



**ASSESSING THE EFFECTIVENESS OF  
GENDER FOCAL POINTS IN SOUTH AFRICA**

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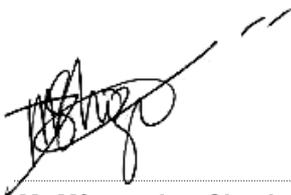
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## FOREWORD

This study is part of the Commission for Gender Equality's (CGE) constitutional mandate to strengthen and deepen constitutional democracy in South Africa by promoting, protecting, developing and attaining gender equality. In particular, the study is consistent with CGE's mandate to monitor and evaluate any laws, customs, practices or policies affecting gender equality or the status of women in South Africa, and to make appropriate recommendations to Parliament.

The study was prompted by mounting evidence gathered from the Commission's research work over the past two years that indicated that Gender Focal Persons/Points (GFPs) are increasingly experiencing intractable obstacles in the course of fulfilling their responsibilities as outlined in the National Policy Framework on Women's Empowerment and Gender Equality (NGPF). Strong perceptions exist among GFPs, including those in other structures responsible for gender mainstreaming, as well as independent commentators, that GFPs – as institutions of the National Gender Machinery (NGM) – are being rendered ineffective and therefore unable to exercise the authority needed to drive gender mainstreaming in government, mainly because of factors beyond their control.

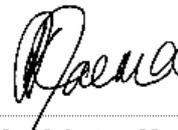
The findings of our study throw interesting light on this matter, and allowed the Commission to draw valuable insights regarding the work of GFPs and ideas about what policy directions should be considered by policy makers going forward. The Commission therefore hopes that the findings of this study will help to influence public policy debates on the future of GFPs as part of the NGM in South Africa.



**Mr Mfanozelwe Shozi**

*Chairperson:*

*Commission for Gender Equality*



**Ms Keketso Maema**

*Chief Executive Officer:*

*Commission for Gender Equality*

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The statistical analysis of the survey questionnaire was carried out by a contracted consultant, Honest Muchabaiwa. The report was finalised and edited by Thabo Rapoo (Research Director).

The Commission would like to express its gratitude to the government officials, especially the GFPs, who co-operated with the research team and provided the invaluable information needed to complete this study.

## ABBREVIATIONS AND ACRONYMS

<b>BEM:</b>	Boys Education Movement
<b>BPA:</b>	Beijing Platform of Action
<b>CEDAW:</b>	Convention on the Elimination of all Forms of Discrimination Against Women
<b>CGE:</b>	Commission for Gender Equality
<b>CSC:</b>	Corporate Service Centre
<b>DPSA:</b>	Department of Public Service and Administration
<b>DWCPD:</b>	Department of Women, Children and People with Disabilities
<b>EECF:</b>	Employment Equity Consultative Forum
<b>GBV:</b>	Gender-based Violence
<b>GDI:</b>	Gender Development Index
<b>GED:</b>	Gender Equity Directorate
<b>GEM:</b>	Girls Education Movement
<b>GFP:</b>	Gender Focal Point/Person
<b>GGCCA:</b>	Global Gender and Climate Changer Alliance
<b>HOD:</b>	Head of Department
<b>HSRC:</b>	Human Sciences Research Council
<b>ILO:</b>	International Labour Organisation
<b>KPA:</b>	Key Performance Areas
<b>MEC:</b>	Member of the Executive Council
<b>NGM:</b>	National Gender Machinery
<b>NGPF:</b>	National Gender Policy Framework
<b>OSW:</b>	Office on the Status of Women
<b>PALAMA:</b>	Public Administration, Leadership and Management Academy
<b>PSC:</b>	Public Service Commission
<b>PTU:</b>	Provincial Training Unit
<b>SPSS:</b>	Computer Statistical Software Programmes
<b>UCN:</b>	International Union for Conservation of Nature
<b>UNDP:</b>	United Nations Development Programme
<b>UNESCO:</b>	UN Educational, Scientific and Cultural Organisation
<b>UNICEF:</b>	United Nations Children's Fund

## EXECUTIVE SUMMARY

In 2013, the CGE undertook a study to determine the status and assess the capacity and effectiveness of GFPs in their role of assisting government departments to formulate and implement effective action plans to promote women's empowerment, thus enabling the country to meet its commitments under the Beijing Platform of Action (BPA): these are to create a national machinery to promote gender equality. The overall objective of the study was to compile the findings and formulate recommendations for policy makers on what actions to adopt to ensure that the work of GFPs is enhanced. The Commission undertook this study as part of its constitutional mandate to strengthen and deepen constitutional democracy in South Africa by promoting, protecting, developing and attaining gender equality.

This study was prompted by feedback and insights gained during interactions with GFPs on the findings of some of the Commission's recent studies, as well as the findings of studies conducted by other institutions, particularly the Public Service Commission (PSC) and the Department of Public Service and Administration (DPSA). Through these studies, as well as by means of insights gained through regular interactions with GFPs, the CGE established that GFPs face numerous institutional, functional, resources, and practical challenges in the course of discharging their responsibilities and carrying out their work.

This study was conducted using a combination of quantitative and qualitative methods. An opinion survey questionnaire was sent out to 176 government departments (national and provincial) and 28 district and metropolitan municipalities. The questionnaire sought to explore and examine a number of important themes relating to the work of GFPs. Among these were recruitment processes for GFPs; capacity, skills and resources; roles and functions; effectiveness and impact, and the future of GFPs. In addition, face-to-face/in-depth interviews were carried out with GFPs and their supervisors from 10 selected national and provincial departments.

In brief the study highlighted a number of key issues of concern for policy makers. These are presented as conclusions in the report and are outlined in the following paragraphs.

- GFPs are generally appointed in the lower ranks of the public service, in direct contradiction of the prescriptions of the NGPF, which calls for GFPs to be appointed at the level of director or upwards. This general low ranking of GFPs in government denies these institutions access to the necessary resources, at the same time preventing them from exercising the authority they need to shape policy decisions and implement policies and programmes on gender mainstreaming in the public service.
- GFPs are generally located in units that are responsible for, and burdened with, performing functions unrelated to gender mainstreaming. This creates a greater likelihood that gender mainstreaming will be marginalised or become a struggle for limited resources.
- Government institutions are still reluctant to establish fully dedicated gender- mainstreaming units, or appointing GFPs with clearly defined roles and responsibilities for gender mainstreaming. As a result, many of these institutions do not make provision for the development of the necessary skills and training in this regard. In addition, the necessary internal processes and monitoring and evaluation mechanisms to ensure proper internal accountability – either by GFPs or their supervisors – on the work of gender mainstreaming are lacking.
- GFPs and gender mainstreaming units of government departments are unlikely to have dedicated budget allocations.

- 
- GFPs are widely perceived as effective in co-ordination/liaison activities and managing events relating to gender mainstreaming, although they are perceived as ineffective in participating in and influencing departmental decisions affecting this area. In terms of factors undermining the effectiveness of GFPs or gender mainstreaming units in government, it can be concluded that limited resources, a poor understanding of the role of GFPs, and a lack of skills and policy guidelines on the role of GFPs all play an important role in all levels of government.
  - The findings of this study have revealed a strong preference by the participants for the post of GFP not only to be retained, but also to be given the necessary resources and authority to influence decisions on gender mainstreaming.

The following policy recommendations were identified.

Government departments at national and provincial level, including local authorities and other relevant institutions, should undertake a thorough review of their gender- mainstreaming institutional arrangements, including internal processes and procedures for recruiting officials responsible for these activities.

- It is absolutely necessary for senior management in government to be thoroughly familiar with the general contents of the NGPF, as well as the specific provisions relating to the work, status, level of appointment/rank, competencies, functions, location, and other crucial aspects of the post of GFP. This would be important to ensure that the GFPs are afforded conditions appropriate for the effective implementation of gender-mainstreaming policies.
- It is recommended that government departments, local authorities and other institutions of government with positions of GFPs already in place undertake a thorough review and evaluation of the post and its related responsibilities to determine the scope of responsibilities necessary to ensure effective gender mainstreaming. This review should also address the widespread problem of failure to integrate gender mainstreaming into organisational strategic plans.
- It also recommended that institutions develop effective internal strategies for ensuring effective allocation of financial/budgetary resources for the work of gender mainstreaming in government.
- We recommend that government departments, local authorities and other relevant institutions where this practice is currently taking place, to desist from either assigning to GFPs additional functions and responsibilities unrelated to gender mainstreaming, unless it has been determined that such an arrangement is consistent with best practices to promote gender mainstreaming and gender equality in government.
- The study has found evidence that there are many government departments (at national and provincial levels) and local authorities either without the post of a GFP or a reasonable alternative structure to perform the function. It is therefore recommended that Parliament's Portfolio Committee on Women, Children and People with Disabilities, together with the CGE, initiate public hearings at which all state/public institutions that have failed to create the position of GFP or equivalent institutional mechanisms for carrying out gender mainstreaming functions are called before the committee to account for, and to give assurances of, effective actions to be taken to address this failure to comply with the provisions of the NGPF.

# 1. INTRODUCTION

The CGE has carried out a study of GFPs in South Africa to assess the status and effectiveness of this structure in promoting gender equality and transformation within the country's public service as outlined in the NGPF. This provides for the establishment of the GFPs in government departments to assist in formulating and implementing effective action plans to promote women's empowerment and gender equality in the work of departments.<sup>1</sup> The GFPs are an integral part of the country's NGM, whose role and functions are also outlined in the NGPF referred to.

The CGE is one of the institutions set up in terms of Chapter 9 of the Constitution of South Africa. In terms of section 187 of the Constitution, the CGE was created to strengthen and deepen constitutional democracy in South Africa through the promotion, protection, development and attainment of gender equality.<sup>2</sup> The study was carried out as part of the CGE's mandate to monitor and evaluate any Act of Parliament, system of law, custom, practice, or policy affecting, or likely to affect, gender equality or the status of women, and make recommendations to Parliament or any other legislature in South Africa.

The study was carried out during 2013/2014, to determine the status and assess the capacity and effectiveness of GFPs to assist government departments in formulating and implementing effective action plans to promote women's empowerment, thus assisting the country to meet its international commitments emanating from the Beijing Platform of Action (BPA) to create a national machinery to promote gender equality. The overall objective of the study is to formulate recommendations for policy makers on ways to ensure that the work of GFPs is enhanced.

## 2. BRIEF BACKGROUND AND OBJECTIVES OF THE STUDY

In September 1995 South Africa started to participate in the 4th World Beijing Conference on Women, and committed itself to the 12 critical areas of concern as outlined in the BPA. As a result of the country's commitment to these matters, South Africa developed a national gender action plan to meet these obligations and commitments. Part of this process entailed the institutionalisation of the country's NGM, the overall function of which is to promote gender transformation and advance the rights of women to gender equality.<sup>3</sup>

As already indicated, the NGPF strategically provides for the establishment of GFPs in all government departments to assist in formulating and implementing effective gender action plans to promote gender equality in government. Their work is therefore critical in assisting the country to meet international commitments to advance the rights of women to gender equality as outlined in the BPA and numerous other international instruments on gender equality.

The NGPF provides for the establishment and location of GFPs within the offices of directors-general in all government departments. In addition, the incumbents of these units were to be appointed at the level of director

<sup>1</sup> See RSA (2002), *The National Policy Framework for Women's Empowerment and Gender Equality*, (Office on the Status of Women), pp. 28-29.

<sup>2</sup>For a more detailed outline of the powers and functions of the CGE, refer to Chapter 9 of the Constitution of the Republic of South Africa, Act 39, 1996.

<sup>3</sup>For a comprehensive outline and review of the effectiveness of the different National Gender Machinery structures in South Africa, refer to the Commission for Gender Equality (2013), *Assessing the Effectiveness of the National Council on Gender Based Violence*.



or higher, in order to ensure that such units have the necessary institutional status, authority and resources to discharge their responsibilities of assisting their departments to design and implement effective gender-mainstreaming action plans. The NGPF specifies that incumbents need to possess the necessary skills and qualifications relating to gender mainstreaming, co-ordination, policy formulation, monitoring and evaluation.

However, through its numerous research activities and interactions with many GFPs from national, provincial and local government departments over the past two years, the Commission has become aware of numerous issues of concern relating to the failure of many government departments at national, provincial and local levels to comply with the provisions of the NGPF relating to the location and status of GFPs. In addition, problems such as lack of resources, inadequate skills training, poor working conditions and limited institutional capacity and authority for GFPs to discharge their responsibilities effectively have been brought to the attention of the Commission through its interactions with GFPs.

As will be shown later in this report, other previous studies have also indicated that the work of GFPs is largely not taken seriously by their departments;<sup>4</sup> their work is largely events-driven, rather than focused on strategy and policy;<sup>5</sup> the work of gender mainstreaming throughout government tends to be carried out in an ad hoc manner, and common practice throughout government is to appoint GFPs at the level of deputy director or even assistant director rather than director or higher, as provided for in the NGPF.<sup>6</sup>

The objectives of the study are to:

- determine the current status of GFPs in government departments at national, provincial and local levels
- assess the institutional capacity (i.e. skills, financial and other resources) to perform their functions
- assess the effectiveness of GFPs in promoting gender equality and women's empowerment in government
- compile a research report containing the findings of the study and recommendations on GFPs.

## 2.1. RESEARCH DESIGN AND METHODOLOGY

This study was conducted using a combination of quantitative and qualitative methods. Details are provided in the following two sub-sections.

### 2.1.1. Quantitative approach

An opinion survey questionnaire containing both closed and open-ended questions was designed for self-administration by selected government departments at national, provincial and local government level. The questionnaires contained a number of categories of questions relating to issues such as the recruitment processes for GFPs; capacity, skills and resources; roles and functions; effectiveness and impact, and the future of GFPs.

The questionnaire was sent by electronic mail and postal mail to officials (primarily for the attention of GFPs and their supervisors). It was sent to government departments at national and provincial level, as well as a selected

<sup>4</sup> See Department of Public Service Administration (2011).

<sup>5</sup> See Gouws, A (2005). *Assessing the National Gender Machinery in South Africa: Gains and Weaknesses*, pp. 112-115; cited in Christie van der Westhuizen (ed.), *Gender Instruments in Africa: Critical Perspectives, Future Strategies*, (Institute for Global Dialogue: Midrand, Johannesburg); Mvimbi, A (2009). *The Post-Apartheid South African State and the Advancement of Gender Equality: The Experience of the National Gender Machinery*. University of the Witwatersrand, South Africa.

<sup>6</sup> Department of Public Service and Administration (2011), op. cit.



number of district and metropolitan municipalities across the country. The questionnaire was sent to 38 national departments, 90 provincial departments and 48 district and metropolitan municipalities. In total therefore, 176 questionnaires were sent out to respondents at national, provincial and local government level. The Commission received 42 responses, of which 39 were useable. This is therefore a 22 per cent response rate, made up of 15 national, 21 provincial and 6 municipality responses. This is a very limited response rate, despite numerous repeated efforts undertaken by CGE staff to make follow-up calls to the respondents.

Two important factors account for the low response rate. Firstly, the Commission has noted an increasing tendency among government departments to ignore its requests for information. Particularly noteworthy in this regard is the very poor response from municipalities. This has been noted during numerous monitoring and evaluation projects undertaken by the Commission over the past two years. This is exacerbated by the fact that many government institutions (national, provincial and particularly local government) do not seem to understand the role and constitutional/legislative mandate of the Commission to monitor and evaluate government institutions in order to promote, protect and advance gender equality in South Africa. Therefore many government institutions often refuse to oblige with requests from the Commission for information on their compliance with gender-mainstreaming policies and legislation. In addition, in cases where state institutions do not have anyone responsible for gender mainstreaming (e.g. GFP), the Commission often found it difficult to find other officials willing to take responsibility for providing the information requested.

The second important factor that accounts for the poor response rate is that the questionnaire was self-administered by the respondents – the Commission relied on the respondents to complete the questionnaire voluntarily. Self-administered questionnaires traditionally result in poor response rates.

