



Commission for Gender Equality
A society free from gender oppression and inequality

GENDER BAROMETER REPORT

NATIONAL REPORT 2012

ACKNOWLEDGEMENTS

The Commission for Gender Equality (CGE) is grateful for the work carried out by the following researchers in this project: Vernet Napo Deputy Director: Research & Policy (Project Supervisor); Sibongile Mhlongo, Researcher (National Office); Bulelwa Magudu, Provincial Researcher (KwaZulu-Natal Provincial Office); Christopher Hanisi, Provincial Researcher (Northern Cape Provincial Office); Lieketseng Motopi-Mohlakoana, Provincial Researcher (Free State Provincial Office); Masefako Segooa, Provincial Researcher (Gauteng Provincial Office); Winnie Mofokeng, Provincial Researcher (Eastern Cape Provincial Office) & Stella Seloana (Limpopo Provincial Office) and Mary Bekker, Research Administrator (Head Office), for providing valuable administrative and other logistical support for the research team for this project.

This report was edited by Thabo Rapoo, Director: Department of Research and Policy, Commission for Gender Equality.

ISBN: 978-1-920308-35-3
Cover Design: Pitney Bowes
Research: Commission for Gender Equality
Design and Typesetting: Pitney Bowes
Editing: Commission for Gender Equality

© 2013 Commission for Gender Equality. All rights reserved. No part of this publication may be reproduced, photocopied or transmitted in any form, nor part of the report be distributed for profit-making purposes, without prior written consent of the Commission for Gender Equality.

FOREWORD

In addition to a constitution that entrenches gender equality as a fundamental human right, South Africa has developed and promulgated a number of key legislative frameworks and policies to underpin gender equality and transformation in all sectors of society. Moreover, the country has signed up to and embraced numerous regional, continental and international gender conventions, protocols and treaties to bring the country into line with global practices on gender mainstreaming.

The National Framework on Women's Empowerment and Gender Equality, together with relevant provisions in the country's Bill of Rights as contained in Chapter 2 of the Constitution, and the proposed Women Empowerment and Gender Equality Bill provide an extraordinary set of instruments to guide the country, its organs of state and civil society organisations to prioritise gender equality and transformation in all sectors. The country also promotes and subscribes to the Millennium Development Goals as well as the International Labour Organisation's Convention on the attainment of equality in the workplace through the abolition of all forms of discrimination. All these national policy and legislative instruments, as well as those found regionally, continentally, and globally are supported by an impressive ensemble of national gender machinery, such as the Constitutional Court, the Ministry of Women, Children and People with Disabilities, the Commission for Gender Equality, the Human Rights Commission, and various other entities at national, provincial and local government levels.

Yet in practice, the implementation of and compliance with these national, regional and global instruments by state institutions remains indifferent at best and weak at worst. Women continue to face intolerable conditions of gender discrimination and disempowerment. Many state institutions still ignore gender legislation and fail to meet stated official targets for gender mainstreaming. Failure to allocate the necessary financial resources and assign the necessary authority to Gender Focal Points are enduring hallmarks to the lack of willingness within society in general, and within state institutions in particular, to prioritise the plight of women.

The findings of the research work carried out by the Commission for Gender Equality, as contained in this report, testifies to the intractable challenges firmly entrenched in the way of progress towards gender mainstreaming. It is hoped therefore that this report will bring to the attention of relevant stakeholders the need to redouble efforts to overcome these challenges and recommit themselves to gender mainstreaming and transformation in South Africa.



Mfanozelwe Shozi,
Chairperson,
Commission for Gender Equality



Keketso Maema,
Chief Executive Officer
Commission for Gender Equality

ACRONYMS AND ABBREVIATIONS

BBBEE:	Broad-based Black Economic Empowerment
BPA:	Beijing Platform of Action
CEDAW:	Convention on the Elimination of Discrimination against Women
CGE:	Commission for Gender Equality
DDG:	Deputy Director General
DHS	Department of Human Settlements
DLGH:	Department of Local Government and Housing
DPSA:	Department of Public Service and Administration
DPW:	Department of Public Works
EEA:	Employment Equity Act
EPWP:	Expanded Public Works Programme
EXCO:	Executive Committee
GEYODI:	Gender, Youth and Disability
GFP:	Gender Focal Person/Point
GIAMA:	Governmental Immovable Asset Management Act
HOD:	Head of Department
MEC:	Member of the Executive Council
MINMEC:	Minister and Executive Committee
MINTOP:	Minister and Top Management
MTSF:	Medium Term Strategic Framework
NGF:	National Gender Framework
PALAMA:	Public Administration, Leadership and Management Agency
PEMC:	Provincial Executive Management Committee
SMC:	Senior Management Committee
SMC:	Senior Management Committee
SMC:	Supply Chain Management
SMS:	Senior Management Service
TMC:	Top Management Committee

CONTENTS



ACKNOWLEDGEMENTS	3		
FOREWORD	5		
ACRONYMS AND ABBREVIATIONS	7		
SECTION 1	13		
1.1. INTRODUCTION	13		
1.2. BRIEF BACKGROUND	13		
1.3. OBJECTIVES OF THE STUDY	15		
1.4. SELECTED INSTITUTIONS	15		
1.5. METHODOLOGY AND APPROACH	16		
1.6. LIMITATIONS OF THE STUDY	18		
SECTION 2: THE FINDINGS OF THE STUDY	21		
2.1. NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS	21		
2.1.1. INSTITUTIONAL BACKGROUND AND LEADERSHIP GENDER PROFILE	21		
2.1.2. ORGANISATIONAL/INSTITUTIONAL PERSONNEL GENDER PROFILE	22		
2.1.3. MEASURES TO CREATE AN ENABLING ENVIRONMENT FOR GENDER MAINSTREAMING	23		
2.2. NATIONAL DEPARTMENT OF PUBLIC WORKS	25		
2.2.1. INSTITUTIONAL BACKGROUND AND LEADERSHIP GENDER PROFILE	25		
2.2.2. INSTITUTIONAL PERSONNEL GENDER PROFILE	25		
2.2.3. GENDER MAINSTREAMING: INTERNAL ORGANISATIONAL CULTURE AND PRACTICES	26		
2.2.3.1. <i>Measures to create enabling environment</i>	26		
2.2.3.2. <i>Internal processes, structures and mechanisms for gender equality</i>	27		
2.2.3.3. <i>Capacity building for gender mainstreaming</i>	27		
2.2.3.4. <i>Economic empowerment for gender equality</i>	27		
2.2.3.5. <i>Gender equality and participation in internal decision-making</i>	27		
2.3. PROVINCIAL LEVEL FINDINGS	28		
2.3.1. FREE STATE PROVINCE	28		
1. DEPARTMENT OF HUMAN SETTLEMENTS	28		
1.1. <i>Mainstreaming Gender in Organisational Culture and Systems</i>	28		
1.2. <i>Measures to Create an Enabling Environment for Gender Mainstreaming</i>	28		
1.3. <i>Gender Transformation Enabling Mechanisms</i>	28		
1.4. <i>Integrating Gender Equality Impact Considerations in Programmes and Projects</i>	29		
1.5. <i>Supporting Gender Transformation through Business Systems</i>	30		
1.6. <i>Performance (Measures and Impact) On Women and Gender</i>	30		
2. MANTSOPA LOCAL MUNICIPALITY	30		
2.1. <i>Organisational/Institutional Background and Leadership</i>	30		
2.2. <i>Organisational and Institutional Personnel Gender Profile</i>	31		
2.3. <i>Measures to create an Enabling Environment for Gender Mainstreaming</i>	31		
2.4. <i>Gender Equality and Participation in Internal Decision-making</i>	32		
2.3.2. MPUMALANGA PROVINCE	32		
1. PROVINCIAL DEPARTMENT OF HUMAN SETTLEMENTS	32		
1.1. <i>Organisational/Institutional Background and Leadership</i>	32		
1.2. <i>Women's Participation in Decision-Making Structures</i>	32		
1.3. <i>Performance (Measures and Impact) on Women and Gender</i>	33		

1.4.	Measures to Create an Enabling Environment for Gender Mainstreaming	33
2.	PROVINCIAL DEPARTMENT OF PUBLIC WORKS	34
2.1.	Organisational/Institutional Background and Leadership	34
2.2.	Measures to Create an Enabling Environment for Gender Mainstreaming	34
2.3.	Gender Equality and Participation in Internal Decision- Making	34
2.4.	Performance (Measures and Impact) on Women and Gender	35
2.3.3.	EASTERN CAPE PROVINCE	35
1.	DEPARTMENT OF HUMAN SETTLEMENTS	35
1.1.	Gender Mainstreaming: Internal Organisational Culture and Practices	35
1.2.	Measures to Create an Enabling Environment for Gender Mainstreaming	36
1.3.	Internal Processes, Structures and Mechanisms for Gender Mainstreaming	36
1.4.	Capacity Building for Gender Mainstreaming	36
1.5.	Gender Equality and Participation in Internal Decision-making	36
2.	DEPARTMENT OF PUBLIC WORKS	36
2.1.	Organisational/Institutional Background and Leadership Gender Profile	36
2.2.	Gender Mainstreaming: Internal Organisational Culture and Practices	37
2.3.	Measures to create an Enabling Environment for Gender Mainstreaming	37
2.4.	Internal Processes, Structures and Mechanisms for Gender Mainstreaming	37
2.5.	Capacity building for gender mainstreaming	38
3.	NDLAMBE LOCAL MUNICIPALITY	38
3.1.	Organisational/Institutional Background and Leadership Gender Profile	38
3.2.	Gender Mainstreaming: Internal Organisational Culture and Practices	38
2.3.4.	LIMPOPO PROVINCE	39
1.	DEPARTMENT OF CO-OPERATIVE GOVERNANCE, HUMAN SETTLEMENTS AND TRADITIONAL AFFAIRS	39
1.1.	Organisational / Institutional Background and Leadership Gender Profile	39
1.2.	Measures to Create an Enabling Environment for Gender Mainstreaming	39
1.3.	Internal Processes, Structures and Mechanisms for Gender Mainstreaming	39
1.4.	Capacity Building for Gender Mainstreaming	40
1.5.	Economic Empowerment for Gender Equality	40
1.6.	Gender Equality and Participation in Internal Decision- making	40
2.	DEPARTMENT OF PUBLIC WORKS	40
2.1.	Organisational/Institutional Background and Leadership Gender Profile	40
2.2.	Organisational / Institutional Personnel Gender Profile	41
2.3.	Measures to Create Enabling Environment for Gender Mainstreaming	41
2.4.	Internal Processes, Structures and Mechanisms for Gender mainstreaming	41

