Framework incorporates a strategy geared towards increasing the number of women at all levels of the Senior Management Service (SMS), it goes beyond just numbers to include the element of empowerment, development and leadership of all women. The approach taken towards the integration of gender into the day-to-day work of the Public Service is based on government’s national priority areas. Government has identified the following priority areas with the central theme of accelerating change to improve the quality of life of the people in both rural and urban areas:

- Reduce poverty and unemployment by half by 2014;
- Provide the skills required by the economy;
- Consolidate democracy and build a caring and responsive state;
- Combat crime and corruption;
- Improve the national health profile and the Public Sector Project: A Strategic Framework for Gender Equality in the Public Service (2006–2015);
- Play a progressive role in Africa and the world.

The priority focus on increasing women’s participation in decision-making, and the concomitant adoption of the Public Service employment equity target of 50% representation for women at all levels of the senior managers (SMS), are built into the current strategy. This translates into a concerted effort needed across all government departments, at national, provincial and local levels, in addressing women’s empowerment and leadership development.

The Framework proposes a process that moves away from treating gender issues as business as usual, towards locating it at the very centre of the transformation process in the
Public Sector. Achieving the goal of gender equality is therefore premised on the fundamental integration of women and gender issues in all structures, institutions, policies, procedures, practices, programmes and projects of government.

In view of the above, the study is in pursuit of the CGE’s monitoring and evaluation mandate. The outcomes of the study will form part of the CGE’s report to Parliament. The Web-based monitoring and evaluation tool will be used by the CGE on an ongoing basis to measure progress towards achieving gender equality. The findings of this study will serve as a baseline report and a leeway for the refinement of this Web-based monitoring and evaluation tool.

The baseline information from the Gender Barometer study will therefore inform the further refining of the Gender Barometer monitoring tool. It will also assist the CGE to meet its monitoring obligations as envisaged in sections 25 and 27 of the Promotion of Equality and Prevention of Unfair Discrimination Act No. 4 of 2000 (Equality Act/PEPUDA).

The study forms part of broader national efforts aimed at assessing the progress that has been achieved since South Africa’s post-apartheid Constitution became operational and the 14th anniversary of the establishment of the CGE. One of the key areas of deepening and strengthening democracy that has been identified as a national priority is the advancement of women and the achievement of non-sexism.

2. The research questions are:
   • To what extent is gender mainstreamed in government departments?
   • What institutional mechanisms have been put in place to ensure that gender equality is attained?
   • Is there supporting gender-disaggregated data to support gender equality?

The study has specific aims and objectives:
   • Evaluate gender mainstreaming processes in the departments;
   • Evaluate the progress that has been made or achieved in meeting the gender equality targets;
   • Evaluate the extent to which an enabling environment has been created for women and people with a disability to be able to move to senior management positions and to attain targets set in the framework on the representivity of women;
   • Collect gender-disaggregated data on women participating in decision-making.
3. Purpose of the Gender Barometer
The electronic questionnaires are designed to elicit information on progress achieved by government with regard to advancing women, promoting women’s human rights and eradicating gender inequality. The questions also specifically seek to establish the extent of policy compliance and gender mainstreaming as envisaged in relevant policy frameworks. The information to be elicited includes government measures at policy and programme levels.

The questions also seek to elicit indicators of progress achieved with regard to concrete reduction of the gender gap in organisations and society. The information will also provide insights into the gender mainstreaming capacity levels and needs of key decision-makers who bear the responsibility to mainstream gender in all aspects of their work.

The tool is targeted at the Accounting officers of institutions to provide data as requested in the questionnaire. The information will enable the CGE to make findings and recommendations on the following:

• Policy analysis for transformation of gender relations;
• Gender budget analysis;
• Monitoring and evaluation of organisational structures, operations and capacity for gender mainstreaming.

1.2 Overview of legislation and policies supporting empowerment and gender equality
South Africa has an obligation to comply with human rights obligations arising from international and regional human rights instruments ratified, and the National legislation and policies developed to accelerate the promotion of human rights and gender equality as listed below.

1.3 International, regional or continental instruments
The South African government has ratified a number of major international treaties, which include the 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) ratified in 1995 and its 1999 Optional Protocol, and the 1995 Commonwealth Plan of Action on Gender and Development, the 1995 Beijing Declaration and Platform of Action and the Millennium Development Goals (2000). The country has also ratified important International Labour Organisation (ILO) Conventions for the attainment of equality in the workplace through abolition of all forms of discrimination. These include the Convention (No. 100) concerning Equal Remuneration for Men and Women Workers for Work of Equal
Value, and the Convention (No. 111) concerning Discrimination in respect of Employment and Occupation.

The specific components of all these international and continental instruments are beyond the scope of this report, save to state that they unequivocally commit governments to integrate gender perspectives in legislation, public policies, programmes and projects, and to ensure equal access for women to, and full participation in, employment and decision-making positions, on international, regional or continental treaties with, among other aims, promoting and protecting women’s participation in employment and labour markets. At the regional level, South Africa, as a member of the Southern African Development Community (SADC) agreed to the SADC Declaration on Gender and Development (1997) and its 1998 Addendum on the Prevention and Eradication of Violence against Women and Children (1997), as well as to the SADC Protocol Gender and Development (2008). At the continental level the country has ratified treaties such as the 1994 Dakar Platform of Action on Women, the 1996 African Charter on Human and People’s Rights, the 2003 Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, and the 2004 Solemn Declaration on Gender Equality in Africa.

1.4 Constitutional, legal and institutional framework

South Africa’s definition and goals for achieving gender equality are guided by a vision of human rights which incorporates acceptance of equal and inalienable rights of all women and men (Office of the Status of Women, no date). This ideal is a fundamental tenet of the various constitutional, legal and institutional frameworks that prevail in the country, succinctly summarised in the following sub-sections.

1.5 Constitutional and legal framework

The Constitution of the Republic of South Africa (1996) is the supreme law in the country and it enshrines the rights of all people irrespective of race, gender, age, disability etc. The RSA Constitution has detailed rights for women, including rights to freedom and security of the person, and also sets rigorous standards for the advancement of women’s human rights; the Constitution demonstrates a strong commitment to gender equality.

In addition to the Constitution, South Africa’s vision for gender equality takes place against the backdrop of several legislative documents that the government has developed over the years to promote equal rights for men and women at all levels. These include the legislation discussed in the table below:
Table 1: Legislation promoting gender equality

<table>
<thead>
<tr>
<th>Legislation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Affirmative Action Act No.91 1986 of 1986</strong></td>
<td>Adopted to redress the race and gender imbalances inherited from apartheid by giving opportunities to previously disadvantaged groups including women in and entering the workforce. This objective takes form mainly through providing equal employment opportunities and giving preference to ‘suitably qualified people’ from designated groups.</td>
</tr>
<tr>
<td><strong>Skills Development Act No. 97 of 1998</strong></td>
<td>Facilitated the establishment of the National Training Fund, as well as other training authorities and boards, to provide learnership and skills programmes specifically for women, black people and white people with disabilities.</td>
</tr>
<tr>
<td><strong>Labour Relations Act No. 66 of 1995</strong></td>
<td>Regulates the relationship between trade unions and employers to advance social justice and give effect to the fair employment practices.</td>
</tr>
<tr>
<td><strong>Basic Conditions of Employment Act No. 75 of 1997</strong></td>
<td>Regulates conditions of employment such as working hours and leave (including maternity leave), and makes provision for the protection of employees.</td>
</tr>
<tr>
<td><strong>Employment Equity Act No. 55 of 1998</strong></td>
<td>Provides positive measures to address imbalances of the past by giving priority to the advancement of women, black people and people with disabilities. The Act further stipulates that employers should audit their policies and practices to identify barriers to the entry, advancement, development, remuneration and retention of black people, women and people with disabilities.</td>
</tr>
<tr>
<td><strong>Promotion of Equality and Prevention of Unfair Discrimination Act No. 4 of 2000</strong></td>
<td>Deals with the right to equality and is intended to give full effect to the right to equality as contemplated in the Constitution. The Act consequently deals with prevention and prohibition of unfair discrimination and prohibits hate speech.</td>
</tr>
<tr>
<td><strong>Broad-Based Economic Empowerment Act No. 53 of 2003</strong></td>
<td>Deals with economic empowerment of black women, men and people with disabilities. It gives priority to issues such as employment equity and equalising opportunities through human-resource development, preferential procurement and State asset restructuring</td>
</tr>
</tbody>
</table>
1.6 Institutional Framework

To ensure that the country’s set targets to achieve gender equality are achieved, the South African government through its Constitution established independent constitutional bodies to ensure that laws, policies and programmes developed are implemented, protected and promoted. Known as the ‘National Gender Machinery’, these constitutional bodies include structures in government, the legislature, Parliament, statutory bodies and civil society. Table 2 below shows the different components of the National Gender Machinery.
Structure and components of the South African national gender machinery

Table 2: Components of the National Gender Machinery

<table>
<thead>
<tr>
<th>GOVERNMENT</th>
<th>PARLIAMENT</th>
<th>INDEPENDENT BODIES</th>
<th>CIVIL SOCIETY</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Presidency</td>
<td>Portfolio Committees (including the Parliamentary Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women)</td>
<td>Constitutional Court</td>
<td>Non-Governmental Organisations</td>
</tr>
<tr>
<td>Office on the Status of Women (now infused in the Ministry of Women, Youth, Children and Persons with Disabilities)</td>
<td>Parliamentary Women’s Caucus</td>
<td>The other Courts</td>
<td>Religious Bodies</td>
</tr>
<tr>
<td>Provincial Offices on the Status of Women</td>
<td>Steering Committee to Women’s Caucus</td>
<td>Commission for Gender Equality</td>
<td>Congress of Traditional Leaders of South Africa</td>
</tr>
<tr>
<td>Gender Units in Line Departments</td>
<td>Provinicial Women’s Caucus Group</td>
<td>Public Service Commission</td>
<td>South African Local Government</td>
</tr>
<tr>
<td>Gender Units in Local Government Structures</td>
<td>Women’s Empowerment Unit</td>
<td>Human Rights Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cabinet</td>
<td>SA Law Reform Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Departments</td>
<td>Public Protector</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Land Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Youth Commission</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Independent Electoral Commission</td>
<td></td>
</tr>
</tbody>
</table>


Overall, the National Gender Machinery acts as a vehicle with which South Africa can meet its constitutional and international commitments to gender equality, human rights and social justice. However, to complement each other in achieving this, each structure of the machinery has a different mandate. In this regard the CGE takes responsibility for monitoring and evaluating progress towards the targets set to achieve gender equality, and to advise Parliament accordingly. Through this study, therefore, the CGE is fulfilling one of its core functions, which is monitoring and evaluating the policies and practices of government to ensure that they promote and protect gender equality.
1.7 Report outline

This report has three main sections. This introduction to the research is Section 1 (one). Section 2 (two) discusses the methodology used in carrying out the study. Because each case is unique, Section 3 (three) presents the key research findings for each department, with its concomitant conclusions and recommendations.
SECTION 2: METHODOLOGY

This study is particularly interested in how gender mainstreaming is implemented as a strategy applied by the South African government to institutionalise gender equality in organisations, both private and public. It focuses on the relationship between policy, as understood as actions intended to achieve a desired state of affairs through the allocation of values and the distribution of resources, and practice, that is, the way in which the South African government, organisations, institutions and individual people respond to the agenda-setting formations of policy which seeks to effect change. The study focuses on how the developmental state has, or has not, been able to distribute resources for policies concerned with equity.

The CGE undertook to use case-study research. Case studies aim to bring an understanding of complex issues, and it extends experience of what is already known through previous research. In this instance, the baseline research was carried by the CGE on the Gender Barometer, and its outcome was the development of a Web-based Gender Barometer. Case studies emphasise detailed contextual analysis of a limited number of events and their relationships. Social scientists have extensive use of qualitative research methods to examine contemporary real-life situations and provide the basic application of ideas and expansion of methods. Researcher Robert K. Yin defines the case study research method as an empirical enquiry that investigates a contemporary phenomenon in its real-life context, when the boundaries between phenomena and context are not clearly evident, and in which multiple sources of evidence are used (Yin, 1984, p.23).

This study borrowed from well-known case-study researchers such as Robert E. Stake, Helen Simons and Robert K. Yin (1995), who have suggested techniques for organising and conducting the research successfully, following the logical sequence of determining and defining the research questions, selecting the cases and determining data gathering and analysis techniques, making preparations to collect the data collecting data in the field, evaluating and analysing the data, and preparing the report.

2.1 The research process

The seven cases developed for this study are distinct national South African government departments from various clusters. These departments were purposely chosen to participate in the study, as outlined below. They are: the Department of Home Affairs (government and administration cluster); the Department of Trade and Industry and the Department of Public Enterprise (economic cluster); the Department of International Relations and Cooperation (security cluster); the National Intelligence Agency (security cluster) and the Public Administration Leadership and Management Academy (PALAMA) (governance and administration, which focuses on management and development training in government); and the National Treasury.
The study used a monitoring and evaluation tool, the self-administered Web-based Gender Barometer, with the aim of collecting both qualitative and quantitative data in relation to gender mainstreaming in the national government departments. The CGE Research Unit embarked on several processes before the selection of these seven case studies:

- After the completion of the baseline study for developing the Gender Barometer in 2008, the CGE invited all government departments and a sample of civil society organisations to the launch of the Barometer (see Appendix 1). The purpose of the launch was to familiarise organisations with the outcomes of the Gender Barometer baseline study, and the introduction of the Web-based monitoring tool which would then be administered to a sample of government departments on an annual basis. In subsequent years this tool would then be administered to the private sector and civil society organisations.

