



Commission for Gender Equality

A society free from gender oppression and inequality

TALKING THE TALK, NOT WALKING THE WALK

Assessing Gender Mainstreaming in South Africa's Mining Sector
2016



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FOREWORD AND ACKNOWLEDGEMENTS

This report carries forward the work of the Commission for Gender Equality (CGE) that commenced in the 2015/16 financial year to focus greater attention on progress (or lack thereof) in promoting gender mainstreaming and transformation in the mining sector. As will be indicated in this report, the mining sector is one of the prominent bastions of male dominance in the workplace in South Africa, and although some progress has been made in terms of promoting entry of women into the sector since 1994, this has been painfully slow in the face of a plethora of national government regulations, (including the government's Mining Charter to promote entry of women in the mining sector) policy and legislative frameworks to promote gender equality and transformation in all spheres of life in South Africa. For instance, one of the relevant key pieces of government legislation is the Women Empowerment and Gender Equality Bill which, among others, calls for 50 per cent of all positions at senior level decision-making structures to be occupied by women.

As will be revealed in the presentation and discussions of the findings in this report, the general entry or intake of women as workers into the mining sector is still limited, and their entry into the higher echelons of the mining houses is even more restricted. This appears to conform to and reflect a historical and traditional image of the mining sector as a male-dominated endeavour that is unwelcoming to women. In some cases, women cannot avoid embracing this gender-exclusionary character of mining by voluntarily opting out of the sector, or preferring to take up 'appropriate' professions within the sector, such as office work, cleaning, and catering services. It would appear also that the gender-exclusionary character of mining as an activity is being reinforced and perpetuated in the organisation and routines of the working environment and work processes, particularly underground, and in the attitudes and practices of those in charge such as the shift bosses, supervisors and team leaders. The lack of clear gender-related policies and gender mainstreaming strategies in many of the entities assessed by the CGE guarantees and excuses these practices.

It is in this context that the CGE undertook this study and compiled this report to bring to the attention of relevant stakeholders the need for a serious debate on gender mainstreaming and transformation in the mining sector. The CGE therefore encourages key stakeholders, such as the department of mineral resources, department of women in the presidency, the mining houses, trade unions and organisations and policy activists in the gender sector in South Africa to engage with the findings of this study and develop policy consensus on the best way to advance gender transformation in the mining sector. We trust that the findings,

including recommendations, contained in this report will help trigger the necessary stakeholder engagement on this important issue and exchange of ideas on the best policy interventions.

The CGE wishes to thank the management, officials and employees of the different mining entities assessed in this report for making themselves available for this exercise. We are also grateful for the opportunities offered to the CGE research team members who learned a great deal from the onsite observations of underground mining operations at the Sibanye Gold's Kloof Mine operations in the West Rand, in Gauteng Province, and Exxaro Resources' Matla Coal Mine operations in Kriel, Mpumalanga Province. The CGE also values all the contributions made, particularly during the focus group discussions and formal interviews, as well as the information provided to this study as well as responses to the survey questionnaires administered at the offices of the mining houses covered in this report. We hope that the findings of this study will be used by the leadership and management of the mining houses to reflect on what needs to be done going forward to promote gender equality and transformation in their companies.

Finally, the CGE is also grateful for the work carried out by the research department in compiling this report. The report was compiled and written by a team of the following Research Officers: Luvisa Bazola, Winnie Mofokeng, Masefako Segooa and Arthur Baloyi. Thabo Rapoo, Director for Research, finalised and edited the report.

ABBREVIATIONS AND ACRONYMS

AET:	Adult Education and Training
BEE:	Black Economic Empowerment
BPA:	Beijing Platform of Action
CGE:	Commission for Gender Equality
CSI:	Corporate Social Investment
DMR:	Department of Mineral Resources
DOL:	Department of Labour
DME:	Department of Minerals and Energy
ECD:	Early Child Development
EE:	Employment Equity
EEA:	Employment Equity Act
EEC:	Employment Equity Commission
GIBS	Gordon Institute of Business Studies
HDSA:	Historically Disadvantaged South Africans
JSE:	Johannesburg Stock Exchange
NDP:	National Development Plan
NYSE:	New York Stock Exchange
PGM:	Platinum-group Metals
PPE:	Personal Protection Equipment
SDGs:	Sustainable Development Goals
SMME:	Small Medium and Micro Enterprises
SMS:	Senior Management Service
StatsSA:	Statistics South Africa
WEGE:	Women's Empowerment and Gender Equality Bill
WIM:	Women in mining

TABLE OF CONTENTS

FOREWORD AND ACKNOWLEDGEMENTS	4
ABBREVIATIONS AND ACRONYMS	6
CHAPTER 1: INTRODUCTION	9
1.1. METHODOLOGY AND PROJECT APPROACH	10
1.1.1. Response rates to survey questionnaires	13
1.1.2. The CGE Gender Representation Rating Scale	15
1.2. CONSTRAINTS OF THE STUDY	17
CHAPTER 2: BRIEF BACKGROUND AND CONTEXT	20
CHAPTER 3: ASSESSMENT FINDINGS	25
3.1. CASE STUDY 1: SIBANYE GOLD LIMITED	25
3.1.1. Gender Representation and Participation at Internal Decision-Making Level	25
3.1.2. Mainstreaming Gender in Organisational Culture and Systems	26
3.1.3. Budgeting and Gender Mainstreaming	27
3.1.4. Measures to Create an Enabling Environment for Gender Mainstreaming	30
3.1.5. Capacity Building for Gender Mainstreaming	34
3.1.6. Monitoring and Evaluation of Gender Mainstreaming	37
3.2. CASE STUDY 2: KLOOF GOLD MINE	37
3.2.1. Gender Representation and Participation at Internal Decision Making Level	38
3.2.2. Mainstreaming Gender in Organisational Culture and Systems	38
3.2.3. Budgeting and Gender Mainstreaming	39
3.2.4. Measures to Create an Enabling Environment for Gender Mainstreaming	40

3.2.5. Capacity Building for Gender Mainstreaming	41
3.2.6. Monitoring and Evaluation of Gender Mainstreaming	42
3.3. CASE STUDY 3: EXXARO RESOURCES LTD CORPORATE	42
3.3.1. Gender Representation and Participation at Internal Decision-Making Level	43
3.3.2. Mainstreaming Gender in Organisational Culture and Systems	44
3.3.3. Budgeting and Gender Mainstreaming	44
3.3.4. Measures to Create an Enabling Environment for Gender Mainstreaming	46
3.3.5. Capacity Building for Gender Mainstreaming	49
3.3.6. Monitoring and Evaluation of Gender Mainstreaming	49
3.4. CASE STUDY 4: EXXARO MATLA COAL MINE	49
3.4.1. Gender Representation and Participation at Internal Decision-Making Level	50
3.4.2. Mainstreaming Gender in Organisational Culture and Systems	51
3.4.3. Budgeting and Gender Mainstreaming	51
3.4.4. Measures to Create an Enabling Environment for Gender Mainstreaming	52
3.4.5. Capacity Building for Gender Mainstreaming	54
3.4.6. Monitoring and Evaluation of Gender Mainstreaming	55
CHAPTER 4: OVERVIEW OF EMERGING KEY ISSUES AND CHALLENGES	56
CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS	61
5.1. Conclusions	61
5.2. Recommendations	62

CHAPTER 1: INTRODUCTION

This report is the second in the Commission for Gender Equality's (CGE) two-year study (2015-2016), and it focuses on progress or lack thereof in gender mainstreaming¹ and transformation in the mining sector in South Africa. The study derives from an assessment of two mining companies and one selected operation from each. More details are provided below under the subsection on Methodology and Approach. Broadly though, the study appears to show limited evidence and lack of commitment to fundamental and sustained gender transformation. However, what is in abundance among the leaderships of the entities assessed in this report is eagerness to talk the talk, but not walk the walk. As will be shown in parts of this report, in some cases there is not even an understanding of what gender transformation is about.

The study is part of the Commission's annual programme of assessing progress in gender mainstreaming by institutions in the private, public and civil society sectors in compliance with the country's numerous legislative and policy frameworks promoting gender equality. The annual assessment is based on in-depth examinations and analysis of information gathered on the work, programmes, internal systems, processes, procedures and practices of selected institutions with the purpose of assessing how these serve to promote gender mainstreaming and transformation as required by policy and law in South Africa.

The research work that culminated in this particular report was carried out during the 2016/17 financial year. It is worth mentioning that during this period, the department of mineral resources (DMR) began the process of reviewing the government's Mining Charter, which stipulates conditions relating to representation of women in the mining sector. The government has published a draft review of the Mining Charter aimed not only at strengthening its effectiveness, but also at bringing about regulatory certainty.

The study examines the factors, challenges and prospects for gender mainstreaming in the mining sector, using as case studies a selected number of mining companies. According to the Beijing Conference, "governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that before decisions are taken, an analysis is made of the effect on women and men."²

¹According to the UN Economic and Social Council agreed conclusions 1997/2, gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. This notion is now commonplace in development programmes worldwide (<http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF>).

²UN Women, Beijing Declaration and Platform for Action, <http://www.un.org/womenwatch/daw/beijing/official.htm> (September 2016).

As one of the signatories to the Beijing Platform of Action (BPA), Sustainable Development Goals (SDGs) and many other regional global and regional protocols and conventions on gender equality, South Africa is obligated to domesticate the provisions of these protocols, declarations and conventions through its domestic policies and legislations in order to ensure gender equality by entities within the private, public and civil society sectors. The CGE has a mandate in terms of the Commission for Gender Equality Act no. 39 of 1996 as well as section 187 (2) of the Constitution to monitor compliance by state, private and civil society entities with relevant provisions of the country's policies and legislation and to report its findings to parliament.

The findings of this assessment will show that although there are some small-scale initiatives that are being put in place by some of the mining companies to accommodate women in their routines, in many instances these initiatives are very minor, the pace too slow and the long-term commitment by senior leadership severely lacking. In general, the mining companies assessed appear to conform to the general trend in the sector whereby men remain largely predominant, with limited evidence of fundamental progress towards higher representation of women or meaningful and sustainable gender transformation within these entities.

The report is structured in a number of sections. After the introductory section, which covers matters of methodology and approach, follows a brief background to the sector. This is followed by the main part of the report on the findings of the assessments of the selected companies. The next section provides an overview of the key emerging issues from the assessment, followed by the sections on conclusions and recommendations.

1.1. METHODOLOGY AND PROJECT APPROACH

This assessment was carried out during the 2016/17 financial year. It was based on both the quantitative and the qualitative approaches, drawing on first-hand fieldwork, including interviews conducted with officials from the selected mining companies. During the fieldwork phase of the study, which spanned a period of six months during the 2016/17 financial year, significant qualitative and quantitative information was gathered to be used to examine and analyse the efforts, progress and achievements of the selected mining companies in terms of gender transformation. The focus was largely on corporate internal programmes, policies, initiatives and processes to promote gender equality in the workplace. However, due to limited resources, only two mining houses were selected for this assessment. These are Sibanye Gold Ltd, and Exxaro Resources Ltd.

For each of the two mining houses, one subsidiary/local mining operation was also selected for assessment together with the company's corporate head office in terms of progress on gender mainstreaming and transformation. For Sibanye Gold, the assessment included the Kloof operations in the far West Rand mining district of Westonia. For Exxaro Resources Ltd, Matla Mine, which is located near the small town of Kriel in Mpumalanga, was selected for assessment. The reason for this was to determine whether or not the patterns of progress or lack thereof in terms of gender transformation at company corporate head office were also reflected at subsidiary company level.

Relevant documents and other publications were also gathered and utilised as sources of information. Information was gathered on various aspects, such as gender representation and the participation of women at senior management levels, mainstreaming gender in organisational culture and systems, gender-responsive budgeting, capacity building, and monitoring and evaluation systems for gender mainstreaming. Part of the fieldwork phase of the study included face-to-face briefing of selected officials from both mining companies on how to complete the CGE Gender Barometer tool to ensure that the tool is completed correctly. Included among the secondary sources utilised for this assessment were official documents, corporate publications (i.e. annual reports, policy documents, programmes, project reports, strategic documents, employment equity (EE) plans and any other relevant official/company publications) as well as third-party sources of data obtained during the fieldwork phase of the project.

The necessary permission was obtained from the leadership of the selected mining houses to approach individuals chosen to represent these companies to be interviewed for the assessment as well as for assistance with the required official information and documents relating to progress on gender transformation within their companies. Forming and scheduling focus group discussions was the responsibility of the CGE research team. A random purposive selection of participants from different employment categories/levels in the company (excluding senior management) was carried out with the assistance of the management in each company. For logistical reasons and convenience, the two mining houses (i.e. senior management at corporate head offices) were asked to assist with distributing the survey questionnaire to selected staff within the organisation, as well as convening the focus group sessions.

The officials who were nominated by their respective companies to work with the Commission's team had assisted in providing approved information on behalf of their

companies. This step is critical in ensuring that the information provided is deemed correct, appropriate, and therefore approved, by the leadership of the companies concerned. This serves to strengthen accountability and ownership of the process.

In addition to the gender barometer tool, the research team also visited subsidiaries of the two companies to conduct onsite observations. Meetings were held and focus groups discussions convened with employees selected with the help of the corporate head office for both companies on the basis of parameters/specifications defined by the CGE team. As part of the fieldwork data-gathering process for this study, the CGE team undertook an onsite visit for observations at the Matla mine in Mpumalanga subsidiary of Exxaro Resources Ltd (on 15 September 2016), and also the Kloof operation of Sibanye Gold in Westonaria (on 18 August 2016).³ The purpose of the site visits was to gain first-hand experience and observation of the activities of the mine at a selected operation, including observing and understanding underground mining operations and the conditions under which the miners, particularly women, carry out their daily mining work.

The underground onsite observation also provided an opportunity that could have been used by the CGE team female members to test the Personal Protection Equipment (PPE) designed specifically for female miners to assess its suitability and comfort under severe underground working conditions. However, the PPE for women was not available on the day, especially at Sibanye, and it would seem that it was not yet available for women miners to use at Sibanye Gold. This is in spite of Sibanye Gold's management statements that identified this protective work wear, designed specifically for women, as one of the key flagship projects illustrating commitment to accommodating one of the key demands of women miners to be provided with a uniform that is suitable for the female body form.

The main purpose of the focus group discussions was to draw upon the participants' attitudes, feelings, beliefs, experiences and reactions relating to their experiences as mineworkers. These attitudes, feelings, thoughts and personal experiences may be partially independent of a group or its social setting, but are more likely to be revealed via the social gathering and the interaction of being in a focus group.⁴

³It should be noted that the CGE team undertook trips to the Matla Mine on two separate occasions. One of the trips (1 September 2016) was taken up by lengthy engagements (including a presentation with the management) and a focus group discussion with staff at the operation, while the second trip (on 15 September 2016) involved an underground onsite observation and another focus group interaction with staff.

⁴D.L Morgan. and R.A. Krueger, *When to use focus groups and why*, ed. D.L Morgan (London: Sage, 1993.)