A computer statistical software programme (SPSS) was utilised to analyse the data obtained from the survey questionnaires and to generate relevant tables of findings for interpretation and further analysis. Given the limited response rate from respondents, some of the findings of this data analysis, and the insights gained from this analysis, should be applied with caution to the broader public service. However, it is hoped that, where possible, some of the findings from the analysis of the qualitative data obtained through in-depth interviews of officials from selected national and provincial departments, including secondary published sources (i.e. reports, publications, etc.) will be used to supplement the findings of the survey data.

### **2.1.2. Qualitative approach**

The qualitative component of the study comprises two parts: in-depth interviews with informants, especially senior officials, from selected national and provincial departments. An interview guide was used for the purpose of guiding in-depth interviews with senior officials from 10 selected government departments at national and provincial level: these were the departments of Transport, Social Development, Tourism, Education, and Economic Planning & Development. Provincial departments included: Tourism and Economic Affairs (Northern Cape); Sports, Arts and Recreation (Eastern Cape); Economic Affairs (Limpopo); Transport (Western Cape) and Education (KwaZulu-Natal).

The second component of the qualitative methodology entailed a review and content analysis of secondary sources, mainly publications, reports and other official documents on GFPs. For the informant interviews, an interview schedule was drafted to guide these interviews. The schedule identified key areas, such as employment/recruitment processes, the location of GFPs in their departments; capacity and skills for gender mainstreaming; budget/resource allocations and reporting lines/accountability. The in-depth interviews were



conducted with senior officials from some of the 10 selected national and provincial government departments. It should be noted, however, that in the case of the Western Cape Province, the Department of the Premier insisted on responding on behalf of the 11 provincial departments. The reason offered for this is that in terms of the province's practice, all the provincial departments fall under the auspices of the provincial Corporate Services Centre (CSC), which is responsible for transversal issues across departments, which presumably included gender mainstreaming.

The third component of the qualitative methods comprised a desktop analysis of secondary published sources, such as government policy documents, reports, and official documents such as annual reports and reports from previous studies on GFPs. These sources were valuable in providing insights and perspectives from officials, government and independent commentaries (including civil society institutions) on the work of GFPs.

### **2.1.3. Limits to the study**

As indicated earlier, the number of responses of participants in the opinion survey was very low, which indicates that caution should be exercised in drawing conclusions from the analysis obtained from such limited data. Also, data from some of the departments identified for in-depth interviews was incomplete; for instance, the information obtained from the Eastern Cape was very limited.

Despite numerous efforts the Commission was unable to get information from the KwaZulu-Natal provincial Department of Education. Officials were reluctant to be interviewed. The Commission noted that officials from this department who were contacted with requests for interviews did not fully understand the role or constitutional mandate of the Commission, and were thus unwilling or reluctant to co-operate with the study, unless it had been agreed to apply for permission to conduct the study with the department.

Further, as indicated earlier, the CGE was unable to secure direct interviews with officials from the Western Cape provincial Department of Transport. Instead the Western Cape Premier's Office responded on behalf of all Western Cape provincial departments. This appears to be a unique feature of the Western Cape Province, where the Premier's Office stated that it was responsible for gender mainstreaming throughout the province, and not individual departments. Even so, the Premier's office was found not to have a post of GFP. This is clearly contradictory to the provisions of the NGPF, which states that government departments should create positions of GFP to be responsible for designing and effectively implementing internal departmental gender action plans. The CGE was unable to verify and corroborate this assertion by the Western Cape Premier's Office.

## **3. REVIEW OF RELEVANT DOCUMENTS AND FRAMEWORKS**

The literature review focuses on two distinct but complementary sections. The first part looks at the legalistic framework that informs gender mainstreaming, and the second will look at current South African studies that have been conducted on GFPs.

### **3.1. LEGISLATIVE FRAMEWORK**

The first International Women's Conference that marked the United Nations Decade for Women was held in Mexico in 1975, in which South African representatives participated, at the height of the apartheid era. The



follow-up conference was held in Copenhagen in 1980, where the announced United Nations Decade for Women: Equality, Development and Peace contributed greatly to the improvement of the status of women at international, regional and national levels.<sup>7</sup> The Nairobi Conference on the Review and Appraisal of the Achievements of the United Nations Decade for Women: Equality, Development and Peace was held in 1995. That conference was a milestone in that it paved the way for the development of the principles of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) as well as other international instruments. The fourth conference, when South Africa started to attend officially, was held in Beijing in 1995, where the concept of gender mainstreaming was born.

South Africa is a signatory and has acceded to a number of international and regional instruments such as CEDAW, the 1995 Beijing Declaration Platform of Action and the Millennium Development Goals, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, and the Solemn Declaration on Gender Equality, among others. The country has also ratified the International Labour Organisation's (ILO) Convention on the attainment of equality in the workplace through the abolition of all forms of discrimination.<sup>8</sup>

As a signatory to such international instruments, South Africa is obliged to adapt them locally and enshrine them within its domestic laws. The country is obliged to produce periodic reports to the treaty bodies, as these reports serve as mechanisms for monitoring and evaluating the state parties' compliance. South Africa has therefore subsequently put in place mechanisms and regulatory frameworks for promoting gender equality in line with these regional and international instruments. Many of the national mechanisms came into being after the dawn of democracy in 1994, particularly after the adoption of the country's new Constitution in 1996. For instance, Chapter 2 of the Constitution contains an entrenched Bill of Rights, while Chapter 9 provides for the establishment of a number of institutions aimed at supporting the country's democracy; the CGE is one of them.

In addition, the South African government adopted a Strategic Framework for Gender Equality within the Public Service (2006-2015).<sup>9</sup> The framework aims to achieve women's empowerment and gender equality in the workplace. Another aim is to ensure a better quality of life through improved and accelerated service delivery by the public service. The framework proposes a process that moves away from treating gender issues as "business as usual" towards putting it at the centre of the transformation process in the public sector. Achieving the goal of gender equality is therefore premised on the fundamental integration of gender issues within all structures, policies, procedures, practices, programmes and projects of the government.

In 2000 the national cabinet adopted the NGPF. Among other clauses, it requires state institutions, including government departments, to put in place Gender Units (GUs) and create GFPs to drive gender mainstreaming processes. In terms of the NGPF, "an effective co-ordination framework, gender mainstreaming process and gender management system rely on skilled personnel. The identified skills are related to the key programme areas of policy, gender mainstreaming, advocacy, co-ordination, planning, liaison, networking and capacity building."<sup>10</sup>

The NGPF prescribes the role, location, and qualification of GFPs as part of the institutional frameworks established by the South African government to mainstream gender. The GFP mechanism forms part of the NGM. This structure was put in place to ensure that departments comply with gender-mainstreaming directives and put

<sup>7</sup> Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, 1986.

<sup>8</sup> CGE (2010), Gender Barometer Report: Case Studies.

<sup>9</sup> RSA (2006), Strategic Framework for Gender Equality in the Public Service: Discussion Document

<sup>10</sup> RSA (2000), South Africa's National Policy Framework for Women's Empowerment and Gender Equality



in place gender-sensitive projects and programmes. The national policy framework mandates government institutions to establish dedicated gender units or focal points to assist in formulating and implementing effective action plans to promote women's empowerment and gender equality in the public service.

GFPs are an institutional design structure that should exist at all levels of government in South Africa. Their role is to assist in formulating and implementing plans for gender equality and the promotion of women's empowerment. The GFPs were intended to fulfil the following functions.<sup>11</sup>

- To ensure that each department implements the national gender policy framework
- To ensure that the department in question has employed a GFP at deputy director level
- To ensure that gender issues are routinely considered in departmental strategic planning exercises
- To ensure that departments reflect gender considerations in their business plans and routinely report them
- To review departmental policy and planning in line with the NGPF
- To review all policies, projects and programmes for their gender implications
- To ensure that departments provide and use gender disaggregated data in their work
- To establish mechanisms to link and liaise with civil society
- To co-ordinate gender training and education of all staff within departments so as to ensure that gender is integrated into all aspects of the work
- To monitor and evaluate departmental projects and programmes to assess whether they are consistent with national gender policy.
- The NGPF further provides for the placement of the GFPs inside the offices of directors-general in all government departments.

As already indicated, this study sought to review the status and assess the effectiveness and efficacy of GFPs as a gender-mainstreaming institution within the South African public service. The following section reviews some of the previous studies undertaken on the work of GFPs in South Africa. The findings and insights gained from these studies confirm some of the findings and insights from the current study.

### 3.2. PREVIOUS STUDIES ON GFPs

A number of studies have been conducted in the past on the work of GFPs in South Africa. For instance, the Office on the Status of Women (OSW) conducted a study in 2002,<sup>12</sup> while the Public Service Commission conducted studies in 2002<sup>13</sup> and 2006.<sup>14</sup> The Commission has also, through interactions with GFPs on the findings of some of its recent studies, established that GFPs face numerous institutional, functional, resource and practical challenges in their work. One of the key observations that came out of the interactions with GFPs in the recent past was that many of them are appointed at lower levels (e.g. assistant director) instead of director level or higher, as stipulated in the NGPF.

In April 2002 the OSW conducted an audit of 33 national departments.<sup>15</sup> The audit focused on areas such as how GFPs were appointed, human resource capacity issues, rank placements of GFPs, supervision, and any additional responsibilities or functions that GFPs are routinely obliged to perform in their departments. This study

<sup>11</sup> RSA (2000), South Africa's National Policy Framework on Women's Empowerment and Gender Equality, pp. 35, 39 & 40

<sup>12</sup> RSA (2002), The Status of Gender Focal Persons in National Departments ([www.pmg.za/docs/2003/appendices/030926audit.htm](http://www.pmg.za/docs/2003/appendices/030926audit.htm)), accessed in October 2013

<sup>13</sup> RSA (2002), Gender Mainstreaming Initiatives in the Public Service (Report by the Public Service Commission).

<sup>14</sup> RSA (2006), Gender Mainstreaming initiatives in the Public Service (Report by the Public Service Commission).

<sup>15</sup> The Status of Gender Focal persons in National Departments <http://www.pmg.org.za/docs/2003/appendices/030926audit.htm> (accessed n29/10/2013)



revealed that out of the 25 departments that responded, 24 reported that they had GFPs and only 8 per cent of the responding departments had a GFP appointed at director level. The majority of GFPs and their supervisors were appointed below managerial level. Such low-level appointment denies them the authority, status and responsibility required to drive gender mainstreaming policies and programme effectively in their departments.

Other problems identified by the study included a lack of clear guidelines in most departments for GFPs to report on progress in gender mainstreaming. It found that gender mainstreaming work was addressed predominantly on an ad hoc basis. Eighty-five per cent of GFPs reported from the responding departments indicated that they were routinely obliged to perform additional functions other than their gender-mainstreaming work. This constitutes significant evidence that most government institutions are failing to comply with government's commitments to implement the provisions of the BPA.

Gouws also reached broadly similar conclusions regarding problems affecting GFPs, especially their inefficiency due to lack of authority coupled with lack of resources and skills.<sup>16</sup> This was further confirmed by Mvimbi, who argued that the OSW and GFPs lacked the political authority to hold anyone accountable for government commitment to promote gender equality.<sup>17</sup> In November 2006 the PSC released a much broader follow-up study to its 2002 study.<sup>18</sup>

The new study covered both national and provincial departments, focusing on issues such as:

- knowledge and understanding of gender mainstreaming
- gender representivity profiles in departments
- the empowerment of women
- institutional frameworks to facilitate the attainment of gender equality
- gender mainstreaming processes such as inclusion of gender in departmental planning monitoring and budgeting
- family-friendly policies
- senior management's response to supporting gender mainstreaming, recruitment and selection practices
- gender relations
- efforts to address sexual harassment in the workplace
- the role of the OSW in supporting and encouraging gender mainstreaming in the public service.

The report identified several gaps and positive strides that were undertaken by the departments. It revealed that there was a lack of knowledge about gender mainstreaming in most departments and across all levels, and senior management was unable to move from vision (policy) to strategy and action.<sup>19</sup> The gender representivity profile revealed that the proportion of women in senior management positions in the public service had significantly improved above the 30 per cent country target since 1994, with the national departments attaining a 31.2 per cent representivity and the provincial departments 29.8 percent.<sup>20</sup>

Another study, conducted by the African Development Bank (2009), also showed that few GFPs were appointed at the level recommended in the NGPF. This study also revealed that GFPs generally lacked the necessary training in gender mainstreaming, had no relevant qualifications and technical skills, and had very little support

<sup>16</sup> Gouws, A (2005). *Assessing the National Gender Machinery in South Africa: Gains and Weaknesses*, pp. 112-115; cited in Christie van der Westhuizen (ed.), *Gender Instruments in Africa: Critical Perspectives, Future Strategies*, (Institute for Global Dialogue: Midrand, Johannesburg), p. 123.

<sup>17</sup> Mvimbi, A (2009). *The Post-Apartheid South African State and the Advancement of Gender Equality: The Experience of the National Gender Machinery*. University of the Witwatersrand, SA.

<sup>18</sup> Public Service Commission (2006), *Gender Mainstreaming Initiatives in the Public Service*, November 2006.

<sup>19</sup> *Ibid* p.xii.

<sup>20</sup> For more details on the findings of this study, please refer to the Public Service Commission (2006), *Gender Mainstreaming Initiatives in the Public Service*, November 2006.



from their departments.<sup>21</sup> In 2010 the United Nations Development Programme (UNDP) also released a study<sup>22</sup> that corroborated the findings of the studies mentioned earlier on the problems faced by GFPs. For instance, the study revealed major institutional weaknesses relating to gender mainstreaming, noting the following issues about the work of GFPs in government.

- GFPs were perceived as being events managers.
- There was a general lack of capacity around mainstreaming.
- GFPs in local government and provinces lacked capacity in programme co-ordination and skills, and were faced with competing priorities.
- Equity issues were not mainstreamed in all chief directorates.
- The gender mainstreaming training offered was mainly done at ad hoc sessions and not on a long-term, planned basis.
- There was a lack of political will in municipalities to implement gender programmes.
- There was a lack of sustainability in gender programmes in local government.
- There was confusion about who should take responsibility for gender mainstreaming at municipal level.

In response to some of the recommendations contained in the various studies referred to in preceding paragraphs, the DPSA developed the Head of Department's (HOD) 8 Principles Plan of Action to Promote Women's Empowerment and Gender Equality. These principles were:

- Transforming society towards non-sexism
- Establishing a policy environment
- Meeting equity targets
- Creating an enabling environment
- Mainstreaming gender
- Empowering
- Providing adequate human, physical and financial resources
- Ensuring accountability, reporting, monitoring and evaluation.

The principles provide a framework and serve as a mandate for senior government officials to ensure that gender equality becomes a goal in all departmental programmes. It was developed to monitor the public service's performance in regard to gender mainstreaming, enabling heads of government departments to align the core business of their departments with the broader strategy to mainstream gender in the public service in South Africa.

In 2011 the PSC released another study – a follow-up to its 2006 study – based on a survey of all government departments in South Africa.<sup>23</sup> The study examined similar issues as the earlier study, coming to the conclusion that gender mainstreaming was still under-reported. For the purposes of this project, that study highlighted the following factors.

<sup>21</sup> Mvimbi, A. (2009), *The Post-Apartheid South African State and the Advancement of Gender Equality: The Experience of the National Gender Machinery* (University of the Witwatersrand, South Africa).

<sup>22</sup> *Gender Mapping Report for South Africa, Current status and gaps*, United Nations, Pretoria South Africa, 2010, p.28.

<sup>23</sup> Department of Public Service and Administration (2011), *Gender Mainstreaming In the Public Service report*, p.40

In terms of structures, it found that a vast number of government departments had established GUs, mostly headed by chief directors. It found that there was no uniformity in staffing levels and technical expertise, which accounted for poor outcomes in terms of effective mainstreaming of gender equality in government departments. The fact that departments are increasingly opting to create gender units rather than appoint GFPs is significant in that such units are often loaded with other responsibilities, often relegating gender to the status of just one of competing priorities.

Where it concerns the location of GUs, it was found that many of them were not located within the office of the director-general or HOD as specified in the NGPF, which served to undermine their potential impact. Departmental GUs were also found to be struggling in terms of resources in general and budget allocations in particular. This study also revealed that many government departments had reported putting their officials, including senior management and GFPs, through the Public Administration, Leadership & Management Academy (PALAMA) gender- mainstreaming training course, but that this did not lead to discernible improvements in the effectiveness of gender-mainstreaming programmes.