2.5.	Capacity Building for Gender Mainstreaming	42
2.6.	Economic Empowerment for Gender Equality	42
2.7.	Gender Equality and Participation in Internal Decision - making	42
3.	POLOKWANE LOCAL MUNICIPALITY	42
3.1.	Organisational / Institutional Background & Leadership Gender Profile	42
3.2.	Organisational / Institutional Personnel Gender Profile	43
3.3.	Measures to Create an Enabling Environment for Gender Mainstreaming	43
3.4.	Internal Processes, Structures and Mechanisms for Gender Mainstreaming	43
3.5.	Capacity building for Gender Mainstreaming	44
3.6.	Economic Empowerment for Gender Equality	44
3.7.	Gender Equality and Participation in Internal Decision- making	44
2.3.5.	NORTHERN CAPE PROVINCE	44
1.	DEPARTMENT OF CO-OPERATIVE GOVERNANCE, HUMAN SETTLEMENTS AND TRADITIONAL AFFAIRS	44
1.1.	Organisational / Institutional Background and Leadership Gender Profile	44
1.2.	Gender Mainstreaming: Internal Organisational culture and Practices	45
1.3.	Measures to Create an Enabling Environment for Gender Mainstreaming	45
1.4.	Capacity Building for Gender Mainstreaming	45
1.5.	Economic Empowerment for Gender Equality	46
1.6.	Gender Equality and Participation in Internal Decision-making	46
2.	DEPARTMENT OF ROADS AND PUBLIC WORKS	46
2.1.	Gender Mainstreaming: Internal Organisational culture and Practices	46
2.2.	Measures to Create an Enabling Environment for Gender Mainstreaming	47
2.3.	Internal Processes, Structures and Mechanisms for Gender Mainstreaming	47
2.4.	Economic Empowerment for Gender Equality	47
2.5.	Gender Equality and Participation in Internal Decision-making	47
2.3.6.	GAUTENG PROVINCE	48
1.	DEPARTMENT OF LOCAL GOVERNMENT AND HOUSING	48
1.1.	Organisational/Institutional Background and Leadership Gender Profile	48
1.2.	Gender Mainstreaming: Internal Organisational Culture and Practices	48
1.3.	Measures to Create an Enabling Environment for Gender Mainstreaming	48
1.4.	Internal Processes, Structures and Mechanisms for Gender Mainstreaming	49
1.5.	Capacity Building for Gender Mainstreaming	49
1.6.	Economic Empowerment for Gender Equality	50
1.7.	Gender Equality and Participation in Internal Decision-making	50
	SECTION 4: CONCLUSION	51
	SECTION 5: POLICY RECOMMENDATIONS	53

SECTION 1

1.1. INTRODUCTION

The Commission for Gender Equality (CGE) has carried out a study that sought to assess the extent of progress made in the promotion of gender equality in the public service in South Africa. This report is part of an annual assessment of the strategies, programmes and projects – as well as internal policies and activities – of selected public institutions in terms of advancing gender mainstreaming and transformation in the public service.

The CGE is an independent statutory body established under Section 187 of the Constitution of South Africa Act 108 of 1996. The CGE mandate is derived from the Constitution as well as the Commission for Gender Equality Act 39 of 1996. The role of the Commission is to promote the protection, development and attainment of gender equality, and to make recommendations on any legislation affecting the status of women in the country.

The key mandate of the CGE concerns the monitoring and evaluation of policies and practices of state organs, state agencies, public bodies and the private sector, in order to promote gender equality and the rights of women. Among other things, the Commission has the authority to carry out investigations, conduct research, make recommendations, and report to parliament on the promotion of gender equality and protection of the rights of women and men in South Africa.¹

The government has prioritised a 50:50 representation of women and men in decision making in the public service. The CGE therefore developed an online tool (i.e. Gender Barometer) in 2008, which intended to conduct an annual assessment of progress made by state institutions in promoting gender mainstreaming in the public sector.² The aim of the study was to examine and understand the internal programmes, policies and strategies that state institutions have put in place, including successes and failures, to promote, protect and advance gender equality between men and women. In particular, the study assesses the level of women's empowerment and representation in the public service, particularly at senior management and decision-making levels. The tool is therefore valuable in assisting the Commission to execute its mandate of monitoring and evaluating gender mainstreaming and gender transformation in the public service in South Africa.³

For the purposes of this study, the CGE selected two national departments (i.e. the Department of Human Settlements (DHS) and the Department of Public Works (DPW)), two provincial departments (the same or equivalent counterparts of the two national departments) and two municipalities from each province for assessment. This report therefore contains the findings of this study.

1.2. Brief Background

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

¹ Commission for Gender Equality (2010), *Gender Barometer Report: Case Study*.

² Ibid.

³ A report on the tool was made public in 2009, and a report from the national pilot study of the tool published in 2010.

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.⁴ 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 Convention on the attainment of equality in the workplace through the abolition of all forms of discrimination.⁵

As a signatory to such international instruments, South Africa is obliged to domesticate 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 these 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 these institutions.

In addition, the South African government adopted a Strategic Framework for Gender Equality in the Public Service (2006-2015). 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 National Gender Policy Framework for Women's Empowerment and Gender Equality. Among other clauses, it requires state institutions, including government departments, to put in place Gender Units (GUs) and create Gender Focal Points/Persons (GFPs) to drive gender mainstreaming processes. In terms of the National Framework for Women's Empowerment and Gender Equality, "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".⁶

4 Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, 1986.

5 CGE (2010), Gender Barometer Report: Case Studies.

6 RSA (200), National Policy Framework for Gender Equality and Women Empowerment.

In addition, GFPs are expected to have clearly defined functions and responsibilities, the necessary authority and resources to manage the process of gender mainstreaming. GFPs are also expected to develop the necessary systems to collect the information needed to monitor and evaluate progress towards gender mainstreaming. Accurate and sex-disaggregated information is crucial for GFPs to develop indicators that are gender sensitive for all programmes and projects. They are also expected to collect sex-disaggregated data on all internal and external gender transformation.⁷ GFPs are also responsible for coordinating gender-related activities within their departments, facilitating gender programmes, and developing appropriate information management systems to track progress and report on gender mainstreaming in their departments. The GFPs are also responsible for conducting detailed gender analyses of sector plans to identify gender-specific gaps that need to be addressed.⁸

1.3. Objectives of the Study

The objectives of this study were to:

- Evaluate gender mainstreaming processes within the departments
- Evaluate the progress that has been made or achieved in meeting the gender equality targets
- Collect gender-disaggregated data on women participating in decision-making.

The information to be collected through this tool includes:

- Policies for transforming gender relations
- Gender budgeting
- Monitoring and evaluation of organisational structures, operations and capacity for gender mainstreaming.

1.4. Selected Institutions

As indicated earlier, two national departments, two provincial departments and two municipalities were selected for this study. The following list indicates the specific names of the municipalities chosen from each province. The Western Cape Province was not included in this study because the Commission did not have a researcher to carry out the work in that province.

Table 1: Municipalities selected from each province

Province	Selected & Invited Municipality	Participating Municipalities
• Free State	• Mantsopa • Fezile Dabi	• Mantsopa Local Municipality
• Eastern Cape	• Ndlambe • Alfred Nzo	• Ndlambe Local Municipality
• Limpopo	• Polokwane • Waterberg	• Polokwane Local Municipality

7 RSA (2000), South Africa's National Policy Framework for Women's Empowerment and Gender Equality

8 Ibid.

Province	Selected & Invited Municipality	Participating Municipalities
• Mpumalanga	• Dr. J.S. Moroka • Ehlanzeni	• No participating municipality
• Gauteng	• City of Tshwane • Westonia	• No participating municipality
• Northern Cape	• Sol Plaatjie • Pixley ka Seme	• No participating municipality
• KwaZulu-Natal	• Amajuba • Sisonke	• No participating municipality
• North West		• No participating municipality

Table 2: Municipalities selected from each province

Province	Participating Provincial Departments
• Free State	• Department of Human Settlements
• Eastern Cape	• Department of Human Settlements
• Limpopo	• Department of Cooperative Governance, Human Settlements & Traditional Affairs • Department of Public Works
• Mpumalanga	• Department of Human Settlements • Department of Public Works
• Gauteng	• Department of Local Government and Housing
• Northern Cape	• Department of Cooperative Governance, Human Settlements & Traditional Affairs
• KwaZulu-Natal	• No participating departments
• North West	• No participating departments

In addition, the two provincial departments and two municipalities selected from the North West and KwaZulu-Natal respectively did not complete the form. This report therefore does not include findings for these two provinces. Finally, Table 2 shows clearly that more positive responses were obtained from the Department of Human Settlements (DHS) across the nine provinces. Only in Mpumalanga was a response obtained from the Department of Public Works (DPW).

1.5. Methodology and Approach

This report is based on a self-administered online questionnaire that was designed for government departments and other state institutions. Selected government departments and/or municipalities were asked to access it by registering and completing it online and submitting the completed form to the CGE. The form contained a combination of closed- and open-ended

questions. Some of the questions called for detailed factual information, while others sought fairly limited information.

The tool was intended to serve as an instrument for collecting detailed information to be used to evaluate progress in the implementation of the gender-related and legislative frameworks in South Africa. It sought to collect four categories of information:

- First category: this section calls for details of the organisation, such as leadership and gender profiles of people in senior positions.
- Second category: this section seeks to identify internal organisational practices, measures and processes meant to promote and advance gender equality in the selected institutions.
- Third category: The section collects details of broader organisational gender profiles, number and types of internal decision-making structures, and the extent of women's involvement/participation in these decision-making structures.
- Fourth category: the final section is about the performance of, and impact on, gender mainstreaming of the internal measures, processes and practices aimed at promoting gender equality and mainstreaming in the selected institutions.

The questionnaire was therefore used to establish the policies, programmes and processes currently in place in the selected institutions, and their impact in terms of promoting respect for, and the protection and attainment of, gender equality.

The tool provided space for quantitative information (i.e. numbers or figures) as well as narrative responses to substantiate some of the quantitative responses provided. The quantitative component is critical in terms of establishing the process towards balanced gender representation in employment, as anticipated by the government's 50:50 target. The qualitative responses are also critical in providing the respondents with the space to furnish explanations and descriptions of the outcomes, impacts and challenges encountered by institutions in their attempts to implement and comply with gender mainstreaming policies and legislation.

The approach adopted for this study was based on self-administration of the tool by selected government institutions. Once those institutions had been selected for this study, a great deal of practical work was undertaken by the research team at national, provincial and local government levels. This practical work comprised close collaboration and intensive consultations with the selected institutions, and awareness-raising and skills training of relevant individuals inside the selected institutions on how to complete the questionnaire. In some instances, the training was repeated to ensure as much familiarity with the tool as possible. The GFPs were identified as the primary individuals for close collaboration, consultation and skills training to administer the tool in their respective departments. In cases where GFPs did not exist, the institutions had identified a specific individual for this purpose.

Once this process of initial consultations and training was completed,

departments were given a period of six months (May to October) to access and complete the online tool and submit completed forms. To access the form,⁹ the selected institutions registered an online account, with a confidential username and password. Once an online account had been created, the completed tool can be accessed anytime using the correct login details (i.e. username and password).

1.6. Limitations of the Study

There were several practical problems that the study encountered. These are outlined in this section.