The focus group discussions that were conducted were, among others, aimed at tapping into the wealth of detailed information and deep insights into the organisational sub-cultures of working in a mining environment, and how the workers (especially the women) experienced the company's efforts (through specific internal policies, programmes and activities) to accommodate them into what is essentially and historically a hostile working environment for women.

The focus groups were well executed in both mines and were represented by all job families except for the management. The main reason for excluding management was the fact that they were involved in the selection of staff to which the CGE's gender barometer tool had to be distributed and administered. These focus groups created an accepting environment that put participants at ease, allowing them to thoughtfully answer questions in their own words and add meaning to their answers. In some instances, members of the research team had to carry out translations from English to local vernacular languages for those who did not understand or could not express themselves in English.

A survey questionnaire was sent to selected employees from the two mining houses. The survey was to be administered randomly to all levels or grades of employment. The questionnaires were used for collecting additional information about the mineworkers' attributes and attitudes/knowledge about their companies' efforts directed towards promoting gender transformation. This questionnaire was utilised to obtain the perceptions and impressions of the respondents (both mineworkers and management) in terms of various aspects of their companies (such as gender-related policies, programmes and activities, and funding for gender-related programmes and projects) as well as their understanding of the whole notion of gender equality and gender transformation.

1.1.1. Response rates to survey questionnaires

At Sibanye Gold, 156 staff members from both headquarters and Kloof operations participated in CGE's questionnaire in 2016. The majority or 51 per cent of the respondents were male, 44 per cent were female and the gender of the remaining 5 per cent of the respondents was not indicated. Six per cent of the respondents were between the ages of 18-24, 14 per cent ranging from 25-30, 48 per cent were aged 30-40, and 31 per cent were over the age of 41. Respondents with the least number of years working for Sibanye were few: those who had less than one year formed 9 per cent, while 5 per cent had 1-2 years' experience. Employees who have been with the company for 6-10 years and 10 or more years of work experience were the best represented among the respondents.

Figure 1: Gender profile of Respondents - Sibanye Gold

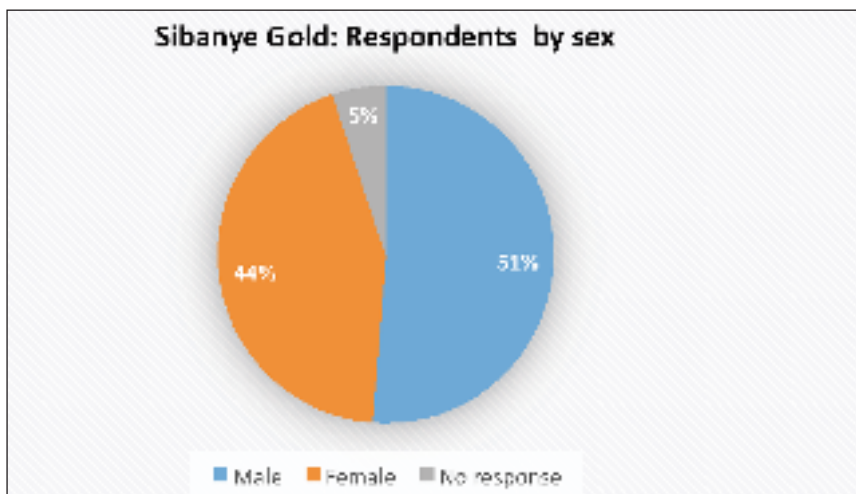
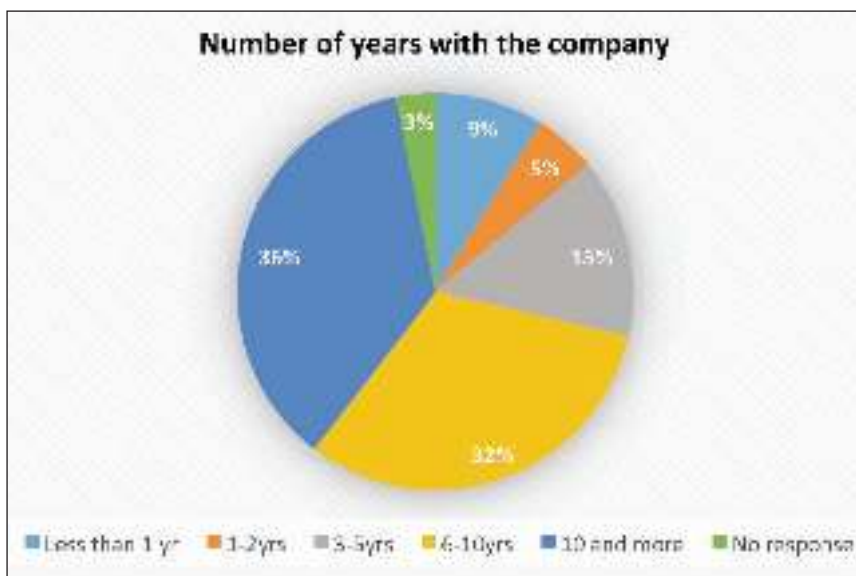


Figure 2: Respondents – number of years with the company



At Exxaro Resources Ltd, out of the 149 respondents who participated in the survey, 37 per cent were from company headquarters, and 57 per cent from the field operation (i.e. Matla Mine). The male respondents made up the majority of 58 per cent, while the females made up 37 per cent of the respondents. The remaining 5 per cent had not indicated their gender. Most respondents were between the ages of 30 and 40, which made up 42 per cent of all the respondents. The age cohorts of 25-30 and 41-50 were both at 17 per cent, followed by 14 per cent for those aged 51 and older. Thirty per cent of the respondents had worked for Exxaro for 10 or more years, and 29 per cent of the respondents had been with the company for 3 to 5 years.

Figure 3: Gender profile of respondents – Exxaro

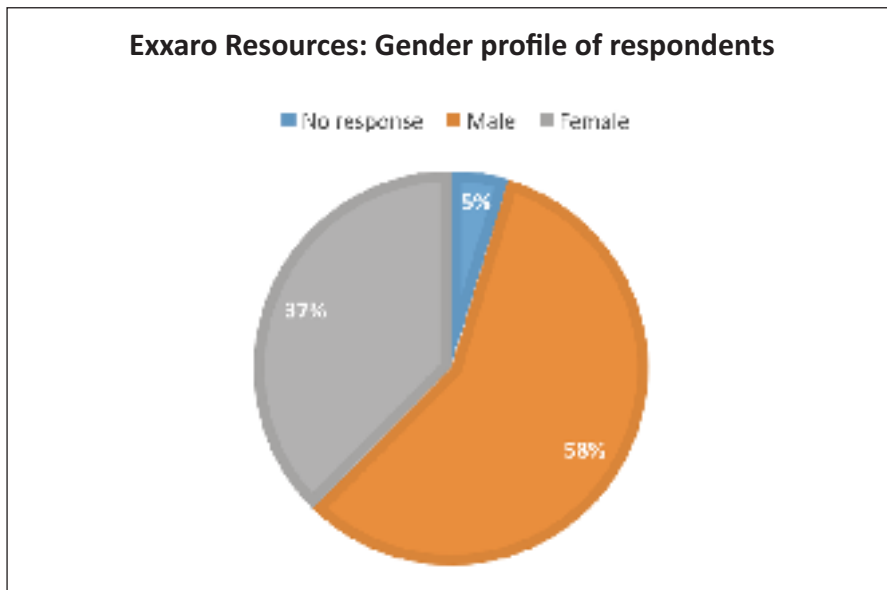
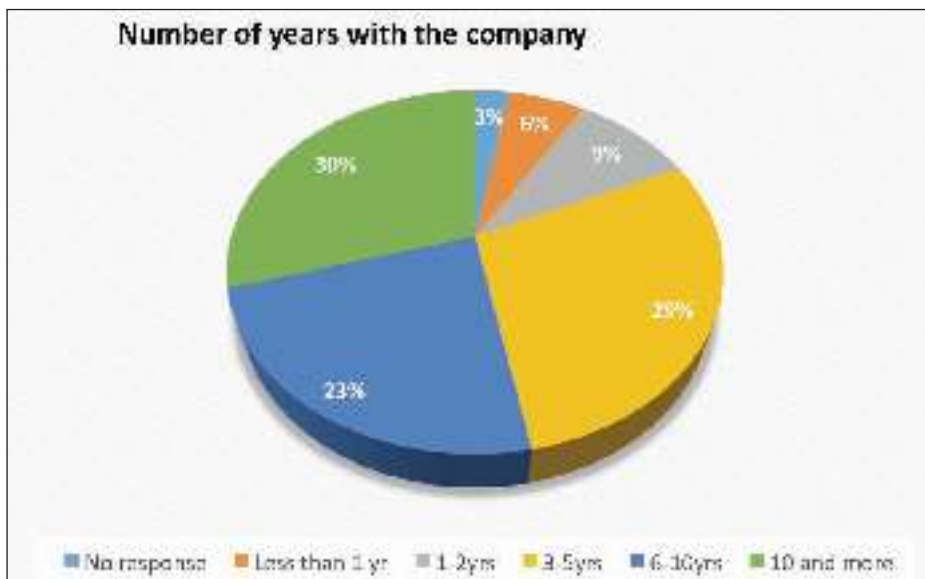


Figure 4: Exxaro respondents –number of years with the company



1.1.2. The CGE Gender Representation Rating Scale

Finally, the research team used the CGE five-level Gender Representation Rating Scale to rate the performance of the participating mines with regard to progress made in the numerical representation of women at senior management levels (i.e. in the senior management service (SMS)) of each mining house. The scorecard was used to rate the performance of institutions being assessed, focusing on only one of the six thematic areas of

assessment (i.e. gender representation and participation at internal senior decision-making level). The rating scale is adapted and modified from the Global Gender Balance Score Card developed by Avivah Wittenberg-Cox.⁵ As already indicated, our rating scale is predominantly focused on, and considers, the number of women represented and participating at senior management levels of the institutions being assessed, compared to the number of males within the same level of management. This exercise largely relies on the availability of accurate and reliable quantitative data (i.e. the numbers of men and women at senior management level) as gleaned from information provided by the companies being assessed, as well as from other authoritative secondary sources, such as reports published by the Commission on Employment Equity. The following table illustrates the different levels of the rating scale and provides explanations for each rating level.

Table 1: Gender Representation Rating Scale

• Level 5	Balanced Gender Representation	Male and females constitute between 45% and 50% of the senior management service/team
• Level 4	Critical Mass Gender Representation	Minority gender represents between 30% and 45% of the senior management service/team
• Level 3	Progressive Gender Representation	The minority gender makes up between 15% and 30% of senior management service/team
• Level 2	Symbolic/Token Gender	The minority gender constitutes up to 15% of the senior management service/team
• Level 1	Failed Gender Representation	Institution's senior management service ⁶ /team is exclusively one gender to the exclusion of another gender

⁵ Avivah Wittenberg-Cox, *One Key to Gender Balance: 20-first Century Leadership*, <http://www.20-first.com/flipbook/index.html> (June 2016).

⁶ In the Public Service, Senior Management Service is made up of managers in the position of director and upwards. (<http://www.dpsa.gov.za/dpsa2g/documents/sms/publications/smsb2003.pdf>).

This means that, based on the number of women represented in the senior management division of the entities being assessed, and compared to their male counterparts, their performance on women's numerical representation will be rated between Level 1 (for poor performance) and Level 5 (for best performance). However, it should be noted that this is just one single aspect or area out of six areas of assessment, and therefore does not constitute the entire measure of performance on progress in terms of gender mainstreaming. The other areas are also extremely important for a complete picture of progress achieved.

1.2. CONSTRAINTS OF THE STUDY

As indicated, this is the second CGE progress assessment report on gender mainstreaming in mining entities. Nonetheless this type of exercise remains relatively challenging and involved a great deal of learning and familiarisation, not only with the complex characteristics of the sector and the challenges facing it. It also entails continued learning of the complexities of the entities being assessed. This exercise was carried out within a period of less than a year, and therefore does not in any way constitute an attempt at a full-scale and comprehensive inquiry into, and a full understanding of, the complexities of the various mining entities that were assessed. The exercise should not be construed as a comprehensive inquiry into the complex institutional structures and operational processes within the companies that were selected for assessment.

In addition, a number of other constraints were identified which faced the process of undertaking this study. These were:

- The first set of challenges faced by the team was the limited time frame for the study and lack of sufficient resources to carry out a more in-depth and thorough-going assessment. As indicated earlier, a study of this nature would need far more resources, a bigger and multi-disciplinary team of experts with a more extensive knowledge of the sector. With this constraint in mind, the team sought to confine the scope of the assessment only to the activities, processes, programmes and projects with relevance to gender mainstreaming or gender transformation.
- The second difficulty that the team encountered at the beginning of the study was the level of cooperation received from some of the entities selected for this assessment. The level of cooperation and assistance was characterised mainly by reluctance on the part

of some of the officials who the team contacted for help with information, as well as to arrange for in-depth, face-to-face interviews on company activities towards promoting gender equality. As a result, a great deal of time was wasted due to the slow pace of responses to some of our requests for information. In one instance the CGE had to threaten legal action against one entity whose officials were being uncooperative, in order to compel the management to provide the information requested by the team.

- The third difficulty encountered was that this exercise relied, to a very large extent, on information, some written and some verbal, provided by the officials from the selected entities. Therefore, mostly the accuracy, validity and reliability of the information received could not be assured. Nonetheless the research team has reason to believe that the information was provided with the necessary authorisation from officials with the authority to do so on behalf of the entities concerned. The information was therefore accepted in good faith.
- Fourthly, the specific mining operations that were visited were chosen/selected by the companies themselves rather than by the CGE. Moreover, the visits to these sites were of very limited duration, all lasting for only a day. This meant that not much could have been observed and insights gained from such short visits. In addition, the level of access to the facilities of the chosen mining operations, and the extent to which the team was able to observe all the crucial activities on the ground, as well as the selection of relevant staff members to meet the team, were all subject to decisions made by the companies themselves rather than the CGE team. While the team is grateful for the generosity and hospitality provided by the two companies, the team wishes to state that no undue influence was exerted on its ability to carry out its work professionally in terms of gathering relevant information for the purpose of assessing progress achieved by the selected mining companies with respect to gender mainstreaming and transformation.
- Finally, there appears to be limited or poor understanding of the notion of 'gender mainstreaming' among many of the officials and focus group participants that the team met and spoke to. There was also limited familiarity and knowledge of some of the country's legislative and policy frameworks dealing with gender equality. However, there was greater knowledge and awareness of gender equality in the context of the provisions of the Employment Equity Act (EEA) (No. 55 of 1998) as well as the Mining Charter, both of which appear to encourage greater emphasis on numerical targets (i.e. numerical equality) rather than substantive equality. To this extent, therefore, officials

from some of the mining entities selected were under the impression that significant progress towards gender mainstreaming and transformation had been achieved, while others were unaware of the legal and constitutional imperative to strive towards gender equality and transformation, not just the achievement of mere quantitative targets.

In spite of these constraints, the team was able to gather relevant information on the activities, processes, programmes and projects of the entities concerned in order to carry out the assessment of progress achieved and the challenges faced by these companies.