The following sections of this report go into the findings of the study, starting with the analysis and interpretation of the (quantitative) survey questionnaire. This will be followed by the findings and analysis of the data obtained from the qualitative component of the study.

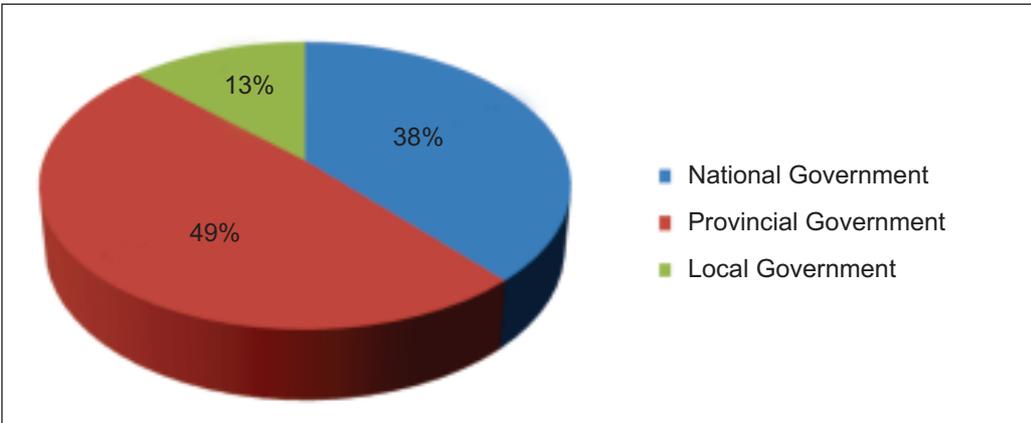
## 4. FINDINGS OF THE STUDY

### 4.1. PART A: OPINION SURVEY OF GOVERNMENT OFFICIALS

#### 4.1.1. Background, Appointment and Assessment processes

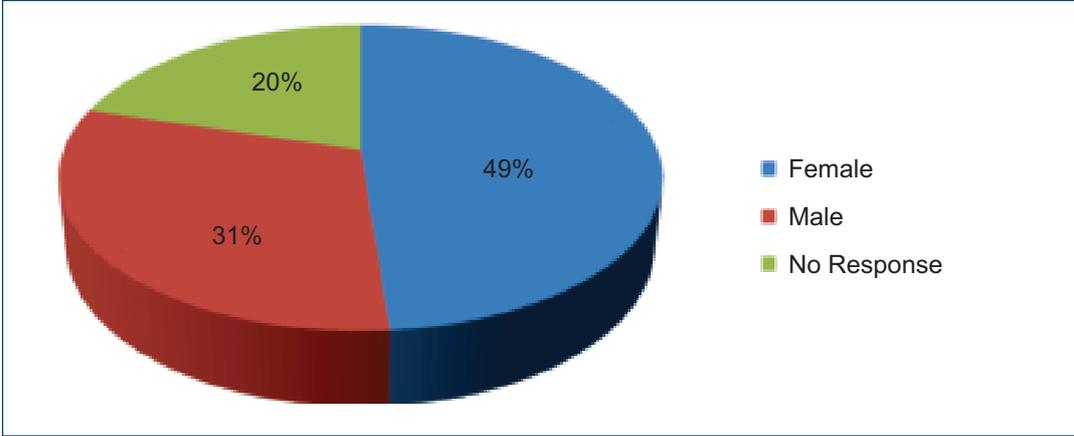
The sample for this survey was made up of 39 respondents, 15 (38%) from the national government departments, 19 (49%) from provincial departments and the other 5 (13%) from municipalities. As already discussed at the beginning of this report, the response rate was very low. The results are shown in Figure 1.

Figure 1: Participation at government level



As Figure 2 shows, close to half of the respondents (49%) were female, 31% were male and the other 20% did not indicate their gender.

Figure 2: Gender of the survey participants



Of the 31 respondents indicated their gender, Table 1 shows the gender split of the respondents by level of government. Some of the respondents to the survey questionnaire obviously did not want to reveal their gender identities.

Table 1: Gender by level

			Level			Total
			National Government	Provincial Government	Local Government	
Gender	Female	Count	8	9	2	19
		% within Level	72.7%	52.9%	66.7%	61.3%
	Male	Count	3	8	1	12
		% within Level	27.3%	47.1%	33.3%	38.7%
Total		Count	11	17	3	31
		% within Level	100.0%	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>						
		Value				Exact Sig. (2-sided)
Fisher's Exact Test		1.230				0.655

There were more female respondents than male respondents – 61 per cent and 39 per cent respectively. This was the case for all three levels of government, with 73 per cent females from national government, 53 per cent from provincial government, and 67 per cent from the few municipalities that responded. The differences, however, were not statistically significant since the p-value of the Fisher's Exact Test was greater than 0.05 (p-value = 0.655).

**Official title of the respondents**

Only 26 per cent of the respondents indicated that they were GFPs; 5 per cent of them were Acting GFPs, while 5 per cent were supervisors. The majority of the participants had other designations, as shown in Figure 3. The fact that a very large proportion (62 percent) of the respondents' titles did not fall into the category of GFP or Acting GFP underscores the widespread practice among state institutions where this function is still being performed by officials, some of whom are primarily responsible for other non-gender mainstreaming-related responsibilities, and often without the necessary qualifications and expertise.

Figure 3: Designation

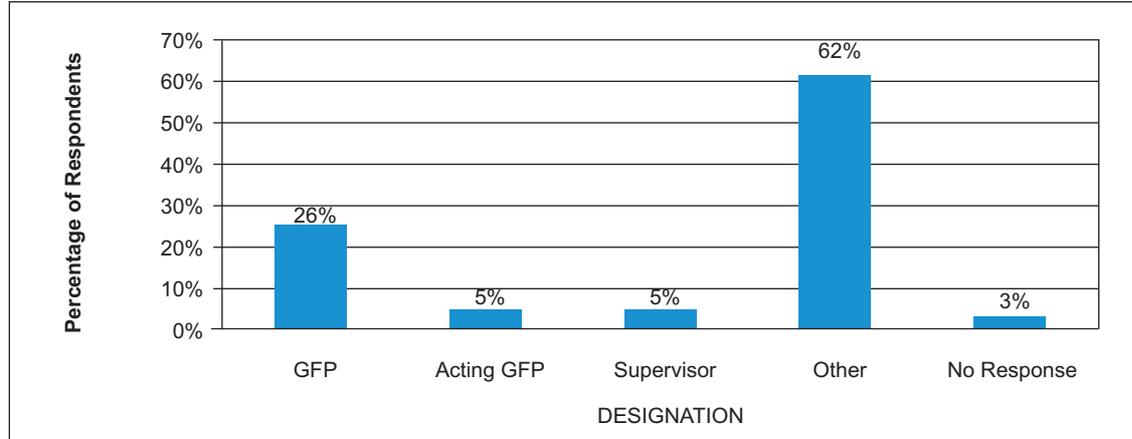


Table 2: Official title of respondent by government level

			Level			Total
			National Government	Provincial Government	Local Government	
Title / Designation	GFP	Count	1	9	0	10
		% within Level	6.7%	50.0%	0.0%	26.3%
	Acting GFP	Count	1	0	1	2
		% within Level	6.7%	0.0%	20.0%	5.3%
	Supervisor	Count	0	2	0	2
		% within Level	0.0%	11.1%	0.0%	5.3%
Other	Count	13	7	4	24	
	% within Level	86.7%	38.9%	80.0%	63.2%	
Total		Count	15	18	5	38
		% within Level	100.0%	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>			<b>Value</b>	<b>Exact Sig. (2-sided)</b>		
Fisher's Exact Test			14.351	0.005		

Table 2 shows the official title of the respondent by the level of government. Overall, only 26 percent of the respondents indicated that they were the GFP within their departments, and 5 percent were in an acting capacity. The provincial governments had the highest number of respondents who indicated that they were GFPs (50 percent), followed by 6.3 percent from the national departments and none from the municipalities. The p-value of the Fisher's Exact Test ( $p=0.005<0.05$ ) indicates that the official title differ by level of government.

Respondents were asked if their department had a GFP. The results are shown in Table 3.

Table 3: Does the Department / Institution have a GFP?

Department / Institution have a GFP * Level Cross tabulation						
			Level			Total
			National Government	Provincial Government	Local Government	
Department / Institution have a GFP	Yes	Count	9	15	0	24
		% within Level	60.0%	78.9%	0.0%	61.5%
	No	Count	6	4	5	15
		% within Level	40.0%	21.1%	100.0%	38.5%
Total		Count	15	19	5	39
		% within Level	100.0%	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>						
			Value	Exact Sig. (2-sided)		
Fisher's Exact Test			9.942	.004		

Close to two-thirds of the respondents (62 percent) indicated that their departments had a GFP, while 38 percent of the responding departments did not have a GFP. The results indicate that of all the 5 responses from municipalities, none of them had a GFP; 40 percent from the national government departments and 21 percent from provincial departments also indicated that they did not have such a person.

As indicated earlier, it has been found that many government departments usually assign the duties of gender mainstreaming to other officials, whose primary functions are not gender-related. The questionnaire asked respondents to indicate positions or structures that are responsible for gender mainstreaming in their departments. Table 4 shows the list of all the alternative positions or structures responsible for gender mainstreaming within the departments that indicated that they had no GFP.

*Table 4: Alternative position or structure responsible for gender mainstreaming*

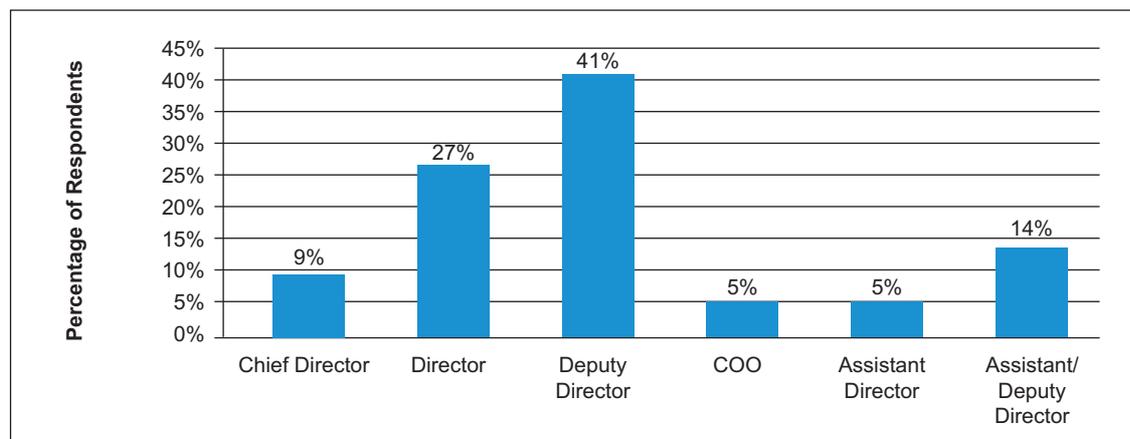
	Frequency	Percent
Equal opportunities	3	21%
Human resources and specialised services	2	14%
Officials in the chief directorate	1	7%
Executive manager	1	7%
HIV/AIDS officer	1	7%
Acting co-ordinator	1	7%
Social transformation office	1	7%
Manager development SALGA	1	7%
Gender task team	1	7%
No post or structure	1	7%
No answer	1	7%
	14	100%

Table 4 clearly shows the wide-ranging titles or structures under which gender mainstreaming functions are often placed by government departments, rather than gender mainstreaming being performed by dedicated gender units or GFPs as prescribed by the NGPF.

**Rank of GFP**

The respondents were asked to indicate the rank of the GFP within their departments/ institutions. The largest proportion (41 percent) were appointed at the rank of deputy directors, 27 percent were directors, 14 percent assistant/deputy managers and 9 per cent chief directors; the rest of the ranks are shown in Figure 1. This shows that in most cases GFPs are likely to be appointed at the level of deputy director or below, as opposed to director level or upwards in line with the NGPF. This finding is corroborated by the findings from our in-depth interviews with officials from government departments. See Figure 4.

Figure 4: Rank of the GFP position



The ranks of the GFPs by government level are shown in Table 5.

Table 5: Rank of the GFP by government level

Crosstab					
			Level		Total
			National Government	Provincial Government	
Rank of GFP	Chief director	Count	0	2	2
		% within Level	0.0%	15.4%	9.1%
	Director	Count	5	1	6
		% within Level	55.6%	7.7%	27.3%
	Deputy director	Count	3	6	9
		% within Level	33.3%	46.2%	40.9%
	Chief operations officer	Count	1	0	1
		% within Level	11.1%	0.0%	4.5%
	Assistant director	Count	0	1	1
		% within Level	0.0%	7.7%	4.5%
	Assistant / deputy manager	Count	0	3	3
		% within Level	0.0%	23.1%	13.6%
	Total	Count	9	13	22
		% within Level	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>					
		Value	Exact Sig. (2-sided)		
Fisher's Exact Test		9.010	.044		
N of Valid Cases		22			

The results revealed that for the provincial government the ranks vary from assistant manager up to chief director post. On the other hand, the ranks within the national government departments were either chief operations officers (11 percent), deputy director (33 percent) or director (56 percent.). The differences between provincial government and national government in the level at which they appoint GFPs is statistically significant (Fisher's Exact Test, p-value = 0.044 < 0.05). This means that GFPs at national level are more likely to be appointed at higher ranks than would be the case at provincial level.

The ranks of the GFPs' supervisors by government level are shown in Table 6.

Table 6: Rank of the GFP's supervisor

			Level		Total	
			National Government	Provincial Government		
Rank of the Supervisor of GFP	HOD	Count	1	3	4	
		% within Level	11.1%	23.1%	18.2%	
	Deputy director- general	Count	1	0	1	
		% within Level	11.1%	0.0%	4.5%	
	Chief Director	Count	5	2	7	
		% within Level	55.6%	15.4%	31.8%	
	Director	Count	2	5	7	
		% within Level	22.2%	38.5%	31.8%	
	Deputy director	Count	0	2	2	
		% within Level	0.0%	15.4%	9.1%	
	Deputy manager	Count	0	1	1	
		% within Level	0.0%	7.7%	4.5%	
	Total		Count	9	13	22
			% within Level	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>						
		Value			Exact Sig. (2-sided)	
Fisher's Exact Test		6.314			.230	
N of Valid Cases		22				

The findings here show that GFPs are more likely to be supervised by HODs (18 percent), chief directors (32 percent) and director (32 percent).

### Highest Level of Education

Based on the 24 respondents who indicated that their departments had a GFP, 21 indicated the highest level of education attained by the GFP. The majority of those who indicated the highest level of education had degrees (52%), 29% had diplomas and 19% had postgraduate degrees. The results are shown in Figure 5.

Figure 5: Highest level of education

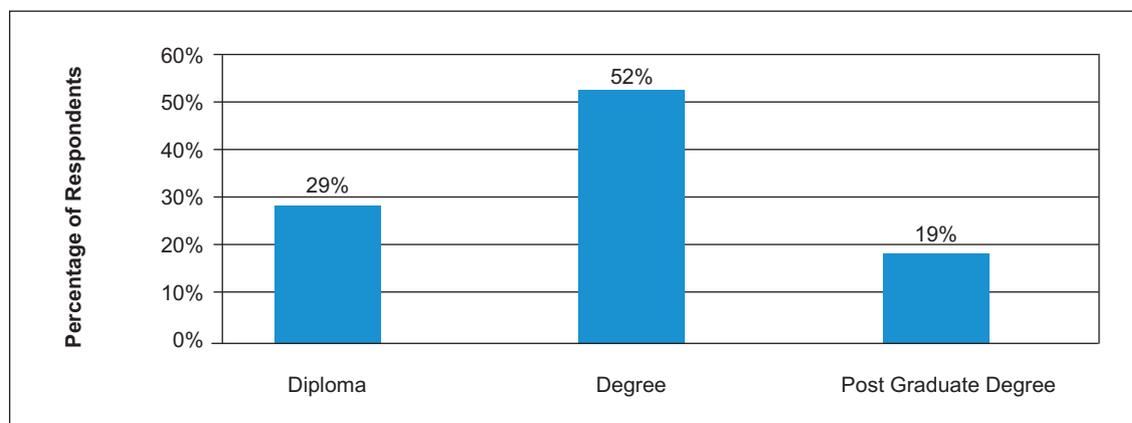


Table 7 shows the GFPs' highest level of education by government level. This is based on all respondents who indicated that their institutions/departments had a GFP.