Firstly, the number of responses from selected institutions was lower than expected. Many of the institutions, departments and municipalities either refused to complete the form, despite lengthy consultations and detailed information/training sessions to familiarise them with the requirements of the CGE online form. For instance, only one of the two national departments invited to take part in this study had completed the form and provided the information. Also, from the 16 departments (i.e. two per province) that had been selected, only 11 responded positively and made attempts to complete the online form (Western Cape Province was not included in the study, as explained earlier).

In a few instances, such as in KwaZulu-Natal and Eastern Cape provinces, legal subpoenas were issued to compel provincial departments to respond. In the case of KwaZulu-Natal, the subpoenas issued to two provincial departments failed to elicit positive responses, but in the Eastern Cape the departments issued with legal subpoenas did make attempts to respond positively by completing the form. In terms of responses from the municipalities, out of the 16 that had been identified and selected from the eight provinces, only three responded positively and made attempts to complete the online form.

In KwaZulu-Natal and North West, no responses were obtained from the two provincial departments and two municipalities that were invited to participate in this study.

Secondly, the fact that the CGE was implementing the online tool at three levels of government (i.e. national, provincial and local) for the first time across the entire country also contributed to some of the practical problems experienced, including the low response rate among selected institutions. For example, the form experienced a number of technical glitches, including login problems. Many institutions either forgot or misused their usernames and passwords, thus making it impossible for the CGE to access the information online.

Thirdly, the CGE encountered numerous difficulties in getting selected national and departments and municipalities to complete the online form. Some provincial departments/municipalities either refused to complete the form or took so long that the CGE research team ran out of time.

Fourthly, the quality and accuracy of the information provided was extremely poor. For instance, those institutions that did make an effort to complete the form failed to provide all the information required. In virtually all the cases, either very limited information was supplied or crucial details were omitted from the form. While the selected institutions were asked to complete the same form, in

many cases the different categories of information were provided in a manner that was inconsistent across the different institutions, thus making comparison very difficult. In other cases the same institutions provided contradictory details, thus making it extremely difficult to determine the accuracy of progress and achievements claimed around gender mainstreaming.

The fifth limitation that affected the study negatively is that the CGE has only one researcher for each province and in the case of the Western Cape, currently does not have a researcher in the province. As outlined earlier, the province was therefore not included in the study.

Finally, due to limited research staff, as indicated earlier, and time and financial resource constraints, the researchers were not always able to continue with consultative sessions and close collaborations with the selected institutions to maintain focus on the task and ensure that better quality information was obtained. In addition, many individuals identified by their departments to work closely with the CGE on this tool were constantly changing, which led to severe lack of continuity and consistency in departmental efforts to complete the form. As a result, some departments and municipalities abandoned their efforts to complete the form, while others did too little too late.

As a result of these limitations, the overall findings of the study should be treated with caution, and understood to be only preliminary and broadly indicative.

⁹ The online form can be accessed at www.ikubu.com/cge

SECTION 2: THE FINDINGS OF THE STUDY

2.1. NATIONAL DEPARTMENT OF HUMAN SETTLEMENTS

2.1.1. Institutional Background and Leadership Gender Profile

The mandate of the DHS is to facilitate the creation of sustainable human settlements and an improved quality of life for households across the country. The DHS, from the time it came into existence, has attempted to capture the mandate to build functioning communities and respond to the national dynamics/challenges by drafting a human settlements strategy which aims to create sustainable human settlements and improve the quality of household life.

After the national and provincial elections in 2009, the government adopted a Medium Term Strategic Framework (MTSF) and included the priority of 'building cohesive and sustainable communities', which directly informs the strategic objective of the department. The adoption of Outcome 8 as the development outcome the department must achieve, builds on the priority set in the MTSF by Cabinet in July 2009.

The strategic outcomes identified by the department aim to achieve the following objectives:

- Accelerate the delivery of housing opportunities
- Ensure more efficient utilisation of land
- Improve the property market
- Ensure access to basic services
- Facilitate rural settlement development
- Enhance the capacity of the organisation.

Table 3: Leadership Gender Profile

Departmental Leadership per Province	Sex	Level
• Limpopo	Female	HOD
• Mpumalanga	Male	HOD
• Northern Cape	Male	HOD
• Free State	Female	MEC
• Gauteng	Female	MEC
• Eastern Cape	Male	HOD
• Head Office	Male	Minister

This table presents the leadership profile. While it will not be possible to generalise in terms of gender profiling, the information indicates a fairly balanced gender profile in the DHS from the national office and the provincial counterparts that had provided relevant information in this regard.

2.1.2. Organisational/Institutional Personnel Gender Profile

Table 4: Number and percentage of women in planning structure and processes

Provinces	Women (number)	Women %	Men (number)	Men %
• Limpopo	21	43%	28	57%
• Mpumalanga	187	55.3%	169	47%
• Northern Cape	-	-	-	-
• Free State	10	34.5%	19	65.5%
• Gauteng	-	-	-	-
• Eastern Cape	21	45.6%	25	54.3%
• Head Office	25	42%	35	58%

This table reflects the findings from the provinces that participated in the study. It shows that in Limpopo, the planning structures and processes are dominated by 57% men, while women account for 43%. In Mpumalanga, women dominate the provincial planning structure at 55.3%, while men make up 47%. In Free State, 65.5% of the membership of the planning structure is made up of men, while 34.5% are women. In the Eastern Cape province there are more men (54.3%) in the planning decision-making structure, compared to 45.6% women. For the national DHS, women constitute a minority of 42% compared to men at 58% in the departmental planning structure. The other provinces that responded to the online form did not provide relevant information in this part of the form. Based on this limited information though, it is clear that women are generally under-represented in the planning decision-making structures of the department at both national and provincial level.

Table 5: Number and percentage of women and men in development project teams/committees

Provinces	Women (number)	Women %	Men (number)	Men %
• Limpopo	-	-	-	-
• Mpumalanga	10	50%	10	50%
• Northern Cape	-	-	-	-
• Free State	16	47%	19	55.8%
• Gauteng	-	-	-	-
• Eastern Cape	5	71%	2	29%
• Head Office	29	17%	142	83%

Table 5 presents the information on the number and percentage of women and men in departmental committees dealing with development projects. The information presented in this table relates to only three provinces, including the national department, which provided relevant information.

For the Mpumalanga province the information provided shows a fair amount of gender balance in representation and participation by men and women in the development project teams and committees at 50% for each. In Free State there are slightly more men (55.8%) participating in these committees compared to women at 47%. Information obtained from the Eastern Cape DHS shows that women outnumber men in terms of gender representation in these committees. Women form the majority of the team at 71%, while men constitute only 29% of membership. In the national DHS men outnumber

women by a huge margin of 83% to women's 17%. As already indicated only three provinces provided relevant information in this regard. This is a very small number and, while it shows a mixed picture, no generalisation can be drawn from so few responses.

Table 6: Number and percentage of women and men in International delegations

Provinces	Women (number)	Women %	Men (number)	Men %
• Limpopo	1	50%	1	50%
• Mpumalanga	-	-	-	-
• Northern Cape	-	-	-	-
• Free State	0	0	0	0
• Gauteng	-	-	-	-
• Eastern Cape	0	0	0	0
• Head Office	10	50%	10	50%

Based on the information obtained from the participating institutions, Table 6 shows that with the exception of Limpopo province and the DHS Head Office, all the other provinces did not have any international delegations during the year under review. However, it should be noted that this could be a reflection of misunderstanding of the question rather than the actual absence of delegations to international destinations. The information for the national DHS indicates that there were 10 men and 10 women in a departmental delegation that went to an international destination during the year under review. This is very limited information and therefore no broader analytical insight could be drawn from it.

Table 7: Number and percentage of women and men appointed to government

Provinces	Women (number)	Women %	Men (number)	Men %
• Limpopo	1185	52.5%	1071	47.5%
• Mpumalanga	187	-	169	-
• Northern Cape	-	-	-	-
• Free State	115	54.4%	96	45.5%
• Gauteng	-	-	-	-
• Eastern Cape	245	51.1%	234	48.8%
• Head Office	2939	50.2%	2911	49.8%

The information shown in this table indicates that there are more females than males across all the provinces, including the national DHS. However, the information for senior management positions reflects a balance in terms of gender representation between women and men. It is also worth noting that women within these departments are more likely to be appointed at lower levels within government departments.

Table 8: Number and percentage of women and men in contractor profile on research, policy and related professional services

Provinces	Women (number)	Women %	Men (number)	Men %
Limpopo	1	-	2	-
Mpumalanga	0	0	0	0
Northern Cape	-	-	-	-
Free State	-	-	1	1%
Gauteng	-	-	-	-
Eastern Cape	0	0	0	0
National Office	-	-	-	-

In terms of compliance with the Preferential Procurement Policy Framework which stipulates that women should receive priority as contractors, this question sought to focus attention on efforts by government institutions to promote gender mainstreaming and empowerment to external beneficiaries. In this regard the scant information obtained from a few of the selected institutions makes it impossible to make any meaningful analysis and to draw any insightful conclusions.

Table 9: Number and percentage of women and men in public consultations

Provinces	Women (number)	Women %	Men (number)	Men %
• Limpopo	0	0	0	0
• Mpumalanga	0	0	0	0
• Northern Cape	-	-	-	-
• Free State	0	0	0	0
• Gauteng	-	-	-	-
• Eastern Cape	5	55.5%	2	44.5%
• National Office	-	-	-	-

Once again, the information provided was totally inadequate. Only the Eastern Cape provided information that is relevant in this regard, which reveals that the Eastern Cape was the only province that had slightly more females than men participating in public consultations. The information obtained from the other provinces and the national Head Office either suggests that no public consultations were held during the year under review, or that the respondents misunderstood the question, thus providing inappropriate information. Either way, not much analytical insight can be drawn from this information.

2.1.3. Measures to Create an Enabling Environment for Gender Mainstreaming

The Beijing Platform for Action (BPA) is an important document that highlights the significance of gender mainstreaming within regulative frameworks and programmes. As a signatory to the BPA, South Africa is obliged to comply and to implement the necessary actions in line with its requirements. South Africa has made strides by adopting the National Policy Framework for Women's Empowerment and Gender Equality of 2002 known as the Gender Policy Framework. This policy details a strategy for gender mainstreaming and provides guiding principles for its implementation. There are key factors that will be crucial to underpin the mainstreaming of gender, such as buy-in from senior departmental management structures, allocation of the necessary resources

(both personnel and financial) and political will.¹⁰ Policy must be accompanied by clear implementation plans with effective monitoring and evaluation of impact and outcomes. The policy also recommends that there must be a clear reporting strategy on the status of gender issues at local, provincial and national level.

2.2. NATIONAL DEPARTMENT OF PUBLIC WORKS

2.2.1. Institutional Background and leadership Gender Profile

The DPW is currently led by a male minister. The information provided by the department indicates that he does not have prior exposure to gender awareness education and training. The department has a Gender Directorate. One of the functions of the GFP is to: "monitor and evaluate departmental projects and programmes' consistency with national gender policy but this seemed to be lacking".¹¹ The functions of the Gender Directorate include gender, disability, youth and children. This directorate is headed by a female GFP employed at the level of director. This is a senior management position reporting directly to the deputy- director general (DDG) in the Corporate Services Directorate. The study revealed that although gender is part of the GFP's job description, only 50% of the GFP's work relates to gender issues.