- From the total population of departments who had attended the launch, fifteen departments were randomly chosen as a sample to participate in the study. These departments were invited to an information-sharing session held on 16 March 2010 (see Appendix 2). Only thirteen of the fifteen government department invitees attended the session. Information was shared about how to fill in the Gender Barometer tool and participants were cautioned about administrative pitfalls to be wary of. It was further explained who the target audience of the tool was, namely, key decision-makers and senior managers in government. These are the Director-Generals, the Heads: Human Resource Management, Supply Chain management and Finance, the Gender Directorate, and the Gender Focal Persons (GFPs) in the departments concerned.

- From this session the idea of piloting the tool surfaced, and three departments volunteered to participate in the piloting. These were PALAMA, the Department of Labour, and the Department of Education. This last department was in a period of transition- whereby two departments would be established, namely Basic and Higher Education. The participant who attended cautioned us about this transition, and that she was due to move to Higher Education. The piloting was meant to further identify loopholes when administering the tool, and the said departments would report back by sharing ideas with their counterparts. When the three piloting departments failed to meet the deadlines of 4th June 2010 for submission of information, the CGE further communicated with the 15 departments to then administer the tool due to lack of new ideas on implementation (see Appendix 3). Deadlines for submission were set for 6 August 2010. The informants were encouraged to communicate frequently with CGE researchers when they experienced administrative problems.

This study coincided with another Democracy and Good Governance study on Employment Equity (EE). On 7–8 December 2010 the GGE invited the Director-Generals of six government
departments and Chief Executive Officers (CEO) of six private-sector organisations to public hearings to account for the slow pace of gender transformation in their organisations, especially with regard to meeting the 50/50 targets of gender representation of women and men in key decision-making structures by 2010. The Department of Public Enterprise; National Treasury and the Department of Labour participated in the hearings. Their EE reports were used to triangulate data that they had supplied in the Gender Barometer tool.

Table 3: Summary of government’s responses to the CGE study

<table>
<thead>
<tr>
<th>Name of Department</th>
<th>Cluster</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Department of National Intelligence</td>
<td>Security</td>
<td>Completed</td>
</tr>
<tr>
<td>2. Department of International relations</td>
<td>International Cooperation, Trade and Security</td>
<td>Completed</td>
</tr>
<tr>
<td>and Corporations (DIRCO)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Department of Home Affairs</td>
<td>Governance and Administration</td>
<td>Completed</td>
</tr>
<tr>
<td>4. Department of Basic Education</td>
<td>Human Development</td>
<td>Attempted but data were minimal, hence it cannot be used in the current study</td>
</tr>
<tr>
<td>5. Department of Labour</td>
<td>Employment</td>
<td>Attempted but data were minimal as well</td>
</tr>
<tr>
<td>6. Department of Trade and Industry</td>
<td>International Cooperation, Trade and Security</td>
<td>Completed</td>
</tr>
<tr>
<td>7. Department of Public Enterprises</td>
<td>Economic</td>
<td>Completed</td>
</tr>
<tr>
<td>8. National Treasury</td>
<td>Economic</td>
<td>Completed but data are also minimal; however, based on several follow-up moves, it is evident that the information is conclusive</td>
</tr>
<tr>
<td>9. PALAMA</td>
<td>Governance and Administration</td>
<td>Completed</td>
</tr>
<tr>
<td>10. Department of Public Works; Water</td>
<td>From various clusters.</td>
<td>Some of these departments are in the process of completing the instrument; others, however, have not made an attempt at all.</td>
</tr>
<tr>
<td>Affairs; STASSA; Police; Science and</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technology; Labour; Rural Development</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Only 6) National Departments managed to complete the Web-based tool; and 2 department’s information is minimal to build a case.
2.2 Limitations of the study

There were five main shortcomings in the study and the reporting format, which culminated in the late production of this report:

- Despite the lengthy period of six months that the CGE engaged with these departments (between March and August 2010), only five departments completed the tool satisfactorily. Information about two departments is very sketchy; however, it has also been used to build cases. These departments thus form the basis of this report. Information from the remaining departments will be incorporated in the 2011/12 report.

- The questionnaires were poorly completed, with numerous gaps. The CGE Research Department made numerous telephonic follow-ups to those who had problems. This delayed tremendously the completion of the study.

- In some departments there was a problem of staff movement, with some participants who had attended the information sessions having moved to other divisions of the department, or having left the departments. The research department undertook to revisit those departments, and then trained new personnel.

- Technology limitations: some participants had problems accessing the Web-based gender barometer tool; hence numerous telephonic exchanges took place with the aim of giving guidance to participants on what to do.

- The report has been written by different researchers with different writing styles. Despite several measures being employed to curb this, in the final analysis these differences are still apparent in the report.

2.3 Ethical considerations

Research ethics forms an integral part of research as it refers to the moral principles guiding research, from its inception through completion and publication of results. Ethical issues included ensuring that the Director-Generals (DGs) of the respective departments were appropriately informed about the study, and permission was sought to undertake the study.

2.4 Data analysis

In analysing the Gender Barometer data, the CGE research team developed key indicators for evaluating the attainment of gender mainstreaming on women’s empowerment and gender equality for South Africa. These are:

- Creation of an enabling environment
- Equality and discrimination
- Participation in decision-making
• Employment
• Education and skills development
• Institutional mechanisms
• Economic empowerment.

Some of these indicators are also part of the right to development, as contained in international instruments such as the Millennium Development Goals (MDGs). Issues such as education and skills development, non-discrimination and participation in decision-making form part of civil and political rights. The issue of equality and non-discrimination also cuts across all of the above.
SECTION 3: RESEARCH FINDINGS

3.1 CASE 1: DEPARTMENT OF HOME AFFAIRS RESPONSES

3.1.1 Institutional information
The Department of Home Affairs (DHA) forms part of the Government and Administration (G&A) cluster. It is headed by a black male who has no exposure to gender awareness training. There is a dedicated gender unit headed by a female director, who is appointed at Senior Management Level 13. There are two levels above her to make her qualify to participate in decision-making and in structures influencing policy in the department. She reports to the Chief Director: Employment Engagement Directorate. In summary, the Gender Director does not participate in any decision-making structures, or at committee level, and it can be deduced that she has no influence in policy development and policy review processes. Despite this, performance appraisal is part of the job description for the Gender Directorate.

3.1.2 Mainstreaming gender in organisational culture and systems
The DHA is facing serious challenges in terms of mainstreaming gender in the departmental systems. In other words, gender mainstreaming in this department is a dream yet to be realised. The DHA identified a number of challenges that make it difficult to fully implement gender mainstreaming in the department. These challenges will be discussed later under challenges and gaps in the attainment of gender equality in the department (section 3.1.12).

3.1.3 Measures aimed at creating an enabling environment
There is minimal evidence to support the notion of creating an enabling environment in the DHA. The department did not provide information on the policy framework that informs the department’s approach to the structure and the work of the GFP. Even in terms of awareness of compliance obligations, the departmental plan and strategy reported not to be gender sensitive. Gender equality is not part of the department’s awareness campaign and programmes, as indicated below:
• The organisational culture is not gender sensitive. Decision makers do not consider
  gender issues in their operational plans
• Gender is not integrated into day to day functions of the departments except in
  commemorations
• Women representation in the higher structures is very poor.
• Women Participation at executive and top structures is very limited and sometimes,
  non-existent
• The Executive committee is dominated by men
• The Directorate is never consulted during policy review processes.
• The Department has developed a draft Gender Policy document.

3.1.4 Gender transformation and enabling mechanisms
The department has no policy analysis tool that incorporates gender considerations in their
policies and strategies. The only tool that takes gender into consideration is the Employment
Equity Act. The Executive committee does not include issues of vulnerable groups into the
draft macro-policy of the department.

In terms of Human Resource practices, it transpired that there is no performance-appraisal
system that incorporates gender as one of the key performance indicators. The Employment
Equity targets are not considered when appointments are made, and there is no equity
recruitment plan or recruitment strategy in place.

3.1.5 Capacity building (education and skills development)
Although the DHA has established the Gender Directorate, it is understaffed and always
reactive in dealing with gender-equity matters. Its budget for the implementation of gender
awareness programmes and mainstreaming is minimal. The directorate does not have
an Information Management System (IMS) and statistical data on service delivery of
programmes in place, except that it depends entirely on the Persal System to undertake any
gender-analysis processes.

3.1.6 Economic empowerment
The department has a procurement policy and a procurement committee in place. Data
revealed that the committee is dominated by men. It also revealed that the department lacks
information on the status of women in relation to the procurement of tenders.
3.1.7 Participation in the decision-making processes

Women representation in the DHA's higher structures is very poor and their participation is very limited, if not non-existent. All the decision-making structures or committees are dominated by men, as indicated in the table below:

**Table 4: Gender in senior committees**

<table>
<thead>
<tr>
<th>Structure</th>
<th>No. of members</th>
<th>No. of women</th>
<th>No. of men</th>
<th>% of men</th>
<th>% of women</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Executive Committee</td>
<td>15</td>
<td>4</td>
<td>11</td>
<td>73%</td>
<td>27%</td>
</tr>
<tr>
<td>2. Operation / Head of Branches Committee</td>
<td>10</td>
<td>3</td>
<td>7</td>
<td>70%</td>
<td>30%</td>
</tr>
<tr>
<td>3. Budget Committee</td>
<td>22</td>
<td>5</td>
<td>17</td>
<td>81%</td>
<td>19%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>47</strong></td>
<td><strong>12</strong></td>
<td><strong>35</strong></td>
<td><strong>74%</strong></td>
<td><strong>26%</strong></td>
</tr>
</tbody>
</table>

In the executive and top committee structures, women constitute 26% compared to men at 74%, as clearly illustrated in the figure that follows.

**Figure 1: Gender membership of senior committees**

The national strategic framework for gender equality states that by 2009 there should be 50% of representation by women at management level, but in DHA women’s representation is at 26% overall.
3.1.8 Department’s gender profile/status

Table 5: Gender profiles of Home Affairs structures or committees

<table>
<thead>
<tr>
<th>Description</th>
<th>Total Representation</th>
<th>Women Representation</th>
<th>Men representation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Participation in planning structures and processes</td>
<td>17</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td>29%</td>
<td>71%</td>
</tr>
<tr>
<td>2. Participation in project teams/committees</td>
<td>17</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td>29%</td>
<td>71%</td>
</tr>
<tr>
<td>3. Participation in development projects</td>
<td>17</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td>29%</td>
<td>71%</td>
</tr>
<tr>
<td>4. Appointments in international delegations</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>5. International appointments</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>6. Staff composition</td>
<td>9326</td>
<td>5036</td>
<td>4290</td>
</tr>
<tr>
<td></td>
<td></td>
<td>54%</td>
<td>46%</td>
</tr>
</tbody>
</table>

Overall, the department has a staff composed of 54% women and 46% men. The department should be applauded for its efforts in recruiting women satisfactorily. Although the department has achieved 54% women representation, it is a matter of concern to note how few of these women have been appointed at the higher levels of the employment categories. Female representation in the top management or decision-making structures, such as all executive structures and committees of the department, is only 29% as compared to 71% male representation. As mentioned previously, more than 70% of these leadership appointments are of men. Women are not fairly represented in the strategic positions.

3.1.9 Institutional mechanism and gender-coordinating monitoring structure

The Gender Directorate is located in the Human Resource (HR) Directorate, which falls under the supervision of the Deputy Director-General (DDG): HR. There is no direct link between the Gender Directorate and the office of the Director-General, therefore the Gender Focal Person does not participate directly in the core business of the department, and she neither participates in policy review processes nor makes recommendations on the composition of various committees in the department.

3.1.10 Monitoring and evaluation systems

The Monitoring and Evaluation Directorate does not assess women’s issues. Gender equality is not a critical area in the DHA’s appraisals system and none of the senior managers (SMS) are required to account for gender equality either internally and externally. It also transpired that there is no collaboration between the Policy and Research Department and the Gender
Directorate. There is no accountability from managers regarding gender equality and target setting as espoused in the Head of Department’s 8 Principles Action Plan for Promoting Women’s Empowerment and Gender Equality in the Public Service Workplace document.