Table 7: Highest qualification for GFPs

Highest Qualification for GFP * Level Cross tabulation					
			Level		Total
			National Government	Provincial Government	
Highest Qualification for GFP	Diploma	Count	1	5	6
		% within Level	11.1%	41.7%	28.6%
	Degree	Count	7	4	11
		% within Level	77.8%	33.3%	52.4%
	Postgraduate degree	Count	1	3	4
		% within Level	11.1%	25.0%	19.0%
Total		Count	9	12	21
		% within Level	100.0%	100.0%	100.0%
Chi-Square Tests					
		Value	Exact Sig. (2-sided)		
Fisher's Exact Test		3.835	.148		
N of Valid Cases		21			

The analysis here shows that at national level, GFPs mainly have university degrees (78 percent), while at provincial level the GFPs are more likely to possess diplomas (42 percent) than degrees (33 percent). There is no statistically significant difference between the highest qualification of GFP at national government level and at provincial level.

### Qualification of supervisor to whom the GFP reports

The highest level of educational qualification of the supervisor to whom the GFP reports was also established. The results are shown in Table 8.

Table 8: Highest qualification of supervisor to whom the GFP reports

Crosstab					
			Level		Total
			National Government	Provincial Government	
Highest Qualification of supervisor to whom the GFP reports	Diploma	Count	0	1	1
		% within Level	0.0%	14.3%	9.1%
	Degree	Count	2	2	4
		% within Level	50.0%	28.6%	36.4%
	Post Graduate degree	Count	2	4	6
		% within Level	50.0%	57.1%	54.5%
Total		Count	4	7	11
		% within Level	100.0%	100.0%	100.0%
Chi-Square Tests					
		Value	Exact Sig. (2-sided)		
Fisher's Exact Test		1.070	1.000		

The sample size for the respondents who answered this question was very small – however, for the national government, 50 percent had undergraduate degrees and the other 50 percent had postgraduate degrees. At provincial level there were 14.3 percent GFPs with diplomas. However there were no significant differences between the highest qualifications of supervisor to whom the GFP reports by government level (p-value = 1.000).

**4.1.2. Capacity, resources and human capital**

The issue of institutional capacity (which entails skills, expertise, financial and others) is one of the key areas of concern that have emerged repeatedly during the Commission’s interactions with GFPs over the past two years. During our interviews with officials, this also emerged regularly as a key theme for the study. In this survey, it was also identified as an important issue for the participants. Respondents were asked if the post of GFP was filled within their department. Table 9 shows the breakdown of the responses by government level.

*Table 9: Is the GFP currently filled or vacant by government level?*

Is the GFP currently filled or vacant? * Level Cross tabulation						
			Level			Total
			National Government	Provincial Government	Local Government	
Is the GFP currently Filled or vacant?	Filled	Count	9	14	1	24
		% within Level	60.0%	73.7%	20.0%	61.5%
	Acting	Count	1	0	0	1
		% within Level	6.7%	0.0%	0.0%	2.6%
	Vacant	Count	0	1	1	2
		% within Level	0.0%	5.3%	20.0%	5.1%
	Not applicable	Count	3	1	1	5
		% within Level	20.0%	5.3%	20.0%	12.8%
	Other	Count	2	3	2	7
		% within Level	13.3%	15.8%	40.0%	17.9%
Total		Count	15	19	5	39
		% within Level	100.0%	100.0%	100.0%	100.0%
Chi-Square Tests						
		Value				Exact Sig. (2-sided)
Fisher's Exact Test		10.241				.153

The results reveal that 61.5 percent of the respondents who answered the question indicated that the post is filled within their organisations, 2.6 percent had acting GFPs, 5.1 percent were vacant, 12.8 per cent did not have a GFP post within their department, and the other 17.9 percent had alternative positions or structures responsible for gender mainstreaming. The provincial governments had the highest proportion of respondents indicating that their GFP posts are filled (73.7 percent), followed by the national government departments (60 percent). The differences by government level were not significant (p-value = 0.153). It needs to be noted, however, that this table does not indicate the level of skills and expertise of those occupying positions as GFPs. Also, given the small size of the sample response rate, the figure here should be treated with due caution.

Based on the 12 respondents who indicated that they were GFPs or acting GFPs, Table 10 shows the reasons that they provided as qualifying them for the position of GFP. Clearly, the fact that some of the areas of expertise/qualification listed in the table have no immediate resonance with gender mainstreaming only testifies to the fact that gender mainstreaming responsibilities are usually assigned to individuals without the most relevant and appropriate expertise and qualifications.

Table 10: Relevant skills that qualify you for the GFP position

	Frequency	Percent
Gender mainstreaming skills	4	33.3%
Research	3	25.0%
Monitoring, evaluation and reporting on women and vulnerable groups	3	25.0%
Advocacy skills	2	16.7%
Experience in gender equity	2	16.7%
Policy formulation / development	2	16.7%
Communication skills	2	16.7%
Policy analysis	2	16.7%
Interpersonal skills	2	16.7%
Co-ordination skills	2	16.7%
Budgeting skills	2	16.7%
Capacity building	2	16.7%
Short courses in gender	2	16.7%
Provincial gender head – political	2	16.7%
Understanding gender issues	1	8.3%
Understanding ICT environment	1	8.3%
Stakeholder liaison	1	8.3%
Analytical skills	1	8.3%
Organisational skills	1	8.3%
Policy influence	1	8.3%
Report writing and presentation	1	8.3%
Strategic management	1	8.3%
Ensuring that gender is mainstreamed in projects and programmes	1	8.3%
Planning skills	1	8.3%
Computer skills	1	8.3%
People management skills	1	8.3%
Leadership qualities	1	8.3%
Ability to work in a team	1	8.3%
Women in development and with leadership certificates	1	8.3%
Leader in society	1	8.3%
Attended gender workshop(s)	1	8.3%

Similarly, Table 11 shows a list of skills that the supervisors/officials to whom the GFP reports possess, some of which are at best indirectly related to and consistent with the work of gender mainstreaming.

Table 11: Supervisors of GFPs' gender mainstreaming-related skills

	Frequency	Percent
Policy formulation / development	6	15%
Communication skills	4	10%
Research	3	8%
Analytical skills	3	8%
Monitoring, evaluation and reporting on women and vulnerable groups	3	8%
Strategic management	3	8%
Advocacy skills	2	5%
Problem solving	2	5%
Development and transformation	2	5%
Policy analysis	2	5%
People management skills	2	5%
Management skills	2	5%
Gender mainstreaming skills	1	3%
Stakeholder liaison	1	3%
Project management	1	3%
Crisis management	1	3%
Executive management	1	3%
Knowledge management	1	3%
Decision making	1	3%
General management skills	1	3%
Employment equity	1	3%
Interpersonal skills	1	3%
Linking UN, SADC, and SARPCCO protocols into internal strategies	1	3%
Linking government protocol to international development programmes	1	3%
Systems thinking	1	3%
Co-ordination skills	1	3%
Computer skills	1	3%
Service delivery innovation	1	3%
Change/diversity management	1	3%
Business performance management	1	3%
Facilitation skills	1	3%
In-house training on gender	1	3%
Economic empowerment for women	1	3%
Transformation	1	3%

The respondents (GFPs) were also asked whether the key performance areas (KPA) of their supervisors/officials to whom the GFP reports relate to gender mainstreaming. The results are shown in Table 12.

Table 12: Key Performance Areas (KPA) for the supervisors/officials to whom the GFP reports that relate to gender mainstreaming

Supervisor's KPA related to gender mainstreaming * Level Cross tabulation						
			Level			Total
			National Government	Provincial Government	Local Government	
Supervisor's KPA related to gender mainstreaming	Yes	Count	10	7	0	17
		% within Level	66.7%	36.8%	0.0%	43.6%
	No	Count	0	1	1	2
		% within Level	0.0%	5.3%	20.0%	5.1%
	Don't Know	Count	5	11	4	20
		% within Level	33.3%	57.9%	80.0%	51.3%
Total		Count	15	19	5	39
		% within Level	100.0%	100.0%	100.0%	100.0%
Chi-Square Tests						
			Value		Exact Sig. (2-sided)	
Fisher's Exact Test			8.726		.037	

The results revealed that for the national government departments, 65 percent of the respondents indicated that the supervisors' KPAs are related to gender mainstreaming, compared to 36.8 percent for provincial departments and 0 per cent for local government. Of note is the fact that 80 per cent of local government respondents indicated that they don't know whether or not their supervisor's KPAs are related to gender mainstreaming; the comparable figures were 57.9 percent for provincial government and 33.3 percent for national government. (The Fisher's Exact Test (p-value = 0.47) indicates that the differences are significant at 5 percent significance level).

A question was asked to establish the number of people currently employed within the directorate/sub-directorate or unit responsible for gender mainstreaming (in other words, the size of the unit responsible for gender mainstreaming in terms of staff numbers). It was noted that on average there were 5 for the national government, 3 people for the provincial government and 4 people for the local government who work in the directorate/sub-directorate or unit responsible for gender mainstreaming. Taken at face value, this would suggest that on average national departments have 5 people employed in units responsible for gender mainstreaming, while at provincial level the figure is 3 and for local government, 4. Overall, gender mainstreaming responsibilities are carried out by unit sizes of between 1 and 6 people (71.8 percent) across all levels. There were no significant differences by government level (p-value = 0.522).

However, caution needs to be exercised here, because some of these units are generic, non-gender-specific units such as human resources divisions or Specials Programmes Units that are often responsible for various functions, including gender mainstreaming as just one among many functions under their watch. So this finding does not reveal much about the actual number of people in these units who are primarily responsible for gender mainstreaming.

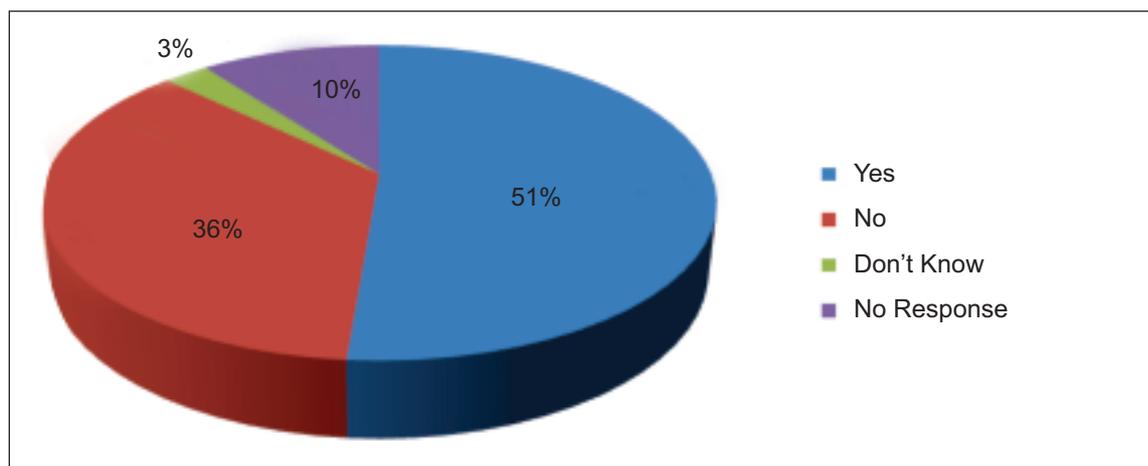
Table 13: Number of people currently employed within the directorate/sub-directorate or unit responsible for gender mainstreaming

Number of people currently employed within the directorate/sub-directorate or unit responsible for gender mainstreaming • Level Cross Tabulation							
			Level			Total	
			National Government	Provincial Government	Local Government		
Number of people currently employed within the directorate / sub-directorate or unit responsible for gender mainstreaming	None	Count	0	0	1	1	
		% within Level	0.0%	0.0%	20.0%	2.6%	
	1 - 2 employees	Count	3	7	0	10	
		% within Level	20.0%	36.8%	0.0%	25.6%	
	3 - 4 employees	Count	6	5	2	13	
		% within Level	40.0%	26.3%	40.0%	33.3%	
	5 - 6 employees	Count	1	3	1	5	
		% within Level	6.7%	15.8%	20.0%	12.8%	
	7 and above employees	Count	2	1	0	3	
		% within Level	13.3%	5.3%	0.0%	7.7%	
	No response	Count	3	3	1	7	
		% within Level	20.0%	15.8%	20.0%	17.9%	
	Total		Count	15	19	5	39
			% within Level	100.0%	100.0%	100.0%	100.0%
Chi-Square Tests							
		Value				Exact Sig. (2-sided)	
Fisher's Exact Test		9.128				.522	

### Dedicated budget

Budgetary/financial allocations for gender mainstreaming are part of the broader theme of availability of resources. Respondents were asked to indicate whether gender mainstreaming programmes in their departments had their own budget within their departments. The results are shown in Figure 6.

Figure 6: Does gender mainstreaming have a budget?



The results show that more than half of the respondents (51 percent) indicated that they have a gender-mainstreaming budget, 36 per cent indicated that they don't have a budget, 3 percent did not know whether or not there was a budget for gender mainstreaming, while the remaining 10 percent did not respond to the question. Taken at face value, this finding shows that only half of those who responded to the survey questionnaire

said that their departments had a budget allocation specifically for gender-mainstreaming work, while the other half said either that their departments had not allocated budgets for gender mainstreaming, or they did not know, or refused to answer the question. However, this finding should also be treated with due care in that there is a high likelihood that those that claimed that their departments had made budget allocations for gender mainstreaming work could include the significant proportion for whom gender mainstreaming is just an added responsibility for units responsible for a variety of competing priorities with limited financial resources.

Table 14 shows whether the department has a budget for gender mainstreaming by government level.

Table 14: Does gender mainstreaming have a budget?

Does gender mainstreaming have a budget? * Level Cross tabulation						
			Level			Total
			National Government	Provincial Government	Local Government	
Does gender mainstreaming have a budget	Yes	Count	10	8	2	20
		% within Level	66.7%	42.1%	40.0%	51.3%
	No	Count	4	8	2	14
		% within Level	26.7%	42.1%	40.0%	35.9%
	Don't know	Count	0	1	0	1
		% within Level	0.0%	5.3%	0.0%	2.6%
	No Response	Count	1	2	1	4
		% within Level	6.7%	10.5%	20.0%	10.3%
Total		Count	15	19	5	39
		% within Level	100.0%	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>						
		Value				Exact Sig. (2-sided)
Fisher's Exact Test		4.387				.688

The majority of the respondents from national government departments indicated that they had a budget (66.7 percent), as did 42.1 percent for provincial government and 40 percent for the local municipalities. A large proportion of provincial respondents indicated that they did not have a gender-mainstreaming budget (42.1 percent). The differences were, however, not statistically significant (p-value =0.688).

#### 4.1.3. Role and function of GFPs or GUs

Based on regular interactions with GFPs across the public service over the past two years, one of the key issues of concern that has emerged has been a lack of clarity on their role and functions. In particular, many GFPs complain about being obliged to perform functions unrelated to gender mainstreaming. Based on the 24 respondents who indicated that their departments had GFPs, respondents were asked if the GFP in their department exclusively performed gender-related functions. Twenty-three people answered the question; one did not. The results are shown in Table 15.