The National Gender Framework (NGF) recommends that the GFP should be at least appointed at director level and be located in the office of the director-general in order to allow participation in the decision-making structures.¹² In this regard the department has done well, given that the position of chief director entitles the GFP to participate in senior level departmental decision-making structures.

The information provided on the GFP's prior training on gender issues shows that the current incumbent has had short-term training on women's rights and gender instruments conducted by the Public Administration, Leadership and Management Agency (PALAMA). This implies that the GFP should have the necessary knowledge and awareness of current legislative and policy frameworks relating to gender mainstreaming and the department's obligations.

2.2.2. Institutional Personnel Gender Profile

In this section the study sought to assess the level of gender representation between men and women in the department by analysing its institutional gender profile. There was no information provided regarding the overall gender profile of the department's entire staff. Available information only shows the composition of some internal decision-making structures and committees. For instance, 42% of staff participating in planning structures are women compared to 58% men.

Also, the representation of women in projects committees and teams constitutes 17% compared to 83% for men. The latter is clearly skewed in favour of participation by men, and the department has admitted that this is an

¹⁰ Nitasha Moothoo- Padayachee (2011), Gender Mainstreaming in the South African Public Service, *Alternatives International Journal*, (www.alterinter.org/snip.php?article.3555)

¹¹ RSA, (200), National policy framework for women's Empowerment and gender Equality, (Office on the status of women), p. 29.

¹² RSA, Office on the status of women, (2000), National policy framework for Women's Empowerment and gender Equality, p. 28.

anomaly that needs to be addressed. This weakness is clearly a key indication that despite the existence of, and awareness of, current gender policy and legislative frameworks within the department, implementation and compliance remain a serious and enduring weakness.

Nonetheless, the figures provided by the ministry also indicate that the department has endeavoured to ensure a 50:50 gender representation between men and women in international departmental delegations. However, information obtained from the department's annual report shows that men continue to be over-represented in top and senior management positions. For example, men occupy 70% of top management positions, while women constitute 30%. At senior management levels, men hold 62% of the positions compared to women's 38%.¹³

2.2.3. Gender Mainstreaming: Internal Organisational Culture and Practices

The study looked at the extent of gender mainstreaming in all organisational culture and practices. In order to determine this, the study used indicators such as measures put in place to create enabling environment, structures and mechanisms for gender mainstreaming, capacity building for gender mainstreaming, economic empowerment and gender equality and participation in internal decision making.

2.2.3.1. Measures to create enabling environment

The department acknowledged that its programmes are not sufficiently addressing issues of compliance with national, regional/continental and international obligations on gender equality and women's empowerment. It further revealed that although there is a gender policy in place, progress in its implementation has never been reviewed. The national gender policy framework stipulates that "all departmental policies and planning should be reviewed in line with the national policy framework."¹⁴

While the department points to the existence of a gender policy, the Employment Equality Act (EEA) policy and a draft women empowerment strategy, the study has found that these frameworks are not being effectively implemented and monitored. Some of the problems that were discovered include a management information system that lacks gender indicators, a lack of accurate gender-disaggregated data and a performance appraisal system that does not provided for integrating gender performance indicators in the performance agreements and contracts of senior managers. The study also found that the department's monitoring and evaluation system does not include gender indicators.

In terms of policies in place, available information shows that the department has developed some policies, such as the sexual harassment policy, family responsibility policy and the employment equity policy, which incorporate key aspects of gender mainstreaming. The department has also reported that it has developed a draft women empowerment strategy. However it appears that the key challenge for the department is effective implementation of these policy frameworks and strategies.

13. Department of Public Works, Annual Report 2011/12.

14 .Ibid

2.2.3.2. Internal processes, structures and mechanisms for gender equality

The department has a Gender Directorate that is responsible for developing the necessary processes and tools for gender mainstreaming. One of these is to develop a capacity for gender analysis in the department. However, available information shows that there is no such capacity available. While the Gender Directorate is potentially a crucial and influential structure to mainstream gender within the department, in practice it is not clear what level of influence and authority it exercises over decision-making processes there. It is also not clear what institutional capacity and resources it possesses to carry out effective coordination, monitoring and evaluation of gender mainstreaming programmes throughout the department.

2.2.3.3. Capacity building for gender mainstreaming

One of the key responsibilities of the department's GFP to "co-ordinate gender training and education of all staff within the department in order to ensure that gender is integrated into all aspects of work".¹⁵ Yet the response of the department to this study appears to show that not only has there been no training and skills development around gender equality and related aspects such as legislation and policy frameworks for gender mainstreaming, but the department also reveals that there is limited understanding of current policy and legislative obligations related to gender mainstreaming. The department has also failed to develop the capacity to collect gender-disaggregated data to develop the necessary gender indicators and to enable effective monitoring and evaluation of progress towards gender mainstreaming.

2.2.3.4. Economic empowerment for gender equality

For economic empowerment to be effectively implemented, departmental budgets have to prioritise women's economic empowerment. The Gender Unit has a role to play in ensuring that gender budgeting is an integral part of department budgeting processes. The department reported that there is no provision internally for gender budgeting within the department's mainstream budgeting processes. Also based on the information provided by the department, it could not be established whether or not the department's procurement policies and processes are being utilised to prioritise women-owned companies as service providers for the department.

2.2.3.5. Gender equality and participation in internal decision-making

The DPW provided information about four internal structures or areas of decision-making within the department, which are:

- Minister and Top Management (MINTOP) – this structures links and regulates governance relations between the executive and the administration within the department.
- Top Management Committee (TMC) – this has a responsibility to link the executive committee of the department with its business units.
- Executive Committee (EXCO) – determines the strategic direction to achieve strategic objectives to ensure a culture of ethical conduct aligned to the department.
- Minister and Executive Committee (MINMEC) – this has the function of co-ordinating and aligning the implementation of national policy, legislation

15 .Ibid

and strategy within the field of public works.

The data provided by the department on gender representation in these decision-making structures show a generally gender balanced 50:50 representation between women and men, especially in top management and the executive committees.

For example, in the MINMEC, women representation is slightly higher at 55% than it is for men at 45%. It is only in the TMC committee that the representation of women was lower, at 43%, compared to men's 57%. However, an improvement has occurred in terms of moving towards balanced gender representation of both men and women across all key committees inside the department.

2.3. PROVINCIAL LEVEL FINDINGS

2.3.1. FREE STATE PROVINCE

1. Department of Human Settlements

1.1. Mainstreaming Gender in Organisational Culture and Systems

This section assesses the extent of gender mainstreaming in organisational decision-making processes. The respondents were asked to provide relevant information on the mainstreaming of gender within their departments. They were also requested to indicate their initiatives with regard to specified progress indicators. The respondents were also asked to state their recommendations on how to improve the department in terms of gender transformation and compliance. They were also asked to score themselves on a scale of zero to ten (0 – 10) in terms of where they believe they are in terms of gender mainstreaming and compliance.

1.2. Measures to Create an Enabling Environment for Gender Mainstreaming

- Key result area: awareness of compliance obligations

Under this key result area, the respondent indicated that the department makes sure that the Employment Equity reports are submitted to all managers each quarter. However, inadequate capacity was identified as the main problem. It is also indicated that although the reports are supposed to be submitted quarterly, this is not always complied with.

1.3. Gender Transformation Enabling Mechanisms

- Key result area: policy analysis (incorporating gender analysis tools)

Here the information provided indicates that the department has the capacity for policy analysis that incorporates gender analysis as part of the human resources plan and the oversight report. However, the application of the gender analysis within the oversight report and the Employment Equity report are not always followed to the letter, owing to poor enforcement

and failure to implement the department's own internal findings.

- Key result area: capacity building (values, education and skills development)

The information provided suggests that the department has put in place plans/ policies that facilitate capacity building, such as a skills development policy and a workplace plan. The key gap identified here, however, is failure to adhere to and implement these plans. A suggestion made was to put in place a mentoring and the coaching plan for the beneficiaries.

- Key result area: management information system

The department has an information management system, but its implementation has been poor. The department recommends that a knowledge management system be implemented.

- Key result area: performance appraisal system

The department has a performance appraisal system, even though there is limited understanding and application of the system. The department recommends better enforcement and severe consequences for non-adherence.

1.4. Integrating Gender Equality Impact Considerations in Programmes and Projects

- Key result area: employment/human resources practices

In this key area, the department is the only one that has an internship programme that absorbs the interns who have completed a year of service. Budgetary constraints were identified as an obstacle to absorbing more interns into permanent positions.

- Key result area: skills development

The information obtained shows that the department has a bursary policy that is biased towards women and the youth, particularly in technical fields. This is one of the strategies that the department uses to retain women and absorb them in the science and technology areas of expertise. The department has a bursary committee located in the premier's office. It follows up and provides support to the beneficiaries. The department, however, feels that the bursary holders need to be assigned to mentors to minimise the current rates of failure to gain entrance at institutions.

- Key result area: service delivery

The findings indicate that the department has the women within their database who are approved service providers. However, the issue of mentoring is identified as necessary for female service providers, especially in the construction industry. It is not clear why this is the case. The department recommends mentoring and coaching for women service providers to be included in its programmes.

- Key result area: procurement

The department says it has a procurement policy but that most female contractors do not benefit from the policy because of a lack of capacity to deliver when awarded contracts. The response also suggests that women lack the necessary financial resources to sustain their enterprises. The department proposes that a contractor incubator programme be established, in terms of which male-led companies, which are assumed to have the necessary resources and capacity to deliver on contracts, would be awarded tenders on condition that they sub-contract and supervise female-led contractors. The assumption is that such male-led companies will help grow female-owned companies and turn them into sustainable enterprises capable of securing tenders on their own in the future.

- Key result area: institutional mechanisms (GFP/OSW) and gender coordinating and monitoring structures

The information provided indicates that the department does have internal mechanisms to coordinate and monitor gender mainstreaming within the department, but that the department does not have a dedicated GFP. The functions of gender mainstreaming are currently handled by the Human Resources Management unit. The department indicates it has yet to appoint a dedicated GFP with the requisite qualifications and skills.

1.5. Supporting Gender Transformation through Business Systems

- Key result area: planning structures, systems and processes

The findings here indicate that there are planning structures and processes within the department. However, in the absence of a dedicated GFP, there is no focus on gender issues in the department.

1.6. Performance (Measures and Impact) On Women and Gender

The department was asked whether or not it had undertaken a gender audit exercise and carried out any analysis or assessment of its organisational performance against gender and policy compliance obligations. The response shows that some form of gender auditing and performance assessment was carried out in the 2010/2011 financial year.

2. Mantsopa Local Municipality

2.1. Organisational/Institutional Background and Leadership

The information provided by the Mantsopa local municipality in the Free State shows a mixed gender leadership structure, and that it has a female GFP with the responsibility of handling gender and disability issues. However the information provided indicates that the GFP's gender-related responsibilities constitute only 30% of the overall responsibilities of that position, while the other 70% are not related to these issues. The information also shows that this position is not within the senior management echelons of the department, implying that this position does not have senior managerial decision-making authority within the municipal administrative hierarchy.