CHAPTER 2: BRIEF BACKGROUND AND CONTEXT

The mining industry has been experiencing a significant decline in recent years from its peak some decades ago (i.e. from a 21 per cent contribution to the country's GDP in 1970 to just 18 per cent in 2013)⁷, it nevertheless remains an important sector of the economy and continues to make a valuable contribution, most notably in terms of foreign exchange earnings, employment and economic activity.⁸ According to StatsSa⁹ in 2016 South Africa's economy grew by 3.3 per cent quarter-on-quarter (seasonally adjusted and annualised), according to estimates of real gross domestic product (measured by production). This is the fastest quarter-on-quarter rise in economic activity since the fourth quarter of 2014. Year-on-year growth in the second quarter of 2016 was 0.6 per cent. The mining and manufacturing industries contributed over half of the 3.3 per cent rise.¹⁰ After contracting by 18.1 per cent in the first quarter of 2016, the mining industry recovered strongly in the second quarter, rising by 11.8 per cent. This was mainly due to increased production in platinum group metals (PGMs).¹¹

The mining (and related industries) not only employs over one million workers, but is also the largest contributor by value to Black Economic Empowerment (BEE). Importantly, mining provides job opportunities for unskilled and semi-skilled workers who are often not easily absorbed into the economy by other sectors. These and other factors therefore make the sector an area of priority for policy makers in terms of gender transformation in order to reflect the new socio-economic policy priorities in the country, especially since the dawn of democracy in 1994. However, the sector remains historically one of the most male-dominated sectors of the economy and extremely resistant to gender transformation despite a raft of policy, legislative and regulatory frameworks to this effect. Mining has a reputation for being rough, remote and dangerous, as well as being one of the most male-dominated industries in the world, and therefore present one of the last key areas of male domination that should be prioritised for gender mainstreaming and transformation.

The importance of the South African mining sector cannot be over-emphasised. South Africa has, and still is, relied on mining activities to generate wealth that could serve as a key source of employment for many impoverished communities and thus lead to broad economic development and poverty alleviation for many. This therefore makes it one of the key sectors

⁷KPMG, *The role of mining in the South African economy*, <http://www.sablog.kpmg.co.za/2013/12/role-mining-south-african-economy/> (June 2016).

⁸Stats SA, *Gross domestic product. Annual estimates 2004-2013- Regional estimates 2004-2013*, <http://www.statssa.gov.za/publications/P0441/P04413rdQuarter2014.pdf> (December 2016).

⁹Stats SA, *The South Africa I know, the home I understand. Positive GDP growth in the second quarter of 2016*, <http://www.statssa.gov.za/?p=8196> (December 2016).

¹⁰Unless otherwise stated, growth rates are quarter-on-quarter seasonally adjusted and annualised.

¹¹Stats SA, *The South Africa I know, the home I understand. Positive GDP growth in the second quarter of 2016*, <http://www.statssa.gov.za/?p=8196> (December 2016).

of the economy for policy makers to ensure compliance with relevant gender equality policies to open up employment opportunities for women in South Africa.

A gender mainstreaming strategy should focus attention on highlighting the complex and often unequal power relationships between men and women which exist in almost every sphere, but also within the economy in general and within the workplace in particular.¹² Such a strategy would therefore seek to address these gender imbalances and unequal relations of power and benefits within the economy and the workplace by utilising well defined and effectively implemented gender policies and programmes of action. While a holistic focus on gender equality is required as part of a gender mainstreaming strategy, within the mining sector women would require particular attention because of the mining industry's inherent characteristics – especially its 'male-oriented' nature. There is increasing evidence that women and girls often suffer from discrimination, experience disproportionately negative consequences as a result of practices in the mining sector, and are less likely than men to benefit from the economic and employment opportunities offered by the mining sector.¹³

The extractive industry represents a major source of wealth in economies around the world, and women – with their formal and informal contributions – make up a huge component of the world's workforce. Where women are not able to fully participate in the extractive industries, or reap the full extent of compensation for the work that they do, it is not only they who suffer but also their families, communities and countries, including the extractive companies themselves.¹⁴ Although the extractive industries can improve the country's economic development, they can also have less positive impacts, resulting in increased inequality and poverty. Moreover, the oil and gas and mining sectors have always been viewed as male-dominated industries. Working in an extractive industry has traditionally been perceived as dirty, dangerous and heavy, and therefore masculine. This stereotyping creates an exclusionary environment that discourages women from participating in the sector.¹⁵ As a result, women lag far behind men in terms of beneficiation (i.e. employment, income, compensation etc.) as well as participation in decision-making processes within the sector. This is especially the case in developing countries, where women's roles are reinforced by social norms and underpinned by exclusion and marginalisation.

¹²Meeting of the OECD council at ministerial level, Paris, 23-24 May 2012, *Gender equality in education, employment and entrepreneurship: final report to the MCM 2012*, <https://www.oecd.org/employment/50423364.pdf> (December 2016).

¹³J.N. Mxhakaza, "Perceived discrimination of women in the mining sector" (MBA Thesis, North West University, 2010)

¹⁴The World Bank, *The Gender Dimensions of the Extractive Industries: Mining for Equity*, http://siteresources.worldbank.org/EXTOGMC/Resources/eifd8_gender_equity.pdf (December 2016)

¹⁵ K. Lahiri-Dutt, *Roles and Status of Women in Extractive Industries in India: Making a Place for a Gender-Sensitive Mining Development*, https://www.researchgate.net/publication/228376466_Roles_and_status_of_women_in_extractive_industries_in_India_Making_a_place_for_a_gender-sensitive_mining_development (December 2016).

Even though women are exposed to formal labour markets, including in the extractive industries, opportunities are minimal or limited for them. One main factor in this is 'occupational segregation' defined as the division of the labour markets based on gender, which limits women's employment opportunities in the sector, regardless of their experience or educational qualifications.¹⁶ As such, women represent only a small percentage of total employment within the extractive industries. Women are sometimes hired only when companies consider the jobs concerned to match the 'nature of women.'¹⁷ As a result, they tend to be employed only in informal services or in any sector where it is considered unsuitable for men. Women are also often hired to fill low-ranking positions, such as secretarial or administrative positions. It is vital therefore that concrete interventions are put in place to ensure that women's participation, including their voices and needs, are included in decisions relating to the extractive industries operations and benefits accruing from such operations.

The involvement of women underground in South African mines is a relatively new phenomenon. Increasing numbers of women underground miners are possibly the result of targets set by the government's Mining Charter. In spite of this realisation, mining companies seem to be struggling to meet their targets largely due to failure to transform a largely and historically male-dominated structure of the industry and the related general working environment.

Mining is traditionally portrayed as masculine and highly risky and therefore perceived as only suitable for men and not for women. While there have been some progressive reforms in the mining industry that have led to a steady increase in the numbers of women in the sector, this has not been without problems. The introduction of women in mining has proved a serious challenge to the macho nature of the sector, which in turn has introduced new challenges for mineworkers, mines and unions. The greatest challenge for the mines has been to introduce and ensure the full incorporation of women into this traditionally male-dominated sector. The Second Annual Women in Mining Conference,¹⁸ held in 2008, acknowledged that there were significant obstacles to overcome in terms of commitments made during the Mining Charter review process.

Before the advent of democracy in South Africa, women's involvement as employees in mining was largely confined to surface work (i.e. above ground) mainly as administrative

¹⁶ R. Anker, "Theories of Occupational Segregation by Sex: An Overview, *International Labour Review* 138(3) (1997):135-339.

¹⁷The World Bank, *The Gender Dimensions of the Extractive Industries: Mining for Equity*, http://siteresources.worldbank.org/EXTOGMC/Resources/eifd8_gender_equity.pdf (December 2016).

¹⁸ Second Annual Women in Mining Conference, *Recruit, Retain and Accommodate Women in Mining Pre and Post 2009*, http://uir.unisa.ac.za/bitstream/handle/10500/5005/Inaugurallecture_Women%20in%20the%20SAMI_LiZungu_20October2011.pdf (December 2016)

clerks or nursing injured mineworkers, due to legislative prohibitions on women working underground.¹⁹ In terms of this, no women were permitted to work underground.²⁰ Other pieces of legislation, such as the Land Act of 1913 and the Pass Law also perpetuated this discrimination against women. The advent of democracy in 1994 brought with it important gender-equality-related policy and legislative changes which saw all labour restrictions swept away, especially with the introduction of new labour legislative frameworks outlawing discrimination and emphasising gender equality in the workplace.²¹ Below are some of the laws that were enacted after the dawn of democracy in 1994.

- The South African Labour Relations Act 66 of 1995
- The Basic Conditions of Employment Act 75 of 1997
- The South African Employment Equity Act 55 of 1998
- The Skills Development Act 97 of 1998
- Promotion of Equality and Prevention of Unfair Discrimination Act 2000
- The Minerals and Petroleum Resources Development Act 28 of 2002.

To achieve the objectives of the Broad-Based Black Economic Empowerment Act within the mining industry, the department of minerals and energy introduced the Broad-Based Socio-Economic Empowerment Charter for the mining Industry and the Balance Score Card. The Mining Charter requires mining companies to actively change the demographic profile of their employees and to ensure that they have plans in place to achieve the target of 10 per cent participation of women by 2009. The Charter therefore attempts to address the high proportion of male mineworkers and provide opportunities for female miners. The Balance Score Card is a measuring tool that measures progress in implementing the requirements of the Mining Charter. It gives the company a snapshot view of how its transformation process is progressing as measured against its transformation targets. It does not measure how sustainable or meaningful the transformation efforts have been.²² Nonetheless the purpose of the score card is to gauge compliance with the Mining Charter and is a requirement for the conversion of mining licences.²³

As indicated earlier, South Africa is a signatory to numerous international and regional instruments on gender mainstreaming, which oblige the country to domesticate these instruments and enshrine them within its domestic laws. It also has to ensure that systems and

¹⁹ This prohibition was contained/ incorporated in section 11 of the Mine and Works Act of 1956

²⁰M.P. Dikane, "The Implementation of Employment Equity and Affirmative Action as a tool of balancing the injustices of the past in the mining industry," (Masters dissertation, North-West University, 2006)

²¹J. McCulloch, "Women Mining Asbestos in South Africa," *Journal of Southern African Studies*: 29(2) (2003): 413-432.

²² R. Woolley, *Everyone's guide to Black Economic Empowerment. South Africa* (Paarl: Zebra Press, 2005).

²³ Ibid.

mechanisms are put in place to ensure compliance by state institutions and private entities. Therefore, the mining sector can contribute towards the country's compliance with these global and regional instruments related to gender equality and transformation by, among others, increasing women's participation in the industry, especially in decision-making processes, improving their working conditions and improving their economic empowerment by increasing access to resources and meaningful employment opportunities.

Yet despite the changes in policy and legislation over the past two decades, there is strong evidence, including the findings contained in this report, that show that women still experience discrimination within the mining industry in South Africa.²⁴ This systemic and entrenched sector-wide gender discrimination is one of the key factors for the low representation of women in the mining industry.²⁵

²⁴J.N Mxhakaza, "Perceived discrimination of women in the mining sector" (MBA Thesis, North West University, 2010).

²⁵Ibid.

CHAPTER 3: ASSESSMENT FINDINGS

3.1. CASE STUDY 1: SIBANYE GOLD LIMITED

Sibanye is an independent mining group – domiciled in and focused on South Africa – which currently has gold and uranium operations and projects throughout the Witwatersrand Basin. Sibanye, which was formerly known as GFI Mining (Pty) South Africa Ltd (which holds the Kloof, Driefontein and Beatrix gold mines as well as various service companies), was a wholly-owned subsidiary of Gold Fields Limited, established in 2002 and subsequently unbundled from Gold Fields to become Sibanye in February 2013. Sibanye Gold Limited is listed on the JSE (February 2013) and the New York Stock Exchange (NYSE).

The Group's corporate head office is located close to Westonaria, in the province of Gauteng, near its West Wits operations. Based on the information provided by Sibanye Gold corporate office, the highest decision-making structures for the company are the board and the executive, which also run all the subsidiaries or operations under Sibanye Gold Ltd.

The group stated its commitment to transformation and that this is guided by the Broad-Based Socio-Economic Empowerment Charter for the South African Mining and Minerals Industry (Mining Charter). Sibanye limited is a member of the chamber of mines, the world gold council and the world platinum investment council. The company is also registered with the mines qualifications authority in terms of the skills development act.

3.1.1. Gender Representation and Participation at Internal Decision-Making Level

This section looks at the gender parity in terms of the numbers and gender profiles of the members of the senior level and/or highest decision-making structures that run the company and make the key strategic as well as operational decisions of the company. This assessment also seeks to test how far companies are observing the provisions of the Women's Empowerment and Gender Equality (WEGE) Bill. Among others, the Act demands that 50 per cent of all positions in senior level organisational decision-making structures have to be occupied by females.

The information made available to the Commission gives the total workforce for Sibanye Gold Limited as at the end of the 2015 financial year, i.e. 31 December 2015. According to the information provided, there were 1690 employees providing support services to all Sibanye Gold operations and who are permanently located at its operations.

The board and the executive are each made up of 13 members, of which 12 (92.3 per cent) are male and one female (7.69 per cent). The senior management category is made up of 57 members, of which 7 (12.28 per cent) are female and 50 (87.71 per cent) are male. We also observed that the highest decision-making structures are made up of predominantly white males. In addition, white females have a higher level of numerical representation in these decision-making structures compared to others such as black and Indian females. Importantly, women are found in higher numbers among the supervisors (25.93 per cent), operators (21.70 per cent) and unskilled (13.11 per cent) categories of employees than in others. The gender profiles of these high-level decision-making structures is summarised in the following table.

Table 2: Gender profile of high decision-making structure

Name of structure	Number of members	Number of women				Number of men				Number of people with disability	
		B	W	I	C	B	W	I	C	F	M
Board and sub-structures	13		1			3	9				
Executive	13	1				3	8	1			
Senior Management	57	1	5	1		8	36	3	3		

Source: Data provided by Sibanye Gold. Information as at the end of 2015 Financial Year.

Based on the data provided for the senior management (12.28 per cent of the senior management team are female), Sibanye Gold Limited is rated at Level 2 in line with the CGE gender representation rating scale as explained at the beginning of this report. This means that the efforts of this company in terms of representing women at the highest decision-making structures can only be described as symbolic/token because the number of women at this level of senior management constitutes less than 15 per cent of the senior management team.

3.1.2. Mainstreaming Gender in Organisational Culture and Systems

The CGE sought information on regular activities and practices put in place to ensure that Sibanye gold mine has developed a clear internal culture of promoting gender equality and mainstreaming. According to the gender barometer tool, the company stated that it had different forums in place to deal with several issues related to the employment of women. The forums include the following:

- Women in Mining (WIM) forums at the operations
- A Sibanye Gold Limited WIM steering committee and working group
- A Sibanye Gold Limited WIM 'coffee' session where participants are randomly selected and invited (although this sounds less like a forum and more like an activity where different participants are invited to take part).

While noting the claims of the company that these structures are intended to serve as platforms for addressing issues pertaining to women, it is not clear how effective and influential these 'forums' are in addressing key issues, including fundamental gender transformation in the workplace and throughout the company. Moreover, the level of authority at company level decision-making is not clear, and the team was not convinced that the deliberations of these structures hold any level of authority to be taken seriously at management level. In addition, it would appear that the leadership of these structures does not hold any senior level positions within the company's senior level decision-making structures.