Table 15: GFPs performing gender-related functions exclusively

			Level		Total
			National Government	Provincial Government	
GFPs perform gender-related functions exclusively	Yes	Count	4	6	10
		% within Level	44.4%	42.9%	43.5%
	No	Count	5	8	13
		% within Level	55.6%	57.1%	56.5%
Total		Count	9	14	23
		% within Level	100.0%	100.0%	100.0%
<b>Chi-Square Tests</b>					
		Value	Exact Sig. (2-sided)		
Fisher's Exact Test		1.000			

The results indicate that only 44 percent of national government and 43 percent of provincial government GFPs performed gender-related functions exclusively. The rest perform other functions as well. This is clearly consistent with the findings obtained through in-depth interviews with officials from selected government departments.

Based on the 13 GFPs who do not perform gender-related functions exclusively, Table 16 shows the other functions that GFPs perform regularly besides those related to gender. This is also consistent with the findings obtained from interviews with officials from selected government departments which show that certain functions are usually combined with gender-related responsibilities. The more common ones range from disability to HIV/AIDS, children and youth. Table 16 reflects some of these trends.

Table 16: Other functions performed by the GFP besides gender-related functions

	Frequency	Percent
Mainstreaming of people with disabilities	9	69%
Mainstreaming of youth	8	62%
Mainstreaming of HIV/AIDS	2	15%
Batho Pele	2	15%
Monitoring the implementation of employment equity	2	15%
Integrated energy centre	1	8%
Social responsibility projects	1	8%
Full corporate service function	1	8%
Occupational health and safety	1	8%
Complaints management	1	8%
Monitoring service standards	1	8%
Service excellence awards	1	8%
Overseeing the management of security services	1	8%
Monitoring compliance with requirements for service levels	1	8%

Based on the analysis of data from the 12 respondents who indicated that they were GFPs within their departments, Table 17 shows the amount of working time spent carrying out work/activities unrelated to gender mainstreaming as part of their job responsibility. Two of the 12 did not answer the question and thus the results are based on 10 respondents.

*Table 17: GFPs' working time spent carrying out work/ activities unrelated to gender mainstreaming as part of their job responsibility*

		Frequency	Percent
Proportion of time spent carrying out work activities unrelated to gender mainstreaming	0% - 25%	4	40.0
	26% - 50%	3	30.0
	76% - 100%	3	30.0
	Total	10	100.0

The results show that 40 percent of the respondents spend 0-25 percent of their working time carrying out work/activities unrelated to gender mainstreaming as part of their job responsibility, while 30 percent spend 26-50 per cent of their time and 30 percent spend 76-100 percent of their time on activities unrelated to gender mainstreaming. In other words, the majority of the respondents are spending between 26% and 100% of their time on work unrelated to gender mainstreaming, which suggests that gender mainstreaming has to compete not only for resources but also for the time/attention of gender-mainstreaming staff.

Another key area of concern is the lack of access to, and participation in, high-level decision-making structures in government in order to influence policy making that affects gender equality issues. Based on the 12 respondents who indicated that they were GFPs within their departments, Table 18 shows the internal, departmental senior-level decision-making structures in which the GFP is allowed to participate.

*Table 18: Internal departmental senior-level decision-making structures in which the GFP is allowed to participate*

	Frequency	Percent
Branch management meeting	2	17%
Employment equity committee	2	17%
Board management meeting	2	17%
EXCO	1	8%
Division's management support	1	8%
National management forum	1	8%
Women's network executive council	1	8%
Transformation committee	1	8%
Bursary committee	1	8%
Recruitment and selection	1	8%
None	3	25%

The finding in Table 18 seems to contradict our finding from the in-depth component of this study, based on interviews with officials from selected government departments, including studies from the literature review at the beginning of this report. The finding from Table 18 shows a variety of internal high-level decision-making structures that GFPs are likely to take part in.

However, it is not possible to draw clear insights from this data or to determine the accuracy of the data for one important reason. Many of the respondents (see Tables 15 and 16) who identified themselves as GFPs are also responsible for other functions unrelated to gender mainstreaming. It is therefore understandable and logical that many of them would take part in and be represented in meetings of high-level internal departmental decision-making structures where GFPs would ordinarily not take part.

#### 4.1.4. Effectiveness/impact of GFPs on gender mainstreaming

Another important aspect of the work of GFPs is their effectiveness and impact in achieving their objectives. The component of this study based on in-depth interviews with officials from selected departments found that many government departments do have systematic ways of assessing, monitoring and evaluating the effectiveness and impact of GFPs in gender mainstreaming. Therefore the respondents were asked for their perceptions and to rate the effectiveness of the GFP in performing a number of tasks on a scale of 1 to 4, where 1 = very ineffective, 2 = ineffective, 3 = effective and 4 = very effective. The mean rating was calculated and the results are shown in Table 19.

Table 19: Effectiveness of the GFP in performing gender-mainstreaming tasks

	Mean Score			
	Total	National Government	Provincial Government	Local Government
n=	35	14	17	4
Co-ordinating gender mainstreaming activities within the department	2.89	2.86	3.00	2.50
Promoting effective collaboration with external role players (e.g. civil society)	2.83	2.93	2.88	2.25
Ensuring greater knowledge and awareness of gender issues within the department	2.80	2.86	2.94	2.00
Promoting effective collaboration on gender mainstreaming between departments	2.74	2.93	2.76	2.00
Promoting effective collaboration on gender mainstreaming between units within the departments	2.65	2.64	2.75	2.25
Ensuring the provision of gender-related skills training within the department	2.49	2.50	2.59	2.00
Advising senior management on decisions affecting gender mainstreaming	2.40	2.50	2.47	1.75
Participating meaningfully in decision-making processes	2.35	2.46	2.35	2.00

Scale: 1 = Very ineffective, 2 = Ineffective, 3 = Effective and 4 = Very effective

The results show that the respondents rated GFPs as most effective in 'co-ordinating gender mainstreaming activities within their departments' (mean score =2.89), followed by 'promoting effective collaboration with external role players (e.g. civil society)' (mean score = 2.83). The GFPs are, however, rated least effective in 'participating in meaningful decision-making processes' (mean score =2.35).

GFPs in provincial government departments and local government are rated most effective in co-ordinating gender mainstreaming activities within their department (3.00 and 2.50 respectively) while the national government GFPs are most effective in promoting effective collaboration with external role players (e.g. civil society) (2.93), and promoting effective collaboration on gender mainstreaming between departments (2.93). The findings from this analysis are also consistent with our findings based on in-depth interviews with departmental officials, as well the findings of other studies reviewed at the beginning of this report. These studies show that GFPs are perceived generally as mere co-ordinators and events managers for their departments. Also, the finding that GFPs are least effective in 'participating meaningfully in decision-making processes' is consistent with widespread practices in many government institutions where GFPs are largely excluded from involvement in high-level decision-making structures in their departments.

#### 4.1.5. Key factors undermining the effectiveness of GFPs

If participants rate the performance of GFPs as ineffective in various areas of their responsibility, the study sought to explore what factors are considered important in undermining the effectiveness of GFPs. Respondents were therefore asked to indicate the extent to which they agreed or disagreed with a number of statements about possible factors undermining the effectiveness of GFPs, where 1 = Disagree strongly, 2 = Disagree 3 = Neutral, 4 = Agree, and 5 = Agree strongly. The mean rating was calculated and the results are shown in Table 21.

Table 20: Factors undermining the effectiveness of GFPs

Descriptive Statistics	Mean Score			
	Total	National Government	Provincial Government	Local Government
n=	36	15	17	4
Inadequate financial resources	3.66	3.07	4.19	3.75
Lack of understanding of the functions of the GFP by departmental management	2.92	2.60	3.12	3.25
Inadequate skills	2.83	2.20	3.29	3.25
No policy guidelines on the role of the GFP in the department	2.75	2.33	2.94	3.50
No proper job description for the post of GFP	2.63	2.29	2.65	3.75
Lack of knowledge of gender policies and legislation	2.56	1.60	3.24	3.25
Lack of regular performance evaluation / assessment of the GFP	2.51	2.21	2.53	3.50
Poor relations with senior management in the department	2.47	2.07	2.71	3.00
Lack of basic office equipment (e.g. phones, computers, printers, etc.)	2.08	1.73	2.24	2.75

Scale: 1 = Disagree strongly, 2 = Disagree, 3 = Neutral, 4 = Agree, and 5 = Agree strongly

Three important factors were considered most important in undermining the effectiveness of GFPs. Top of the list is 'inadequate financial resources' (mean score = 3.66), followed by 'lack of understanding of the functions of the GFP by departmental management' (mean score =2.92) and 'inadequate skills' (2.83). The respondents considered 'lack of basic office equipment' (e.g. phones, computers, printers, etc.) the least important factor undermining the effectiveness of GFPs (2.08).

The top three factors undermining the effectiveness of GFP for the national government departments are 'inadequate financial resources' (3.07), 'lack of understanding of the functions of the GFP by departmental management' (2.60), and 'no policy guidelines on the role of the GFP in the department' (2.33).

The top three factors undermining the effectiveness of GFP for the provincial government departments are 'inadequate financial resources' (4.19), 'inadequate skills' (3.29) and 'lack of knowledge of gender policies and legislation' (3.24). In the case of municipalities, the top three factors undermining the effectiveness of GFP for the local government departments are 'lack of adequate financial resources' (3.75), 'no proper job description for the post of GFP' (3.75), and 'lack of regular performance evaluation/assessment of the GFP' (3.50).

These findings are broadly similar and consistent with the findings from the interviews with officials from selected government departments in all levels of government. There was a strong consensus among informants that lack of resources, lack of understanding by management of the importance of gender mainstreaming, and lack of clarity on the role of GFPs were important factors hampering these officials in performing their work of gender mainstreaming.

#### 4.1.6. Future of the post of GFP in government

The final key theme that the survey sought to explore was the level of support among respondents for the continued existence of the post of GFP in government, especially given the fact that in many government departments the post of GFP appears to be facing intractable obstacles, including lack of resources and exclusion from meaningful participation in decision-making structures. Respondents were therefore asked to indicate the extent to which they agreed or disagreed with a number of statements on the future of the GFP post in government, where 1 = Disagree strongly, 2 = Disagree, 3 = Neutral, 4 = Agree, and 5 = Agree strongly. The mean rating was calculated and the results are shown in Table 21.

Table 21: Future of the post of GFP in government

Descriptive Statistics	Mean Score			
	Total	National Government	Provincial Government	Local Government
n=	36	14	18	4
The post of GFP is a valuable part of the national gender machinery in South Africa	4.50	4.57	4.50	4.25
The GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues	4.36	4.43	4.28	4.50
The GFP has the necessary resources and authority to promote gender equality in the department	3.36	3.36	3.33	3.50
The GFP has far too many responsibilities without the necessary resources and authority to influence decisions on gender issues	3.11	2.79	3.39	3.00
The post of GFP should be abolished because it does not add value to the task of gender mainstreaming	1.67	1.36	1.83	2.00

Scale: 1 = Disagree strongly, 2 = Disagree, 3 = Neutral, 4 = Agree, and 5 = Agree strongly

There was general agreement with the statement that ‘the post of GFP is a valuable part of the national gender machinery in South Africa’ (mean =4.50), followed by ‘the GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues’ (4.36). These were the top two findings across all government levels. Understandably, the majority of respondents across all government levels disagreed with the statement ‘the post of GFP should be abolished because it does not add value to the task of gender mainstreaming’. In other words, the respondents not only prefer to see the post of GFP continuing, but they would also prefer to see it allocated more meaningful responsibilities to influence departmental decisions on gender issues.

#### 4.1.7. Other key issues emerging from the opinion survey findings

##### Relationship between effectiveness and the future of the GFP post

Correlation analysis was conducted to assess whether there was a relationship between responses to ‘questions about the effectiveness’ of the GFP and the ‘future of the GFP in government’. The results are shown in Table 22.

Table 22: Correlation between the effectiveness of the GFP and the future of the post

Effectiveness of the GFP in performing gender mainstreaming tasks		Future of the GFP in Government				
		The post of GFP should be abolished because it does not add value to the gender mainstreaming	The post of GFP is a valuable part of the national gender machinery in South Africa	The GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues	The GFP has the necessary resources and authority to promote gender equality in the department	The GFP has too many responsibilities without the necessary resources and authority to influence decisions on gender issues
Co-ordinating gender mainstreaming activities within the department	Pearson Correlation	-.033	.107	.057	-.024	-.359
	Sig. (2-tailed)	.854	.548	.748	.892	.037
	N	34	34	34	34	34
Participating meaningfully in decision-making processes	Pearson Correlation	-.043	-.182	-.272	.289	-.221
	Sig. (2-tailed)	.812	.310	.126	.102	.216
	N	33	33	33	33	33
Advising senior management on decisions affecting gender mainstreaming	Pearson Correlation	-.042	-.063	-.254	.155	-.370
	Sig. (2-tailed)	.813	.723	.147	.381	.031
	N	34	34	34	34	34
Promoting effective collaboration on gender mainstreaming between units within the departments	Pearson Correlation	-.211	.211	-.025	.132	-.231
	Sig. (2-tailed)	.240	.240	.891	.464	.195
	N	33	33	33	33	33
Ensuring the provision of gender-related skills training within the department	Pearson Correlation	-.354	.215	.108	.105	-.261
	Sig. (2-tailed)	.040	.223	.542	.556	.136
	N	34	34	34	34	34
Ensuring greater knowledge and awareness of gender issues within the department	Pearson Correlation	-.294	.126	.013	.174	-.225
	Sig. (2-tailed)	.092	.477	.941	.326	.200
	N	34	34	34	34	34
Promoting effective collaboration with external role players (e.g. civil society)	Pearson Correlation	-.316	.305	.155	-.063	-.209
	Sig. (2-tailed)	.069	.079	.381	.725	.234
	N	34	34	34	34	34
Promoting effective collaboration on gender mainstreaming between departments	Pearson Correlation	-.348	.260	.071	.207	-.219
	Sig. (2-tailed)	.044	.137	.688	.241	.214
	N	34	34	34	34	34

The results show that there is a significant negative correlation between 'co-ordinating gender mainstreaming activities within the department' and 'the GFP has far too many responsibilities without the necessary resources and authority to influence decisions on gender issues' ( $r = -0.359$ ,  $p$ -value = 0.037) and also between 'advising senior management on decisions affecting gender mainstreaming' and 'the GFP has far too many responsibilities without the necessary resources and authority to influence decisions on gender issues' ( $r = -0.370$ ,  $p$ -value = 0.031). The  $p$ -values are less than 0.05, which implies that the correlations are significant at 5 per cent significance level.

This means that the respondents who view the GFP as having the necessary resources and authority to influence decisions on gender issues are also likely to think that GFPs are effective in co-ordinating gender-mainstreaming activities within their departments and also in advising senior management on decisions affecting gender mainstreaming.

There is also a significant negative correlation between ‘the post of GFP should be abolished because it does not add value to the task of gender mainstreaming’ and ‘ensuring the provision of gender-related skills training within the department’ ( $r = -0.354$ ,  $p$ -value = 0.040) and also between ‘the post of GFP should be abolished because it does not add value to the task of gender mainstreaming’ and ‘promoting effective collaboration on gender mainstreaming between departments’ ( $r = -0.348$ ,  $p$ -value = 0.044). This means that the respondents who think that the GFP is effective in ensuring the provision of gender-related skills training within the department and also promoting effective collaboration on gender mainstreaming between departments are less likely to want the post to be abolished.

### Relationship among variables measuring the future of the GFP post in government

Correlation analysis was conducted to assess whether there was a relationship between the various variables measuring the future of the GFP post in government. The results are shown in Table 23.