While the information provided shows clearly that the GFP has very limited

access to decision-making structures within the municipality, the municipality also gave a list of some of the key policy objectives that the GFP position seeks to help it to achieve, as indicated below.

- To promote the integration of gender equity and equality
- To develop women empowerment programmes
- To create awareness campaigns
- To implement the South African Policy Framework
- To implement the Mantsopa Gender Policy.

2.2. Organisational and Institutional Personnel Gender Profile

The Council consisted of 4 female councillors out of 18 councillors during the period 2009 to 2011. The information provided also shows that from 2011 to date, the Council consists of 5 female councillors out of a total of 19. At administrative leadership level, the gender profile of the municipality shows that it had 5 female managers out of a total of 16 managers. Generally, therefore, the leadership of the municipality is male-dominated, both in political and administrative leadership structures.

2.3. Measures to create an Enabling Environment for Gender Mainstreaming

It was indicated that in order to promote the integration of gender equality and equity, as well as promote women's empowerment, the municipality embarked on awareness campaigns on these issues within local communities. The municipality states that the national Gender Policy Framework was being implemented as a guiding framework for its gender mainstreaming activities. The municipality provided responses on the following key result areas for gender mainstreaming.

- Key result area: awareness of compliance obligation

The municipality states that regular reference by staff members to gender policy regulations, obligations, priorities and targets are indications of awareness and compliance. Managers are said to be aware of their accountabilities in terms of creating an enabling environment for promoting respect for gender equality. That includes regular reference to international instruments and obligations. However the department admits that the gender policy is not being implemented properly to address issues of gender inequality within the organisation. The municipality intends to appoint a permanent qualified GFP to facilitate gender mainstreaming within the organisation.

- Key result area: organisational culture and values

The municipality is convinced that its staff is aware of, and values, the importance of women within the municipality, and their role towards gender transformation in the organisation. However the municipality reported problems with implementing the EEA, which are hindering the equal employment of women and men.

- Key result area: legal and policy framework

The municipality stated that a gender policy is in place but that it needs to be reviewed urgently.

2.4. Gender Equality and Participation in Internal Decision-making

In terms of women's participation in internal decision-making structures, it would appear that the municipality is failing to ensure that women are part of, and participate in senior level decision-making.

- Key result area: women and financial resources

The information provided suggests that the GFP has very limited budgetary and financial resources. In addition, the municipality budget for the GFP is placed under the mayor's office and is shared with other programmes such as those on the youth and HIV/AIDS.

2.3.2. MPUMALANGA PROVINCE

1. Provincial Department of Human Settlements

1.1. Organisational/Institutional Background and Leadership

The department has a mixed gender leadership, with a male head of department. At top management level it has two males and one female, and at senior management level, there are five females and five males. The department does have a female trained and qualified GFP employed at the level of deputy director. It would appear that the department does not have an elaborate internal unit dedicated to gender issues. The GFP is part of a Corporate Services Unit, and her gender-related responsibilities constitute only 30% of her overall duties, which include issues relating to disability, children and the youth. The information provided shows that the GFP does not have direct access to decision-making structures at senior management level in the department.

While the GFP does not participate directly in senior-level decision-making structures within the department, the department's gender policy provides guidelines relating to how and when to involve the GFP in decision making. However it was indicated that these policy guidelines have never been put into practice or enforced.

1.2. Women's Participation in Decision-Making Structures

The department has a number of internal decision-making structures. The relevant question sought to assess the level of gender representation and balance in the membership of these structures. The first committee is a bursary committee appointed by the Head of Department (HOD) to manage and award bursaries. It comprises 10 members, of which 50% are women. The second committee is the performance management and development system moderation committee responsible for planning and developing performance contracts, monitoring employee performance, and conducting performance reviews and annual performance assessments. It comprises 6 senior managers,

3 of whom are women. The third committee is the bid committee which is responsible for transparent and competitive procurement and provisioning systems. It comprises 4 senior managers, 2 of whom are women. The fourth is a budget committee responsible for approving budget allocations for departmental programmes, monitoring and evaluating budget performance. It comprises 10 members, with women constituting 50% of the membership. Based on this information, it would appear that the gender composition of the departmental decision-making structures is perfectly balanced between males and females.

1.3. Performance (Measures and Impact) on Women and Gender

The department undertook a gender audit from 2011 to 2012, but this has not yet been finalised. The information provided claims that the department has a range of policies dealing with issues such as discrimination, HIV/AIDS and gender, and indicates that the department's gender policy is not comprehensive and does not deal with sexual harassment issues. It appears that the policy is currently being reviewed. The information obtained indicates that the department has other programmes and plans, such as the employment equity plan, skills development plan, youth in human settlements programme, procurement policy, disability policy, recruitment and selection policy, which are all supposed to make provision for gender mainstreaming.

The department says that its gender and recruitment policy prioritises women, while also claiming that it affords the same opportunities to both women and men. This sounds contradictory. It appears that the department does not have an employee retention strategy that deals with career-path planning for women. Other internal matters, such as employee health and wellness, violence against women and economic empowerment for women, are also dealt with through appropriate internal structures. However, the issue of lack of funding was identified as an obstacle in the way of achieving success in these areas. As two of its achievements, though, the department lists the awarding of bursaries to female employees and appointments of female senior managers.

1.4. Measures to Create an Enabling Environment for Gender Mainstreaming

In terms of awareness of compliance obligations, the department stated that it has a gender policy to guide its gender-related activities, in addition to the National Gender Policy Framework and the Constitution as guiding instruments. Yet the department points to the fact that its gender policy is not being properly implemented, and that its internal Gender Unit remains understaffed and under-funded. This does not make for an environment conducive to effective gender mainstreaming.

With regard to policy analysis tools which take into account gender analysis, the department reports that its EEA Risk management Strategy, as well as the policy committee, are used to ensure compliance with gender-mainstreaming obligations. However, a lack of effective implementation of the EEA is raised as an obstacle. The department claims that capacity building is being addressed through a skills development plan guided by the Skills Development Act No.97 of 1998 and the Skills Development Levies. The department also refers to a performance development system to enhance departmental performance.

Yet the department also refers to financial constraints that are hampering the implementation of these plans and legal instruments. This implies that while the necessary policies and plans are in place, implementation is not taking place, which means that the department is unable to meet its gender mainstreaming policy obligations.

2. PROVINCIAL DEPARTMENT OF PUBLIC WORKS

2.1. Organisational/Institutional Background and Leadership

The respondent from this department is a female who is responsible for gender issues even though she holds the title of manager: change management. The political head is a female member of the Executive Council (MEC) without any training on gender issues. The department also appears to have a GFP who reports to the senior manager: employee health and wellness. The department indicates that 50% of the GFP's responsibilities entail gender-related tasks. The GFP does not participate directly in senior decision-making processes in the department. The information provided does, however, show that the GFP is suitably qualified and trained, and has knowledge of gender issues. It is also indicated that the department does not have any policy guidelines on when and how to involve the GFP in decision-making processes, implying that no formal provisions exist to ensure that the GFP makes inputs into those processes relating to gender mainstreaming in the department.

The information provided by the department is limited in terms of the number and gender compositions of their leadership and memberships. Available information shows that the department's Human Resources Division is headed by a female. There are also some internal functional committees such as a bid committee, bid adjudication committee, bursary committee and performance management and development systems moderation committee, but no information was provided on the gender profiles of these committees.

2.2. Measures to Create an Enabling Environment for Gender Mainstreaming

With regard to an awareness of compliance obligations, the department indicated that it places more emphasis on the international instruments in line with its work, and makes appropriate interventions in issues of gender mainstreaming. The department also states that its culture and values are based on several principles, including service excellence, accountability, integrity and diversity. This, however, was not linked to gender mainstreaming priorities. The department listed a number of legal and policy frameworks as guiding its activities. These are the Basic Conditions of Employment Act, the Broad Based Black Economic Empowerment Act, the Constitution of Republic of South Africa, the Employment Equity Act, the Preferential Procurement Policy Framework Act, the Promotion of Administrative Justice Act, the Promotion of Access to Information Act, the Public Finance Management Act, the Public Service Act and Skills Development Act. The department does not, however, give any indication of how these pieces of legislation and policies have guided it to create an enabling environment for gender mainstreaming.

2.3. Gender Equality and Participation in Internal Decision- Making

The department states that internal processes provide opportunities for policy inputs relating to gender mainstreaming, and that draft policies are usually widely circulated internally to everyone for inputs. The department also points to a number of initiatives to promote gender mainstreaming and advance the interests of women. For instance, it says that 50% of the bursaries were awarded to female learners and interns, and 2% to people with disabilities.

2.4. Performance (Measures and Impact) on Women and Gender

The department admits that it has not carried out any gender audit or gender gap analysis to assess its performance in gender mainstreaming and compliance with gender policies and legislations. The department says that for purposes of preventing gender discrimination and promoting gender equality, it has put in place a sexual harassment policy, although knowledge of this policy is still limited among internal stakeholders. The department points to another measure to promote gender mainstreaming, whereby 31 women have been placed under the enterprise development programme, described as one of the key departmental strategies for eradicating poverty. However, it appears that projects have been put on hold, for reasons not clearly explained by the department.

With regard to employment measures and their impact on gender equality, the department points to a number of things in place, such as the human resources plan, the employment equity policy, the employee assistance programme and gender mainstreaming programmes. The department also mentions its implementation of the Preferential Procurement Policy Framework Act of 2000 to ensure that contracts and tenders are also awarded to women-owned companies as part of the BBBEE strategy. As one of its successes, the department indicates that 50% of contracts and tenders were awarded to companies owned by women. Other mechanisms mentioned for promoting gender equality in the department include a bursary committee and the Siyatentela and Sakha'bakhi projects intended to promote external gender mainstreaming. The department claims that it is supporting women involved in the construction and transport industries, with monitoring and evaluation mechanisms in place.

However, the department has provided very limited information regarding the impact and outcomes of these measures.

2.3.3. EASTERN CAPE PROVINCE

1. DEPARTMENT OF HUMAN SETTLEMENTS

1.1. Gender Mainstreaming: Internal Organisational Culture and Practices

The information provided by the department in this section of the questionnaire only highlights the financial constraints that limit the department's ability to provide training on gender mainstreaming for its staff members. The department says also that it has the necessary policies in place to underpin the necessary internal cultural practices relating to gender mainstreaming.

1.2. Measures to Create an Enabling Environment for Gender Mainstreaming

According to the department, it has an enabling environment, with a GFP appointed in that position, even though the position holds no authority for the incumbent to participate directly in senior-level decision-making structures inside the department. The GFP is appointed at assistant director level. The department apparently has an internal structure called the Women's Forum and a number of policy frameworks that create the necessary environment for gender mainstreaming. Two these frameworks are the Department of Public Service and Administration's 8 principles for heads of departments, and the National Policy Framework for Women's Empowerment and Gender Equality. It is not clear, though, how these frameworks have been utilised to create an environment conducive to gender mainstreaming.