### 3.1.11 Organisational performance against macro-compliance obligations and women’s needs

#### Table 6: Achievements and gaps in Home Affairs women’s needs

<table>
<thead>
<tr>
<th>KPA</th>
<th>Compliance indicator</th>
<th>Identified gaps</th>
<th>Achievement</th>
<th>Persistent challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Equality and eradication of Discrimination</td>
<td>Sexual harassment and HIV and AIDS policy</td>
<td>Lack of integrated approach to gender mainstreaming</td>
<td>Gender sensitivity on basic services</td>
<td></td>
</tr>
<tr>
<td>2. Power-sharing and Decision-making</td>
<td>-50 /50 quotas - programmes for women</td>
<td>SMS dominated by men, which is in contrast with Principle 3 of meeting equity targets.</td>
<td>Improvement in the inclusion of women at the SMS level</td>
<td>Not being able to influence decisions affecting women due to lack of gender sensitivity</td>
</tr>
<tr>
<td>3. Poverty</td>
<td>- Enabling documents to allow access to social security - Right to participate in the procurement of tenders</td>
<td>Women located at low levels and men at strategic levels.</td>
<td></td>
<td>Policy to prioritise women in the scoring system for procurement of tenders.</td>
</tr>
<tr>
<td>4. Employment</td>
<td>- Employment Equity plan and targets - Recruitment of women into strategic positions</td>
<td>Continued lack of female applicants - Women lack assertiveness</td>
<td>Developed the M&amp;E tool for the evaluation of the implementation of the EE Plan. - Monitoring is done at the highest level by informed HR members of the department</td>
<td>Gender imbalances</td>
</tr>
<tr>
<td>5. Health Care</td>
<td>- Health care policy such as: Cervix and breast cancer, stress and wellness strategy - reproductive plan and HIV and AIDS A programme</td>
<td>Policies not adhered to. - Lack of support by male employees</td>
<td>Continuous campaigns on chronic diseases - Speak out programme and counselling</td>
<td>Dealing with stigma associated with certain diseases.</td>
</tr>
<tr>
<td>6. Violence Against Women</td>
<td>- Sexual Harassment policy and Trafficking in Persons policy</td>
<td>- SMS managers are able to deal with harassment cases</td>
<td></td>
<td></td>
</tr>
<tr>
<td>--------------------------</td>
<td>-------------------------------------------------------------</td>
<td>--------------------------------------------------</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>7. Economic Empowerment</td>
<td>Procurement policy</td>
<td>- Procurement not mobilising more women to participate</td>
<td>None</td>
<td>Lack of information on the status of women in relations to procurement of tenders</td>
</tr>
<tr>
<td>8. Human Rights</td>
<td>Protection and respects of women’s’ rights integrated in the departmental policies</td>
<td>- Lack of knowledge by employees</td>
<td>Prioritisation of the vulnerable groups in service delivery</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Attitude of employees toward clients</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Women and children are given priority on service-delivery issues</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Provision of special services for pregnant women</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>- Rights of refugee women protected</td>
<td></td>
</tr>
<tr>
<td>10. Evaluation mechanisms</td>
<td>- Data capturing for services rendered to women and men - Evaluating budget disbursement and reprioritising - Training programmes</td>
<td>- Lack of information, support and cooperation</td>
<td>- Quarterly review reports on programmes</td>
<td>M&amp;E reports not integrated into departmental plans</td>
</tr>
</tbody>
</table>
3.1.12 Challenges and gaps identified

The following challenges emanate from the DHA responses:

- In many instances the information provided was not supported by statistical data, therefore it is difficult to make sound judgements about the status of gender equality in this department.

- Non-participation of the GFP in decision-making structures, and lack of access to policy-review processes is a matter of concern for the CGE.

- Although a 50/50 quota target has been set for the attainment of gender equality, its implementation seemed to be a challenge. Little effort seemed to have been put to the implementation of the 8 Principles Action Plan for Women’s Empowerment and Gender Equality, and no enforcement measures are in place.

- The DHA has a draft gender policy. This is a matter of concern because the South African National Gender Policy Framework document (2001) was adopted as a guiding document for departments to develop their own plans. What is questionable at this stage is what the guiding tool has been for the department in terms of gender mainstreaming.

- Gender is not prioritised and the directorate is not capacitated in terms of human resources and financially.

- The data are silent about disability issues.

3.1.13 Conclusion and recommendations emanating from the findings

The Gender Directorate requires empowerment in various areas:

- Continuous awareness campaigns on international instruments and legislation to promote education on prescripts, and to educate employees about gender rights.

- Gender Equity needs to be integrated in the processes, systems and plans of the department.

- Gender unit should be given training on policy development, implementation and review processes, as well as gender budgeting.

- Department should use the quota system as prescribed by government policies.

- The Executive Committee (EXCO) should include issues of vulnerable groups in the draft macro-policy of the department.

- The HRD should work closely with the Gender Directorate in the development of a capacity-building curriculum.
• The Management Information System (MIS) of the department should cover issues of gender in all business processes.

• Performance agreements and contracts of all senior managers should include gender equality and diversity management (e.g. disability) and their assessment should include their attainment of gender equality and diversity management in their respective departments.

• The HR strategy should prioritise gender as a key strategic area.

• The department should create a database of women who have been trained in middle-management skills and prioritise them whenever vacancies exist in the senior management band.
3.2 CASE 2: DEPARTMENT OF TRADE AND INDUSTRY

3.2.1 Institutional information
The Department of Trade and Industry (DTI) is a government department falling under the Economic cluster. The information about the head of the institution, namely the Director-General (DG), has not been provided. The only available information is about the Political Head, who is a white male. The Minister has been exposed to gender awareness education and training, but the name of the institution that provided the training and the course name were not provided.

The Gender Focal Person (GFP) is a black male, who has been appointed at Deputy Director level. Although he reported that he had been trained on gender mainstreaming and other related gender-awareness programmes, no information was provided in terms of the institution that provided the training, the course name or the year in which the training took place. It is worth noting that the DTI has put in place the policy guidelines detailing how and when to involve the GFP in decision-making processes, and such information is contained on the DTI policy guideline on Mainstreaming Gender Equality and Women Empowerment in the DTI.

3.2.2 Mainstreaming gender in organisational culture and system

3.2.2.1 Measures aimed at creating an enabling environment
The DTI partly raises awareness of compliance obligations through quarterly and annual reports that are circulated throughout the department. The Department has also developed policy guidelines that spell out when and how to involve the GFP in the decision-making processes. These guidelines are enforced through compliance with equity targets included in the Senior Management performance contracts guided by the strategic framework for gender equality and empowerment of women.

The GFP is a member of two decision-making structures, namely the Women Empowerment Forum and the Transformation Committee. He is also involved in the Operations Management Committee (OPSCOM) and the Executive Management Board (EXBO). He plays an advisory role in these structures. The DTI reported that it complies with gender provisions of the Broad-Based Black Economic Empowerment Act No. 53 of 2003 and other legislation, and more that 80 per cent of the GFP’s work is dedicated to gender-equality provisions and mainstreaming.
3.2.3 Equality and discrimination

The DTI is guided by, and complies with, the following legislation:
The Constitution of the Republic of South Africa (RSA) 1996
- Employment Equity Act (EEA) No. 55 of 1998
- Basic Conditions of Employment Act (BCEA) No. 75 of 1995
- Broad-Based Black Economic Empowerment Act (BEE) No. 53 of 2003 and its code.

3.2.4 Employment

The department has made some strides in ensuring that the human rights to dignity and equality of both men and women are protected through the following achievements:
- The DTI has reviewed its recruitment policy to ensure alignment to transformation policies and practices.
- The department has the recruitment Standard Operating Procedures (SOPs) to ensure streamlined processes in recruitment.
- Sexual harassment policy has been developed.
- The 16 days of activism is one of the programmes commemorated every year, and this serves as a platform for raising awareness about sharing information about violence against women and children, with both the internal and external stakeholders.

3.2.5 Economic empowerment

The department has integrated gender into the departmental work programme and its projects. The department has also dedicated programmes on gender and women’s empowerment, which include:
- SEDA Technology programme
- Isivande Women’s group programme (Unfortunately the department did not give details about the aims and objectives of these first two programmes)
- R13 million budget for programmes for women
- Black Economic Empowerment (BEE) codes and score card
- Annual Youth Seminar
- Service delivery improvement plans to incorporate issues of gender and empowerment of women
• Integrating gender issues in Human Resources (HR) policies

• Incorporating women’s empowerment and gender issues in the procurement policies and processes of the department

• Considerations of gender equity in the recruitment and appointment of Foreign Economic Representatives

• Women to have access to business finance.

3.2.6 Institutional mechanisms

The department has put in place some institutional mechanisms for gender mainstreaming. The mechanisms are summarised here:

• The Women’s Empowerment Forum established by the department;

• Gender Equity integrated in the Strategic Plans of the department;

• Ongoing presentations on women’s empowerment and gender issues;

• The existence of departmental targets on key aspects of gender, in line with statistics of the Economically Active Population, as well as targets set by Cabinet;

• Inclusion of compliance with targets in the performance contracts of managers, and with the performance-management system for senior managers;

• Policies reviewed in line with changes to legislation as well as with related requirements.

3.2.7 Women’s involvement in decision-making

The DTI provided information about four decision-making structures. They comprise the Executive Management Board (EXBO), Operational Management Committee (OPSCOM), Divisional Executive Committee (DEC) and Risk Management Committee (RMC). In these four highest decision-making bodies, representation of both men and women is illustrated in Table 7 below:

Table 7: Gender proportions in DEC senior committees

<table>
<thead>
<tr>
<th>Structure</th>
<th>No. of members</th>
<th>No. of women</th>
<th>No. of men</th>
<th>% of women</th>
<th>% of men</th>
</tr>
</thead>
<tbody>
<tr>
<td>EXBO</td>
<td>13</td>
<td>5</td>
<td>8</td>
<td>38%</td>
<td>62%</td>
</tr>
<tr>
<td>OPSCOM</td>
<td>12</td>
<td>11</td>
<td>1</td>
<td>92%</td>
<td>8%</td>
</tr>
<tr>
<td>DEC</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>RMC</td>
<td>19</td>
<td>12</td>
<td>7</td>
<td>63%</td>
<td>37%</td>
</tr>
<tr>
<td>Total</td>
<td>44</td>
<td>28</td>
<td>16</td>
<td>64%</td>
<td>36%</td>
</tr>
</tbody>
</table>
Although information was not provided on the DEC structure, good progress is shown in involving women in other decision-making structures as summarised in Figure 2 below:

![Figure 2: Graphic presentation of information in Table 7 (above)](image)

Overall, of the three decision-making structures for which the department provided figures, women constitute 64% compared to men at 36%. The department has made some strides in capacitating women through their participation in these decision-making structures.

### 3.2.8 Departmental gender profile or status

The departmental gender status was not provided in the completed electronic tool. Through documentation provided by the department during the Employment Equity hearings that were hosted by the CGE on the 8th December 2010, the CGE was able to get some statistics on the employment equity profiles of selected government departments on October 2010, the department had an overall staff component of 58% women and 42% men. Senior management levels comprised 59% men and 41% women. People with disability comprised 1.6% of the senior management. The department should be applauded for being close to achieving the target of 2% representation by disabled people.¹

### 3.2.9 Overall analysis and findings

Although the DTI is still a male-dominated department in senior management positions, which comprised 59% men and 41% women, it has shown remarkable progress in increasing women’s involvement in key decision-making structures, which comprised 64% women and 36% men at SMS level. This is a positive move by the department. It has also shown good progress in terms of achieving 1.6% representation of people with disabilities at senior management level. The department fell short by 0.4% of achieving the 2% national targets set. The department has also achieved more than 50% women representation of the overall

¹ Presentation to the CGE by the DTI: 8 December 2010.
staff representation. The DTI complies with the obligations accepted by government, and it has developed policies and guidelines for gender mainstreaming in the department.

3.2.10 Creation of an enabling environment

The department has made strides in capacitating the GFP to participate in an advisory capacity in all key decision-making structures in which he participates. The department complies with equity targets as stipulated in the performance contracts of Senior Management, which are guided by the Strategic Framework for Gender Equality and Women Empowerment. To address equality and discrimination, the DTI is guided by and complies with the RSA Constitution, and other relevant legislation like the Employment Equity Act, the Basic Conditions of Employment Act, and the BEE Act and its code.

3.2.11 Employment and economic empowerment

The 2010 budget allocation of R13 million is geared towards women-specific programmes. This indicates that the department is committed to economic empowerment of women. The Service Delivery Improvement Plans also incorporate issues of gender and the empowerment of women. All these endeavours are symbolic of the departments’ commitment to gender attainment.

3.2.12 Institutional mechanisms

There is evidence of good institutional mechanisms that have been put in place which are aimed at promoting gender equality, such as the incorporation of gender issues in HR policies and procurement and recruitment processes, and regularly reporting on compliance with legislation and set targets. The department has also established the Women’s Empowerment Forum.

It can be concluded that the involvement of top management in championing gender mainstreaming is critical to achieving gender equality and women empowerment. Another example that is worth mentioning is the strong working relationship that has been established between the office of the Deputy Director-General, the Gender Directorate and all other SMS members on gender programming.

Data provided indicate that all Heads of Departments are males, including the GFP, but there is evidence that transformation is taking place in the DTI. The fact that the GFP is also a male is commendable in that this eliminates the biases and perceptions that gender equality work is woman-specific.