The study also sought to obtain other information that indicate other efforts the company has put in place to transform the organisation's internal culture and systems to ensure gender mainstreaming and transformation. Not much significant information was provided on this, except that, based on the survey questionnaire of staff members, it was revealed that the company also regularly celebrates the annual Women's Day event in the month of March. The survey data showed that 65 men and 34 women, out of 156 respondents, were of the opinion that the company celebrates Women's Day event regularly. The majority of these respondents tended to have worked in the company for periods of 6-10 years or more.

3.1.3. Budgeting and Gender Mainstreaming

This sub-section focused on the allocation of budgetary resources to projects and programmes geared towards advancing gender equality and women's empowerment inside the company. A gender-sensitive budget is one of the most important tools to achieve this goal. In its annual report,²⁶ the company stated that it has a number of legacy projects supported through the Sibanye Gold's corporate social investment (CSI) programme, in collaboration with third parties and also in consultation with local municipalities.²⁷

The information obtained through the CGE gender barometer tool showed that the company had budgeted for programmes and projects to train and develop employees, especially

²⁶ Sibanye Gold Ltd, *Integrated Annual Report 2015*, 56
²⁷Ibid.

through its learnership programmes, including the bursary and women in leadership programmes. Our analysis of the budget allocations to the different programmes did reveal, however, that some of them, including the women and leadership programme, experienced significant budget allocation reductions in 2016, compared to the 2015 allocations. For example, the budget for women in leadership decreased from R335 000 in 2015 to R55 000 in 2016, the bursars 18.1 budget decreased from R9 342 459 to R1 649 858, and the portable skills community 18.2 budget decreased from R3 699 426 to R762 597. These are some of the programmes where a few women appeared to be beneficiaries. While this is speculative, this could account for the overall poor level of gender mainstreaming in the company, despite statements of management to the contrary.

From the following table it is clear how low the numbers of women beneficiaries are compared to male beneficiaries for some of the programmes where information was provided.

Table 3: Programmes/trainings and budget allocation

Programmes/ training on gender equality and gender analysis	Objective of the programme	No. of employee beneficiaries	No. of men beneficiaries	No. of women beneficiaries	2015 Total Budget allocated	2016 YTD Total budget allocated
Induction training	Induction and awareness training for newly engaged employees	7 809	6 952	857	81 666 636	10 871 145
Ex-leave refresher training	Back from leave refresher and awareness training	35 499	32 782	2 717	17 964 866	49 905 350
Learner miners and officials 18.1 Employees	Training and development of employees	403	301	102	32 981 620	11 825 446
Learner miners and officials 18.2 Community	Training and development of employees	187	128	59	6 911 041	2 996 410
Engineering learnerships 18.1 Employees	Training and development of employees	276	203	73	27 629 221	13 602 576

Programmes/ training on gender equality and gender analysis	Objective of the programme	No. of employee beneficiaries	No. of men beneficiaries	No. of women beneficiaries	2015 Total Budget allocated	2016 YTD Total budget allocated
Engineering learnerships 18.2 Community	Training and development of employees	370	268	102	13 434 206	4 749 252
Portable skills Employees 18.1	Training and development of employees	962	823	139	2 170 422	475 290
Portable skills Community 18.2	Training and development of employees	1 095	544	551	3 699 426	762 597
Bursars 18.2 Community and vacation students	Training and development of employees	187	110	77	8 130 499	4 337 316
Bursars 18.1 (Full- time bursars and study grants)	Training and development of employees	231	147	84	9 342 459	1 649 858
Interns 18.1 and 18.2	Training and development of employees	213	129	84	31 525 970	21 121 945
Woman in leadership	Development of women	237	0	237	335 000	55 000

Source: Data provided in Gender Barometer tool completed by Sibanye Gold Limited

As part of this exercise, we sought to use the survey questionnaire to gain an understanding of the respondents regarding company budgeting and allocation of resources to projects and programmes advancing and empowering women in the workplace. The study put this survey questionnaire statement forward to gauge the responses of the staff/employees: "My company has budgeted adequate financial resources to support our gender integration work." The results appeared to show high levels of ignorance or lack of information as to company resources to support women's empowerment. The findings showed that out of 156 respondents, 58 did not have an opinion, 17 disagreed and 15 disagreed strongly that the company had budgeted adequate financial resources to support its gender integration work (see the following two graphic tables).

Figure 5: Response to Question 10

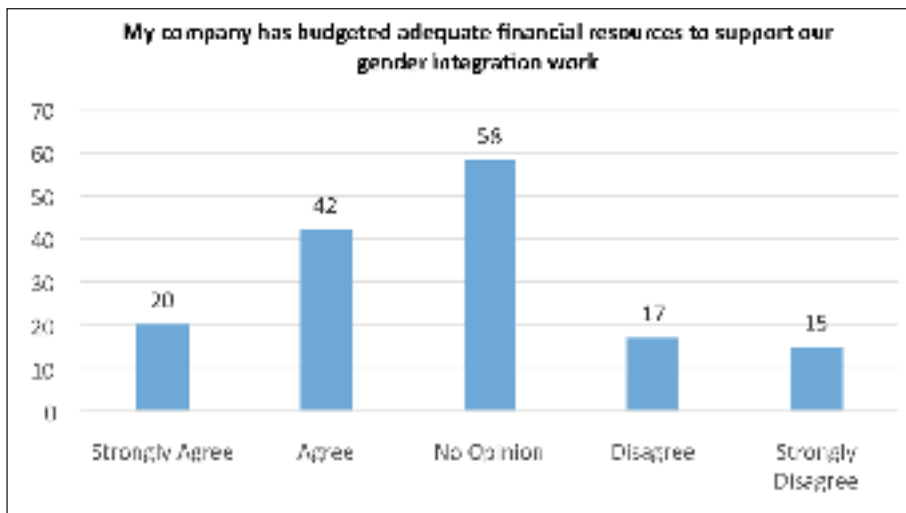
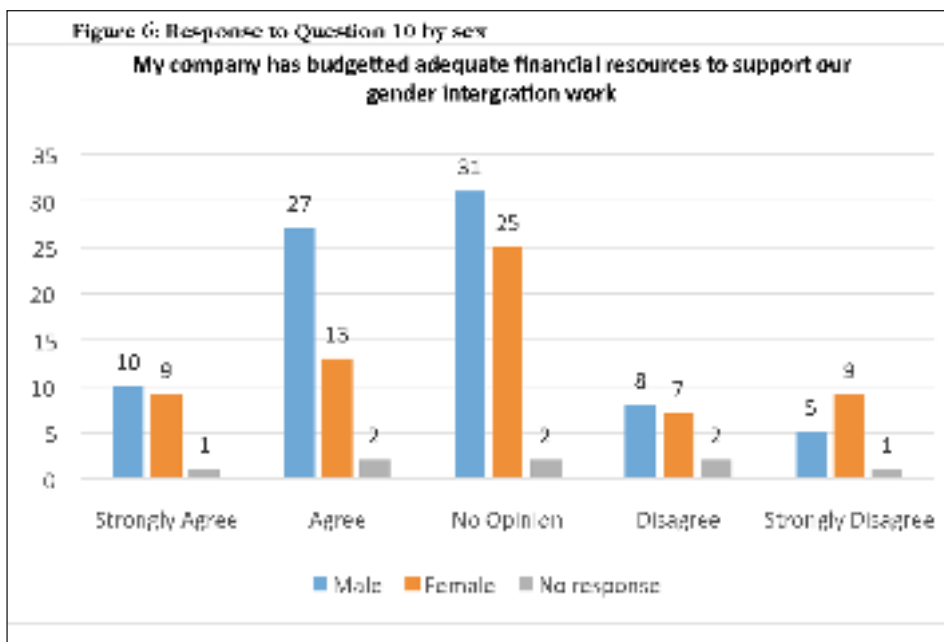


Figure 6: Response to Question 10 by sex



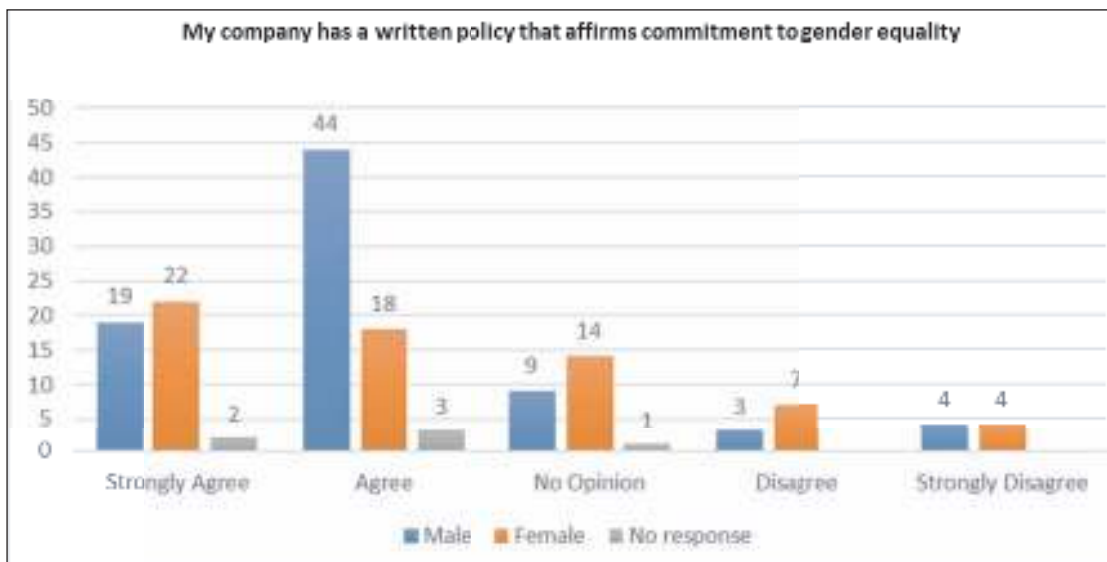
3.1.4. Measures to Create an Enabling Environment for Gender Mainstreaming

In this sub-section, the study examined existing internal policies to promote gender mainstreaming or create an environment conducive to gender mainstreaming and transformation in the workplace. We also sought to understand how existing national legislative and policy frameworks are utilised to achieve the same purpose.

The information provided by the company appears to show a significant level of ignorance or confusion about substantive gender equality and gender mainstreaming on the one hand,

and government policies intended merely to create numerical balance and equity policy in the workplace on the other hand. Although employees claimed that the company had a written gender policy, a copy was never made available to the CGE team, and neither was there evidence to indicate that such a policy existed in practice. Yet even the results of the survey questionnaire on this issue showed that out of 156 respondents, 41 employees strongly agreed and 62 agreed. Only 23 respondents had no opinion, while 10 disagreed and 8 strongly disagreed. Interestingly, the majority of the respondents who believed that the company does have a policy on gender equality were men, as the following will illustrate. The team could not explain this, given that the company does not have a policy on gender equality, and management admitted to this. We could only speculate that the company has misled its employees into believing that it has a policy on gender equality.

Figure 7: Response to Question 7 by sex



The importance of a clearly written gender policy is that it serves as a formal and therefore concrete point of reference of company policy, not only in prioritising gender equality, but also formally stating the empowerment of women as a company strategic objective, to address the imbalances in relations and workplace benefits between men and women. The policy would help the company to address the issues through:

- Programmes at all levels
- Organisational culture, behaviours and practices.

The study did find that the company, to its credit, had the following policies in the workplace and submitted copies were provided to the research team: policy documents on sexual harassment, racism, management of diversity in the workplace, recruitment policy; employee training and development, leave (which includes a provision for maternity leave for women) and company statement of human rights. However, all these policy documents were largely unspecific on gender mainstreaming, and are not informed by a clear and coherent gender policy framework. The company's justification for this 'gender blind' content of its policy documents is that no special treatment is being provided for either women or men, and that all are treated equally in areas of benefits, including remuneration. This was difficult to accept at face value, especially given that no convincing evidence was offered to substantiate these claims.

The Protection from Harassment Act (Act no. 17 of 2011) demands stricter enforcement of sexual harassment policies by organisations, and Sibanye Gold's sexual harassment policy meets this requirement. The policy is strongly worded and commits the company to a 'zero tolerance' approach to sexual harassment as a transgression. It defines the different types of sexual harassment in a simple and easy-to-understand language. Furthermore, the policy outlines in detail the steps (i.e. grievance procedure) to be taken in a case of sexual harassment. However, it is clear that for its effective implementation the policy would need commitment and willingness to enforce it at senior level within the company. The team was not convinced that such commitment and willingness exists within the company, especially at middle-management and supervisor level.

In terms of the Basic Conditions of Employment Act, the employee is entitled to at least four consecutive months' maternity leave. However, the company allows the employee to take up to six months (26 weeks) of maternity leave, which includes a period of breastfeeding. In the case of miscarriage during the third trimester of pregnancy or a still born, the employee is still entitled to six weeks' maternity leave.²⁸ Furthermore, the Sibanye Gold academy provides learning interventions to ensure women's involvement. For instance, it runs quarterly women leadership programmes, facilitated by the Gordon Institute for Business Studies (GIBS). There are also Adult Education and Training (AET) bursary, learnership and internship opportunities that are also made available to women. Copies of the company's AET policy and study assistance policy were made available to the research team for examination.

²⁸ Sibanye Gold administrations leave. Section H, policy no. 12.

Although it was stated that there were learnership and intern opportunities available to develop women, the majority of learners met during the CGE site visit at Sibanye training centre were male. This issue shows that not a lot is done at Sibanye in order to attract more female learners or interns for them to profit or benefit from the said policies.

The company stated that it had policies in place to deal with discrimination against women and raise awareness with regard to gender diversity through regular communication. However, during focus group discussions, many of the participants were not aware of these policies. In some cases, focus group participants who were aware of some of the policies could not understand them.

The company has also provided a copy of its booklet called *Sibanye Gold: we care*. The booklet is meant to serve as an introduction for women employees to workplace policies and procedures, as well as some of the concerns and challenges they are likely to face in the workplace (both on the surface and underground). These challenges ranged from safety and wellbeing, sexual harassment, pregnancy and maternity leave to career development and ways to address the challenges through existing company policies. It would appear, though, that the booklet is meant only for women, and not for men. The reason for this is not clear, especially given that no similar booklet exists for men.

In its response to provide information on measures to promote gender transformation and to increase women representation in the workplace, the company provided the following details:

- Targets and plans have been set in the social and labour plans as well as implementation plans for employment equity, integrated training initiatives (succession, talent pool, individual development plans and career progression), procurement plans, accommodation plans and community development plans.
- Implementation of women leadership development
- Implementation of discipline talent councils
- Establishment of a WIM working group to address and find solutions for all challenges related to gender.

The problem with the information provided on these initiatives is that it does not show evidence of the effectiveness and impact of these initiatives in terms of advancing gender equality through better representation and meaningful benefits for women. This amounts to more sound than substance.