1.3. Internal Processes, Structures and Mechanisms for Gender Mainstreaming

The department provided very little and unhelpful information in this regard. Some information was available that related to monitoring and evaluation, indicating that it works closely with the Department of Public Service and Administration (DPSA) in this regard and that regular reports on gender mainstreaming are submitted to the office of the premier. It is not clear what role the DPSA plays in the gender mainstreaming processes of the provincial DHS.

1.4. Capacity Building for Gender Mainstreaming

Here the department states that it provides internal skills training to its staff. However it appears that the training does not include any specific content on gender mainstreaming.

1.5. Gender Equality and Participation in Internal Decision-making

The information provided by the department shows that there are more men within the Senior Management Services (SMS) level of the department, especially those in strategic positions. For instance, it shows that men constitute 57% of the SMS division compared to 43% for women. The information made available by the department also shows that women are over-represented in lower-level positions within the department, particularly in levels 7 to 8 where they constitute 71%. There are more women in level 6 and below, where they make up 56% of the total staff component.

1. DEPARTMENT OF PUBLIC WORKS

1.1. Organisational/Institutional Background and Leadership Gender Profile

The provincial DPW lists the following as its key priorities.

1. Create sustainable decent jobs

2. Effectively implement GIAMA (Government Immovable Asset Management Act)
3. Transform the construction and property sectors
4. Consolidate infrastructure delivery
5. Strengthen programme management with specific emphasis on planning outcome-based monitoring and evaluation and enterprise risk management
6. Build internal capacity to improve service delivery
7. Effectively implement policies and other pieces of legislation
8. Implement an effective communication strategy
9. Promote the use of appropriate technology to advance the use of local resources, energy saving and green technology
10. Implement/promote integrated planning and implementation of projects.

It is not clear where gender mainstreaming and promoting gender equality fits into this list of key priorities. The department has a female MEC and a male head of department. The unit responsible for gender issues, including gender mainstreaming, is the Special Programmes Unit, headed by a woman. No information was provided regarding the gender-related knowledge, experience and expertise of the incumbent.

1.2. Gender Mainstreaming: Internal Organisational Culture and Practices

The department revealed that gender mainstreaming is not integrated into the internal practices of the department, including its performance management system. While it has a gender mainstreaming policy in place, the policy has not been integrated into internal departmental processes, practices and plans.

1.3. Measures to create an Enabling Environment for Gender Mainstreaming

As indicated earlier, the department has an individual responsible for gender mainstreaming functions. However it would appear that the department has not done much to provide the necessary training on related skills. This means that not much has been done by the department to create an enabling environment for gender mainstreaming. The department added that its managers have been unable to mainstream gender issues into the department's mainstream programmes and plans. This, however, seems to contrast sharply with the department's statement that it carries out regular reviews of its policies to make sure that women are fast-tracked for appointment at its SMS level.

1.4. Internal Processes, Structures and Mechanisms for Gender Mainstreaming

The key issue raised by the department in this regard is lack of resources, which the department suggests is an obstacle to implementing its policies and programmes and meeting its targets relating to mainstreaming gender equality. As a result, it would appear that either no significant mechanisms are in place to handle gender-related activities and responsibilities, or that such mechanisms lack the necessary resources to discharge this function effectively.

However the department says that it has a monitoring and evaluation unit and a unit responsible for gender mainstreaming inside the department (i.e. Special Programmes Unit) which are responsible for collecting and analysing data relating to gender mainstreaming. The department indicated that it adheres to the 8 principles of gender equality and that these principles will be integrated into the performance agreements of the senior managers in the department.

The department claims that it has internal mechanisms in place to monitor and evaluate progress in gender mainstreaming. One of these mechanisms is Monitoring & Evaluation reports submitted to the provincial director general and the DPSA. In addition, apparently a steering committee meets to review the implementation of gender mainstreaming policies and plans. However, none of this information proves existence of these mechanisms, their effectiveness and the outcomes.

1.5. Capacity building for gender mainstreaming

The DPW's Human Resources Development has a strategy in place where women in particular receive coaching, mentorship and assistance in areas that have been identified. The gaps so identified by the department show that there is a general shortage of women with technical skills. The department reported that they have a performance appraisal system in place that incorporates gender mainstreaming. The DPW ensures that there is a quota system relating to skills development for women, with a particular emphasis in the field of engineering and construction. The department has an Employment Equity plan to ensure that women are recruited.

2. NDLAMBE LOCAL MUNICIPALITY

2.1. Organisational/Institutional Background and Leadership Gender Profile

The Ndlambe local municipality is part of the Cacadu District of the Eastern Cape province. It is mainly a rural area with the agriculture and tourism sectors dominating its economy. On the face of it, its leadership appears to be male-dominated. For instance, it is led by a male mayor, with a male GFP who sits in the local Labour Forum's management meetings and advises on appointments of new staff during recruitment processes. Also, the head of the procurement committee is male. However, the information provided on the gender profile of the leadership of the municipality was extremely limited and did not indicate whether or not there are other committees and what their staff compositions are.

2.2. Gender Mainstreaming: Internal Organisational Culture and Practices

The municipality revealed that the policy framework that they work with is called the Municipal Numerical Goals and the Bargaining Council Collective Agreement. This shows lack of understanding in terms of the framework that needs to be in place for gender mainstreaming.

2.3.4. LIMPOPO PROVINCE

1. Department of Co-operative Governance, Human Settlements and Traditional Affairs

1.1. Organisational / Institutional Background and Leadership Gender Profile

This department is headed by a male MEC. The department reveals that the MEC has had no prior exposure to gender awareness education and training. While it does not have a Gender Unit as such, the department does have a female GFP who reports to a senior manager. Gender mainstreaming responsibilities are handled within a Special Programmes Unit.

The GFP has had some training on gender issues in general and women's issues in particular. The department claims to have embraced policy frameworks such as the National Gender Policy framework, which provides guidance on how to promote gender mainstreaming. The department has a staff component of 2256; of these 1185 (52.5%) are women and 1071 (47.5%) are men. While the women outnumber the men slightly, the information provided by the department shows that the women are over-represented at lower levels, while more men are represented in higher-level positions, where decision-making authority is likely to be situated. For example, the managerial decision-making structures within the department, such as its Labour Management Forum which comprises 9 heads of directorates, and strategic business units are dominated by men. These are where important decisions are taken that have serious implications for key strategic issues relating to the work of the department, such as gender equality.

1.2. Measures to Create an Enabling Environment for Gender Mainstreaming

The department mentioned some measures that it has in place to create an enabling environment for gender mainstreaming. These include raising awareness on issues of compliance through the employment equity forum, and policy guidelines on involving the GFP in policy processes, enforcing its sexual harassment policy and diversity management policy. The department states that its GFP participates in decision-making relating to employment equity.

The information provided by the department also shows that 36 out of the 57 contractors awarded tenders by the department were women with housing contracts, which amounts to 63% of the contracts. This is identified as evidence of progress in promoting gender mainstreaming. The department does acknowledge, however, that there was limited participation by women in senior level decision-making processes inside the department.

1.3. Internal Processes, Structures and Mechanisms for Gender Mainstreaming

The department claims that it has put in place some institutional mechanisms to

deal with gender mainstreaming. The department referred to a transformation forum as a coordinating structure for planning and setting targets for gender equality and mainstreaming in the sector, but added that this forum is inactive. The department believes that its performance management system is effective in terms of assessing performance on gender mainstreaming targets. A monitoring and evaluation system was also mentioned as a tool for providing information on progress in this regard.

However, given their admission that its senior management and decision-making structures and processes are still male-dominated, it would suggest that these systems and structures for coordinating, planning, monitoring and evaluation are highly ineffective in terms of promoting gender equality within the department.

1.4. Capacity Building for Gender Mainstreaming

In terms of education and skills development, the department reported that it had facilitated only two training sessions for 83 officials, 61 of whom were females. In addition to training, 68 bursaries were provided to recipients, the majority of whom were women.

1.5. Economic Empowerment for Gender Equality

Economic empowerment is one of the key measures of gender mainstreaming. The data provided by the department, however, did not show any economic empowerment programmes aimed at benefiting women. In addition, reference is made to the application of the BBBEE policy framework in terms of procurement processes. However the information provided on economic empowerment was insufficient to indicate any meaningful and sustainable impact on the economic status of women beneficiaries. Also the information provided by the department did not indicate the number of beneficiaries that have benefited from its economic empowerment policies and programmes during the year under review.

1.6. Gender Equality and Participation in Internal Decision- making

As already indicated, the information provided by the department shows that the level of women's participation in internal high-level decision-making structures is very low, and that the representation of women in senior positions in the department is also limited. Furthermore, the current position of the GFP is also not empowered to participate in senior-level decision-making processes inside the department. The GFP is only authorised to participate in the proceedings of the Employment Equity Forum, but not to the extent of making direct inputs into staff appointments.

1. DEPARTMENT OF PUBLIC WORKS

1.1. Organisational/Institutional Background and Leadership Gender Profile

The provincial DPW is headed by a female MEC who, according to information provided by the department, does not have any prior training and exposure to

issues of gender mainstreaming. The department also has a gender unit led by a female senior manager who has broader responsibilities relating to employee health and wellness. There is also a female GFP appointed at the level of deputy director and many of the responsibilities of this position relate to gender mainstreaming. While the GFP does not participate directly in management-level decision-making structures, she does participate in the transformation forum, employment equity forum and employee health and wellness advisory committee. Nonetheless the department admits that it does not have policy guidelines on when and how to involve the GFP in decision-making processes.

1.2. Organisational / Institutional Personnel Gender Profile

The information provided by the department shows that women constitutes 60% of the department's entire staff, while men constitute 40%. However the department failed to provide information on the representation of women in various internal structures and/or areas such as planning, project teams/committees, international delegations, International appointments and others as requested in terms of the CGE's online instrument.

1.3. Measures to Create Enabling Environment for Gender Mainstreaming

The department pointed to its awareness-raising activities around issues of compliance with gender mainstreaming obligations. The department claims that it does this through some of its programmes based on international and national obligations. The department claims that it has put in place widely consultative policy processes and that a legal and policy framework that is in line with the National Gender Policy Framework is in place to create an enabling environment for gender mainstreaming.

1.4. Internal Processes, Structures and Mechanisms for Gender mainstreaming

The department has put internal structures in place to promote women's participation. However the outcome has seen very low percentages in this regard. The department claims that it has developed policy analysis tools which incorporate gender analysis in policy processes. The department's performance appraisal system is identified as one of the mechanisms for promoting gender mainstreaming, although it is admitted that gender targets are not factored into the performance agreements of the managers. However, the absence of a specific and dedicated Gender Unit inside the department is a major structural impediment to effective mainstreaming and coordination of all the departmental activities related to gender mainstreaming.

The department reported that it has a monitoring and evaluation system to monitor its own compliance with national gender policy obligations and measure progress in meeting provincial gender mainstreaming performance targets. As part of the monitoring system, the department pointed out it has a system of monthly and quarterly reporting, but admits that reporting on gender mainstreaming is given minimal attention in these reports.