The DTI has shown commitment towards gender mainstreaming in that they provided gender disaggregated data, hence it can be concluded that gender is prioritised and is not just an add on to the GFPs job description.
3.2.13 Summary of organisational performance against macro-compliance obligations and women’s needs

Table 8: Progress towards gender equality in the Department of Trade and Industry

<table>
<thead>
<tr>
<th>KPA</th>
<th>Compliance</th>
<th>Identified gaps</th>
<th>Achievement</th>
<th>Persistent challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Power sharing and Decision making</td>
<td>SADC declaration -EEA</td>
<td>-Lack of support from managers to appoint women at decision-making levels</td>
<td>-Compliance with legislative requirements for non-discrimination</td>
<td>-Enforcement or the reviewed recruitment policy and the standard operations procedure.</td>
</tr>
<tr>
<td>3. Employment</td>
<td>-Recruitment policy reviewed to ensure alignment to transformation policies and practices. -Sexual harassment policy has been developed - 16 days of activism celebrated every year and serves as an information sharing session on violence against women</td>
<td>-Non-compliance by some managers - Poor attendance</td>
<td>-</td>
<td>Recruitment standard operating procedure (SOP) to streamline processes in recruitment</td>
</tr>
<tr>
<td>4. Economic Empowerment</td>
<td>-SEDA Technology programme -Isivande Women’s group -BEE codes and score card -Annual Youth Seminar</td>
<td>Low participation of women entrepreneurs in the incubations - Gradual disbursement of the Isivande women’s fund</td>
<td>- Women access to business finance</td>
<td></td>
</tr>
<tr>
<td>5. Institutional Mechanisms</td>
<td>-Women Empower-ment forums - Dedicated Gender Focal point - The DDG championing transformation in the department</td>
<td>Delays in the appointment of a gender focal person</td>
<td>- GFP appointed</td>
<td></td>
</tr>
</tbody>
</table>
3.2.14 Challenges identified by the department

Some senior managers’ lack of knowledge about policies and legislation that promotes gender equality, compromises some of the gains that have been made regarding gender equality and empowerment of women in the DTI.

- Low participation of women entrepreneurs
- Gradual disbursement on programmes like Isivande Women’s Fund
- Delays in the appointment of a GFP
- Lack of enforcement of the reviewed recruitment policy
- Lack of commitment by some managers to appoint women at decision-making level.

3.2.15 Gaps identified

The department is silent about the following issues:

1. Absence of skills-development plans that promote upward mobility in the workplace and gender-mainstreaming training programmes for all officials.
2. Absence of a monitoring and evaluation tool in place rather than the performance contracts with gender as key performance areas (KPAs).
3. Absence of a succession-planning strategy
4. The department’s failure to attract more women entrepreneurs, and future plans on how to address this challenge.

3.2.16 Conclusion and recommendations

In order to achieve gender mainstreaming at its optimal level, and to address the challenges identified, the DTI has recommended the following interventions:

- Re-establishment of women’s forums with clearly defined terms of reference
- Service-delivery improvement plans to incorporate issues of gender and women’s empowerment
- Ongoing presentations on women’s empowerment and gender issues
- Inclusion of compliance with targets in the performance contracts of managers
- Proper planning for presentations
- Training of all officials on gender mainstreaming
- Developing an effective monitoring and evaluation tool for gender mainstreaming in the department
- Compulsory reporting on gender mainstreaming in all directorates and the provision of sex-disaggregated statistics.
3.3 CASE 3: DEPARTMENT OF INTERNATIONAL RELATIONS AND COOPERATION

3.3.1 Institutional information
The Department of International Relations and Cooperation (DIRCO) is in an International Cooperation, Trade and Security cluster. No data were provided about the Director-General; instead, data about the Head of the Gender Directorate were provided. The Gender Directorate is headed by a black male, who is appointed at Chief Director Level (level 14). He is reported to have had exposure to gender-awareness education and training. No data were provided about the institution where he received his training, the name or duration of the course, or the year in which the training took place.

The Department's GFP is a coloured female who has been appointed at Director level (level 13) and more than 80% of her work is dedicated to gender. The GFP has a postgraduate degree in Gender Studies from the University of Sussex. The duration of the course was two years, and she completed it during the 1990s. The GFP is a member of one decision-making structure, the Departmental Management Committee (DMC). Through her involvement in the DMC, she is able to give policy direction and participate in decision-making processes.

There are no policy guidelines that determine how and when to involve the GFP, and there are no enforcement measures in place for gender mainstreaming. DIRCO uses the Chief Director’s Business Plan and the departmental approved structure as their policy framework that informs the department about the GFP’s work.

3.3.2 Head of Procurement Services / Supply Chain
The Supply Chain Directorate is headed by a black male who has had exposure to gender-awareness and training, but no information was provided on the name of the institution that provided the training, the name of the course, its duration or the year in which it was done.

3.3.3 Mainstreaming gender in organisational systems – creating an enabling environment
DIRCO partly raises awareness of compliance obligations through a training plan that has been developed. The department ensures that the departmental policies are gender sensitive and comply with obligations made by government.
3.3.4 Equality and discrimination

DIRCO reported that it has put in place the following policies in compliance with the attainment of gender equality:

- Sexual Harassment policy
- HIV and AIDS policy
- Disability policy strategy.

3.3.5 Employment

The department reported that it operates in the promulgated Public Service Act and DPSA frameworks.

3.3.6 Economic empowerment of women

The department did not provide information on economic empowerment of women, and it can be deduced that there are no programmes in place for the economic empowerment of women.

3.3.7 Women involvement in decision-making processes

There are three key decision-making structures provided by DIRCO, firstly the Executive Management Committee, which is responsible for determining policy and strategic direction. The second one is the Director-General’s Forum, which is responsible for overall administration aimed at providing guidance on implementation of policy. Lastly, the Departmental Management Committee is responsible for implementing, monitoring and evaluating programmes. Of all these key decision-making structures in place, the department failed to provide statistics on their gender representivity. According to the strategic framework for gender equality in the public service, ‘the priority focus should be on women’s participation on decision making and the concomitant adoption of the public service employment equity target of 50 per cent representation of women in all senior management levels, in addressing women’s empowerment and leadership development.’

In the absence of data it is difficult to draw conclusions on the status of gender equality in this department. Numerous attempts (e-mail interaction and telephonic follow-ups) were made with the official who was tasked to complete the Web-based tool; however, there was evidence of resistance from management to providing him with data.
3.3.8 Overall analysis and finding in the DIRCO

The data provided by DIRCO are inadequate; hence it is difficult to make concluding remarks on the progress made by the department in meeting the government targets on gender equality and women’s empowerment. The department does not make mention of key policies and legislation like the Employment Equity Act, gender policy framework, gender policy, recruitment strategy, or the departmental gender policy.

The department does not comply with relevant legislation like the Employment Equity Act. The department reported that their Employment Equity plans include specific targets, but it could not provide statistics on the gender profile of the department. Information of economic empowerment of women was also absent in the data provided.

Based on the above information, it can be concluded that gender mainstreaming in the Department of International relations and Cooperation is non-existent, however, there is person who is appointed at Director level and a unit established to mainstream gender.
3.4 CASE 4: DEPARTMENT OF PUBLIC ENTERPRISE

3.4.1 Institutional information
The overall staff complement of this department is a total of 160 employees, of whom 92 are females and 68 males; 57 of the employees are senior managers, with 26 females and 31 males. The difference in terms of senior management is not that huge and one can deduce that the department is making significant strides in elevating the status of women for upward mobility.

The department falls in the government’s Economic cluster. The respondent from the department is a black female with physical disabilities, and she is employed at the level of Deputy Director: Performance Management and Special Programmes. She is the department’s Gender Focal Person (GFP). She assumed duties in 2004, and reports to the Director: Human Resources. She indicated that less than 30 per cent of her GFP work is dedicated towards gender mainstreaming even though gender work is incorporated in her job description and performance appraisal.

The political head/minister is a white female who is a member of the African National Congress. She assumed duties in May 2009. The Minister received gender-awareness education and training from the University of the Witwatersrand (WITS).

The GFPs appointment at Deputy Director level is below senior management level. This is in contravention of the South African National Policy Framework for Women’s Empowerment and Gender Equality (2001 p.viii) and the Strategic Framework for Gender Equality in the Public Service (2006–2015 p.3) which recommended that GFPs should be appointed at Director level, and should be located in the Director General’s office. The GFP can only interact with the political head through the Director: Human Resources. The GFP does not have formal training on women and gender issues, vocational training in women and gender issues, and also no other exposure to women and gender issues. The report indicates that the GFP has got specific exposure to gender mainstreaming training through the Public Administration Leadership and Management Academy (PALAMA). The duration of the training was five days only. She further does not have specific training on women’s rights and gender instruments.

3.4.2 Decision-making structures
In terms of the decision-making structures, the GFP participates in the Transformation Committee as an invitee, and she is not involved in any decision-making structure where she can raise an opinion on or veto a planned appointment. There are no policy guidelines on when and how to involve the GFP. In relation to policy frameworks that inform the
department in terms of the structure and work of the GFP, the following structures are considered: the Strategic Framework for the Public Service, National Policy Framework for Women Empowerment and Gender Equality, and the Employment Equity Act. The head of procurement services or supply chain management is a white male who is appointed at Director level. The Director: Procurement has never been exposed to gender awareness and training in his career.

There are three key decision-making structures in the department. These are:

1) The Executive Committee (EXCO) is one of the key decision-making structures in the department, and the purpose is to ensure alignment of decision-making amongst different business units. Its function is to oversee the implementation of both cross-cutting decisions and those relating to individual units, having implications for the objectives of the department. In terms of the level of authority, this structure comprises eleven members, of whom eight are women and three are men.

2) The other key decision-making structure is the Operations Committee (OPSCOM), and its main purpose is to ensure the alignment of support functions in the entire department, and to ensure that these support functions subscribe to shorter turnaround times, with high standards and quality, and to ensure that there is adherence to prescripts and legislation. This structure is represented by three women only.

3) Another key decision-making structure is the Department of Public Enterprise (DPE) Board, and the focus is on integrated management of State Owned Enterprises (SOE) and ensuring alignment of performance management and criteria across SOEs. The structure focuses mainly on providing the Executive Authority with an integrated view of the performance of an SOE from a portfolio perspective and proposing of improvements in identified areas of poor performance, as well as ensuring a high level of governance among SOEs. The structure consists of ten members, of whom three are women (30% representation), and seven are men (70%).

3.4.3 Performance (measures and impact) on women and gender

There were no data available on the section of performance (Measures and Impact) on women and gender. It was only indicated that a gender audit was never conducted.

3.4.4. Gender mainstreaming in all organisational decisions and processes: awareness of compliance obligations

In relation to the extent of gender mainstreaming in all organisational decisions and processes: awareness of compliance obligations, the department indicated that they have a management buy-in to meet the target of 50/50 men and women represented in positions...
of senior management. The gaps identified are, as mentioned above, that there are more males than females in senior management. Statistics received included the staff complement, which reflects SMS under Institutional Information. The department is gender sensitive and deals with discrimination at all levels. It was indicated that legal frameworks are gender sensitive, however, the GFP has never been consulted to participate in the engendering process; nevertheless, this gap was identified and assurances were made that there was a need to include the GFP in the process. Policy and decision-making processes are non-discriminatory and gender sensitive. Funds are available for the development of women in the department. The training budget for the current financial year is R1 680 000, and to date all relevant training requests in line with the individual development plan or relevant to business needs were approved, irrespective of gender or level. The department recognises the importance of developing employees and ensures that their knowledge and competency are current, to be able to deliver in terms of its mandate. This is their evidence backing up the statement.

The department has not yet implemented policy and gender-analysis tools. It is presumed that they had not as yet embarked on the process of analysing the impact of gender mainstreaming, both internally and externally. This does not contradict the previous statement. There are equal opportunities for women attending capacity-building activities. The department has a provision to monitor gender equity as well as training and development on a monthly basis. Gender-sensitive principles are applied in terms of the performance-appraisal system. It transpired that there is no discrimination in terms of employment and human-resource practices. Opportunities are there for women in terms of skills development; hence the same standards are expected for males and females in terms of service delivery. The budget for bursaries is R770 000, and all requests for further studies in line with the Education, Training and Development policy were approved irrespective of gender or level. This is the evidence they provided. The procurement process recognises women bidders. No discrimination is taking place in relation to inter-governmental and international relations, and this is based solely on competence. Bids are awarded on competence and there is no discrimination against women. Black enterprise was awarded 5% of contracts, with more than 50,1% black ownership (including black women) for the period 1 April 2009 to 31 March 2010. This supports their statement on competence.

Gender mainstreaming is being integrated in the planning process, and gender-equality targets on SMS level and per unit have been set. Monitoring and evaluating systems exist to ensure gender compliance. Performance appraisals and enforcement is done without any gender discrimination. Policies are constantly reviewed to ensure their compliance with gender-equality legislation. Reporting is done to relevant external stakeholders.
3.4.5 Analysis (Department of Public Enterprise)

Data received from the Department of Public Enterprise reveal that it has employed a female Gender Focal Person; however, one area of concern is that the GFP also deals with Performance Management and Special Programmes. This indicates that her responsibilities do not focus only on gender issues. This is contrary to a recommendation made in the South African Gender Policy Framework, which proposes a process that moves away from treating gender issues as something at the end of the day. This has been evident where the respondent indicated that gender comprises 30% of her work, and according to the information received this work is only done internally in the department. She does not have any other programmes to mainstream gender externally. The question which arises then is this: “What influence does the GFP have internally and externally with regard to gender mainstreaming issues? The 70% workload focuses on other matters apart from gender-equity mainstreaming.

The department has made a positive move by employing a person with disabilities, in that this category of the vulnerable groups is also represented in the overall structure of the department. However, there is no consistency in terms of lines of reporting as she reports to the Director: Human Resources. Gender considerations and the overall recognition of South Africa’s obligations internationally and regionally should be considered when decisions of placement of GFPs are concerned (PII). This is based solely on the fact that gender issues in this department are limited to human-resource functions, especially performance management and gender is treated as a special programme. It is given the same status with programmes such as HIV and AIDS and the management of disability. This has the potential to undermine service-delivery issues and the elevation of women in respect of the mandate of this department.