Table 23: Correlation among statements measuring the future of the GFP post in government

		The post of GFP should be abolished because it does not add value to the task of gender mainstreaming	The post of GFP is a valuable part of the national gender machinery in South Africa	The GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues	The GFP has the necessary resources and authority to promote gender equality in the department	The GFP has far too many responsibilities without the necessary resources and authority to influence decisions on gender issues
The post of GFP should be abolished because it does not add value to the task of gender mainstreaming	Correlation Coefficient	1.000	-.548	-.377	-.430	.171
	Sig. (2-tailed)	.	.001	.023	.009	.319
	N	36	36	36	36	36
The post of GFP is a valuable part of the national gender machinery in South Africa	Correlation Coefficient	-.548	1.000	.469	.145	-.111
	Sig. (2-tailed)	.001	.	.004	.400	.520
	N	36	36	36	36	36
The GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues	Correlation Coefficient	-.377	.469	1.000	.175	-.004
	Sig. (2-tailed)	.023	.004	.	.307	.982
	N	36	36	36	36	36
The GFP has the necessary resources and authority to promote gender equality in the department	Correlation Coefficient	-.430	.145	.175	1.000	-.189
	Sig. (2-tailed)	.009	.400	.307	.	.269
	N	36	36	36	36	36
The GFP has far too many responsibilities without the necessary resources and authority to influence decisions on gender issues	Correlation Coefficient	.171	-.111	-.004	-.189	1.000
	Sig. (2-tailed)	.319	.520	.982	.269	.
	N	36	36	36	36	36

The analysis shows that there is a strong negative correlation between responses to the statements ‘the post of GFP should be abolished because it does not add value to the task of gender mainstreaming’ and ‘the post of GFP is a valuable part of the national gender machinery in South Africa’ ( $r = -0.548$ ,  $p$ -value = 0.01). The first statement is also negatively correlated to ‘the GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues’ ( $r = -0.377$ ,  $p$ -value = 0.023), and ‘the GFP has the necessary resources and authority to promote gender equality in the department’ ( $r = -0.430$ ,  $p$ -value = 0.09). This clearly underscores the finding that the respondents are in favour of keeping the post of GFP in government given that they did not agree with the statement about abolishing this post (mean score = 1.67 in Table 23).



The analysis also found a strong positive correlation between the statements ‘the GFP should be allocated more meaningful responsibilities to influence departmental decisions on gender issues’ and ‘the post of GFP is a valuable part of the national gender machinery in South Africa’ ( $r = 0.469$ ,  $p\text{-value} = 0.04$ ). Both variables were highly rated and support the idea of keeping the GFP post in government. More importantly though, the respondents would prefer to see the post given more responsibilities to influence departmental decisions on gender mainstreaming. This is consistent with the findings from the interviews conducted with government officials from various selected government departments.

#### **4.1.8. Concluding remarks**

As indicated at the beginning of this study, the response rate to the opinion survey questionnaire was very low and this means that caution should be exercised in applying the findings and conclusions to the broader public service. Nonetheless some of the findings from the survey have been corroborated by evidence gathered from the qualitative/in-depth interviews conducted with officials from selected departments at national and provincial level. Combined, the findings from the opinion survey and the in-depth interviews are important in pointing to some of the key issues that should concern policy makers with respect to the work of GFPs in government going forward.

## **4.2. PART B: ASSESSING GFPS IN SELECTED NATIONAL AND PROVINCIAL DEPARTMENTS**

This section of the report will be divided into two sections; namely the national responses and the provincial responses.

### **4.2.1. National Department of Transport**

#### **4.2.1.1. Status of employment, conditions and related processes**

An interview<sup>24</sup> was conducted with the GFP in the Department of Transport. The informant is a female, appointed on permanent contract at the level of deputy director. The interviewee had been on the job for a short period of time – since July 2013. The post is located within a unit responsible for human resources under the Directorate for Organizational Development and Change Management. The unit appears to have two other staff members working with the interviewee – a deputy director and an assistant director. It deals with matters of gender, but also with other priorities such as youth, disability and children, implying that the interviewee’s mandate is wider than just gender issues. This is reflected in the details of the interviewee’s job responsibilities which are indicated in the following list.

- Manage research, monitor and evaluate programmes, report and support the development of policy systems and practices for special programmes
- Develop and review strategies, operational plans, policies and procedures for gender, disability, youth and children’s programmes
- Render assistance to management in mainstreaming special national projects in respective line departments.
- Facilitate participation in national events/outreach programmes and projects
- Manage the budget and staff (i.e. assistant director and intern) in the department.

<sup>24</sup> National Department of Transport: Interview, 15 October 2013.



While the responsibilities of the interviewee as outlined here are generally consistent with the provisions of the NGPF, the interviewee alluded to issues of capacity constraints. This was also confirmed by the interviewee's supervisor, as well as the minister during the department's 2013 strategic planning session. The key performance areas reflected above are fairly broad and extensive, and the available staff capacity of the sub-directorate is clearly not matched to the broad mandate of the unit.

#### **4.2.1.2. Relevant skills development/training of staff**

The informant revealed that she had never attended a gender mainstreaming training course conducted by PALAMA. The interviewee felt that the PALAMA course was helpful in providing the necessary skills and knowledge to initiate a number of efforts, including a snap survey assessing employee understanding of gender mainstreaming and gender-responsive budgeting in her previous department (i.e. Department of Correctional Services). The interviewee also feels competent to use her skills and knowledge from the course to benefit her current department. However, given that the interviewee had been in the job for only three months at the time of the interview, not much had been accomplished in terms of gender mainstreaming during her tenure, although she identified numerous initiatives that she would like to pursue, including a review of policies (i.e. disability policy, youth framework, the terms of reference for gender transformation, and a draft strategy for women empowerment and gender equality). The initiatives already under way included typical liaison/co-ordination activities for many GFPs in government, such as the following.

- Commemoration events such as Mandela month (July)
- Co-ordinating activities in the department's branch offices
- Co-ordinating an internal departmental workshop for staff members on gender-based violence in August 2013
- Liaising with the department's Women's Advisory Committee (initiated by the deputy minister for transport) to address issues affecting women in the transport sector
- Facilitating the department's involvement during the national programme of 16 Days of Activism for No Violence against Women in 2013.

The interviewee identified financial constraints as a key problem for the unit responsible for gender mainstreaming, which prevented it from carrying out some of its programmes in 2013. This is a constraint that is clearly undermining the effectiveness of the GFP in terms of helping the department to design and effectively implement gender-mainstreaming programmes and plans.

#### **4.2.1.3. Policies to mainstream gender**

To advance women at all levels, governments and all other organisations are to develop gender- mainstreaming policies that entail monitoring and evaluation of the implementation of all policies and programmes.<sup>25</sup> However, the interviewee indicated that the department only had a draft gender policy (introduced in 2010/11), developed by her sub-directorate and that at the time of the interview, it was still under review. It is worth noting that after 20 years of democracy, and in the face of wide-ranging national and international policy frameworks to promote gender mainstreaming, the Department of Transport has not yet formally adopted a policy on gender.

<sup>25</sup> United Nations Entity for Gender Equality and Empowerment of Women (1995), Beijing Report on Women Conference.

#### 4.2.1.4. Budget allocation and other resources for GFPs

The NGPF states that serious consideration should be given to the allocation of resources to ensuring effective implementation of national gender equality policies, programmes and strategies. According to the NGPF, the responsibilities of GFPs, which include co-ordination, capacity building, communication, networking and collaboration to enhance the implementation of the national gender policy framework require various types of resources, such as financial resources, information technology, adequate staffing and infrastructure, as well as an effective monitoring and evaluation system to ensure the proper implementation of the national policy framework.

A key resource in the work of GFPs is therefore adequate budgetary/financial resources. The interviewee's supervisor (director: organizational development and change management) pointed to budgetary constraints experienced by the Department of Transport, and that the department's sub-directorate that houses the GFP had not been allocated its own budget since November 2012. The respondent pointed out that in 2012 the operational budget (excluding compensation of employees) for the entire directorate was R1.167 million, while the 2013/14 budget is R1.190 million – the clear implication is that the budget is too small to cater for the work of the unit dealing with gender, disability, youth and children's issues. Furthermore the department appears to have not developed guidelines to determine the proportion of the directorate's budget allocation that should be set aside for gender-mainstreaming work.

#### 4.2.1.5. Formal accountability/reporting lines for GFPs

According to the NGPF, the location of GFPs in the office of the director-general would afford the GFPs an easy access to all programmes and programme officials within the department, thereby creating an enabling environment for gender mainstreaming.<sup>26</sup> This would afford the GFP an opportunity to make inputs into decision making. In this particular department, the GFP is still not allowed to participate directly in high-level decision-making processes as the unit is not based in the office of the accounting officer. In addition, it would appear that the director to whom the GFP reports/accounts (as well as the chief director) do not participate in meetings of the Executive Committee and the Strategic Management Committee, where only the director-general and deputy directors-general participate, while the minister and deputy minister participating in the meetings of the Strategic Management Committee. The in-depth interview also revealed that currently the department does not have a fully functioning senior management committee structure.

#### 4.2.1.6. Monitoring and evaluation

The NGPF recommends that indicators be developed for monitoring and evaluating gender mainstreaming in the country.<sup>27</sup> These indicators are to be adopted from international instruments such as the Gender Related Development Index (GDI) and the Gender Empowerment Measure (GEM). Based on the in-depth interviews conducted with the GFP, it would appear that the department has a current system to monitor and evaluate gender mainstreaming – the explanation offered is that the unit was still new at the time when the study was undertaken. However it was not clear why the department had only just established such a unit.

<sup>26</sup> RSA (2000), National Policy Framework For Women's Empowerment and Gender Equality, p. 29.

<sup>27</sup> Ibid.

#### **4.2.1.7. Successes and challenges**

From the foregoing it is evident that as a newly established sub-directorate, including the GFP who had just been appointed at the time of the study, had not yet accomplished much by way of effective and meaningful gender mainstreaming. The unit was still putting systems and processes in place. During the interview, issues of concern for the unit were limited resources, failure to prioritise gender mainstreaming through a dedicated gender unit, and institutional capacity issues (i.e. lack of skills development opportunities and limited staff to handle the varied workload entailing gender, disability, youth and children) and limited authority to influence high-level decision-making structures in the department.

#### **4.2.1.8. Concluding remarks**

An analysis of available information from the department, including the in-depth interview with the GFP appears to show that this department is not different from the dominant pattern of ineffective GFPs exposed to the same constraints that affect others across many government departments at national, provincial and local levels. For instance, the KPAs of the GFP are broad and not limited to gender mainstreaming only; the unit is poorly resourced and unable to influence or shape fundamental decisions in the department, including the usual pattern of involving the unit mainly in events management activities – this is a trend that is all too common from many studies of the work of GFPs.

### **4.2.2. National Department of Social Development**

#### **4.2.2.1. Status of employment, conditions and related processes**

The informant who was interviewed<sup>28</sup> from this department of social development is a female. In this case the interviewee was appointed at the level of director, responsible for gender equality in the department. According to the interviewee all positions within the directorate have been filled permanently and all personnel have proper job descriptions. In particular, the interviewee's job was informed by the NGPF, entailing areas such as gender mainstreaming, capacity building, policy formulation and review, research on gender, advocacy, and lobbying. The post focuses mainly on gender-related functions even though the informant indicated that she occasionally has to undertake other tasks (e.g. developing a knowledge management strategy for the department in 2009).

The post is located within the chief operations section of the department under the Chief Directorate for Strategy Development and Planning. The Gender Equity Directorate (GED) consists of four staff members focusing strictly on gender issues. The two deputy directors and an assistant director reporting to the GFP are responsible for gender issues and services to women.

#### **4.2.2.2. Relevant skills development/training of staff**

The informant reported having attended several gender training programmes “offered by accredited service providers”. The service providing institutions included PALAMA, the International Labour Organisation (ILO), the University of Pretoria, International Union for Conservation of Nature (IUCN) in partnership with Global Gender and Climate Change Alliance (GGCCA) and the internal human capital management programme. However no

<sup>28</sup> National Department of Social Development: Interview, 25 October 2013.



details were provided of the content of the training, making it difficult to determine whether or not it was in line with the guidelines provided in the NGPF. The interviewee states that she was able to transfer her knowledge and skills to other staff members in the unit, particularly in areas such as gender mainstreaming, gender-responsive budgeting and gender and masculinity.

#### **4.2.2.3 Budget allocation and other resources**

The GED has been allocated a budget of about R3.6 million in the current financial year, which is significant. However, the respondent pointed out that the department's programme budgets are not consciously gender-responsive – only that the nature of the department's work is such that it focuses predominantly on vulnerable groups, particularly with regard to social grants, which tend to benefit women predominantly. The informant did report that she does not make direct inputs and contribute directly to internal senior-level decision-making structures, including departmental budget decisions and departmental strategic planning processes.

#### **4.2.2.4. Formal accountability/reporting lines for GFPs**

The GFP reports to the chief director: strategy development and planning. She does not, however, attend executive management meetings except when acting as chief director, when she is able to make inputs on his/her behalf. Obviously this is not a regular occurrence, and therefore does not amount to regular first-hand participation in decision-making processes affecting gender mainstreaming in the department and the GED. In addition, it appears that the department does not have a prescribed format for reporting on gender mainstreaming; nor does it have a clear system for monitoring or tracking progress on gender mainstreaming across all its programmes.

#### **4.2.2.5. Successes and challenges**

The GFP was asked to identify any notable successes and challenges facing the GED. The successes given were as follows.

- Developing the department's women's empowerment and gender policy
- Fine-tuning the department's gender-mainstreaming guidelines
- Refining the department's strategy for women
- Reporting on international, continental, regional and national instruments on gender and women's rights
- Representing the country in relevant gender and women's forums
- Mainstreaming gender into policies within the department
- Training officials in various gender concepts and subjects
- Driving impactful campaigns, such as the recent Orange Day Campaign
- Networking efficiently and effectively.

Although during the interview the interviewee asserted that the work of the department is not overtly gender-focused, the activities cited seem to contradict this assertion, indicating that the work of the GFP in the department is focused on developing internal gender-mainstreaming policies, guidelines and strategies.

The challenges were identified as:

- Lack of political and administrative commitment
- Inadequate budget.



The challenges cited are puzzling, though, given that the budget allocation of R3.6 million for the 2013/14 financial year appears significantly more substantial than the budget allocation for GUs in other departments. The informant did not provide details of the GED's programme of action to assess the extent to which the budget of R3.6m did not meet the needs of the unit.

#### **4.2.2.6. Concluding remarks**

In this department it would appear that the situation is slightly better than is the case of the Department of Transport, with the GFP appointed at the level of director in line with the requirements of the NGPF. A staff capacity of four appears to be within the current norm in the public service (this was also reflected in the findings of the opinion survey). This could be evidence of better political and administrative leadership within the department to provide the necessary resources to mainstream gender. However, the fact that the GFP is not located within the office of the department's director-general means that the GFP remains constrained in terms of participating in important departmental decision-making processes, particularly those concerning budgets. This is a clear limitation on the ability of the GED to exercise effective influence in important decisions in the department. Also, the absence of a monitoring and reporting system undermines the ability of the unit to track progress on gender mainstreaming in the department.

#### **4.2.3. National Department of Tourism**

##### **4.2.3.1. Status of employment, conditions and related processes**

The GFP from the Department of Tourism was interviewed<sup>29</sup> for this study. It was established that the post is occupied by a female, appointed at the level of assistant director, reporting to the director for transformation. The post is located within the directorate for employee relations and wellness programmes. However, the interviewee is the only employee currently with responsibilities relating to gender mainstreaming.

A number of constraints became clear during the interview. For instance, this post is fairly junior in terms of its level of appointment and authority within the department. This comes with very limited authority and responsibilities, thus ensuring that the interviewee has no access to decision-making processes, and no chances of influencing decisions affecting gender mainstreaming in the department. The problem of a lack of an internal gender-mainstreaming policy to guide the processes of gender mainstreaming in the department was also revealed.

In terms of responsibilities, it became immediately clear during the interview that her responsibilities are typically limited to involvement in short-term campaigns (e.g. Women Empowerment Campaign and Take a Girl-child to Work), commemoration days (i.e. 16 Days of Activism for no Violence against Women, World AIDS Day, Disability Month, Women's Day, Women's Month, etc.). This is therefore not different from the common model of a fairly ineffective and lowly ranked GFP with limited capacity to drive gender mainstreaming as found in many government departments at national, provincial and local government level.

It is clear that the Department of Tourism has not expended much effort to comply with the provisions of the NGPF in many aspects, including the level of appointment and location of the post of GFP in the department, and access to, and participation in, internal decision-making processes. It would appear that the department is not

<sup>29</sup> National Department of Tourism: Interviews with two officials, 13 September 2013.



treating gender mainstreaming as a priority. For instance, the department's strategic planning document for 2013/2014 does not even mention or identify gender mainstreaming as one of its goals, and the department's annual reports do not report on progress, if any, on this issue.