1.5. Capacity Building for Gender Mainstreaming

The department did not provide information regarding initiatives already undertaken to build the necessary internal institutional capacity for gender mainstreaming. Instead, the department stated in its response that the human resources department must undertake a needs analysis to establish the number of staff members that need skills training. However, the department also hinted at a lack of financial resources as a reason why capacity-building initiatives have not yet been undertaken.

1.6. Economic Empowerment for Gender Equality

According to the information provided, internal procurement processes are meant to ensure that both women-owned and men-owned companies are utilised equally as contracted service providers for the department. Yet the department also states that the procurement system provides preferential points for companies owned by women. This sounds contradictory. Also, despite the existence of a preferential procurement policy system that prioritises women-owned companies for service providers, the department revealed that in practice most companies owned by men continue to be awarded tenders by the department. In addition, the department says that women are being used fraudulently as company board members of companies in order to gain BEE points. It is clear therefore that despite these policies and gender frameworks, in practice the department does not implement them as required. It appears therefore that there are no economic empowerment initiatives within the department.

The department revealed that it drives the Expanded Public Works Programme (EPWP) aimed at poverty alleviation and to provide income and employment for both young women and men. The department believes that it has made progress in this regard in that the involvement of women in the EPWP has been increasing since 2009. The figures provided show that in 2009/2010 women constituted 44% of the beneficiaries. In 2010/2011 women constituted 73%, and in 2011/2012 women made up 74% of participants in the EPWP.

1.7. Gender Equality and Participation in Internal Decision - making

The information provided by the department on the participation of women in key decision-making structures shows that women are still under-represented. The department revealed that there are a number of internal management committees such as the bid committee, performance management and training committee, the human resource planning committee and the budget committee. Membership of these committees is made up of senior managers. According to the figures provided by the department, the representation of women in these committees is low, implying that women are exercising limited influence in policy making in key strategic areas in the department.

2. POLOKWANE LOCAL MUNICIPALITY

2.1. Organisational / Institutional Background & Leadership Gender Profile

The Polokwane local municipality is located within the Capricorn District

municipality in the Limpopo province. It is headed by a male executive mayor while the municipal manager is a woman. According to the information given, the executive mayor has had prior exposure to gender awareness education and training. The municipality has a GFP who reports to an assistant manager within the Special Focus Unit of the department. The GFP therefore does not participate in decision-making processes inside the department. The GFP does, however, participate in middle management decisions, particularly relating to recruitment decisions. The municipality also indicates that its GFP has had formal training on women and gender issues.

The municipality also stated in its response that it has put in place the necessary guidelines and policies regarding how and when to involve the GFP in decision making with gender implications. The municipality insists that the guidelines are being enforced, especially during recruitment processes.

2.2. Organisational / Institutional Personnel Gender Profile

The municipality did not reveal its entire staff complement; it only showed the percentage of participants in some of its internal structures and committees. These figures show an almost perfect 50:50 gender balance in the membership of a range of internal structures and committees including the mayoral committee, project teams and other activities, such as international delegations and professional services rendered to the municipality. These figures have not been verified, and therefore cannot be relied upon to draw inferences and conclusions regarding the real state of women's representation in senior-level decision-making structures in the organisation. For instance, some of the information and figures provided in different sections of the CGE online form contradicts these figures. An example of this contradiction is a statement indicating that the mayoral committee is heavily dominated by men, while at the same time indicating that the gender profile of its membership is numerically balanced.

2.3. Measures to Create an Enabling Environment for Gender Mainstreaming

On the issue of measures to create an enabling environment for gender mainstreaming, the municipality can only point to policy guidelines on the involvement of a GFP in decision-making processes with implications for gender issues. It was also revealed that the current gender policy of the municipality is still in draft form, and has not been formally adopted. This means that the municipality has not done much in terms of creating an environment that is conducive to gender mainstreaming.

2.4. Internal Processes, Structures and Mechanisms for Gender Mainstreaming

The municipality indicates that gender issues and mainstreaming activities are coordinated by an internal Special Focus Unit, while the GFP reports directly to the deputy manager of that unit. It would appear, though, that there is no specific structure or process for monitoring and evaluating gender mainstreaming processes. The municipality revealed that there are regular meetings and reporting systems but these appear to be generic systems and processes, not specifically meant to deal with gender mainstreaming issues within the department.

2.5. Capacity building for Gender Mainstreaming

Capacity building and skills development to promote and mainstream gender have not been undertaken according the response received from the municipality, mainly because of lack of finances. It is also implied that the lack of a dedicated Gender Unit within the municipality is a factor in the lack of progress in developing the necessary skills and capacity for gender mainstreaming.

2.6. Economic Empowerment for Gender Equality

The municipality provided scant information in terms of initiatives to promote and advance economic empowerment for women. The information received does not show whether or not there have been specific projects, programmes or internal processes for advancing the economic empowerment of women within the municipality. The municipality can only point to the existence and implementation of policies such as the EEA and Labour Relations Act, even though these are generic instruments that do not specifically reveal much in terms of the municipality's own internal efforts to promote economic empowerment for women.

2.7. Gender Equality and Participation in Internal Decision- making

The information provided by the Polokwane municipality, as reflected in the table below, shows the level of representation of women in various internal decision-making structures and committees.

Table 10: Gender in Decision-making Structures and Committees

Structure	No. of members	No. of men	No. of Women	% of Women
• Municipal Manager	1	0	1	100%
• Section 57 Managers	7	5	2	28.6%
• Mayoral Committee Members	10	5	5	50%
• Portfolio Committee Members	11	7	6	54.5%

On the face of it, these figures show that there is a balance between women and male representation in several committees, with the exception of the Section 57 managers committee, who are heads of all directorates, where women are under-represented. The information provided on other decision-making structures such as the mayoral committee and portfolio committees of the Council also show that women are represented, with the exception of the mayoral committee where women are under-represented. In general, there seems to be a better balance of gender representation in decision making in this municipality, although caution needs to be exercised as these figures have not been verified.

2.3.5. NORTHERN CAPE PROVINCE

1. DEPARTMENT OF CO-OPERATIVE GOVERNANCE, HUMAN SETTLEMENTS AND TRADITIONAL AFFAIRS

1.1. Organisational / Institutional Background and Leadership Gender Profile

The information that the department provided was only for the MEC and the

head of department. The department's leadership and management seem to be male- dominated, as both of these posts are occupied by males. However, the GFP position, as usual within the government, is occupied by a female who is at an assistant director level. The level of the position does not allow her to form part of senior management or participate directly in decision making at management level.

1.2. Gender Mainstreaming: Internal Organisational culture and Practices

The department identified the EEA and the HOD 8 principles action plan as some of the instruments that guide its internal practices. However no information was provided regarding specific initiatives to promote an internal organisational culture and practices conducive to gender mainstreaming. The department also referred to a gender audit that was conducted in March 2012 and 14 August 2012 as part of the department's needs-analysis process. However it is not clear what the outcomes were and what was done with the findings of this audit. Also, it is not clear whether or not such an audit is regular departmental practice.

1.3. Measures to Create an Enabling Environment for Gender Mainstreaming

As indicated above, the department identified one of the pieces of legislation (i.e. the EEA) and the 8 principles action plan as measures that guide its gender-related activities. In addition, it was reported that there is awareness within the department of international obligations that the country must observe such as CEDAW, the Beijing Platform for Action, the AU Convention and the South African National Policy Framework for Women's Empowerment and Gender Equality within the Public Service.

The department also points to the existence of a GFP within the department, and a Gender Forum established to assist with identifying gender issues and making recommendations within the department. There is also an integrated forum where issues of gender, HIV/AIDS, disability, youth and the aged are discussed, with a view to integrating them into planning, budgeting and other programmes.

1.4. Capacity Building for Gender Mainstreaming

In this section the department's respondent expressed a great deal of frustration. The frustration stems from the inability to access information within departments regarding the kinds of gender related training that senior managers have been exposed to. This was either because the senior managers were unwilling to provide such information or that such training did not take place. It appears though that GFP has undergone some short terms (i.e. one week) training in gender mainstreaming the Public Administration, Leadership and Management Agency (PALAMA). It therefore appears as if the department has not made much effort in terms of developing the necessary internal capacity for gender mainstreaming.

1.5. Economic Empowerment for Gender Equality

In terms of economic empowerment initiatives for women, the department indicated that it provides resources for this objective. The response from the department is that 'the Supply Chain policy does make provision for the advancement and empowerment of women, people with disabilities and youth service providers'. Nonetheless, the respondent recommended a review of current Supply Chain Management (SCM) policies to place more focus on women in the construction industry as preferred service providers. The department listed a number of its achievements as follows.

- The department introduced a leadership mentoring approach of DPSA for all women in the department, preparing them for management positions from 2012 onwards.
- 59 females are currently receiving bursaries from the department for training in management skills.
- 90% of the interns recruited in 2011/12 were females.
- A large number of unemployed women have benefited from the following government programmes: Operation Khotso Pula Nala, Community Works Programme, housing construction projects and municipal infrastructure projects.
- 78 women were trained in work-related skills.
- The department trained women in construction, e.g. bricklaying, painting, plumbing, etc.

1.6. Gender Equality and Participation in Internal Decision-making

There are two key decision-making structures within the department, and these are the Executive Management Committee (EMC) and the Senior Management Team (SMT). The EMC is constituted of chief directors and the HOD, while the SMT is made up of directors upwards. The total number of members in the EMC is five, with only one woman. However sex-disaggregated statistics were not provided for the SMT. Nonetheless, it was reported that in terms of overall women's representation in management positions, the department improved from 20% in 2010 to 33.3% in 2012. However, the GFP is not part of, and does not participate in, either of these decision-making structures.

The challenge that was pointed out is that despite the existence of the necessary frameworks, gender matters are still treated on an ad hoc basis. Other challenges raised include the fact that the Public Service Women Management Week Programme is used as an instrument for fast-tracking employment at senior management level, and that most senior management positions are filled based on political affiliations rather than merit.

1. DEPARTMENT OF ROADS AND PUBLIC WORKS

1.1. Gender Mainstreaming: Internal Organisational culture and Practices

In its response the DPW listed some of the measures that it has employed to ensure that gender is mainstreamed internally. These are:

- Employing the equity committee to ensure implementation of, and compliance with, the EEA in terms of recruitment and selection of new appointees and promotions
- Institutionalising the 8 Principles Action Plan on gender equality, which is observed annually during the Public Service Women Management Week

- Ensuring compliance with the Public Finance Management Act (PFMA) whereby designated groups, which include women, are given preference in terms of supply chain management procedures and processes and other economic opportunities.

1.2. Measures to Create an Enabling Environment for Gender Mainstreaming

The department has created an enabling environment by ensuring compliance with all government prescripts, regulations, policies and legislations such the EEA, the Labour Relations Act and the National Policy Framework on Gender. The department also indicated that it complies with the BPA and CEDAW in upholding human and women's rights.

1.3. Internal Processes, Structures and Mechanisms for Gender Mainstreaming

The department has appointed a GFP who is part of the provincial gender machinery and ensures the coordination of the department's participation in all the programmes which are geared towards community development and, in particular, the empowerment of women.