The fact that the GFP does not have any formal training in women and gender studies, and that she only attended a week’s training course that was offered by PALAMA, raises questions about her capability to mainstream gender both internally and externally. Article 10 of CEDAW makes reference to ending discrimination in education, including in professional and vocational training, and other means of receiving an equal education. If the GFP in this department has not been accorded such an opportunity to be exposed to gender and women’s issues, this simply means lack of adherence to the legal international frameworks such as CEDAW.

Furthermore, the fact that the GFP participates in the Transformation Committee only as an invitee, and is not involved in any decision-making processes and structures where she can raise an opinion or input from the gender perspective, is also highly questionable. According
to the 1994 World Survey on the Role of Women in Development (www.unwomen.org/resources/world) three factors were identified leading to women’s poor representation at decision-making levels. These are the predominantly male culture of management, the continuing current effects of past discrimination, and the lack of recognition of women’s actual and potential contribution to management. The third factor is one that the department has to look into, solely because the GFP must influence decisions in these structures from a gender perspective, in order to ensure that gender mainstreaming takes place in all departmental plans and processes.

Despite the department’s acknowledgement that it espouses the 50/50 targets in SMS positions, evidence points to the fact that there are more males than females in senior management. This is a commendable target, but one has to guard against ‘malicious compliance’, trying to paint a good picture. The question is what quality input these women are bringing into the senior management and decision-making structures. It is critical in this instance that the department needs to guard against the glass-ceiling factor, which describes the invisible barriers that stand between women and higher-level jobs; for example, employment rules, regulations and performance evaluation systems tend to be gender biased and skewed towards males. Other obstacles are more structural, such as the lack of opportunities for training, as well as women often lacking the necessary skills. It is critical to adhere to the Employment Equity Act No. 55 of 1998, which stipulates that employment in any category should be based on knowledge, skills and attributes, therefore women should not be appointed in positions because they are women. Strong negative views about women’s ability to assume leadership positions add further barriers.

The department is making strides to ensure empowerment of women in terms of skills development, as it has been indicated that there are equal opportunities in terms of capacity building. It also transpired that there is no discrimination in terms of employment and human-resource practices. In this instance the department is making significant progress in the integration of gender considerations in the transformation of the Public Sector, by ensuring that non-sexism, as enshrined in the Constitution of South Africa Act No. 108 of 1996, is promoted. In this instance the department is also implementing Article One of CEDAW that deals with exclusions and restrictions on the basis of gender, with regard to skills development. One question, though, might be at what level of categories of employment most women are benefiting from these opportunities, and whether this contributes to their upward mobility in the department.

The department indicated that monitoring and evaluating systems exist to ensure gender compliance. It should be noted with caution that the department is a service-delivery institution, and possibly the instrument did not probe the question of compliance externally,
in terms of how the monitoring and evaluation (M&E) systems ensure gender compliance in relation to service delivery. The National Policy Framework proposed monitoring and evaluating indicators, including these:

- women’s enhanced access to resources for economic development
- women’s earning power and their involvement in the economy.

It is then critical for the M&E systems to be in place to measure both internal and external gender compliance, in that external compliance relates to the department’s programmes and projects aimed at empowering and elevating the status of women to deal with issues such as poverty, as raised in the National Policy Framework. Policies are constantly reviewed, but there was no information on tangible results based on policy implementation where there is gender disaggregation in terms of beneficiaries.

The department has several key decision-making structures, but due to the appointment level of the GFP, she cannot influence such decisions. Possibly there is a need to focus not on one level, but on the overall responsibility of the GFP, both internally and externally with regard to gender mainstreaming. The department did not do a gender audit.
3.5 CASE 5: NATIONAL INTELLIGENCE AGENCY

3.5.1 Institutional information
The respondent is a male who is the head of the National Intelligence Agency (NIA), and this is a security cluster. The political head is at the level of minister and is a male from the black African population group. He is a member of the African National Congress. The political head does not have exposure to gender-awareness education and training.

The GFP in the NIA is an African male and his immediate supervisor is a General Manager: Human Resource. The respondent indicated that 50% or more of the work done is dedicated to gender issues, and hence gender work is part of his job description and performance appraisal.

The GFP is appointed at the level of director, and he deals with Human Resource Provisioning. The mechanism for the GFP access to the political head and administrative head is the immediate supervisor. The GFP has received formal training from the University of Pretoria in issues of women and gender, and the focus of the course was on budgeting for gender mainstreaming, which happened in one week. He also received vocational training in women and gender issues for five days, focussing on women’s empowerment and development. Other exposure to women and gender studies were done by the Office on the Status of Women (OSW) focussing on the National Gender Machinery Framework. Specific exposure to gender mainstreaming training, women’s rights and gender instruments were done in the form of a one-day workshop.

3.5.2 Decision-making structures
In relation to decision-making structures, the GFP is a member of the Employment Equity Forum, as well as a member of the Personnel Selection and Appointment Board. There exist no policy guidelines on when and how to involve the GFP in these structures. The organisation’s approach to the structure and work of the GFP are informed by the following: CEDAW, BPFA, Millennium Declaration and Millennium Development Goals, the Vienna Declaration on human rights, the Copenhagen declaration on social integration, the ILO convention, the African Union Solemn Declaration on gender equality in Africa, the SADC declaration on gender and development, UN resolution 1325, gender strategy, the NIA employment equity directive, the NIA sexual harassment and promotion of racial tolerance policy, and the NIA HIV and AIDS Policy and Procedures.

The NIA has got one key decision-making structure, which is the Executive Management Committee; this structure develops and implements strategy for the agency and further
monitors and evaluates the implementation of the strategy. The appointment criterion in this structure is based on expertise, with three members of whom one is a female. The NIA did not provide any information on the organisational gender profile or status.

The head of Procurement Services or Supply Chain Management is an African female, who does not have exposure to gender-awareness education and training.

In relation to mainstreaming gender in organisational culture and systems, the NIA implements a gender strategy and sensitises structures on gender issues. They also focus on a gender-sensitive culture to deal with the perception that certain jobs are meant for specific genders. There is also the existence of gender-sensitive policies, and the representation of women in policy and decision processes receives priority, hence they have identified the lack of representation of women in these structures. In terms of women and financial resources, there is a forum. It was indicated that there are policies which are gender biased, and women are being trained and allocated bursaries for further studies.

3.5.3 Performance (measures and impact) on omen and ender
In relation to HR and employment practices, there are recruitment targets. The department has a 50% target for women in management. Information received indicates that a workplace skills plan exists but is not fully implemented. There is a procurement policy that prioritises women. The NIA has established relationships with OSW and DPSA, and attends international conferences. There is also an Employment Equity Forum. Planning structures, systems and processes are in place to ensure the achievement of 50% representation of women in management. The NIA target of 50% representation of women in management is compliant with the national targets set. Monitoring and evaluating systems are in place, for example the Employment Equity Forum, and appraisal systems are in place for all members of staff. In terms of performance (measures and impact) on women and gender, the NIA indicated in March 2009 that the agency conducted a gender audit, which assisted in identifying gender gaps in the department.

3.5.4 Gender mainstreaming in all organisational decisions and processes: awareness of compliance obligations
In dealing with equality and the eradication of discrimination, the agency has put in place several policies, namely, the sexual harassment policy, employment equity policy and HIV and AIDS policy, and the gap is in the integration of these policies into business plans. The agency makes every possible attempt to eliminate workplace discrimination, and more awareness campaigns are conducted. In dealing with and alleviating poverty, they have child-care facilities, housing allowances and maintenance-payment arrangements.
In respect of employment, the agency has a recruitment, selection and appointment policy, and the human resource section focuses on training and development. There is also a total wellness policy, and a concern was that some members are not fully utilising this service. In relation to economic empowerment, there is a procurement policy and a tender committee where women who are tendering receive preference. As indicated before, the agency has an employment equity policy. The agency recognises the under-representation of women in certain occupational categories, and it makes every possible attempt to fill the gap.

The agency adequately deals with women facing additional disadvantage, in that they have a disability strategy, a gender strategy etc. The respondent indicated that the agency is trying by every possible means to reduce challenges faced by women in advancing their careers. In strengthening civil society, the agency focuses on social investment, placing emphasis on orphans through the Vukuzenzele Project where useful goods are collected and donated. In terms of monitoring and evaluation mechanisms, the agency has a performance-management policy and an employment-equity policy, and there is a moderating committee and a forum focusing on the two.

3.5.5 Analysis (National Intelligence Agency)

Information received from the National Intelligence Agency (NIA) indicates that the head of the agency and the political head are males. The political head does not have exposure to gender-awareness education and training. This might have certain implications in terms of ensuring a gender-sensitive agency, and since this is a security cluster, the possibility might be that it is male dominated. Also, the GFP in the NIA is a male from the black African population group and he reports to the general manager: human resource.

The GFP is appointed at the level of Director and besides focusing on gender mainstreaming in the organisation, he also deals with human resource provisioning. The data do not reveal the reasons behind having men outnumbering women significantly in terms of occupying significant positions in the NIA. Article Two of the Protocol to the African Charter on Human and People’s Rights, on the Rights of Women in Africa, deals with the elimination of discrimination against women. One of the commitments from Article Two is that institutions need to integrate a gender perspective in all spheres of life, and this needs to form part of development plans, programmes and activities. It seems in the NIA, there are still perceptions that certain job categories or employment opportunities are solely meant for males. On a positive note, however, it is encouraging to see men occupying the positions of Gender Focal Person in that it removes the stigmatisation of women being responsible for gender mainstreaming.
It is worth noting, from the information received from the NIA, that the GFP has received training, formal and vocational, on gender issues, and his work is mostly guided by a number of international instruments and national prescripts focussing on gender-equality issues. This is commendable for the institution because there is evidence that incumbents are appointed on the basis of knowledge, skill and abilities, and not necessarily because of their genders. It is also interesting to note that the GFP participates in several decision-making structures. The head of procurement is a female and has not had exposure to gender-awareness training and education, but interestingly the agency has a procurement policy where women who are tendering receive preference, as stated earlier. In this case the NIA adheres to the National Gender Policy Framework in relation to economic empowerment and alleviating poverty, and one might say with authority that there exists a significant implementation of the Preferential Procurement Policy Framework Act No. 5 of 2000 (PPPFA).

The NIA has gender-sensitive policies, and has identified that lack of representation of women in policy and decision-making processes, however, the data and the questionnaire do not probe the extent to which this has been addressed, or how this identified gap has been dealt with. There is only one decision-making structure in the NIA, and it consists of three members, of whom one is female. Information on the agency’s gender profile was not provided. The agency has a disability strategy and a gender strategy and, overall, women are being empowered through removing and dealing with barriers which hinder their development and elevation.

3.5.6. Recommendations and conclusion

It has been clear from the information received that gender issues do not receive a generic consideration in institutions. Firstly, the level of appointment of the GFP in the Department of Public Enterprise as a Deputy Director leaves a lot be desired, because that person cannot influence policy and decisions from a gender perspective. The NIA conforms by employing a man, and this removes the stereotypical notion that gender work is meant for women. Levels of appointments might have certain devastating implications in delivering a service that is gender sensitive. Training is another challenge that was manifested in the information received, because it has been clear that a great deal of training in relation to women’s issues and gender is deemed to be the competency and responsibility of the GFP, and the question now is how about other senior managers sitting in strategic decision-making processes in the department.

On the contrary, the NIA has proven to be making significant strides in their recognition of gender issues from training to implementation; however, it has been obvious that since it falls in the security cluster, and this was previously a male-dominated department, they need to ensure that women are also encouraged to apply and be part of the intelligence and
security industry in South Africa. Despite this criticism, this GFP has knowledge, skills and attributes to do the job effectively. What is worrying though is that his scope of work is limited to Human Resource functions. An example is the report on Gender Equality in the Private Sector (CGE: 2008), where it was established that gender work is allocated to the Human Resource Manager.

On the basis of the information received, the following five recommendations are made:

• The functions and location of GFPs need to be taken seriously, as clearly articulated in the National Policy Framework for Women’s Empowerment and Gender Equality, and the Department of Public Enterprise needs to upgrade the level of the GFP.

• Departments need to be empowered on gender-mainstreaming processes and requirements (both internally and externally).

• Gender needs to be part of the performance agreement for all senior managers to ensure the delivery of services that are gender sensitive.

• CGE and other strategic partners in the gender fraternity must lobby and propose the enactment of the National Policy Framework to be legislated, so that departments and other institutions can be held accountable.

• GFPs must be appointed at levels where they can influence decisions in their respective departments and focus their work only on gender issues.
3.6 CASE 6: PALAMA

3.6.1 Institutional background (CGE's understanding of PALAMA)
As a developmental state and a new democracy, South Africa requires a public service that is professional, accountable, efficient and effective. Transforming, improving and sustaining this sector requires appropriate capacity building on a large scale. PALAMA, the Public Administration Leadership and Management Academy, has been mandated as the training arm of government to professionalise, build capacity and support career advancement in the Public Service. PALAMA was officially launched in August 2008.