#### **4.2.3.2. Formal accountability/reporting lines for GFP**

Based on the interview with the GFP of the National Department of Tourism, the interviewee is a fairly junior official and reports to a deputy director, a middle-level manager who also has very restricted access to senior-level departmental decision-making structures. It is not clear how the department ensures that reporting on gender mainstreaming filters through to high-level departmental senior leadership so that gender mainstreaming is catered for in the department's programmes.

#### **4.2.3.3. Budgeting allocation and other resources for GFPs**

Although the GFP believes that a budget has been allocated for gender activities in the department, she did not know much about this – possible evidence of a lack of access to information, owing to her exclusion from departmental decision-making processes. The existence of such a budget was only mentioned by the interviewee's supervisor.<sup>30</sup>

#### **4.2.3.4. Relevant skills, development/training of staff**

It would seem therefore that the department has not done much to provide opportunities for skills training and development of gender-mainstreaming skills within the directorate. Although it was established during the interview that she did not have formal training and qualifications in gender mainstreaming, she did indicate that she underwent only a week's training provided by PALAMA. She acknowledged that the duration of the training was insufficient to equip her with the necessary expertise and competence to carry out her duties effectively as a GFP.

She has also expressed her desire to facilitate training on gender mainstreaming for her colleagues in the department, but acknowledged that her low rank makes it impossible to influence decisions in this regard.

#### **4.2.3.5. Concluding remarks**

Based on the information obtained from the interviewee as well as documents from the department, it would appear that the GFP is ineffective in terms of driving the process of gender mainstreaming in the department. As indicated, this is due to a number of factors such as the low ranking level of appointment of the GFP, lack of access to decision making, lack of formal qualifications in gender mainstreaming, insufficient opportunities for the development of relevant skills, failure to locate this position in a strategic office of the HOD as prescribed in the NGPF, and failure by the department to identify gender mainstreaming as one of its strategic priorities.

<sup>30</sup> National Department of Tourism: Interviews with two officials, 13 September 2013.

## 4.2.4. National Department of Education

### 4.2.4.1. Status of employment, conditions and related processes

The National Department of Basic Education does not have a post for a GFP. Instead, it has a directorate called Social Cohesion, headed by a male incumbent who was interviewed,<sup>31</sup> currently in an acting director capacity. The directorate is responsible for several policy areas, including gender mainstreaming, racial equality and social values. Information obtained from the interview revealed that previously, before the old department of education was split into two (i.e. Department of Basic Education and Department of Higher Education), the department used to have a self-standing GED. However, when the new Department of Basic Education was established after the 2011 national elections, the GED was closed down. No reason or explanation was offered for this decision during the interview. A review of secondary sources, including information gathered through a policy dialogue<sup>32</sup> session held between the Commission and the directorate in 2013, did not help provide greater clarity on this decision.

The current gender equity sub-unit within the directorate has five staff members (i.e. acting director, deputy director, two assistant directors and administrator) dealing with gender-related matters within the directorate for Social Cohesion and Equity. Its functions were outlined as follows.

- Oversee the implementation of the racial integration strategy to monitor compliance with the Values in Education Programme
- Design programmes to promote national identity through celebrating South African diversity
- Promote 'unity in diversity' through national symbols.

However, the gender equity sub-unit is not located within the office of the department's director-general in line with the guideline provided in the NGPF. The focus of the directorate is broadly to facilitate human rights dialogue and resolve related issues. Thus the focus is not solely on gender mainstreaming, despite suggestions to the contrary during the interview. It would also appear that because the post of GFP in the national ministry is not fully dedicated to gender mainstreaming, the provincial department of education has also adopted a model whereby responsibilities for gender mainstreaming have been merged into directorates responsible for other functions as well. That suggests that even at provincial level, gender mainstreaming is largely an added function for directorates responsible for a variety of functions.

It has been established that GFPs at provincial level are usually located either within the offices of premiers, provincial Members of the Executive Council (MECs) or offices of directors-general of departments, usually within directorates for special programmes or human resources directorates. In some cases they are located with directorates for arts and culture. It would therefore appear that the varied models or approaches adopted by the different departments of education at provincial level is part of this widespread practice, and could be exacerbated by lack of uniform policy direction and coherence in terms of gender mainstreaming by the national department of basic education. The department has acknowledged this problem and has suggested that CGE assists to rectify the problem. The interviewee did indicate, though, that the department, with the help of the Human Sciences Research Council (HSRC), is currently drafting a new policy to guide gender mainstreaming in the department. This is yet another national department that does not have an internal gender policy despite a

<sup>31</sup> National Department of Tourism: Interviews with two officials, 13 September 2013.

<sup>32</sup> CGE Policy Dialogue on Gender Mainstreaming through the Education Curriculum, held at the Department of Basic Education, Pretoria, in 2013.



plethora of national and international laws, including the country's international commitments towards promoting gender mainstreaming. For the education sector, this is even more puzzling given the potentially crucial role of education in gender transformation.

The study did uncover valuable statistics on a variety of employment categories and progress in gender equity in the department, especially regarding appointments and targets achieved. Similarly, evidence of significant progress was provided with respect to the balance of representation between male and female employees in different categories of employment within the department. Information was also made available to the research team highlighting the department's progress in terms training for staff, which appears to reflect greater emphasis by the department on developing women more than men. This could also be a reflection of the reality of the sector, particularly primary education, which tends to attract more women than male educators. However these figures and cases of success in the representation of women in the structure of the department do not necessarily throw greater light onto the effectiveness of the GU in the department, which is the central issue of this study.

An examination of the department's Annual Report for 2012/2013 shows that there is heavy emphasis on human rights and education, which does not necessarily exclude gender rights as they are human rights too. Nonetheless, gender mainstreaming is not identified as a specific policy or strategic objective for the department. The report, especially the section on human resources, does refer to gender equality in a narrow context of employment equity (with a 50/50 gender representation policy on appointments) and training needs. Moreover, it became clear during the interviews that the GU is also facing resource constraints which appear to be impacting on its capacity to drive an effective national gender-mainstreaming programme across the education sector. Even the 2012/2013 Annual Report does not provide much information on progress in terms of gender-mainstreaming activities, including the work of the GFP within the department.

#### **4.2.4.2. Formal accountability/reporting lines for GFP**

The foregoing discussion on the GU within the department of basic education indicated that the post is ranked at the level of deputy director, which means that it reports to a director. This also implies that the interviewee does not participate in management-level decision-making structures and therefore lacks direct access to senior decision makers in the department. The interviewee was very clear, though, that gender issues are not usually accorded the level of seriousness demanded by the NGPF, and that discussions on gender issues are not taken up with enthusiasm outside of the directorate, suggesting that senior leadership within the department might be impervious to influence from the GFP or the GU. Even on issues of budgetary decisions and funds allocations for the unit, it was clear that the unit is struggling to exercise influence and achieve impact.

#### **4.2.4.3. Budget allocation and other resources**

The directorate is accountable for policy formulation and the evaluation of departmental gender mainstreaming, and for proposing or developing new gender programmes. It is also assumed that the directorate is responsible for planning, programming and budgeting for gender-mainstreaming activities, including gender-related training across the department. It was also not clear to what extent the interviewee is able to influence internal decision making impacting on the work of the GU. According to the interviewee, the budget for the directorate is R900 000, which is extremely small – moreover, it was pointed out that only half of this amount is earmarked for gender programme operations, including travel and the production/printing of materials.

The interviewee identified a number of programme activities currently being undertaken by the GU. However given the limited budget allocation for the directorate, this programme is clearly beyond the scope of available financial resources in the unit. The activities identified were as follows.

- The Girls Education Movement (GEM) and Boys Education Movement (BEM) programmes are self-help local clubs to create a sustainable environment to address the breakdown in communication between men and women that results in the need to resolve gender issues and ensure peaceful co-existence in a professional environment. The programme is seen as a team-building exercise in which the activities are organised by districts and then further into camps.
- The Techno-girls Programme – in partnership with the United Nations Children’s Organisation (UNESCO) and the Department of Women, Children and People with Disabilities (DWCPD) – is meant to expose girl-children to the field of science.
- Tracker for Boys – a “men in the making” programme where boys are exposed to experiential learning.
- Material development on gender empowerment. Updating, editing, and printing of the Speak Out booklet – a booklet for learners explaining how to deal with abuse, especially sexual abuse and assault.

#### **4.2.4.4. Relevant skills development/training of staff**

During the interview it emerged that there had been no opportunities provided for staff training on gender-related skills, except for two meetings and workshops. However, the interviewee did place great emphasis on the need for theoretical knowledge of gender mainstreaming and the practical application of that knowledge in the work of the department. For instance, the interviewee insisted that “people working in the field of gender should have a specific theoretical background and an inner drive to understand the dynamics of gender/power and identity and how power works.”<sup>33</sup>

While opportunities for training for internal unit staff appear to have been limited, the interview revealed that the department is currently commissioning training for master teacher-trainers on gender and gender-based violence (GBV) to be rolled out by the end of 2014/15, and the training manual has already been completed. It also emerged that the department is developing a gender chapter in the current social cohesion programme for schools, to compensate for the weakness in the current draft of the social cohesion toolkit which fails to give adequate attention to gender and GBV. Given the reported limited resources, it is not clear how the unit will accomplish some of these objectives for training and skills development, not only among its own staff, but among educators, and to what extent the current GFP will be able to drive this relatively large-scale programme with such limited resources and capacity.

#### **4.2.4.5. Successes and challenges**

The interviewee identified a number of areas that the department considers to be its successes.

- Hosting a life skills jamboree with BEM and GEM clubs
- Revising the Speak Out booklet (which deals with sexual abuse and assault) for distribution to the provinces
- Holding ‘techno-girls’ and ‘men in the making’ programme activities
- Sourcing funding from the United Nations Children’s Fund (UNICEF) for training on the ‘opening your eyes manual’ and the development of a facilitator’s guide based on the UNICEF campaign against sexual abuse.

<sup>33</sup> National Department of Education: Interview, 17 October 2013



The interviewee also identified what are regarded as challenges for the unit. These include the problem of gender mainstreaming not being fully appreciated in the department, particularly at the level of teaching and learning. For instance, the interviewee pointed out that “it is difficult to have a conversation on gender matters outside the department/directorate because the discourse of gender has been stigmatised. Gender is not part of the core and psyche of people in the department.” The issue of limited resources, including limited skills capacity and budget, was also identified, causing programmatic work to be unfunded and therefore reliant on funding from UNICEF.

One of the key challenges facing the GFP and the GU in the department is that given the limited authority and resources at its disposal, its capacity to ensure effective implementation of specific internal policies on gender mainstreaming is weak. For instance, during interviews, reference was made to examples of policy developed or reports prepared previously on teenage pregnancies that have not been acted upon or implemented by the department. This is in addition to the fact that the department has yet to develop an internal policy on gender mainstreaming.

#### **4.2.4.6. Concluding remarks**

This department falls within the category of departments with a directorate that is not dedicated exclusively to gender mainstreaming. The department’s directorate for social cohesion and equity has to ensure that it deals with issues relating to gender, race, social equity and social values. This means that gender mainstreaming work is just one among several priorities, rather than a strategic priority for the department. In addition, the limited resources, including a huge programme of action and a less than conducive environment for gender mainstreaming dialogue within the sector, creates major obstacles for the unit to drive effective plans and programmes within this crucial policy sector. But, more importantly, the fact that the department does not have a fully adopted gender-mainstreaming policy appears to have had an impact in the form of lack of coherence within the sector with regard to gender-mainstreaming policy and practice among provincial departments of education.

#### **4.2.5. Provincial Department of the Premier, Western Cape**

As indicated in the methodology section at the beginning of this report, the Western Cape is unique among the nine provinces in terms of its structural or institutional arrangement for handling gender mainstreaming in the province. The study established that instead of individual provincial departments creating their own internal units for dealing with gender mainstreaming as provided for in the NGPF, the province apparently has a centralised model of gender mainstreaming driven from the Department of the Premier. Therefore, the initial selection of the Western Cape provincial department of transport as an in-depth case for this study was abandoned; instead, responses were obtained from the Premier’s office instead of the province’s Department of Transport.

The Department of the Premier indicated that the responses were applicable for all the departments in the province. The explanation provided is that since 1 April 2010, the human resources functions, which incorporate gender mainstreaming, previously executed by individual provincial departments, have been centralised in the CSC, consisting of six staff members, located within the Department of the Premier, which now undertakes and fulfils this function on behalf of all these departments, with the exception of departments of health and education.<sup>34</sup> It would appear therefore that individual provincial departments not only do not have gender units, but actually do not have to establish their own such units or recruit GFPs, because of the way that this function is centrally handled. However, issues related to transformation and diversity are handled by the

<sup>34</sup> Interview with the Department of the Premier, 21 November 2013.



Employment Equity Consultative Forums (EECF) within each provincial department. Within the Department of the Premier the following directorates and sub-directorates deal with gender matters.

- Directorate: Policy and Planning:

- Sub-directorate: People planning is responsible for driving internal transformation and diversity (which includes gender) across all 11 departments.

- Sub-directorate: People policies is responsible for mainstreaming gender and disability matters.

- Directorate: Priority Project Co-ordination is currently in the process of co-ordinating a human rights focal person within each department, who will focus on external human rights issues.

- Directorate: Policy & Strategy Analysis focuses on mainstreaming external human rights matters (including gender) into all strategic planning documents in the province.

#### **4.2.5.1. Status of employment, conditions and related processes**

The Western Cape Department of the Premier has a director for policy and planning (human resource management) of the CSC, which is responsible for strategic human resource matters, including gender issues. However, the directorate does not have a GFP but, as indicated earlier, it has a sub-directorate for people planning which is responsible for internal gender matters. However the KPAs of the interviewee in this sub-directorate do not specify gender mainstreaming as one of the responsibilities; according to the interviewee,<sup>35</sup> the director for policy and planning has been allocated additional functions over human resources matters, transformation and diversity, which incorporates gender mainstreaming.

What emerges clearly from the composition of the CSC is that it does not have a dedicated unit or directorate responsible for gender mainstreaming exclusively. This is yet another case of an institutional design that deviates from the direction provided by the NGPF. This creates conditions that undermine the prospects for the provincial departments to implement the provisions of the NGPF effectively in the Western Cape. The study has not found convincing evidence to suggest that the sub-directorate in the CSC responsible for gender issues has been effective in driving gender transformation across all 11 provincial departments in line with its mandate.

#### **4.2.5.2. Relevant skills development/training of staff**

It emerged during the interview that none of the officials have attended any gender- mainstreaming training courses. It was revealed, however, that training on diversity (including gender) and discrimination have been offered in the past but in an ad hoc manner, and facilitated by a different unit (i.e. directorate for organisational behaviour). Other instances of ad hoc training sessions for staff were mentioned, particularly a gender-mainstreaming programme facilitated through the Provincial Training Institute (PTI). What appears to be the case here therefore is a less than systematic and incoherent approach to gender mainstreaming.

#### **4.2.5.3. Budget allocation and other resources for GFPs**

It was reported that neither the Directorate for Policy and Planning nor the Department of the Premier had a dedicated budget for gender mainstreaming, and that funds are allocated through the Minerals Education Trust Fund budgeting process. Apparently some units, such as the Directorate for Organisational Behaviour, often get allocations of funds for specific activities such as awareness and sensitisation sessions. This is, however, fairly ad hoc and unsystematic, without a dedicated and guaranteed budget for gender mainstreaming.

<sup>35</sup> Western Cape Province, Department of the Premier: Interview, 21 November 2013.

#### **4.2.5.4. Formal accountability/reporting lines for GFP**

This position reports to the chief director for people management practices. In terms of attending meetings of senior-level decision-making structures, the interviewee pointed out that the director does attend such meetings, although they relate to human resources management, not gender mainstreaming. Gender matters are supposedly integrated into all the plans, programmes and policies of all departments and reportedly handled within the EECFs of these departments which meet on a quarterly basis. However it is not clear to what extent such matters are given the seriousness they are supposed to enjoy within these forums in the absence of dedicated GUs or GFPs.