The company also claimed, through information provided through the CGE's gender barometer tool, that gender mainstreaming forms an integral part of its balanced scorecard for assessment of responsible managers, including the CEO. Copies of the scorecards were made available for examination and analysis. We noted that the score cards place emphasis only on the level of compliance with the Mining Charter in relation to Historically Disadvantaged South Africans (HDSA) and WIM as part of the company's transformation objectives. The score cards do not make any reference to women in particular, other than in the context of their status as part of the HDSA group.

The company also set a recruitment target in November 2014 to take 30 per cent new women recruits into the workplace.²⁹ However it would appear that this target was not met, based on the information provided by the company.³⁰ For instance, the information shows that during its induction training programme (which is an induction and awareness training for new employees), out of 7809 newly engaged employees in 2015, 6952 (89.025 per cent) were male and 857 (10.9745 per cent) were female.

So it would appear that while the company has made some initiatives to address the needs of women in the workplace, the effectiveness of many of these initiatives, including the evidence of high-level company commitment to ensure that these initiatives are implemented properly, is doubtful.

3.1.5. Capacity Building for Gender Mainstreaming

The aim of this subsection was to explore measures pursued by the company to enhance its internal capacity (through recruitment of appropriately qualified, trained and skilled employees and setting up relevant internal structures with resources) to carry out the function of promoting and advancing gender mainstreaming and transformation.

²⁹ Sibanye Gold, Women in mining, 22 October 2015.

³⁰Sibanye Gold Limited, Response to Gender Barometer Tool for the Commission for Gender Equality, (2016.)

The company informed the study that the human capital department and the senior manager human capital/corporate services unit is responsible for, and has the capacity to, develop programmes for gender mainstreaming. Nonetheless the company admitted that the staff responsible for the function of gender mainstreaming have not been exposed to appropriate training and/or skills development related to this issue.

The company claimed, through information provided to this study, that it offers diversity training and awareness through its training centres, during induction sessions for new employees and refresher induction programmes for employees returning from leave. Yet employee training does not cover the area of gender mainstreaming and related skills. In fact, the company admitted that this was not an identified an urgent priority or shortcoming at the time the study was being carried out, and that if and when this is determined to be the case, the company will provide the necessary training.

However, the statements coming from corporate head office stating that no training had been provided on gender mainstreaming were contradictory to the findings of the survey. For instance, a sizeable number of respondents (63 out of 144) believed that adequate training on gender planning and analysis was provided for project staff, thus not only contradicting management, but also contradicting available evidence which shows that such gender-related training has not been provided to staff. Interesting also is that a higher number of males than females gave this response. Another sizeable number (49) however had no idea as to whether such training has been offered to staff.

Figure 8: Response to Question 15

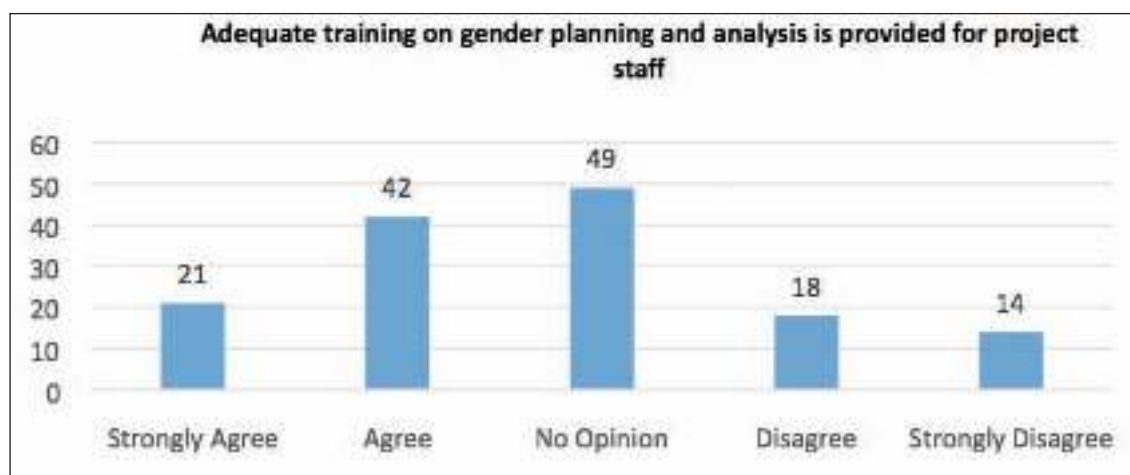
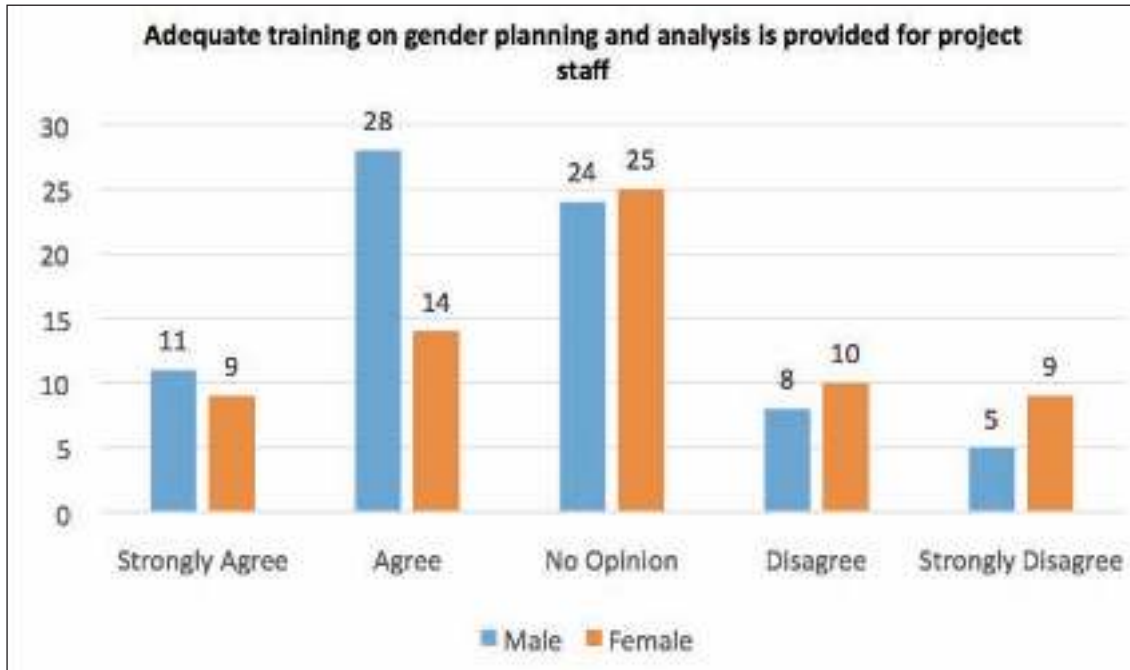
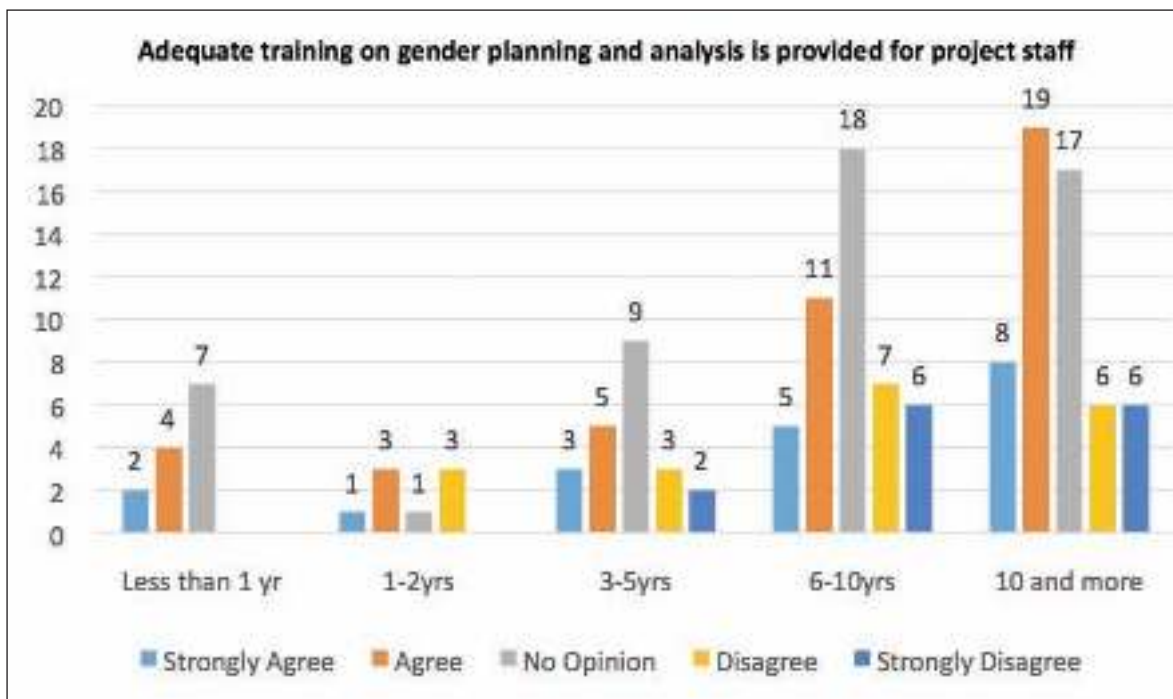


Figure 9: Response to Question 15 by sex



The graph below shows that the majority of those who believed that the company was providing adequate training on gender planning and analysis for staff had been with the company for a relatively long period of time, particularly 6-10 years or more.

Figure 10: Response to Question 15-Number of years with the company



The company does offer a technical and leadership training programme although acknowledging that there is a need to increase the number of female beneficiaries in these programmes.³¹ The information provided showed that only 4 per cent of the beneficiaries were females.

3.1.6. Monitoring and Evaluation of Gender Mainstreaming

This section looks at existing internal systems, methods or approaches including structures to monitor and evaluate the effect and impact of the company's gender mainstreaming programmes and activities. The information provided by the company shows that it does not have a specific monitoring and evaluation system intended to assess progress (including the effectiveness and/or impact) of gender mainstreaming activities.

The company indicated that it collects gender-disaggregated quantitative data in the case of the bursaries and learnership programmes. Gender-disaggregated indicators are necessary, though not sufficient. They need to be accompanied by trained and skilled personnel to carry out appropriate analysis of the data and develop policy advice on best ways to respond within an overall company gender mainstreaming strategy.³² This should also be accompanied by other baseline data, and clearly defined indicators to track progress and changes in gender relations over time.

3.2. CASE STUDY 2: KLOOF GOLD MINE

Kloof Gold Mine is a Division of Sibanye Gold Limited, located in the far West Rand mining district of Westonia, some 60km south-west of Johannesburg in Gauteng province. Kloof is the result of the consolidation of the Kloof, Libanon, Leeudoorn and Venterspost mines in 2000. The current mine infrastructure consists of five producing shaft complexes that mine open ground and pillars, with the deepest operating level some 3347m below surface (45 level at 4 shaft), and two gold-processing plants.³³

The CGE team visited the Kloof Mine operation, and had an opportunity to go underground, 1.3 kilometres below the surface, for an onsite observation of the working environment for both men and women miners. It was clear that mining for gold is rough and physically

³¹Ibid.

³²Paola Brambilla, *Gender and Monitoring: A Review of Practical Experiences. Paper Prepared for the Swiss Agency for Development and Co-operation* (2001), <http://www.bridge.ids.ac.uk/go/home&id=52836&type=Document&langID=1> (February 2017).

³³Sibanye Gold Ltd, *Kloof- Sibanye Resources*, <https://www.sibanyegold.co.za/our-business/gold/kloof/overview> (January 2017).

demanding work under extreme working conditions. The team did meet a single female mineworker during the underground onsite observation, which showed clearly the expectation of the team that not many women would be found working in that environment. This does not suggest in any way though that women would not want to work under such conditions if given the chance, proper training and appropriate working conditions. However, it was clear that such a working environment would be extreme for anyone unprepared, whether a man or woman.

3.2.1. Gender Representation and Participation at Internal Decision Making Level

The information provided by the company on the gender profile of its highest decision-making structures as requested by the Commission. Kloof Gold Mine is a division of Sibanye Gold Mine. Its senior management is constituted of 8 male members. The highest decision-making structure leading Kloof Gold Mine is the same structure that governs Sibanye Gold Ltd. The board comprises 12 (92.30 per cent) males and one (7.69 per cent) female. The executive is also made up of 12 (92.30 per cent) males and one (7.69 per cent) female. The gender profiles of these two structures are therefore similar, although the composition of the memberships of the two are separate and different (see table 2 above).

Based on the senior management, Kloof operations has achieved Level 1 in terms of CGE gender representation rating scale, which means that the company has failed to ensure gender representation at the senior management level. The figures show that its senior management team comprises exclusively one gender (i.e. males) to the exclusion of women.

3.2.2. Mainstreaming Gender in Organisational Culture and Systems

Based on the information submitted through the CGE's gender barometer tool, the Kloof mine operation has also put in place a number of workplace forums which largely confirm and follow the model revealed at corporate head office (i.e. WIM forums at the operation, Kloof EE forum, social and labour plan forum, Sibanye Gold Limited WIM steering committee and working group, and Sibanye Gold Limited's WIM 'coffee' session). It was also indicated that some of these structures are intended to deal with and resolve issues of interest for women in mining. However, they face the same limitations that were identified above – some of the officials leading these structures do not have the necessary training and skills to handle gender-related challenges, and the structures themselves are weak and do not have the necessary decision-making powers and meaningful authority to influence company direction on fundamental and strategic issues relating to gender transformation.

During focus group discussions with employees it was also clear that, based on the views of most participants, these structures were seen as weak and marginal within the leadership hierarchy of the company. They appear to serve as 'shock absorber' structures for management, serving as first-level sounding boards for potential issues of concern for management, while the real decisions on fundamental company strategic issues (e.g. empowerment of women, promotions, remuneration, representation and participation of women in high-level company decision making structures, etc.) are taken elsewhere.

The Kloof gold mine also identified the balanced scorecard as one of the measures for mainstreaming gender in the organisation. Obviously this is similar to the score card system discussed earlier under 'corporate head office', and therefore subject to similar issues and misgivings raised earlier.

3.2.3. Budgeting and Gender Mainstreaming

The information submitted in response to the CGE's gender barometer tool appears to show that the Kloof Mine operation has made available adequate financial resources as part of its annual budgeted plans to support gender-related activities. However, the information provided relates to Sibanye Gold's corporate social responsibility programmes, some of whose objectives are stated as empowerment or development of women. Yet only one programme (i.e. the protective clothing manufacture project) appears to identify objectives directly related to the needs of women – to manufacture protective clothing, skills development as a self-sustaining business. The other two projects, with very small budget allocations, seem to be events/activities rather than programmes.

While the numbers of women beneficiaries in the different programmes/activities are provided in Table 4 these are not placed against the numbers of male beneficiaries within the overall totals. In general, these CSI programmes amount to very little in terms of budgetary resources allocated for addressing the needs of women. In addition, they constitute insignificant numbers of women beneficiaries and it is doubtful as to whether or not this would make a fundamental difference to the ability of the company to advance and empower women meaningfully.