PALAMA has the statutory responsibility for arranging or overseeing management and development training for the public service in national, provincial and local government. In terms of its new two-stream strategy, it focuses on the 10 000 members of the Senior Management Service (SMS) and it ensures that the 250 000 junior and middle managers (JMMS) access at least one week of formal professional development per year. PALAMA works with departments and external training providers to ensure that students from across government can get the best, most relevant training for their jobs in the Public Service.

PALAMA’s training is tailored to the management competencies required at different operational levels in government. The courses are accredited by the Public Sector Education and Training Authority (PSETA) or through it by the various other Sector Education and Training Authorities (SETAs). Participants on some PALAMA courses can also receive diplomas and certificates from prestigious training institutions, including universities if these are credit-bearing or professional programmes. PALAMA also complements in-house training by departments. Training can become a stepping stone for career progression in the Public Service.

The roll out of public-service training and development on a significantly higher scale than ever before (about a ten-fold increase) requires the support and partnership with the full range of service providers such as universities, further education and training colleges, provincial and local-government academies, NGOs and the private sector. Their offerings are cumulatively oriented to government requirements by the learning framework of accredited curricula and materials, and the monitoring of provision, administered by PALAMA.

3.6.2 Mainstreaming gender in organisational culture and systems

3.6.2.1 Measures aimed at creating an enabling environment
The study notes that despite progressive policies, the environment is still male dominated with men dominating the senior management of the organisation. The role of women is therefore limited to decision making. There is also no budgetary allocation for the GFP to
implement programmes and the institutional budget is not gender sensitive. There are no specific programmes aimed at empowering women and gender equality.

3.6.3 Gender transformation enabling mechanisms
Gender transformation does not form part of the manager’s performance assessment. As a result they do not feel responsible for gender transformation. The lack of gender disaggregated data, a gender management system, and a gender sensitive M&E system, contributes to the failure of gender transformation in the department. Although 32% of PALAMA staff received training on gender mainstreaming, the information is not disaggregated in terms of gender, level of employment, etc.

3.6.4 Integrating gender equality impact considerations in programmes and projects
There seem to be a number of gaps between policy and practice, with regard to advancing gender equality and women’s empowerment. Gender programming through programmes and projects is not always considered. Enforcement of policies remains the responsibility of all employees, and failure to do so should result in management taking action. However, this does not seem to be the case in PALAMA, due to a poor monitoring and evaluation system, and lack of accountability by all managers failing to implement what is contained in the policies and plans of the department.

3.6.5 Supporting gender transformation through business systems
Reporting on gender equality and empowering women is not encouraged, and reports are not shared with other stakeholders. Lack of capacity for gender mainstreaming, in both human resources and technical skills, remains a challenge in ensuring consistent monitoring. The GFP does not work exclusively on gender-mainstreaming programmes. There are no strategies in place to ensure empowerment of women through business systems, either through performance appraisals (internally) or procurement (externally).

3.6.6 Gender profile of key role players

Table 9: information about key role players in mainstreaming gender in the workplace

<table>
<thead>
<tr>
<th>Position</th>
<th>Level</th>
<th>Sex</th>
<th>Race</th>
<th>Training in gender</th>
</tr>
</thead>
<tbody>
<tr>
<td>HoD</td>
<td>Director-General</td>
<td>Male</td>
<td>Black</td>
<td>None</td>
</tr>
<tr>
<td>GFP</td>
<td>Director</td>
<td>Female</td>
<td>Black</td>
<td>None</td>
</tr>
<tr>
<td>Head of HR</td>
<td>Chief Director</td>
<td>Male</td>
<td>Black</td>
<td>None</td>
</tr>
</tbody>
</table>

The key structure to gender mainstreaming as reflected above does not comply with the requirements of the South African National Policy Framework for Women Empowerment and Gender Equality. The GFP must report to the HoDs directly in implementing gender policy: HoD’s eight principles and other related instruments.
It is also evident that the GFP does not sit on the institutional decision-making body (Executive Management Committee), which comprises Chief Directors and the Director General only. This therefore raises doubts as to whether rights and interests of women are considered in decision-making in PALAMA. Training in the area of gender for the executive, senior managers and the GFP remains central in achieving gender mainstreaming in the organisation. However, the GFP, HoDs and Head of Human Resources have never received training in the area of gender.

3.6.7 Organisational gender profile

**Table 10: Organisational gender profile**

<table>
<thead>
<tr>
<th>Name of structure</th>
<th>Level of participants</th>
<th>Number of males</th>
<th>Number of females</th>
<th>Percentage of females</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Management Committee</td>
<td>15 – 16</td>
<td>4</td>
<td>1</td>
<td>20%</td>
</tr>
<tr>
<td>Senior Management Committee</td>
<td>13 – 16</td>
<td>24</td>
<td>21</td>
<td>48%</td>
</tr>
<tr>
<td>Departmental Bargaining Chamber</td>
<td>SMS &amp; Non-SMS</td>
<td>2</td>
<td>2</td>
<td>50%</td>
</tr>
<tr>
<td>Employment Equity Forum</td>
<td>SMS &amp; Non-SMS</td>
<td>6</td>
<td>11</td>
<td>65%</td>
</tr>
<tr>
<td>Bursary Committee</td>
<td>SMS &amp; Non-SMS</td>
<td>2</td>
<td>4</td>
<td>66%</td>
</tr>
<tr>
<td>Job Evaluation Panel</td>
<td>SMS &amp; Non-SMS</td>
<td>6</td>
<td>4</td>
<td>40%</td>
</tr>
<tr>
<td>Occupational Health and Safety Committee</td>
<td>SMS &amp; Non-SMS</td>
<td>5</td>
<td>6</td>
<td>55%</td>
</tr>
</tbody>
</table>

There is low representation of women in Executive and Senior Management positions in PALAMA. Women dominate in the forum that does not necessarily deal with the day-to-day running of the business at PALAMA.

According to the information received from PALAMA, there are more women in planning structure and process, with 51.2% being women and 48.8% men. Men make up 50.5% of project committees and women 49.5%; development project committees are 66.7% male and 33.3% female. There are no women appointed by the department at international level, and for international trips women formed 36% of the members while 64% were men. There is therefore a very low level of women’s participation at international level in the department. In total, PALAMA appointments are 61% male and only 39% female. It is very clear that the goal of 50/50 has not yet been achieved in PALAMA.
3.6.8 Gender equality and women’s empowerment trends and indicators

Table 11: Gender indicators and trends in PALAMA

<table>
<thead>
<tr>
<th>#</th>
<th>Indicator</th>
<th>Challenges and gaps*</th>
<th>Interventions*</th>
<th>Principal subjects of concern and comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>Equality and Discrimination</td>
<td>- Policies have not been reviewed to ensure gender equality</td>
<td>- Policies to be reviewed and gender mainstreamed</td>
<td>4.1.1 The CGE expresses its concern that, in spite of all forums and existing policies, the actual implementation does not seem to be taking place. The CGE further notes that there is a need to ensure that all policies with the institution are gender sensitive.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Awareness practices have not been institutionalised</td>
<td>- The reviewed policies to be workshopped with PALAMA</td>
<td>4.1.2. The CGE recommends that PALAMA should incorporate discrimination as defined in CEDAW as it is very important, due to its clear definition of discrimination, and it could assist in any intervention mechanisms when needed, in terms of policy development and implementation. The CGE further recommends that the department must develop, as a matter of priority, a comprehensive internal gender-communication strategy for awareness prior to and following policy amendment or development. Unavailability of this strategy may lead to uninformed contribution to policy development and adoption for the purpose of compliance not institutional development.</td>
</tr>
</tbody>
</table>
### 4.2 Governance, Power-Sharing and Decision-Making

| 4.2 | Governance, Power-Sharing and Decision-Making | The Executive Management Committee is currently 20% women | Recruitment processes should take into consideration the EE targets of 50% representation of women on SMS |

#### 4.2.1 The CGE expresses concern about low representation of women in Executive and Senior Management Committees, noting the high number of women in PALAMA; this surely contributes to high inequality in the organisation and the country at large.

#### 4.2.2 Noting that organisational gender transformation should cut across all levels. The CGE recommends that 50% representation must be taken seriously, with clear timelines and targets for Executive Management Committee and Senior Management Committee. Achievement of such indicators must form part of the HoD’s KPI.
| 4.3 Poverty | There are no family-responsive policies or procedures that support the establishment of workplace child-care facilities and flexible working times for parents. | Family-responsive policies and procedures need to be developed and implemented |

4.3.1 The CGE notes with concern the unavailability of family-responsive policies and procedures, the impact of stable or unstable family on women's performance in the workplace can never be over-emphasised. Hence there is a need for the employer to create an enabling environment for women to maximise their productivity without having family life as a barrier to their performance.

4.3.2 The CGE therefore recommend that, as a matter of urgency, the department should develop policies and procedure in consultation with women, which would enable women to maximise their productivity without neglecting their families or their families being barriers to their productivity.

4.3.3 Key to this indicator is institutional incorporation of poverty alleviation into its strategies and programme, and this has not been clearly addressed in the PALAMA response.
| 4.4 | Employment | Recruitment and selection panels are not gender balanced. The GFP is not always consulted with regard to EE targets. | Improve gender balance in the recruitment and selection panels. |

4.4.1 The CGE is concerned with gender imbalances in the recruitment and selection process. However, what is critical is whether the panel understand the importance of EE targets, gender equality and women’s empowerment principles when recruiting and selecting candidates for employment. The implementation of EE targets should not be determined by the presence of the GFP on the panel, but it should be a matter of principle in the organisation.

4.4.2 The CGE recommends that Human Resource staff, executive and senior managers should all be trained on a gender mainstreaming course. It further recommends that gender equality should form part of the unit manager’s Key Performance Indicators (performance contracts).

4.4.3 The CGE further recommend that, PALAMA should develop a skills-development plan for its staff members, that provides women with skills that will assist them with upward mobility in the institution.
<p>| 4.5 | Health Care | On-site health facilities are available to both men and women. However, these need to be structured to accommodate specific needs of women and men. | Quarterly health screening and HIV testing services need to be brought on-site for easier access. More women than men access these services. | 4.5.1 Noting the availability of health-facility on-site and quarterly health screening, the CGE is concerned about the clear policy and procedure for women when pregnant, prior to and post maternity leave, and health education and support. 4.5.2 Education for women on their reproductive rights and HIV is crucial for women’s health and, ultimately, maximisation of productivity in the workplace. It is therefore recommended that PALAMA should develop communication materials for women to empower them on their rights. 4.5.3 The lower response of men remains a concern to CGE; it is therefore recommended that men should be encouraged to test for HIV and participate in other health programmes offered by the department. |</p>
<table>
<thead>
<tr>
<th>4.6</th>
<th>Violence Against Women</th>
<th>There are no statistics kept on gender violence. This could be due to employees not knowing of support structures available to people who disclose that they are abused.</th>
<th>Data to be collected by PALAMA to inform staff. Decisions need to be disaggregated demographically.</th>
</tr>
</thead>
</table>

4.6.1 The CGE expresses its concern on the unavailability of statistics on Violence Against Women, more specifically cases of sexual harassment in the workplace. Another concern is uncertainty of the employer on the knowledge of employees with regard to available support structure and services for abused women.

4.6.2 The CGE recommends that PALAMA should create a database of statistics of Sexual Harassment cases in the workplace and any other form of violence against women. Speedy finalisation of Sexual Harassment Policy and encouragement of women to report cases should be prioritised.
<table>
<thead>
<tr>
<th>4.7</th>
<th>Economic Empowerment</th>
<th>Procurement processes not fully implemented</th>
<th>There is a need for workshopping of gender-equitable procurement processes.</th>
</tr>
</thead>
</table>