#### **4.2.5.5. Successes and challenges**

As a key success of the CSC, the interviewee referred to the fact that each of the 11 departments has a Gender Equality Plan to assist with the mainstreaming of gender into internal and external programmes. It was also indicated that the department's EECF assists in the monitoring of internal gender issues, although not much clarity was provided as to how this is carried out and its effectiveness.

As a challenge for the Department of the Premier, the interviewee asserted that women in management positions need to create more platforms for each other, such as mentorship and empowerment programmes. However, it is clear that a centralised model for gender mainstreaming as practised in the Western Cape holds serious limitations in terms of the effectiveness of gender mainstreaming inside individual departments.

#### **4.2.5.6. Conclusion and recommendations**

This discussion on the Western Cape approach makes it clear that individual departments are not in charge of their gender-mainstreaming strategies and plans, as prescribed in the NGPF. It is clear that while the Western Cape Department of the Premier might be able to exercise central control and develop overall strategic perspective/direction for the provincial government, the chances of individual departments failing to take responsibility to prioritise gender mainstreaming are extremely high. To overcome this, the Department of the Premier would have to put in place effective centralised control mechanisms to monitor progress within individual departments; the study did not find evidence that this was the case. Moreover, the fact that the unit responsible for gender mainstreaming is also responsible for other functions, renders gender mainstreaming one of a number of competing priorities for the interviewee, rather than an exclusive area of concern. We have therefore concluded that the prospects for effectively mainstreaming gender within a centralised arrangement, as is currently the case in the Western Cape, are not better than if each department had its own gender unit that could be assessed individually and held accountable for the development of effective gender mainstreaming action plans in accordance with their own institutional capacity and related circumstances.

### **4.2.6. Provincial Department of Sports, Arts and Recreation (Eastern Cape)**

#### **4.2.6.1. Status of employment, conditions and related processes**

The GFP who responded<sup>36</sup> to questions from the study on behalf of this department is a black female who was appointed on a permanent contract at the level of assistant manager/deputy director.<sup>37</sup> She is responsible for gender mainstreaming and youth-related programmes in the department. The post is part of a sub-directorate

<sup>36</sup> Interview questions were sent to the informant through electronic mail, and written responses to the questions were submitted also by electronic mail back to the research team.

<sup>37</sup> In terms of current public service salary levels, this is level 10 (just below the post of deputy director).



located within the office of the HOD. Based on the information obtained, it would appear that the unit is severely under-staffed – the interviewee was the only staff member. The very limited information obtained from this incumbent is that the post does have clear job descriptions, although no additional details were provided in this regard. The incumbent describes the mandate of the post merely as “advocate for gender” and “advocate for youth”, implying clearly that her responsibilities extend to both gender mainstreaming and youth matters.

#### **4.2.6.2. Relevant skills development/training of staff**

The GFP has indicated that she attended a gender mainstreaming training course provided by PALAMA, which she insists assisted her to understand the dynamics of gender as well as how to carry out gender mainstreaming within an organisation. However, it would appear that the role of gender mainstreaming is limited, and does not extend across the entire department. In other words, the GFP in this department does not play any role in terms of ensuring gender mainstreaming skills development and training of other staff members in other directorates. This is puzzling given the strategic location of the post within the office of the HOD, whose remit extends across the entire department. However the incumbent does have responsibility to ensure compliance with gender policy.

When asked to identify key current gender-specific programmes in the department, the GFP could only identify Women’s Day Celebrations, the 16 Days of Activism and what she called “gender based violence programme”. However these are general, country-wide annual campaign events that are not unique to this department, implying that the department possibly does not have its own specific gender-mainstreaming programmes as part of its broader strategic objectives.

#### **4.2.6.3. Budget allocation and other resources for GFPs**

The incumbent indicated that the department does not have a budget for the work of the GFP or gender-mainstreaming activities in the department. However the accuracy of this assertion has not been verified, and given the strategic location of the post, it would be unusual to find that the office had not allocated any funding towards the work of gender mainstreaming within the office of the HOD.

#### **4.2.6.4. Formal accountability/reporting lines for GFPs**

The GFP reports to the acting manager, who in turn reports to a senior officer in the office of the HOD. Although the post of the GFP is located within the office of the HOD, it is not ranked at the level of director as prescribed in the NGPF. This therefore creates a barrier in terms of access to high-level decision-making processes within the department, and the incumbent did confirm that she does not participate in the meetings of high-level internal departmental structures to influence decisions affecting gender mainstreaming.

#### **4.2.6.5. Successes and challenges**

A number of successes were claimed for the work of the GFP in this department. Among these are the Women’s Day Celebrations held in Sterkspruit on 22 August 2013, as well as the 16 Days of Activism against gender-based violence held in Lusikisiki and Port Elizabeth, also in 2013.

Another area of success mentioned was that provincial departments report to the department of social development as opposed to the previous practice where they reported to the provincial OSW. It is not clear, however, how this new reporting arrangement is seen as a success for the GFP in this particular department. It



is clear from the nature of these ‘successes’ that much of this is about short-term events without clear evidence of lasting/fundamental impact and strategically important outcomes for gender mainstreaming in the work of the GFP/department.

In terms of challenges, no important and meaningful issues were raised, except a structural problem of the reporting arrangement where other departments are required to report to the department of social development has diminished the authority of the provincial OSW. Also, inter-departmental conflict is emerging, which is caused by some departments’ unwillingness to report to another department instead of the OSW as was the case previously.

#### **4.2.6.6. Concluding remarks**

As indicated in this discussion, not much information was provided on the circumstances of the GFP in this department. However the little information gathered from the GFP confirms the dominant pattern of a GFP with limited authority and resources, and without access to senior- level decision-making structures to influence the course of policy decisions relating to gender mainstreaming by the department. While the position is strategically located, it would appear that this does not necessarily afford the GFP any better budgetary resources or even the institutional authority to exercise effective influence over the course of departmental policy decisions related to the work of gender mainstreaming across the department.

#### **4.2.7. Provincial Department of Tourism and Economic Affairs (Northern Cape)**

##### **4.2.7.1. Status of employment, conditions and related processes**

In this department it was found that the post of GFP does not exist. Instead this function is carried out by officials based in a unit responsible for equal opportunities. In addition, the responsibility for gender mainstreaming in this unit resides with an official appointed at the level of assistant director who had been on sick leave for some time, meaning that the interviewee who is currently responsible for discharging the functions of the GFP was a temporary official who also happens to be only an administrator.

It would appear that this post falls within the broader pattern of GFPs in government departments being responsible for several different functions. Based on the documents obtained during this study, the GFP in this department is responsible for gender mainstreaming and disability/children’s programmes. The interviewee pointed out also that the general focus and emphasis of the work of the unit is on lifestyles, HIV/AIDS and employment equity, in addition to gender mainstreaming, youth and the disabled. The interviewee also revealed that generally during the year the unit participates in recruitment processes to infuse issues of gender equity and disability during employment processes, and advises the human resources division of the department on targeting employment equity. However it was also found that the incumbent is the only person responsible for these programmes, implying that the unit is severely under-staffed and under-resourced.

Information obtained relating to the job description and responsibilities of the incumbent highlights the following areas.

- Organising, co-ordinating and implementing gender mainstreaming and children’s programmes
- Developing, communicating and implementing the calendar of events for the unit
- Representing the department in provincial and national forums/structures with regard to gender mainstreaming and children’s issues



#### **4.2.7.2. Relevant skills development/training of staff**

According to the information obtained from the interviewee, no official in this unit has undergone any form of training related to gender mainstreaming.

#### **4.2.7.3. Budget allocation and other resources**

The interviewee reported that the department has made funds available. However, the interviewee argued that the funds are mainly for national calendar events such as Woman's Day and 16 Days of Activism only. The research team was unable to verify the accuracy of this assertion.

#### **4.2.7.4. Formal accountability/reporting lines for GFPs**

As indicated, the post of GFP is based within the equal opportunities unit of the directorate for corporate affairs, and the incumbent reports directly to the chief operating officer in this directorate. However, not much information was offered regarding precise reporting lines, as well as the internal procedures and mechanisms for reporting on gender-mainstreaming activities. Given the low rank of the post currently, it is clear that the GFP does not have direct access to – and have the right to – participate in high-level decision-making structures to ensure that gender mainstreaming is prioritised at these levels of authority.

#### **4.2.7.5. Successes and challenges**

The interviewee did not have much to show by way of successes for the unit. For instance, reference was made to the attempt by the interviewee in 2012 to establish a women's forum for the department, but this did not happen because of lack of support within the department, as well as the fact that the GFP lacked the necessary authority to do so. One critical challenge mentioned was lack of support and poor understanding of the work of gender mainstreaming within the department, including failure by the department to integrate gender mainstreaming into its strategic priorities. It does also appear that the department has yet to formulate and adopt its internal gender-mainstreaming policy, although other key policies such as sexual harassment policy, HIV/AIDS policy and employment equity are in place.

#### **4.2.7.6. Concluding remarks**

The key issue that emerged from this department is the extent to which it appears that gender mainstreaming is not given the necessary institutional and strategic priority, illustrated clearly by the level of appointment at which the post currently operates. It is clear that the post lacks the resources and the human capital to handle a wide range of responsibilities that stretch across areas as varied as gender mainstreaming, disability, children and HIV/AIDS. The fact that the post is significantly events-driven is part of the broader pattern noticed in other departments discussed in this report.

## 5. OVERALL CONCLUSIONS AND RECOMMENDATIONS

### 5.1. CONCLUSIONS

A number of conclusions can be drawn from the discussions of the data gathered through the opinion survey, in-depth interviews with departmental officials responsible for gender mainstreaming in government, and the review of secondary published sources (i.e. official reports, policy documents and relevant literature). These are listed in the following paragraphs.

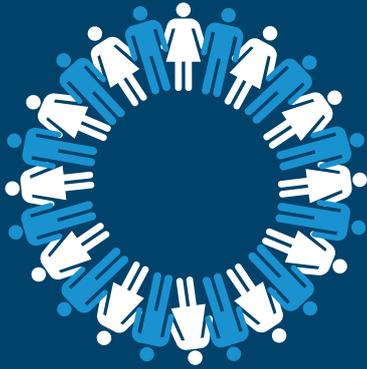
- 1) GFPs are generally appointed in the lower ranks of the public service, in direct contradiction of the prescriptions of the NGPF, which calls for these posts to be appointed at the level of director or upwards. This generally low ranking of GFPs in government denies these institutions access to the necessary resources, while also preventing them from exercising the authority they need to shape policy decisions and implement policies and programmes on gender mainstreaming in the public service.
- 2) GFPs are generally located in units that are responsible for, and burdened with, performing functions unrelated to gender mainstreaming, thus creating a greater likelihood that gender mainstreaming would be marginalised or struggle for limited resources.
- 3) Government institutions are still reluctant to establish fully dedicated gender mainstreaming units or appointing GFPs with clearly defined roles and responsibilities for gender mainstreaming. As a result, many of these institutions do not make provision for the development of the necessary skills and training. In addition, the necessary internal processes and monitoring and evaluation mechanisms to ensure proper internal accountability either by GFPs or their supervisors on the work of gender mainstreaming are lacking in these institutions.
- 4) GFPs and gender mainstreaming units of government departments are unlikely to have dedicated budget allocations.
- 5) GFPs are widely perceived as effective in co-ordination/liaison activities and management of events relating to gender mainstreaming, but are perceived as ineffective in participating in – and influencing – departmental decisions affecting gender mainstreaming.
- 6) In terms of factors undermining the effectiveness of GFPs or gender mainstreaming units in government, it can be concluded that resources, poor understanding of the role of GFPs, lack of skills and lack of policy guidelines all have an important effect at all levels of government.
- 7) Finally, the findings of this study have revealed a strong preference by the participants for the post of GFP not only to be retained, but also to be given the necessary resources and authority to influence decisions relating to gender mainstreaming.

## 5.2. RECOMMENDATIONS

Based on the conclusions drawn from the analysis of the findings in this report, the following recommendations have been formulated for consideration by policy makers in government departments and other institutions across all spheres of government, including other role players in the NGM.

- Government departments at national and provincial level, including local authorities and other relevant institutions, should undertake a thorough review of their gender- mainstreaming institutional arrangements, including internal processes and procedures for recruiting officials responsible for gender mainstreaming.
- It is absolutely necessary for senior management in government to be thoroughly familiar with the general contents of the NGPF, as well as the specific provisions relating to the work, status, level of appointment/rank, competencies, functions, location and other crucial aspects of the post of GFP. This would be essential to ensure that the GFPs are afforded conditions appropriate for the effective implementation of gender-mainstreaming policies.
- It is recommended that government departments, local authorities and other institutions of government with positions of GFP already in place, undertake a thorough review and evaluation of the post and its related responsibilities to determine the scope of responsibilities necessary to ensure effectiveness in the promotion of gender mainstreaming. This review should also address the widespread problem of failure to integrate gender mainstreaming into organisational strategic plans.
- Also related to the above review, it recommends that institutions develop effective internal strategies for ensuring the effective allocation of financial/budgetary resources for the work of gender mainstreaming in government.
- We further recommend that government departments, local authorities and other relevant institutions where this practice is being followed, to desist from either assigning to GFPs additional functions and responsibilities unrelated to gender mainstreaming, unless it has been determined that such an arrangement is consistent with best practices to promote gender mainstreaming and gender equality in government.
- The study found evidence that there are many government departments (at national and provincial levels) and local authorities who either do not have a GFP post or a reasonable alternative structure in place to perform the function. It is therefore recommended that Parliament's Portfolio Committee on Women, Children and People with Disabilities, together with the CGE, initiate public hearings, at which all state/public institutions that have failed to create the position of GFP or equivalent institutional mechanisms for gender-mainstreaming functions are called before the committee to account for this lack, and to give assurances of effective actions to be taken to address this failure to comply with the provisions of the NGPF.





## CGE OFFICES

### GAUTENG : JOHANNESBURG (HEAD OFFICE)

2 Kotze Street, Women's Jail, East Wing  
Constitution Hill, Braamfontein 2017, South Africa  
Tel: +27 11 403 7182 - Fax: +27 11 403 7188

### EASTERN CAPE (EAST LONDON)

42– 44 Oxford Street, Cnr. Terminus & Oxford Streets,  
3rd Floor, Permanent Building, East London, 5200  
Tel: +27 43 722 3489 - Fax: +27 43 722 3474

### FREE STATE (BLOEMFONTEIN)

49 Charlotte Maxeke Street, 2nd Floor, Fedsure Building,  
Bloemfontein 9300  
Tel: +27 51 430 9348 - Fax: +27 51 430 7372

### GAUTENG (PRETORIA)

523 Provisus Building, 3rd Floor,  
Cnr Stanza Bopape & Steve Biko Street, Acardia, Pretoria  
Tel:+27 12 341 6090 - Fax: +27 12 341 4689

### KWAZULU-NATAL (DURBAN)

40 Dr. A.B Xuma Road, Suite 313, Commercial City,  
Durban 4001  
Tel:+27 31 305 2105 - Fax: +27 31 307 7435

### LIMPOPO (POLOKWANE)

Cnr. Grobler & Schoeman Streets, 1st Floor,  
Library Gardens Squire, Polokwane 0700  
Tel:+27 15 291 3070 - Fax: +27 15 291 5797

### MPUMALANGA (NELSPRUIT)

32 Belle Street Office 212-230, Nelspruit 1200  
Tel:+27 13 755 2428 - Fax: +27 13 755 2991

### NORTHERN CAPE (KIMBERLEY)

Cnr. Stead & Knight Street, New Public Building,  
5th Floor, Kimberley 8301  
Tel: +27 53 832 0477 - Fax: +27 53 832 1278

### NORTH WEST (MAFIKENG)

38 Molopo Road, Mafikeng 2745  
Tel: +27 18 381 1505 - Fax: +27 18 381 1377

### WESTERN CAPE (CAPE TOWN)

132 Adderly Street 5th Floor, ABSA Building, Cape Town 8001  
Tel: +27 21 426 4080 - Fax: +27 21 424 0549