Table 4: Programmes/ projects and budget allocation

Programme/ Project	Objective/ Focus	No. of Women Beneficiaries	Budget Allocation	Achievements	Challenges
Protective clothing manufacture	Manufacture of protective clothing. Skills development. Self-sustaining business	17	R2 300 000 Spend to date R1 983 725	Currently most breaking even Production is at a steady rate	Entry to market commitment by beneficiaries Economy of scale and costing
Merafong Women in Business	Exhibition space and gala dinner for SMME's	N/A	Spend to date R20 000		
Pyroca	Provision of blankets	N/A	Spend to date R20 520		

Source: Data provided by Kloof Operations, 2016.

3.2.4. Measures to Create an Enabling Environment for Gender Mainstreaming

As a subsidiary of Sibanye Gold, it was expected that the Kloof Mine would follow the same policies (e.g. sexual harassment policy, racism policy, maternity leave policy, etc.) developed by corporate head office. As indicated earlier in this report, Sibanye Gold has developed a number of policies and practices which are clearly meant to apply at, and guide, the Kloof Mine operation. The Kloof Mine management was adamant that efforts were taken to popularise knowledge about these policies to all the staff members (e.g. through the use of company intranet, regular briefs, posters and newsletters).

While this might be the case, during focus group discussion with employees, the issue of knowledge of company policies, especially pertaining to sexual harassment, maternity and paternity leave, gender equality and gender transformation were raised for discussion. There was a clear lack of awareness among the focus group participants. For instance, an intense discussion took place around the issue of paternity leave for men. The company's human resources unit indicated that such a policy exists, although no written evidence was provided to this effect. During the focus group discussion, participants were asked to talk about this, and many were unaware of it, while a great deal of confusion was evident among others.

Another issue that was discussed at length was the company's sexual harassment policy and incidents of sexual harassment in the workplace. One female participant said: "The company

has a sexual harassment policy but unfortunately, workers do not know about the policy. Women do not report sexual harassment because they are not taken seriously. And when reporting to your supervisor such an incident, women are asked about the tribe or ethnicity of the offenders as these behaviours are considered as normal and not an offence in some tribes or ethnic groups."

Another (male) participant said that "some women report sexual harassment just for the sake of nuisance ... so it is a two ways thing." He did go on to say that gender equality should become well-known at all levels in the company, from ground to senior level. During the focus group discussions, it was clear that most men, particularly black/African men, were not aware that the company had a paternity leave policy in place to cater for them. Some of them claimed that they often applied for 'family responsibility' leave to attend to the birth of their children, and this practice was confirmed by the company officials. It would appear that not much has been done to address the problem. The participants emphasised the issue of lack of proper awareness raising around company policies.

These views are a clear indicator that there might be widespread ignorance among employees around company policies, and a well-grounded need for a thorough training and/or awareness raising on a range of vital issues affecting the welfare of staff such as gender issues, leave and sexual harassment in the workplace. This is one of the key measures to could help create an environment conducive to gender mainstreaming at the Kloof Mine operation. While the Kloof operation management, including Sibanye Gold Ltd corporate head office management, claimed on several occasions that a number of workplace forums such as WIM have been set up to address these issues, it would appear that in practice these structures are not very effective.

3.2.5. Capacity Building for Gender Mainstreaming

As indicated already, both the corporate head office officials and Kloof Mine management pointed to the existence of the WIM forum as one of the structures to deal with gender transformation issues. Kloof Mine management said that the WIM forum has a champion who serves as a member of the WIM working group and is employed in the human capital department, responsible for gender. However, no evidence was provided to indicate this individual's level of qualification, knowledge of gender-related issues and the level of competence in this area of responsibility.

3.2.6. Monitoring and Evaluation of Gender Mainstreaming

As a subsidiary of Sibanye Gold, the Kloof mine was expected to adopt the same approach and practices as head office for monitoring and evaluating the effectiveness of any gender-mainstreaming-related programmes and activities. This was indeed the case, with the management pointing to the WIM forum as a structure that fulfils this function.

Other methods that were mentioned for monitoring and evaluating the effectiveness of gender mainstreaming activities included company monthly operational reviews, human capital development meetings, WIM forum meetings, EE meetings, quarterly WIM 'coffee' sessions, talent council sessions per discipline and different audits (DMR compliance audits, department of labour compliance audits, internal and external audits). However, officials could not give clearer details as to how these structures carried out this function. Moreover, it was clear some of these structures were obviously unsuitable and inappropriate for this type of function, which could suggest that the officials are not fully knowledgeable of the processes of monitoring and evaluating gender mainstreaming. In other words, the team was not convinced that Kloof Mine had an appropriate and effective system for assessing progress in its gender mainstreaming programmes (to the extent that such programmes existed as discussed in this report).

3.3. CASE STUDY 3: EXXARO RESOURCES LTD CORPORATE

Exxaro Resources Ltd is one of the largest black-owned diversified resource companies based in South Africa, with business interests in South Africa, Europe and the United States of America.³⁴ The company was established in 2006 in South Africa and is part of a multinational entity with the board of directors primarily responsible for overall governance of the company.³⁵ The company's corporate publicity material states that "Exxaro was formed as part of an empowerment transaction that involved the unbundling of Kumba Resources' iron ore assets and the re-listing of Kumba Resources as Exxaro. Exxaro includes the merged assets of Eyesizwe Coal."³⁶ Most of its power stations supply coal to South Africa's national power utility company, Eskom.³⁷

According to information from the company, its ownership structure shows that it is owned by five entities – Main Street 333 Proprietary Limited, a BEE holding company owning 52.09 per

³⁴Exxaro, *Company profile*, <http://www.exxaro.com/> (January 2017).

³⁵Exxaro Resources Ltd Corporate, *Response to Gender Barometer Tool for the Commission for Gender Equality* (2016).

³⁶Exxaro, *Annual Reporting*, <http://www.exxaro.com/index.php/investors/annual-report-archive/> (January 2017).

³⁷Exxaro, *Company profile*, <http://www.exxaro.com/> (January 2017).

cent shares, followed by minorities considered as free floating with 37.27 per cent, then Anglo American Platinum with 9.70 per cent, Exxaro with 0.77 per cent and lastly other (not specified) non-public shareholders with 0.17 per cent shareholding.³⁸

Exxaro Resources Ltd owns subsidiaries in Limpopo (Grootegeeluk, Thabametsi, Waterberg North, Waterberg South, Zonderwater, Mafube (50 per cent)) and Mpumalanga (Arnot, Dorsfontein, Forzando, North Block Complex, Leeuwpan, Matla, Belfast, Eloff, and Tumelo (49 per cent)); however, the study will only focus on Matla coal.

3.3.1. Gender Representation and Participation at Internal Decision-Making Level

The information provided by the company shows that out of a total of 508 permanent employees at Exxaro Resource Ltd corporate head office, 280 are men and 228 are women.³⁹ While the majority of the staff is clearly male, this is nonetheless a significant number of women employed at the company's corporate head office. However, this figure does not indicate what levels of seniority many of these female employees occupy, given that, traditionally, the senior leadership and management levels of many mining company companies tend to be dominated by males. As will be indicated later in this report, Exxaro Resources Ltd was not expected to be an exception.

The information obtained from Exxaro corporate head office identifies the two highest decision-making structures in the company, top management and senior management. The information provided by the company also reflects a huge gap between men and women in the membership profiles of these senior levels, corporate decision-making structures. For instance, there is no female member appointed in top management while only 11 (19.64 per cent) women out of a total of 56 are appointed at senior management level.⁴⁰

Based on these figures, applying the CGE Gender Representation Rating Scale would give Exxaro Resources Ltd corporate head office a Level 3 rating. That means that the company is at a progressive stage of promoting gender representation within its highest decision-making structures at the head office because women constitute more than 15 per cent but less than 30 per cent of the membership of the highest corporate decision-making structures in the company. This means that women's level of numerical representation and participation in

³⁸Exxaro Resource Limited: Owner Structure(undated) Exxaro Resources Ltd Corporate, Response to Gender Barometer Tool for the Commission for Gender Equality (2016).

³⁹ Ibid.

⁴⁰ Ibid.

the highest decision-making structures is still far from reaching the required 50 per cent parity level in line with the provisions of the WEGE Bill. The Act stipulates that 50 per cent of positions in organisational decision-making structures should be occupied by women.

3.3.2. Mainstreaming Gender in Organisational Culture and Systems

In terms of mainstreaming gender in the organisational culture and systems, available information from Exxaro Resources Ltd shows that the company's efforts in this regard are made up of running sexual harassment awareness campaigns and offering self-defence training sessions for women to educate them about issues of sexual harassment and how to defend themselves.⁴¹

This issue was interrogated at length during a presentation by management at the Matla Coal Mine subsidiary offices in Kriel, Mpumalanga. The CGE team observed that the company's sexual harassment awareness campaigns (as presented) appeared one-sided, directed only at women and not men. Management could not provide evidence to show that men, as the primary perpetrators of violence and sexual harassment against women, were also being targeted by the management for such awareness and educational campaigns.

3.3.3. Budgeting and Gender Mainstreaming

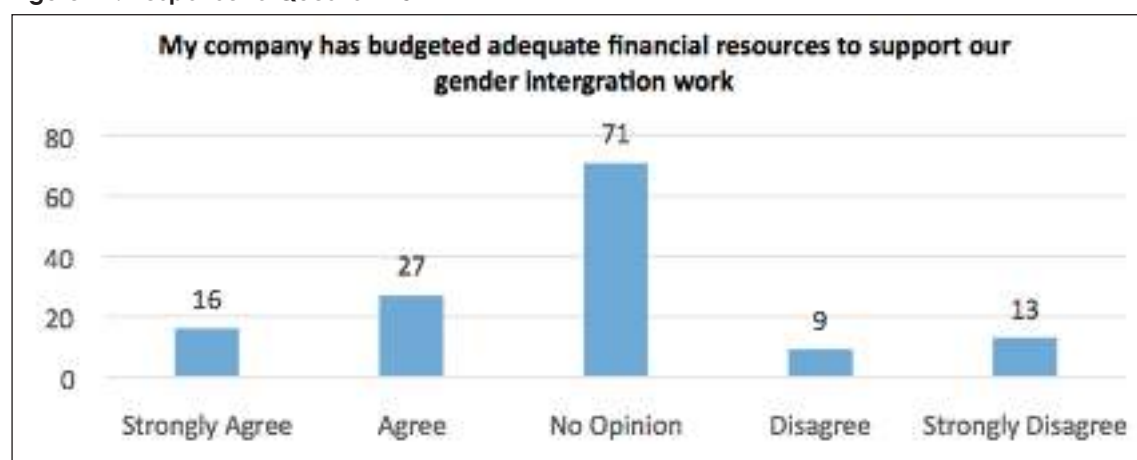
A gender-sensitive budget is an important instrument for mainstreaming gender in the company. Therefore, the CGE usually asks the companies being assessed for a detailed copy of a formal company budget for the year under review. While Matla Coal Mine did not provide a copy of the company budget, it provided some information, including a copy of a PowerPoint presentation prepared by management as a supporting document, giving details of some of the initiatives intended to support and promote gender mainstreaming in the company. The company says that for the year when this study was being carried out, it had made funds available for employment equity. The information provided states that this entails interventions for the benefit of women and resources.⁴² No further details were provided to clarify this claim, although based on the assessment of other mining companies, the team understands this to be mere compliance with EE requirements as laid out by the department of labour and nothing to do with fundamental gender mainstreaming.

⁴¹Ibid.

⁴²Ibid

The company also pointed to the WIM forum as another programme that supports gender mainstreaming in the company. However, supporting documents indicated that the WIM forum would only start functioning in 2017. In other words, it was not yet operational at the time the study was being undertaken. The responses to the survey questionnaire that was administered among the company's employees revealed that most of the employees, both at the corporate head office and at the Matla Coal Mine subsidiary were not aware of gender-related budgeting by their company, as illustrated in the following graph.

Figure 11: Response to Question 10



The graph clearly shows a fairly large number of respondents who expressed no opinion on the statement regarding gender-related resource allocations by the company.

The information provided by Matla Coal Mine also details initiatives to assist and empower female beneficiaries outside the company, the company's corporate social responsibility programmes, as indicated in the following list.

- Professionals in training programme allocated R40 million annual budget and this benefited 23 women.
- A bursary programme, allocated R11 million annual budget, benefiting 33 women.
- Work integrated learning programme, diplomat learnership programme, with R90 000 annual budget, awarded to 1 woman beneficiary.
- An internships programme allocated R1.1 million annually, with 7 women beneficiaries.

CSI programmes have been in existence for many years in South Africa, and are not necessarily an indication of a coherent gender mainstreaming programme.⁴³

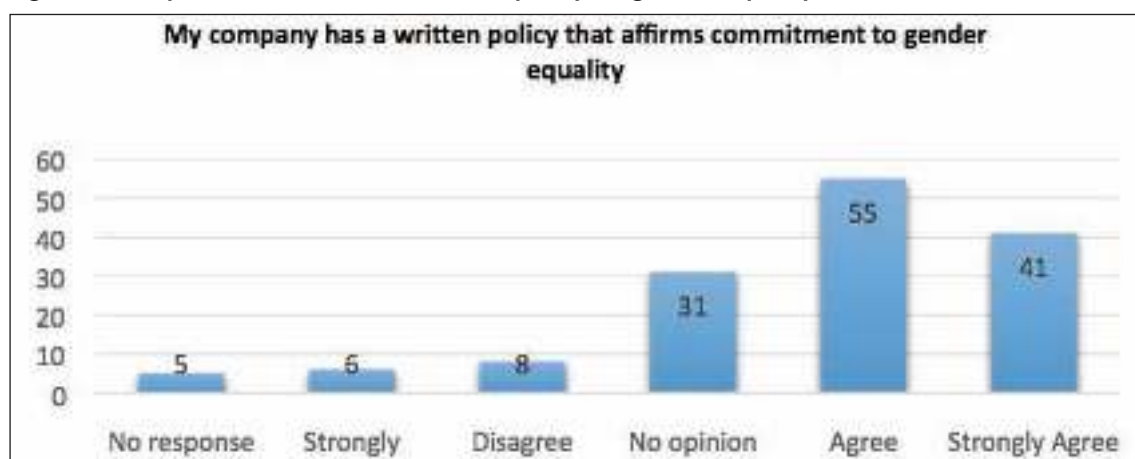
⁴³bid.

However, they can potentially serve as a welcome tool not only to address existing social needs within the communities in which they operate, but also to serve the critical purpose of promoting gender equality and women’s empowerment by employers and companies in South Africa. These amounts are therefore clearly part of an important social assistance programme for those in need of such assistance, and therefore a step in the right direction.

3.3.4. Measures to Create an Enabling Environment for Gender Mainstreaming

In terms of measures and initiatives to create an environment conducive to gender equality and transformation in the workplace, the existence of written gender policy appears to be clouded in confusion. While the research team did not get a copy of the written company gender policy document for examination and analysis, despite formally submitting a request to management for a copy, the responses of the employees to a survey questionnaire appear to indicate a strong opinion that such a document actually existed. The study sought to test perceptions among employees as to written company commitment to promoting gender equality and transformation in the workplace. Figure 12 provides details of responses to a statement contained in a survey questionnaire administered to the company’s employees both at head office and Matla Coal Mine.