4.7.1 The CGE expresses its concern over the poor implementation of procurement policy, which may have negative effects on women-owned business.  
4.7.2 Noting the current economic situation and high statistics of women trapped in poverty, the CGE urges PALAMA to focus, as a matter of priority, on reviewing its procurement policy to allocate a certain percentage of business to SMMEs owned by women, to large businesses owned by women, and of large businesses subcontracting to businesses owned by women. These should further be included in the KPIs of the Procurement Unit Head.  
4.7.3 PALAMA is further urged to ensure full implementation of the Preferential Procurement Policy Framework Act.  
4.7.4 A continuous gender auditing of procurement procedures and compliance is highly recommended.
| 4.8 | Institutional Mechanisms | PALAMA is moving towards developing gender-responsive and inclusive offerings for the Public Service. This practice is still to be institutionalised, prioritised and adhered to. | Institutionalise the development of gender-responsive and inclusive offerings that address the KPAs listed here. |
|  |  |  | 4.8.1 The CGE expresses its concern over the unavailability of capacity to mainstream gender, adequate authority, access of the GFP to decision-making, and gender-sensitive coordination of programmes and projects in PALAMA. |
|  |  |  | 4.8.2 The CGE recommends that PALAMA should increase capacity in the office of the accounting officer to deal with gender issues and programming; establish gender forum in PALAMA; the GFP to sit on the highest decision-making body of the institution. |
| 4.9 | Human Rights | PALAMA is moving towards developing gender-responsive and inclusive offerings for the Public Service. This practice is still to be institutionalised, prioritised and adhered to. | Institutionalise the development of gender-responsive and inclusive offerings that address the KPAs listed here. | 4.9.1 The CGE is concerned with unavailability of mechanisms in PALAMA that aim at promoting human rights, the institution having the whole responsibility to ensure that human and women’s rights are disseminated, promoted and protected. Institutions must put in place measures such as policies and programmes that prohibit violation of human rights. It is however clear that PALAMA does not have special measures such as those that prevent the use of culture to discriminate against women or their enjoyment of full human rights.  
4.9.2 The CGE recommends that PALAMA must adopt a policy that aims at managing cultural diversity and promoting human and women’s rights. A communication strategy through Web dialogues or pamphlets can be used to share information on human rights. |
| 4.10 | Media & ICT | PALAMA is moving towards developing gender-responsive and inclusive offerings for the Public Service. This practice is still to be institutionalised, prioritised and adhered to. | Institutionalise the development of gender-responsive and inclusive offerings that address the KPAs listed here. |
| 4.10.1 The CGE expresses its concern about the role of women in Media & ICT, and gender sensitivity of media use with PALAMA. |
| 4.10.2 The CGE recommends that gender-sensitive Media & ICT policy be developed in PALAMA. The policy should provide clear guidelines to the Media & ICT unit on the use of language, pictures and other modes of communication; such use should not promote gender stereotyping or be demeaning to women. |
| 4.10.3 The CGE further recommends that women should be trained in the Media & ICT sector in PALAMA. |

| 4.11 | Women Facing Additional Disadvantages | PALAMA is moving towards developing gender-responsive and inclusive offerings for the Public Service. This practice is still to be institutionalised, prioritised and adhered to. The selection committees are not always gender balanced | Institutionalise the development of gender-responsive and inclusive offerings that address the KPAs listed here. The EE Plan targets should be enforced and the GFP consulted at all times. |
| 4.11.1 There are no programmes in place aiming at women facing additional disadvantages in PALAMA. |
| 4.11.2 The CGE recommends that a skills-development plan, Employee Wellness Programme and EE targets should provide clear targets for all categories of women. |
### 4.12 Strengthening of Civil Society

**PALAMA** is moving towards developing gender-responsive and inclusive offerings for the Public Service. This practice is still to be institutionalised, prioritised and adhered to.

**Institutionalise the development of gender-responsive and inclusive offerings that address the KPAs listed here.**

**4.12.1** There are no support mechanisms in place or involvement of NGOs in other developmental processes in PALAMA.

**4.12.2** The CGE recommends that PALAMA should set aside a budget for NGOs and, furthermore, PALAMA should foster relations with NGOs and involve them in other internal processes such policy development.

### 4.13 Monitoring and Evaluation Mechanisms

**Implementation of gender programmes and gender mainstreaming are not enforced in the performance agreement of managers.**

There is no comprehensive monitoring tool for the implementation of gender programmes.

**Need to establish and institutionalise a gender-management system in PALAMA.**

**4.13.1** In order to establish progress towards gender equality in the department, there should be constant monitoring of plans and evaluation of results. This requires proper and gender-sensitive M&E systems.

**4.13.2** Noting the fact that PALAMA does not have effective and gender-sensitive M&E systems in place, the CGE recommends that, under the leadership of GFP and M&E Unit, PALAMA should develop gender-sensitive M&E systems. CGE further recommends that achievement of gender equality should be infused in the performance indicators of all managers.
3.6.9 Summary of findings

Sufficient data have been gathered to support the quality and accuracy of the conclusions reached in this report. The conclusions are based on our analysis of the information provided by the respondent, PALAMA. The evidence and conclusions reached in this report meet professional Gender Monitoring and Evaluation standards and are sufficient to provide senior management with accurate and reliable findings.

In our opinion, there hasn’t been sufficient work to ensure gender mainstreaming. Human resources and capital resources remain the force for development, implementation and monitoring of policies; without these kinds of resources in place, it will remain a huge challenge for PALAMA to achieve gender mainstreaming. We therefore concluded that gender mainstreaming is at a very low level and not effective. We are nevertheless satisfied with PALAMA’s compliance with, and responses to, this monitoring process.

6.6.10 Recommendations

We would like to make the following recommendations to PALAMA:

• Develop policies (such as Gender Issues, Sexual Harassment, Cultural Diversity and Promotion of Human Rights Policy, Media & ICT Policy, and Gender Sensitive M&E System).

• Increase human resource capacity to develop, implement and monitor policies.

• Increase human resources for gender mainstreaming.

• Allocate budgets specifically for gender mainstreaming and funding for women’s NGOs.

• Provide education and disseminate information on gender issues.
3.7 CASE 7: National Treasury

3.7.1 Institutional background (CGE’s understanding of National Treasury)

The National Treasury is responsible for managing South Africa’s national government finances. Supporting efficient and sustainable public financial management is fundamental to the promotion of economic development, good governance, social progress and a rising standard of living for all South Africans. The Constitution of the Republic (Chapter 13) mandates the National Treasury to ensure transparency, accountability and sound financial controls in the management of public finances.

The National Treasury’s legislative mandate is also described in the Public Finance Management Act (Chapter 2). The National Treasury is mandated to promote government’s fiscal policy framework; to coordinate macroeconomic policy and intergovernmental financial relations; to manage the budget preparation process; to facilitate the Division of Revenue Act, which provides for an equitable distribution of nationally raised revenue between national, provincial and local government; and to monitor the implementation of provincial budgets.

As mandated by the executive and Parliament, the National Treasury will continue to support the optimal allocation and utilisation of financial resources in all spheres of government to reduce poverty and vulnerability among South Africa’s most marginalised.

Over the next 10 years National Treasury priorities include increasing investment in infrastructure and industrial capital; improving education and skills development to raise productivity; improving the regulation of markets and public entities; and fighting poverty and inequality through efficient public service delivery, expanded employment levels, income support and empowerment.

Vision

National Treasury is the custodian of the nation’s financial resources. We hold ourselves accountable to the nation to discharge our responsibilities and with humility, with the aim of promoting growth and prosperity for all.

We aspire to excellence in the quality of our analysis, our advice and the execution of our financial management responsibilities. We aim to realise the full potential of South Africa’s economy and people and to mobilise the resources of the state, business enterprises and the wider community in a partnership of trust and mutual respect.
Mission and Objectives

National Treasury aims to promote economic development, good governance, social progress and rising living standards through accountable, economic, efficient, equitable and sustainable management of South Africa’s public finance.

We endeavour to advance economic growth, broad-based empowerment, progressive realisation of human rights and the elimination of poverty. We are responsible for preparing a sound and sustainable national Budget and an equitable division of resources among the three spheres of government.

We strive to raise fiscal resources equitably and efficiently and to manage government’s financial assets and liabilities soundly. We promote transparency and effective financial management.

Values

As custodians of the nation’s financial resources, the National Treasury acknowledges the authority of Parliament through whom we are accountable to the nation. We value teamwork, sound planning and enthusiasm and strive continually to improve the quality, accuracy and reliability of our service delivery.

Our people are our most values assets. We seek to be an employer of choice, we invest in the education and training of our staff, we cultivate a learning and consultative environment, we make use of the best available technological support and we aim to mobilise the full potential of our people.

In our dealing with the public and with our colleagues we act transparently and with integrity, showing respect and demonstrating fairness and objectivity.

In achieving these things, we will honour the faith that the South African public has placed in us.
3.7.2 Gender profile of key role players

Table 12: Information about key role players in mainstreaming gender in the National Treasury workplace

<table>
<thead>
<tr>
<th></th>
<th>Office of the DG</th>
<th>Corporate services</th>
<th>Public Finance</th>
<th>Budget Office</th>
<th>Tax financial and sector policy</th>
<th>Economic policy</th>
<th>Inter-governmental relations</th>
<th>International and regional policy</th>
<th>Asset and liability management</th>
<th>Specialist functions</th>
<th>Office of the Accountant General</th>
<th>Totals</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>DDGs</strong></td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=1 M=0</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=0 M=1</td>
<td>F=2 M=9</td>
<td>18%</td>
</tr>
<tr>
<td><strong>Chief Directors</strong></td>
<td>F=7 M=4</td>
<td>F=1 M=1</td>
<td>F=2 M=3</td>
<td>F=7 M=4</td>
<td>F=2 M=4</td>
<td>F=7 M=4</td>
<td>F=7 M=4</td>
<td>F=7 M=4</td>
<td>F=7 M=4</td>
<td>F=55 M=34</td>
<td>F=62% M=38%</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Directors</strong></td>
<td>F=7 M=4</td>
<td>F=9 M=4</td>
<td>F=11 M=8</td>
<td>F=2 M=4</td>
<td>F=8 M=11</td>
<td>F=6 M=6</td>
<td>F=15 M=22</td>
<td>F=78 M=95</td>
<td>F=45% M=55%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Success in gender mainstreaming requires equal representation of men and women at the senior management levels. In the National Treasury, at Deputy Director-General level, there are only two women (18%) and nine men (82%); at Chief Director level, however, with 34 men (38%) and 55 women (62%), men are underrepresented; at Director level there are 95 men (55%) and 78 women (45%). This clearly indicates that in the highest decision-making bodies of the institution there is an excellent overall balance of men and women, with 138 men (50.55%) and 135 women (49.45%).

It is noteworthy that the person responsible for gender mainstreaming is appointed at chief director level, which is a decision-making level. Whether the person is working on gender equality and mainstreaming only or the programme is an add-on item, the department is a role model for gender equality at this high level of state institutions.

The entire staff of National Treasury comprises 56% females and 44% Males, with 38% of the women being disabled and 62% of the men. At the senior management (or SMS) level, 59% are men and only 41% women; there are no disabled women at the SMS level.
### 3.7.3 Gender equality and women’s empowerment trends and indicators

**Table 13: Gender indicators and trends in the National Treasury**

<table>
<thead>
<tr>
<th>#</th>
<th>Indicator</th>
<th>Achievements</th>
<th>Challenges</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Equality and Discrimination</td>
<td>- The department has a draft gender policy in place.</td>
<td>The department has met the major challenges with regard to gender discrimination.</td>
<td>Following the efforts to develop gender policy and establish the gender mainstreaming steering committee, the CGE congratulates the department on its gender balances in senior management.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- The department plans to set up a gender mainstreaming steering committee by March 2011.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.2</td>
<td>Governance, Power-Sharing</td>
<td>- Although the department has appointed just two female DDGs, women are well represented at the levels of Chief Director and Director.</td>
<td>The overall balance needs to be maintained.</td>
<td>The CGE notes the relatively high proportion of women (56%) compared to 44% men employed by the NT, and the strong representation of women at senior management levels. CGE further notes that the Minister and the Deputy Minister are both men. This is a national department of particular importance, where leadership by women can be further strengthened at cabinet level.</td>
</tr>
<tr>
<td></td>
<td>and Decision-Making</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Commission for Gender Equality

*Gender Barometer Report: Case Studies 2010*
| 3.3 | Gender Budgeting | According to the information sourced from the department, there are no successes in ensuring that the department and country budgets (from other respective departments) are gender sensitive. | There are no systems in place to ensure gender-responsive budgeting. | National development budget reflects government’s social and economic priorities and the level of political will to address development challenges such as poverty, inequality between women and men, and social exclusion. The lack of interest by government, and the National Treasury, to take a lead ensuring that South Africa operates in the context of gender-responsive budgeting, undermines democracy and women’s human rights. |
| 3.4 | Employment | **Recruitment and appointments**  
The department has appointed a good balance of women and men at the levels of DDG, Chief Director and Director. | **Talent development**  
The graduate development programme indicates that out of a total of 132 graduates, there are 70 females and 62 males, represented as 53% females and 47% males, respectively.  
The department has had more women receiving training (59%), and 41% are men.  
There are more women in the Leadership Development Programme: 52% were women and 48% were men. | **Policies**  
The department has the following policies in place: Recruitment and Selection; Employment Equity; Employment Relations; Training and Development; and finally, Performance Management.  
The department has an unacceptably low number of women at international secondments level. In the entire representation at international level, women form only 25%. According to the department, one of the challenges is the attraction and retention of women at SMS level with scarce and critical skills – Economics, Finance and Accounting.  
There are no women with disabilities at SMS level.  
**Talent development indicates that there is a clear link between recruitment of women and training and the intention to appoint women in senior positions. This indicates that the department is moving in the right direction to maintain gender equality.** |
3.5 | Health Care | Currently, women have full access to maternity leave with benefits. The department has an employee wellness programme, with events planned and focusing on:  
- DPSA Pillars  
- DOH Health Calendar  
(see detailed plan in Annexure A)  
According to the department, there are no challenges with regard to Health care.  
Noting the availability of an employee wellness programme, the CGE applauds the department in that there is evidence of a clear policy and procedures in place to support pregnant women prior to and after maternity leave, and also health education and support.  
Education for women on their reproductive rights and HIV is crucial for women’s health and, ultimately, maximisation of productivity in the work place.  
It is therefore recommended that the National Treasury should develop communication materials for women to empower them on their reproductive rights. |

3.6 | Violence Against Women | The Department has a Sexual Harassment Policy. One case of sexual harassment has been reported and dealt with in the past financial year. The investigation was duly conducted and the allegations were found to be unsubstantiated. The case was dismissed.  
Despite the fact that the department has a sexual harassment policy in place, the CGE should take responsibility by making follow-ups on how the policy has been communicated to all staff members, and how staff understand the policy.  
The CGE commends the NT for proper record keeping on sexual harassment cases and proper investigation of such cases. However, there are key concerns. Are cases reported? Do all women understand the term ‘sexual harassment’? How do they report cases, and to whom? Has there been education to ensure that women are empowered on this matter? This is an area where the CGE should follow up with all the departments. |
### 3.7 Economic Empowerment

In 2010, most of the National Treasury business opportunities were awarded to women as reflected below.