1.4. Economic Empowerment for Gender Equality

The department ensures compliance with the PFMA whereby designated groups including women are given preference in terms of SCM procedures and processes. In addition, the department has embarked on a number of programmes to alleviate poverty, such as the EPWP and the War Room on Poverty programmes, which are skills development and job-creation programmes. The department estimates that 10 000 jobs were created through the EPWP throughout the province, and that women were part of this. However the department did not provide data to substantiate this statement of beneficiaries of the programme in the province.

1.5. Gender Equality and Participation in Internal Decision-making

In terms of gender representation and participation in internal structures, two high-level decision-making structures (i.e. the Provincial Executive Management Committee (PEMC) and the Senior Management Committee (SMC)) are crucial. For instance, only chief directors and HOIDs form part of the PEMC, while the membership of the SMC includes managers from the level of director upwards. The PEMC consists of 6 members, half of whom are women, while the SMC has 23 members, with six of them being female. Due to the junior level of the GFP she is not part of these committees. On balance, it would appear that women are still under-represented in senior-level decision-making structures in the department.

2.3.6. GAUTENG PROVINCE

1. DEPARTMENT OF LOCAL GOVERNMENT AND HOUSING

1.1. Organisational/Institutional Background and Leadership Gender Profile

The Department of Local Government and Housing (DLGH) in Gauteng is led by a female MEC. It has a dedicated Gender Unit that reports to the director in the unit called Sector Development Support, headed by a chief director. The GFP has neither direct access to, nor participates in, senior-level decision-making structures, and works through the chief director, DDG and HOD to make inputs into policy processes. Accessing senior administrative decision-making structures is similarly restricted, and confined to a unit dealing with gender, youth and disability (GEYODI) chaired by the DDG.

The department reported that the director for GEYODI has formal qualifications in gender, vocational training on gender mainstreaming, women and gender issues, gender policy and legislation and strategies, as well as gender budgeting. Based on this information, it would seem that the leadership of the department is fairly sensitised to gender issues and policy challenges.

Some of the key leadership and decision-making structures in the department include the following: the management committee, bid adjustment committee, bid evaluation committee, heads of department and deputy directors-general committee, and SCM. It appears that all of these bodies are headed by male senior managers, but none of them have any responsibilities related to gender mainstreaming.

1.2. Gender Mainstreaming: Internal Organisational Culture and Practices

The department reported that it has set internal gender mainstreaming targets that are approved in the department's annual performance plan and are reviewed constantly to determine progress on targets reached. According to the department, targets are set in all key aspects of gender mainstreaming, such as employment, procurement, and service delivery. However the department did not provide information on the allocation of the necessary resources towards internal gender mainstreaming. The department also indicated that it did not have adequate human resources to mainstream gender in the department. It is not clear what this means.

1.3. Measures to Create an Enabling Environment for Gender Mainstreaming

The national Gender Policy Framework emphasises the need for an enabling environment for the coordination and mainstreaming of gender. An enabling environment entails, among other aspects, the necessary political will, legislative and administrative frameworks, adequate human and financial resources, and women in decision making. The department indicated that it had established a unit on Gender, Youth and People with Disability [GEYODI] and guidelines for empowering women. It also developed a provincial gender

policy for supporting women, in addition to implementing the National Gender Policy Framework for Gender and Women Empowerment, gender guidelines for Gauteng municipalities as well the gender policy framework for local government to create an enabling environment for mainstreaming issues that affect women. The department has also given examples of practical steps taken to create an environment conducive for women in the workplace, including allowing flexi-time, creating a day-care centre, and mentoring by women executives.

In terms of the necessary resources for gender mainstreaming, the department has pointed out that there is insufficient funding for the implementation of activities related to the programmes under the GEYODI unit, which obviously include gender mainstreaming. It was indicated that gender mainstreaming issues have to compete for limited budgetary resources with other equally important priorities, such as housing, which is usually considered politically more important than gender mainstreaming programmes.

1.4. Internal Processes, Structures and Mechanisms for Gender Mainstreaming

The department reported that it had developed its Annual Performance Plan (APP), operations and project plans but that there was insufficient baseline information to guide planning around gender mainstreaming. In general, therefore, it appears that none of the internal structures have put in place processes for taking gender into account during their internal planning and other processes. Even though the department has indicated that it had set targets for all key aspects of gender mainstreaming, it would appear that the monitoring and tracking of such targets is a major weakness within the department. The department states that it engages regularly in a number of gender events during the year, such as the 16 days of activism against women, and child abuse and awareness programmes on complying with gender mainstreaming obligations.

In terms of monitoring and evaluating gender mainstreaming and progress in meeting targets, the department reports that the director of the GEYODI unit participates in the provincial gender machinery through the office of the premier to monitor progress. It also said that the GEYODI unit coordinates the work of municipal gender mainstreaming structures but that it lacks the necessary authority to command respect, which often leads to poor attendance by senior managers at its meetings or events.

Finally, the department reported that it has a system of monthly and quarterly reporting in place for the department and municipalities in the provinces. Yet the system is either being ignored or the reports do not include progress reports on gender mainstreaming activities and progress in meeting gender-related targets.

1.5. Capacity Building for Gender Mainstreaming

The DLGH does not seem to have put in place measures to ensure capacity building for employees and executives to implement gender mainstreaming programmes effectively. One reason provided for this is that training activities scheduled as part of departmental strategic plans are usually not implemented.

1.6. Economic Empowerment for Gender Equality

The BPA strategic objective F2 emphasises the need for promoting women's equal access to resources, employment, market, and trade. It also identifies the need for supporting women to be self-employed, exposing them to access to credit and promoting women entrepreneurship. In line with this objective, the department reported that it had introduced a women's incubator programme, setting aside R200 million to benefit women contractors. The programme has also provided resources, support and training to enhance their market product competitiveness.

The department has also introduced a Councillor Skills Development Programme that benefited 174 councillors who underwent skills development training through mentorship. R2 million was set aside for this.

1.7. Gender Equality and Participation in Internal Decision-making

According to the DLGH, even though the 50:50 gender representation target has not yet been achieved, there is an increase in the number of women in senior positions who participate in decision-making processes. However, this statement cannot be verified, because the department has not made available sex-disaggregated figures relating to its personnel. This has made it difficult to analyse the department's staff gender profile.

SECTION 4: CONCLUSION

The overall objective of this study was to evaluate progress made by selected government institutions to determine their progress in gender mainstreaming. The study sought to assess specific aspects of gender mainstreaming, such as existing systems, processes and practices; measures put in place to create an enabling environment for gender mainstreaming; capacity building and economic empowerment initiatives; and the levels of women's representation and participation in senior-level decision-making processes.

It was indicated in Section 1 of this report that the study encountered a number of important factors; these were detailed at the beginning of this study under a sub-section on the limitations of the study. Therefore, based on these limitations the findings contained in this report can only be tentative at worst, and broadly indicative at best. Caution thus needs to be exercised in treating these findings and the conclusions reached regarding progress or lack thereof in gender mainstreaming, given the limited responses and scanty information provided by the selected institutions.

Firstly, a conclusion can be drawn that many of the institutions selected for this study have some awareness of the need for gender mainstreaming and transformation as a broad government policy objective. This is based on the fact that the majority of the institutions have put in place some internal policies, programmes or practices intended to signal formal commitment to this particular objective.

A second conclusion can therefore be drawn that appropriate policy and legislative frameworks have been put in place by national government to guide gender mainstreaming and transformation at national, provincial and local government level. A third conclusion is that formally, there is sufficient leadership commitment to embracing existing gender mainstreaming policy and legislative frameworks. However, the key challenge for gender mainstreaming and gender transformation among some of the government institutions selected for this study remains the failure to move beyond official rhetoric to a practical commitment of the necessary resources towards gender mainstreaming within these institutions.

A number of factors point to the failure to prioritise gender mainstreaming and gender transformation within many of the selected institutions. Firstly, constant references were made to a lack of financial resources for gender mainstreaming projects and programmes. Secondly, repeated references were made to a lack of knowledge among senior managers about gender mainstreaming obligations and departmental targets to be achieved. Thirdly, some institutions had not created the position of GFP. In cases where such individuals had been appointed, they were overwhelmingly appointed in low-level positions where they did not have the necessary authority to participate in senior-level decision-making structures. They also did not have the necessary financial and other resources to drive and manage gender mainstreaming programmes effectively. Fourthly, the information submitted by institutions appears to indicate that in situations where gender mainstreaming initiatives are compelled to compete with non-gender mainstreaming-related programme initiatives for limited resources, priority would almost always be given to non-gender programme objectives that were considered to be more important politically. Finally, many senior managers do not appear to have gender mainstreaming functions incorporated in their employment contracts or performance agreements, which makes it impossible for them to be held accountable for the poor performance

of their institutions in this regard. Based on these factors, the fourth conclusion to be drawn is that gender mainstreaming generally remains less important compared to other government policy programmes such as housing, BBBEE, education, housing, and so on.

The fifth conclusion to be drawn is that women continue to be under-represented in senior-level positions. While the information relating to this issue could not be verified, it nonetheless seems to be pointing to a common trend of men continuing to occupy top and senior management positions in national and provincial government departments and municipalities, thus exercising more authority at decision-making levels than women do.

SECTION 5: POLICY RECOMMENDATIONS

The following policy recommendations are drawn from the findings presented in this study and the conclusions reached.

- A thorough audit and review of current institutional arrangements, systems and structures for promoting gender mainstreaming in government should be carried out. This task should be done jointly and in collaboration with the CGE and the Ministry for Women, Children and People with Disabilities. This exercise should be carried out with the aim of using the findings to develop a manual to prioritise and guide the implementation of the National Framework for Women's Empowerment and Gender Mainstreaming by organs of state at national, provincial and local government levels. As part of this recommendation, it is crucial that a thorough review of the current system of GPFs is reviewed to determine its relevance, challenges and capacity to drive gender mainstreaming in government and, where appropriate, propose recommendations regarding its future.
- There is a need to revive and strengthen the national gender machinery to monitor and oversee the implementation of gender mainstreaming across the different sectors. As part of strengthening the institutional capacity of this machinery to monitor and oversee progress in gender mainstreaming in the country, it is crucial that a clear strategic plan and programme of action is developed with the necessary funding and a schedule of the required progress reporting to parliament.
- It is recommended that a national awareness campaign is initiated, through the national gender machinery, to raise awareness within government institutions and other relevant organs of state about gender mainstreaming policy and legislative frameworks and targets. In addition, consultations with the national cabinet and other key role players such as intergovernmental relations forums (including the forum of South African Directors-General) the premiers forum, SALGA, and the Public Service Commission should be held to share knowledge about the challenges facing gender mainstreaming efforts in the public service and develop common and effective strategies to overcome these challenges.
- It is crucial for government departments to mainstream gender through incorporating relevant performance indicators into the functions and responsibilities of senior managers within state institutions, and linking progress reporting requirements on gender mainstreaming to broader departmental monthly, quarterly and annual accountability structures and processes.