Figure 12: Responses to Question on written policy on gender equality



Clearly, the patterns and numbers of responses in the graph leave no doubt as to what the respondents think. Interestingly, our analysis of the survey response data also revealed that more respondents from the Matla Coal Mine than those from corporate head office strongly believed that the company had a written gender policy. In addition, more males than females tended to agree with the statement that the company had a written gender policy document. As indicated already, evidence of such a written company gender policy document was never made available to the research team despite requests to this effect.

Regarding other measures to create an enabling environment for gender mainstreaming, the management repeatedly stated that the responsibility for promoting gender equality and gender transformation rests with company executives, and that achievement of this objective is an integral part of the performance contracts of company senior executives.⁴⁴

However, the information provided does not clearly support these claims. A copy of the group manager (portfolio management's) performance contract was provided and it indicates a range of objectives such as BBBEE, compliance with the Mining Charter through HR development, employment equity, housing and living conditions. However no specific details are provided in terms of the promotion of gender equality and gender mainstreaming as one of the key performance indicators for the company's senior managers.

Below is the list of other programmes and policy initiatives that the company said are used to cater for the needs of women beneficiaries as part of fostering an environment conducive to gender equality in the company:

- A housing policy to support young employees and advance women within the company at the beginning of their careers to enter the housing market. The policy caters for same sex couples. However, the copy of the housing policy document that was provided to the team was not a signed document, which should signal that it is a policy that has formally been adopted, signed by senior company leadership and therefore binding throughout the company for implementation.
- Identifying the need to cater for an Early Childhood Development (ECD) centre to accommodate the increasing number of working women with children aged between two and five years. The company is currently engaging with Curro Holdings to establish the centre at a new housing development project in a residential area called Thubelihle, 30 minutes' drive from the town of Kriel. According to the management this initiative will assist underground women miners working shifts. However, it should be noted that this initiative was still being negotiated at the time of the study and therefore the policy has not yet benefited any of the intended beneficiaries.
- The WIM forum intended to serve as a forum for women to interact and raise issues related to women in the workplace. It is also intended to create an environment that supports women's leadership in mining. However, a focus group conducted with junior employees revealed that the management is not fully committed to this initiative. This

⁴⁴Ibid.

is supported by the fact that there was no binding document submitted to the CGE; instead, one page (2016-2017) action plan was submitted.

- An EE policy, developed in November 2014: this policy is usually part of the compliance with the requirements of the Employment Equity Commission.
- A sexual harassment policy developed in November 2006: although the copy of the document that was provided was not a formally signed document, this is a potentially important policy document, especially if it is widely disseminated within a company-wide anti-sexual harassment/zero-tolerance strategy and effective awareness campaigns. The policy follows the right procedures to address sexual harassment and this will encourage the employees to report sexual harassment cases in the workplace without fear of victimisation.
- A code of practice on the provision of PPE to address the problem of unsuitable uniforms for female employees: however, based on the information provided to the CGE, including an unsigned copy of the policy document that supports this initiative, it would appear that this process only started very recently during the period when this study was being carried out (i.e. in 2016). Therefore, this was still in the pipeline, and the company was still testing the uniforms designed for women. This means that women miners, especially underground, continue to use uncomfortable uniforms meant for men. The CGE confirmed this because during the onsite visits at the Matla Coal Mine, the team was taken underground for onsite observations of work processes, and female team members wore the same uniform as male team members.
- A preferential procurement policy which sets specific targets to support women-owned businesses through operational procurement processes. However, the information provided by the company in this regard was only contained in a copy of a PowerPoint presentation rather than a copy of a formally adopted, signed, and therefore binding, policy document.⁴⁵

Based on the discussion so far, it is clear that the company has not done much, and the information provided by the company itself underscores this, to create an environment conducive to gender mainstreaming in the workplace.

⁴⁵ibid.

3.3.5. Capacity Building for Gender Mainstreaming

Gender-specific training is one of the key prerequisites for an organisation to be able to mainstream gender in the workplace. With respect to gender training, Exxaro Resources Ltd corporate head office did not provide evidence to show that it caters for gender planning and analysis training for officials, particularly the executives that are said to be responsible for gender mainstreaming functions/responsibilities. However, the management insisted that senior company executives had the necessary skills, even if relevant gender-related training had not been provided.⁴⁶ The company indicated that training on employment equity was offered by Ernst and Young Advisory services, and a copy of the training manual was made available for the team to examine.

3.3.6. Monitoring and Evaluation of Gender Mainstreaming

In terms of a gender-sensitive monitoring and evaluation system to track progress in promoting gender equality and transformation (to such an extent that such programmes exist in the company), it was clear that such a system did not exist. This is based on the information submitted by the company. However, the management did argue that the company uses its normal performance management and operational results to monitor progress in gender mainstreaming.⁴⁷

3.4. CASE STUDY 4: EXXARO MATLA COAL MINE

The Exxaro Matla Coal Mine is one of Exxaro Resources Ltd.'s business units. It is an underground coal mine situated 20 km west of Kriel, a small town in the Mpumalanga province. The mine is one of the biggest in Africa.⁴⁸ It supplies Eskom Matla power station on the basis of a cost-plus agreement, which is reviewed annually.⁴⁹ Even though Exxaro Resource Ltd is listed with the JSE, Matla Coal as a business unit is not listed. The company is affiliated to the Chamber of Mines and the South African Collieries Managers Association.⁵⁰

As part of the fieldwork/data gathering process for this project, Exxaro Management was asked to complete the CGE's gender barometer tool which collects information on various aspects of company programmes, strategies, resources and other related information on

⁴⁶Ibid.

⁴⁷Ibid.

⁴⁸Exxaro, *Matla*, <http://www.exxaro.com/index.php/where-we-operate/coal/matla/> (December 2016.)

⁴⁹ Ibid.

⁵⁰Exxaro Matla Coal, *Response to Gender Barometer Tool for the Commission for Gender Equality*, (2016)

gender mainstreaming and gender transformation in line with the country's policy and legislative frameworks. The process of gathering data also involved a request for Exxaro management to complete a survey questionnaire and a focus group discussion with a selected group of employees. The management was requested to assist with the selection of the focus group participants based on the criteria determined by the CGE team.

The team experienced numerous obstacles in its attempts to achieve these project activities, particularly with regard to the focus group participants. For instance, the attempt to convene a focus group discussion was frustrated by the fact that half of participants were learners rather than fully employed employees of the company, with very limited to no knowledge of company, its programmes, policies and practices. Therefore, they could not offer any meaningful contributions to the focus group discussions, which rendered the first attempt at a focus group discussion less than helpful. The second focus group discussion was convened in line with the criteria as determined by the CGE. However, all participants did not have the time as this group was convened at an inconvenient time in the afternoon when many had to leave work to go home. In addition, most of the participants were reluctant to talk, appeared fearful and unwilling to respond to the issues placed before them for discussion.

The event was convened inside the company's boardroom and that could have contributed to the fear that obviously gripped many of them. Therefore, this effort was abandoned, and no further attempts were made to convene another focus group discussion with the company's employees. However, this report will draw on some of the issues discussed during the first focus group discussion with the learners.

3.4.1. Gender Representation and Participation at Internal Decision-Making Level

The figures presented in this section illustrate the representation and participation of women in the internal senior level decision-making structures in the company. Matla Coal Mine management's response to CGE's gender barometer tool indicated that men dominate the company's workforce in sheer numbers, as expected and as typical of the mining sector. Out of the total number of 2094 company employees, 1753 (83.72 per cent) are men and only 341 (16.28 per cent) are women. The information on the company's senior management structure shows that there are 4 senior managers, all men. This means that in terms of CGE's Gender Representation Rating Scale, Matla Coal Mine achieved Level 1. This means that the company is failing to promote balanced gender representation within its high-level decision-making structure that runs the company, totally excluding women from senior management and high-level decision-making positions.⁵¹

⁵¹ Ibid.

This finding was supported during the focus group discussion, where some of the participants indicated that women are highly concentrated in the lower-level categories of employment in the company. However, the majority of respondents did say that only the training centre had a balanced gender representation.

3.4.2. Mainstreaming Gender in Organisational Culture and Systems

As part of mainstreaming gender in the organisation's internal culture, Matla Coal Mine stated that it carries out regular communication work to publicise its efforts to promote gender transformations among all its employees. Among others, the companies said it uses electronic information screens, daily newsletters, workshops as well as other organised structures such as the EE committee and the WIM forum which addresses women's issues in the workplace, as well as the management team that that apparently undertakes several regular leadership drives to articulate the company's position on matters such as sexual harassment.⁵² Although the company and employees mentioned the WIM forum as one of the structures serving the purposes of communicating with employees on key issues of concern for them, respondents of the focus group were of the view that managers' attitude towards the WIM forum is not to take it seriously.

3.4.3. Budgeting and Gender Mainstreaming

In terms of company budgeting for gender mainstreaming activities, Matla Coal Mine provided information that indicates that adequate financial resources were made available to support gender mainstreaming-related work and implementation of the company's social transformation strategy at all levels through training and development to increase women's representation in the company, although they do not have a gender policy. This will be further discussed under the sub-section dealing with training and skills development. The following list was provided to illustrate the programmes currently funded by the company with women as beneficiaries:⁵³

- Mining operator skills programme 18.2 to develop entry level equipment operators with allocation of R47 000. and benefited 17 women.
- Maintenance operator skills programme 18.2 to develop entry level engineering maintenance aides allocated R301 653 and benefited 11 women.
- Administration leadership to develop entrants into disciplines like HR, finance, mineral resource management SHEC allocated R200 000 and benefited 8 women.

⁵² Ibid.

⁵³ All this information was obtained directly from Exxaro Resources Ltd, including the technical code numbers and abbreviations for specific programmes

- Learnership engineering, 18.2 to develop engineering artisans allocated R411 345 which benefited 15 women.
- Learnership, mining 18.2 to develop underground coal miners allocated R219 384 and benefited 8 women.
- Learnership engineering, 18.2 DOL develop engineering artisans allocated R329 076 which benefited 12 women.
- Learnership engineering, 18.2 DMR develop engineering artisans allocated R301 653 and benefited 11 women.
- Ventilation and occupational hygiene skills programme 18.2 to develop skills for ventilation and dust control allocated R125 000 which benefited 4 women.
- Work integrated learning programme, diplomat learnership allocated R352 269. on an ongoing basis and so far benefited 3 women.
- Work integrated learning programme, diplomat internship allocated R270 000 on an ongoing basis and so far benefited 3 women.⁵⁴

While the list and the information presented above appears to be a step in the right direction, it is not clear what the proportions of women beneficiaries were compared to men, because the figures are not accompanied by overall totals, including the figures for male beneficiaries of these programmes.

3.4.4. Measures to Create an Enabling Environment for Gender Mainstreaming

Most of the policies outlined in this subsection are already covered above, in the discussion relating to Exxaro Resources Ltd corporate head office because it is responsible for developing overall policies to apply to both corporate head office and its business units. These policies include the following:

- Housing subsidy
- Sexual harassment.
- Personal Protective Equipment (however the PPE for women was still being tested, expected to be rolled out at a later stage).
- Preferential procurement.

Apart from these policies, Matla Coal Mine also indicated it had put in place a social transformation strategy aimed at creating an environment and culture conducive to gender

⁵⁴Ibid.

and racial transformation. However, the team has not been able to determine if this social transformation was also relevant for the purpose of addressing gender transformation in addition to racial transformation.

On the day of the first visit to the Matla Coal Mine, prior to the focus group discussion, the management made a lengthy presentation (which was never completed due to time constraints) on the company's policies, programmes, employee numbers, gender profiles and other activities. The information was fairly impressive. However, the team had no way of verifying or determining the validity of much of the claims made in the presentation.

Moreover, during the focus group discussion that followed the management's presentation, some of the employees expressed extreme scepticism about some of the information contained in the management's presentation, arguing that the information presented a far rosier picture on several aspects of company programmes, policies and activities than the reality prevailing in the company at the time the study was being carried out. One of the issues on which scepticism was expressed by employees during the focus group discussion related to claims made about benefits for pregnant and breastfeeding mothers in the workplace.⁵⁵

During the focus group discussions, some of the employees within the group raised a number of issues of concern, including recruitment and succession planning. For instance, one female respondent argued that: "Women are mostly found in the lower levels. The problem starts when selecting for recruitment. The supervisors always block women. They exercise a great amount of power when recruiting. Management just turns a blind eye. There are so many vacancies in engineering but they don't want women. We can give you an example. A woman was working for more than 10 years but she has never been awarded the opportunity to act as a foreman when the foreman was on leave. They have 7 electricians, only one woman amongst them. The succession plan for employees lags behind, especially when it comes to people being in the company for very long."⁵⁶

Another respondent argued that trade unions are not able to influence gender mainstreaming or transformation in the company because union representatives are only allowed to sit on the recruitment panels for lower levels up to C3 job category. They are not part of the panel from C4 upwards. There was a strong perception among some participants that the company is hostile to gender transformation. One respondent claimed that most of

⁵⁵Exxaro Matla Coal, Focus group discussion held with CGE, Kriel, Mpumalanga, August 2016.

⁵⁶Ibid.

the male foremen are appointed on experience, while females, with better qualifications, are overlooked. As indicated already, the CGE team did not receive sufficient information from Matla Coal Mine management to be in the position to assess and verify some of the claims made by both management and employees.⁵⁷

Finally, it was noted that most participants during the focus group discussion did not have a clear understanding of what gender equality means, and tended to confuse the requirements of the EE commission for numerical equality for substantive gender equality (i.e. the focus of this study).

3.4.5. Capacity Building for Gender Mainstreaming

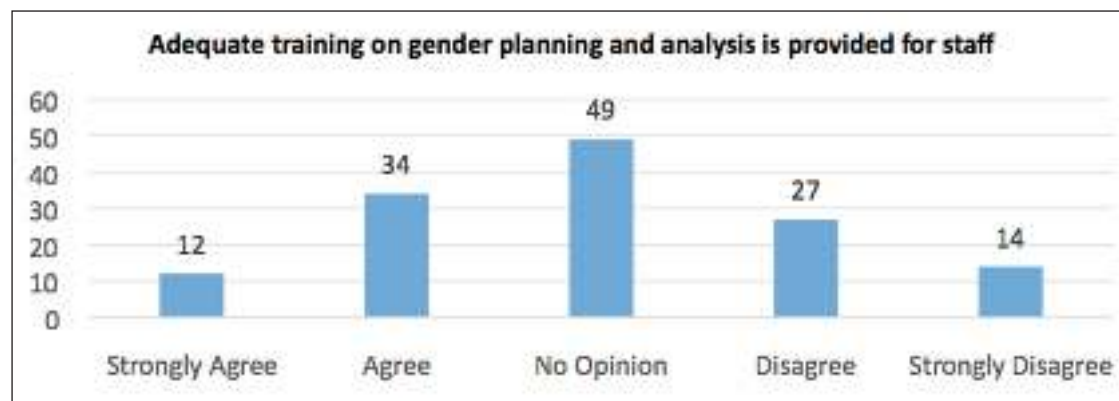
From the information received from the company, it was clear that there was no specific unit and official responsible for gender mainstreaming and therefore for assessing progress achieved and the impact of gender mainstreaming programmes, to the extent that such programmes existed. The company insisted however that the responsibility and function of gender mainstreaming was assigned to relevant company executives and senior managers.⁵⁸ No convincing evidence to this effect was advanced though. Also no evidence was advanced as any type of gender-related training ever provided for those responsible for driving gender mainstreaming programmes and discharging related responsibilities.