17 (44%) of the companies were female-owned; 15 (39%) were male and female owned; 3 (8%) were black male owned, and 4 (10%) were fully owned by white males.

The data provided do not clearly indicate the level at which women-owned companies receive business from National Treasury.

A continuous gender auditing of procurement procedures and compliance is highly recommended.
3.8 Institutional Mechanisms

Gender mainstreaming

Internally:
The Head of Corporate Services and the Human Resources Unit, assisted by the Technical Assistance Unit (TAU), are the key players in the mainstreaming of gender in National Treasury. The Human Resource Management in particular plays a key role in mainstreaming gender as it engages staff across the National Treasury through governance, skills development, employee wellness, diversity management and talent management. Implementation, according to the Gender Mainstreaming Strategy, will be coordinated by the Gender Focal Point, located in the office of the Deputy Director General: Corporate Services. The Head: Corporate Services is responsible for gender mainstreaming in National Treasury. Accountability rests with the Office of the Director General of National Treasury.

Externally:
The Technical Assistance Unit (TAU) of National Treasury has a mandate to improve the sustainable management of public finances, through the provision of technical assistance and management support to departments in all spheres of government, by using technical advisors for capacity building and development. TAU is systematically integrating issues concerning gender in its work and by identifying multi-focal leverage areas for mainstreaming of gender. A gender mainstreaming toolkit has been developed, piloted and made available to its technical advisors.

Work-Place Diversity Programme

The National Treasury’s Work-place Diversity Programme was piloted in 2010 and targets all employees. The Diversity Programme comprises eleven modules which focus on the listed grounds of non-discrimination and equality, such as gender, disability, sexual orientation, ethnicity/colour/race and age. See objectives of the programme under Annexure B.

In terms of the National Policy Framework for Gender Equality and Women’s Empowerment, all government departments must appoint a GFP in the office of the accounting officer. This is not the case with NT.

The Head: Corporate Services and all Deputy Director-Generals have been tasked to deal specifically with issues of gender equality and women’s empowerment in their respective divisions. The size of the department requires sufficient Human Resource capacity to achieve gender mainstreaming internally and externally.
### 3.9 Human Rights

The suite of Human Resource policies, including the Employment Equity Policy, Employee Relations Guidelines, Recruitment and Selection Policy, Performance Management Policy, Training and Development Policy, Sexual Harassment Policy and the Disability Policy, as well as programmes such as the Employee Wellness Programme and the Diversity Programme, are key to protecting the human rights of women and men in a work environment that is free from discrimination, as required in –

- The Bill of Rights and the Constitution of South Africa, as well as the legislation to give effect to the rights of women enshrined in the Bill of Rights and the Constitution, and

- Women’s human rights conventions which the South African Government has entered into, including Conventions of the International Labour Organisation, the CEDAW (Convention on the Elimination of All Forms of Discrimination Against Women), especially Article 11, as well as the Convention on the Rights of Persons with Disabilities.

Despite the list of policies, and evidence of Employee Wellness Programmes and Diversity Management, there is no clear evidence of gender mainstreaming programmes that are aimed at promoting Human Rights.

It should further be noted that the Work Place Diversity Programme partially promotes human rights. However, there should be specific programmes aimed at promoting Human Rights, such as celebrating human rights day and women’s day, distributing materials promoting human rights, workshops for women, a men’s programme on partnership against gender-based violence (GBV), etc.
### 3.10 Media & ICT

The National Treasury is sensitive to its portrayal of women and men in its **internal media and external relations**. While it is acknowledged that the financial sector has historically been regarded as ‘male dominated’, the Department is conscious of the need to open up the sector, and specifically National Treasury, and to remove stereotypes and barriers to women, including women with disabilities, providing access for previously disadvantaged people. Furthermore, in National Treasury, females comprised 56% of the trainees on ICT programmes offered. Both men and women have access to the internet, intranet and e-mails, which are the most popular forms of communication. There are no specific media programmes in place aimed at empowering women and dealing with stereotypes in the organisation. The world we are living in is controlled by information and technology. It is therefore necessary to ensure that in dealing with gender equality issues, media and ICT is effectively utilised to educate both men and women. Tools such as websites, e-mails and news letters can be used to achieve this. On the basis of females comprising 56% of the trainees on ICT programmes offered, and both men and women having access to the internet, intranet and e-mails, which are the most popular forms of communication, the department should thus be commended on this positive move.

### 3.11 Women Facing Additional Disadvantages

According to National Treasury, this falls outside its mandate.

### 3.12 Strengthening of Civil Society

According to National Treasury, this falls outside its mandate.
| 3.13 | Monitoring and Evaluation Mechanisms | The draft Gender Mainstreaming Strategy contains short-, medium- and long-term indicators for the purpose of monitoring and evaluation of gender mainstreaming in National Treasury. | The information provided does not indicate in detail the internal and external aspects and focus of its monitoring and evaluation. | Noting the critical role that the National Treasury plays in the development of the South African economy, the CGE expresses its concern over the National Treasury’s gradual pace to gender-sensitise all its internal and external monitoring systems to ensure development of women across all provinces. |
3.7.4 Summary of findings

Sufficient data have been gathered to support the quality and accuracy of the conclusions reached and contained in this report. The conclusions are based on our analysis of the information provided by the respondent (South African National Treasury). The evidence and conclusions reached in this report meet professional Gender Monitoring and Evaluation standards and are sufficient to provide senior management with accurate and reliable findings.

In our opinion, reasonable work has been done to ensure gender mainstreaming. Human resources and capital resources remain the force for development, implementation and monitoring of policies, and without this kind of resources in place, it will remain a challenge for National Treasury to maintain the present level of gender mainstreaming. We therefore concluded that the department should strive to maintain the present overall level of gender representivity as espoused in the SADC Declaration on Gender and Empowerment in terms of the promotion of women at SMS level. We are also satisfied with National Treasury’s compliance and responses to the monitoring process.
### 3.7.5 Recommendations

**Table 14: Recommendations for promoting gender equality the National Treasury**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Equality and discrimination</td>
<td>▪ Approval of gender policy and implementation</td>
</tr>
<tr>
<td></td>
<td>▪ Set targets to maintain equality at SMS level</td>
</tr>
<tr>
<td>Governance, power-sharing and decision-making</td>
<td>▪ Maintain the number of women at SMS level</td>
</tr>
<tr>
<td>Gender budgeting</td>
<td>▪ The National Treasury to develop a gender-responsive budgeting system</td>
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<td>▪ Funding for all government departments and municipalities should be based on how their budgetary request is addressing the needs of both men and women</td>
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<tr>
<td>Employment</td>
<td>▪ Maintain the training and development programme for women (the programme is aimed at empowering women to take leadership positions)</td>
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<td></td>
<td>▪ Gender equality and women's empowerment must be included as one of the performance indicators for all SMS</td>
</tr>
<tr>
<td>Health care</td>
<td>▪ Develop communication materials for women to empower them on their reproductive rights</td>
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<tr>
<td>Violence against women</td>
<td>▪ Popularise the Sexual Harassment Policy and educate employees on the reporting mechanism for cases of sexual harassment and all other forms of violence against women</td>
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<td>Economic empowerment</td>
<td>▪ Maintain current trends</td>
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<td></td>
<td>▪ Continuous gender auditing of procurement procedures and ensure that women receive business not only for basic work such as catering, but also other business such as consultancy and other technical services</td>
</tr>
<tr>
<td>Institutional mechanisms</td>
<td>▪ The department to appoint a GFP who will focus on gender-equality issues only and support staff</td>
</tr>
<tr>
<td>Human rights; media and ICT</td>
<td>▪ Develop a specific programme aimed at promoting human rights while using media and ICT to empower women and men on human rights issues</td>
</tr>
<tr>
<td>Monitoring and evaluation mechanisms (M&amp;E)</td>
<td>▪ Ensure that gender is mainstreamed in all National Treasury divisions (M&amp;E)</td>
</tr>
<tr>
<td></td>
<td>▪ Ensure that gender is mainstreamed in M&amp;E for all external stakeholders</td>
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</tbody>
</table>
3.7.6 Conclusion

Our findings detailed in this report are intended to be fair, and they aim at assisting the National Treasury to maintain and consolidate gender mainstreaming.

The CGE would like to take this opportunity to thank the National Treasury and its staff for their positive input and assistance during the monitoring process.

3.8 Overall conclusion to the gender-equality research study

These findings are premised on the principle of fairness and are aimed at assisting all departments that participated in this study to achieve gender mainstreaming.
<table>
<thead>
<tr>
<th>Month</th>
<th>Plan</th>
<th>Activity Outline</th>
<th>Objective</th>
<th>Gender/disability dimension</th>
</tr>
</thead>
</table>
| February 2011 | Valentine’s Day – Condom Week and Healthy Lifestyles | Activities in the full week including HCT, Health risk assessments, healthy eating and exercise | **Risks** – Obesity and HIV  
**Pillars** – Wellness and HIV Management | Women and men, as well as people with disabilities were targeted. |
| March 2011  | Screening and Awareness                | TB, HCT and Flu injections                                                       | **Risk** – 1.9% Absenteeism rate  
**Pillars** – Health and Productivity Management. Maintain the current low infected rate (5%)  
**Pillar** - HIV Management | Discussion on inter-relatedness of gender-based violence and vulnerability to disease and HIV infection. |
| April 2011  | Healthy Lifestyle                     | Weigh-Less Programme                                                             | **Risk** - Obesity  
**Pillars** – Wellness Management | Dialogue on body image and gender stereotypes |
| May 2011    | Men’s Health Day                      | Men’s health Information and prostate cancer testing                             | **Risk** – Low EWP Use by male employees  
**Pillar** – Wellness Management | Dialogue on Masculinity and the men’s movement |
| June 2011   | Youth Month                           | Youth health information and HCT                                                 | **Pillar** – Wellness Management and HIV Management | Dialogue on gender, disability and youth |
| July 2011   | Family Day                            | Family day to include a health initiative such as the fun run at the Zoo or botanical gardens. Include families | **Risk** – Low EWP use by families  
**Pillar** – Wellness Management | Fatherhood and family law Q & A: protecting the rights of women, fathers and children |
<table>
<thead>
<tr>
<th>Month</th>
<th>Plan</th>
<th>Activity Outline</th>
<th>Objective</th>
<th>Gender/disability dimension</th>
</tr>
</thead>
<tbody>
<tr>
<td>August 2011</td>
<td>Women’s Month</td>
<td>Talks and information on how to manage work–life balance</td>
<td>Risk – High incidence of family issues, needing counselling on work–life balance</td>
<td>Celebrating women’s achievements, and the role of men in women attaining equality</td>
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<td></td>
<td></td>
<td></td>
<td>Pillar – Wellness Management</td>
<td></td>
</tr>
<tr>
<td>September 2011</td>
<td>Back Week</td>
<td>Service providers to conduct screening for employees. Ergonomics</td>
<td>Risk – Minimal cases identified</td>
<td>Dialogue: Embracing disability in the workplace.</td>
</tr>
<tr>
<td></td>
<td>Retina Week</td>
<td></td>
<td>Pillar – Wellness and SHEQ</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Oral Hygiene</td>
<td></td>
<td>Risk – None</td>
<td>Dialogue: Women’s health</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Pillar – Wellness Management</td>
<td></td>
</tr>
<tr>
<td>October 2011</td>
<td>Breast Awareness Week</td>
<td>Conduct mammograms</td>
<td>Risk – None</td>
<td>Dialogue: Women’s health</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Pillar – Wellness Management</td>
<td></td>
</tr>
<tr>
<td>December 2011</td>
<td></td>
<td></td>
<td>Pillar – HIV and Wellness Management</td>
<td></td>
</tr>
</tbody>
</table>
Annexure B

Work-Place Diversity Programme

Objectives of the Diversity Programme include:

• Describe the meaning of stereotypes and biases, how they develop, and reflect on your own perspectives.

• Develop strategies for removing barriers to encouraging diversity from the perspective of the self, The workplace and the community.

• Identify ways to encourage diversity in the workplace, and prevent and discourage discrimination.

• Understand and respond to personal complaints, and develop a support system to manage the Resolution process.

• List the steps a manager should take to record a complaint, analyse the situation and take Appropriate resolution action.

• Identify the process the National Treasury must follow to receive and respond to a complaint, and Then create mechanisms to prevent or reduce repeat situations.
REFERENCES

Policies and legislation:

• Convention on the Elimination of discrimination against women: 1979

• Beijing Platform for Action: 1995

• Constitution of the Republic of South Africa: 1996

• South Africa’s National Policy Framework for Women Empowerment and Gender Equality: 1998

• Employment Equity Act of 1999

• Preferential Procurement Policy Framework Act no. 5 of 2000


• A Strategic framework for gender equality within the Public Service: 2006-2015

• Gender Equality in the Private Sector report (CGE: 2008)

• South African Gender Barometer, CGE 2008

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www.unwomen.org/resources/world survey
http://www.ischool.utexas.edu/~ssoy/usesusers/l391d1b.htm
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