As was the case with the other mining companies assessed in this report, Matla Coal Mine officials insisted that structures such as the EE committee, employment relations forum and WIM forum were involved in discharging the function of monitoring and evaluating progress and the impact of gender mainstreaming activities in the company.⁵⁹ As indicated already, convincing evidence to this effect was lacking. It was not even clear as to whether or not company officials understood the need and importance of having a dedicated and trained official responsible for gender mainstreaming programmes throughout the company, and the need to monitor and assess such programmes on a regular basis to ensure effectiveness and impact in the long term.

Figure 13 illustrates the responses of participants to the survey questionnaires administered to employees at the company head office and its subsidiary, Matla Coal Mine, regarding gender-related training/skills development.

⁵⁷Ibid.
⁵⁸Ibid.
⁵⁹Ibid.

Figure 13: Response to Question on gender-related training



It is clear that the number of those who either had no opinion or disagreed with the statement was significant. Only 63 (46 per cent) of participants out of a total of 136 had agreed or agreed strongly with the statement regarding gender-related training/skills development for company staff.⁶⁰ The responses from the company management on the same issue were no different, suggesting that no gender-related training or skills development of any significance had been offered to relevant staff in the company.

3.4.6. Monitoring and Evaluation of Gender Mainstreaming

In this sub-section the report sought to assess the existence of an internal gender-sensitive monitoring and evaluation system for the company. From the data obtained from Matla Coal Mine, no evidence was found, either through information obtained from the company or interviews with company senior officials or focus group participants to suggest that such a system exists.

⁶⁰Exxaro Matla Coal, Response to Gender Barometer Tool for the Commission for Gender Equality (2016).

CHAPTER 4: OVERVIEW OF EMERGING KEY ISSUES AND CHALLENGES

This section aims to identify a number of broad observations and matters arising from the discussion of the findings of the assessment of the mining companies covered in this report. The aim is to further illuminate some of the findings, and point to some of the key areas of concern and challenges in the way of promoting and advancing gender mainstreaming and women's empowerment in the mining sector.

Firstly, it should be acknowledged that the mining industry has made significant strides since 1994 when the numerical representation of women in the industry constituted barely 2 percent. This compares poorly with the current situation, where in 2015, women's presence in the industry workforce amounts to 10 per cent, thanks mainly to the government's Mining Charter and related policies and regulations.

However, it is clear that based on the findings contained in this report and the previous (2015)⁶¹ CGE report that similarly assessed a number of other mining entities, the traditional image, culture and practice of the mining industry in South Africa remains solidly male-dominated. This is despite a plethora of government policy regulations and legislation, as well as rhetoric to the contrary from the mining industry itself. The recent process of revising the government's Mining Charter will hopefully be informed by the realisation that a more aggressive and determined approach is necessary to tackle this issue in the long term.

The failure to promote a greater number of women in the senior management levels of the mining industry, in line with the Women's Equality and Gender Empowerment Act (2014) is clearly illustrated in the gender profile figures of high-level decision-making structures of these companies. The figures show the sheer under-representation of women in these structures. It is worth mentioning that the subsidiaries of both companies (i.e. Kloof Mine and Matla Coal Mine) had achieved only achieved Level 1 rating in terms of the CGE's Gender Representation Rating Scale. This is an indication that these two operations are failing to make meaningful efforts to promote gender representation and balance in their high-level management structures. At corporate head office level, the picture is barely better. While Sibanye Gold corporate head office achieved Level 2 (meaning that women's participation and representation in high-level decision-making structures is only symbolic/tokenistic), Exxaro Resources Limited was the only entity in this report that achieved a Level 3 rating. This means that that company's corporate head office is making a commendable effort in this regard.

⁶¹ Commission for Gender Equality (2015), *Promoting gender equality underground? Women, Mining and gender mainstreaming in South Africa*.

In terms of promoting internal organisational cultures that promoted gender mainstreaming, the findings show plenty of unsubstantiated claims regarding the efforts put in place to create such an enabling environment. Yet a close examination often reveals insignificant and short-term activities that do not address the fundamental challenges of the economic empowerment of women in the sector. It was found that in many cases, there was no clear understanding of the meaning of gender mainstreaming, or gender equality and transformation. Invariably, the companies did not write gender equality or gender transformation policy documents, which would serve as a binding policy guide outlining the importance and benefits of such a policy stance for the company. In addition, the companies were also invariably found to have no gender mainstreaming strategies (informed by a clear gender policy or gender transformation policy), with clearly defined strategic objectives, measurable targets, performance indicators and clearly defined systems for performance monitoring and evaluation of the achievements and impacts. We noted that the mere act of compliance with the requirements of the EE commission's for numerical balance in the employment of women and men was often mistaken or misconstrued for gender mainstreaming.

We do acknowledge that a number of small-scale initiatives are currently in place at the various mining companies. These include CSI programmes that cater for women (e.g. bursary schemes, learnership/internship programmes, entry-level training initiatives, mentorship programmes, leadership, fast-tracking programmes, etc.). However, in the majority of cases these initiatives are too small in their scale, inconsistent in their application, lacked clear focus and direction/end-goals and, most importantly, appeared to have very limited measurable impact on overall numbers of women entering employment in the sector. Also, in most cases these small-scale initiatives are not guided by clear internal gender mainstreaming strategies or internal gender policy frameworks.

In some cases, the study did see evidence that women can, and did, work underground in mining. This dispels one of the myths that women are not capable of working in the mines, especially underground where conditions are often inhospitable, in the gold mines in particular. However, the CGE research team observed that in general the majority of women worked on the surface, doing office-based work. During focus group discussions with employees, some women confessed that they volunteered to be removed from underground work due to the conditions prevailing there. However, it would appear that such decisions often have a lot to do with the failure of mine management to ensure that conditions prevail that are conducive to the safety of women miners underground. Based on focus group

discussions with staff, including onsite visits carried out by the CGE research team underground and informal conversations with some of the underground supervisors/shift bosses and team leaders, it was clear that lack of sensitivity to gender issues and issues of concern for women among male supervisors and shift bosses underground added to the inhospitable working environment for women.

During focus group discussions, some of the female participants (at both mines) were convinced that male supervisors/shift bosses and team leaders were determined to act as 'gatekeepers', ensuring that no female workers were assigned to their shifts/teams. There were numerous reasons put forward for this, but the key reason appears to be that women miners are perceived by male supervisors/shift bosses and team-leaders as physically weak and therefore incapable of coping with and putting in the same physical effort as their male counterparts in order to meet urgent daily and shift production targets. It would appear that these types of attitudes among male supervisors/shift bosses and team leaders tend to compound the negative experiences of female miner workers underground. This would probably explain decisions by some of the female mine workers to voluntarily opt to work on the surface rather than underground. This would also explain why more women were generally found doing office-based work compared to those working underground, both at the Sibanye Gold and Exxaro Mining Companies.

A related and notable observation made during visits to the two mining companies was that more women were found at training centres compared to those in employment, including those carrying out underground operations. The majority of the mining entities evaluated by the CGE, not only in this report but also in the 2015 report, appear to have small intakes of females compared to male recruits, not only in general but also particularly in the senior level structures. Women working in the mines are generally clustered in the lower-skill/lower-paid grade levels, Level A for entry level or team member, grade Level B as operators, and grade Level C as supervisors). In addition, the number of women observed at the Matla Coal Mine was significantly lower compared to their male counterparts. This was surprising and unexpected given that the working conditions at the coal mine appeared less daunting and physically less demanding for miners compared to those prevailing at the Sibanye gold mining operations as observed by the team. For instance, during the team's examination of Matla coal mine at Kriel, Mpumalanga, including underground onsite observations, it was noted that the depths at which the mining operation was taking place appeared to be comparatively low. On the day of onsite observations at the Matla Coal Mine, the team was taken to the depths of about 100 metres below the surface to coal miners at work. The coal-

mining operation was carried out utilising remote-controlled technology/mechanised mining equipment rather than human beings, as was the case with at the Sibanye Gold Kloof Mine in the West Rand, in Gauteng. This appears to significantly reduce the physical dangers to the machine operator, compared to the gold-mining operation at Sibanye Gold's Kloof Mine operation where the team was taken underground to a depth of approximately 3 km for onsite observations. The conditions were clearly onerous, physically demanding and risky, with miners carrying and using heavy hand-operated drilling equipment against a solid rock face to mine for gold. Such working conditions would be extremely heavy for most women, especially in an unstable terrain after blasting using dynamite. Therefore, the CGE team expected to find more female mineworkers working underground at the comparatively less risky and less physically extreme working conditions of the Matla Coal Mine compared to the Kloof Gold mine operations. Neither could the team see any compelling reason why there were very few women working underground at the Matla Coal Mine. Matla Coal Mine management could not give a plausible explanation for this. The CGE team's only feasible explanation was that women were being excluded or prevented from working underground for no reason other than their gender.

In terms of some of the more common measures to create an enabling environment to promote gender mainstreaming in the workplace, many companies resorted to varying efforts. The study noted that none of the mining companies had any gender mainstreaming policies or strategies to set the parameters and any programmes or projects towards achieving this goal. Some of the companies had a variety of internal policies to deal with issues of concern for women such as sexual harassment, maternity leave, breast-feeding, early childhood development and after-care for female workers with children. While these policies were clearly a step in the right direction, the existence of such policies on paper was no guarantee of effective application/implementation in practice. In some cases, these policies were not widely known among employees in the workplace, and often those responsible for implementing them were either wilfully ignorant of them or untrained for that purpose.

A general observation by the CGE team was that almost all the mining companies assessed, not only in this report but also in the 2015 report, had created/established some internal structures aimed at integrating and accommodating issues of concern for women in the mines. One of the most common structures in this regard was the WIM forum (different names or variations to the theme were used by different mining companies for essentially the same thing). While in theory this is a commendable idea, in practice it would appear that these

structures were weak and avoided dealing with fundamental, deep-rooted and structural/long term issues that affected the place and role of women in the mining sector. The efforts of these WIM structures seemed predominantly focused on matters such as events management, female uniforms, self-defence courses, toiletry/sanitary provisions for women, etc.

An interesting issue that emerged, for both mining houses assessed in this report, was the role of trade unions in advancing gender equality and gender mainstreaming in the workplace. Based on interviews and focus group discussions with employees at both mines, it would appear that male-dominated leaderships of the trade unions are perceived as more of a hindrance than a help in their fight for women's rights and equality in the workplace. The focus group discussions with staff, including union members, revealed that at best, union representatives are as uninformed as any other worker on issues of gender mainstreaming, and at worst, the predominantly male union leaderships are uninterested in facing company management, on issues of gender equality and women's rights. Trade unions were perceived as focusing only on issues of salary increments, workplace fatalities/safety issues and others.

Finally, the issue of budgeting for gender mainstreaming-related expenditures was found to be virtually non-existent. Several of the mining companies had provisions under various programmes, including CSI programmes or bursary schemes on preferential procurement programmes that allowed for some specific funds to be allocated to women-specific line items (such as fast-track women leadership training schemes, women in business support schemes, mathematics and science scholarships for girl learners, internships/leaderships for women trainees, etc.).

While these schemes are commendable in the short-term, in the long term they were largely ineffective and had limited impact in terms of improving/increasing the entry of women into the sector. These schemes also appeared, in the long term, to have limited impact on the economic empowerment of women in the mining sector in general, and in the specific entities assessed. More importantly though, such financial support schemes were not underpinned by well-informed, internal gender mainstreaming policies and strategies, relevant trained/skilled personnel to drive these programmes within their companies, with support from company management/leadership, and effective monitoring and evaluation systems to assess impact in the long term.

CHAPTER 5: CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusions

The conclusions reached in this subsection are derived from the discussions of the findings discussed in this report, and apply generally to all entities assessed.

Firstly, it is a conclusion reached in this report that based on the findings of this study, the mining entities assessed in this report are failing to promote and pursue clear programmes of gender mainstreaming in the workplace. This is in spite of some of the commendable individual short-term activities, projects and initiatives currently in place (as outlined during discussions of the findings under relevant sections in this report).

Secondly, the gender representation and participation of women in senior-level decision-making structures is severely limited in all the mining entities assessed in this study. We concluded that no determined efforts are being pursued, within the context of clear gender mainstreaming policies, programmes and strategies, to improve and increase gender representation at senior level within these entities.

Thirdly, efforts and activities to create enabling environments within the workplace for gender mainstreaming in all the entities assessed in this report are being hampered by a number of factors. These include lack of knowledge and understanding or ignorance, especially within the middle/supervisory and senior management levels, of gender mainstreaming and transformation, lack of personnel with relevant training and skills to drive gender mainstreaming programmes and initiatives within the companies, lack of appropriate internal gender educational awareness programmes for workers/employees, and finally the general capacity weakness of internal structures, such as the WIM forum, intended to deal with and address fundamental issues of concern for women in the mining sector.

Finally, we conclude that available resources and funds for initiatives related to addressing the concerns, interests and economic empowerment of women in the workplace with the mining entities assessed in this report are insufficient to make an impact in terms of ensuring effective gender equality in the long term.

5.2. Recommendations

In the light of the conclusions above, the report makes the following recommendations:

- It is recommended that the leaderships of the mining houses covered in this report (Sibanye Gold Ltd and Exxaro Resources Ltd) take serious and urgent steps to develop and put in place clear gender equality policies. Such policies are critical in underpinning and guiding the work of relevant senior managers and other responsible officials in driving gender mainstreaming and transformation processes. We recommend that assistance is sought from relevant institutions, including the CGE, in developing clear and detailed internal gender equality policies to underpin internal company gender mainstreaming activities and programmes.
- We recommend that the two companies undertake widespread internal educational programmes and awareness campaigns on the need for, and the importance of, gender mainstreaming and transformation among all the employees. The assistance of relevant gender experts should be sought in developing such programmes of education, awareness raising and training targeted at various categories of employees based on their respective responsibilities in relation to promoting gender mainstreaming and transformation.
- We recommend that the two mining houses consider undertaking thorough and independent reviews of the structural design, functions/responsibilities, resources and operational effectiveness of internal employee and/or management structures (particularly the WIM forum and other similar bodies) responsible for dealing with and addressing gender issues or issues of concern for women inside these companies. The purpose of such reviews should be to improve the representivity of key internal stakeholders, operational effectiveness and capacity/authority of such entities to participate in and influence important internal company decision-making processes in areas such as recruitment, promotions, remunerations, succession planning, work stream programming, planning and organisation, as well as employee wellness.
- Finally, we recommend that the two mining houses covered in this report (including their subsidiaries) undertake regular reviews of the representation and participation of women in senior-level decision-making structures in order to ensure gender balance.

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