



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

MAINSTREAMING GENDER IN THE PUBLIC SERVICE:

Reviewing Progress in the Departments of Police and Science & Technology

Report compiled by
The Commission for Gender Equality
2013

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	3
FOREWORD	4
EXECUTIVE SUMMARY	6
1. INTRODUCTION.....	10
2. BRIEFBACKGROUND TO THE STUDY	10
2.1. OBJECTIVES OF THE STUDY	12
2.2. METHODOLOGY, DESIGNAND APPROACH	12
2.2.1. Data collection	13
2.2.2. Challenges with data collection.....	13
2.2.3. Data analysis	14
3. THE FINDINGS OF THE STUDY.....	14
3.1. NATIONAL FINDINGS.....	14
3.1.1 National South African Police Service	14
3.1.1.1. Mainstreaming gender in organisational culture and systems.....	15
3.1.1.2. Women’s Involvement in decision making	15
3.1.1.3. Gender budgeting	17
3.1.1.4. Performance on women and gender	18
3.1.1.5. Concluding remarks	20
3.1.2 National Department of Science and Technology	20
2.1.2.1. Mainstreaming gender in organisational culture and systems.....	21
2.1.2.2. Women’s Involvement in decision making	21
2.1.2.3. Gender budgeting	23
2.1.2.4. Performance on women and gender	24
2.1.2.5. Conclusion and summary of findings for the DST.....	24
3.2. PROVINCIAL FINDINGS.....	25
3.2.1. Overview of provincial findings	25
3.2.1.1. Gender profiling departmental leadership and decision-making structures	25
3.2.1.2. GFP involvement in decision making	26
3.2.1.3. Gender mainstreaming and policies.....	27
3.2.1.4. Budget allocations in the provincial departments	27
3.2.2. Northern Cape Province.....	27
3.2.2.1. Mainstreaming gender in organisational culture and systems.....	27
3.2.2.2. Women’s involvement in decision making	28
3.2.2.3. Performance on women and gender	28
3.2.3. Mpumalanga Province	28
3.2.3.1. Mainstreaming gender in organisational culture and systems.....	29
3.2.3.2. Women’s involvement in decision making	29



3.2.3.3. Gender budgeting	30
3.2.3.4. Performance on women and gender	30
3.2.4. <i>Eastern Cape Province</i>	31
3.2.4.1. Women's involvement in decision making	31
3.2.4.2. Performance on women and gender	33
3.2.5. <i>Limpopo Province</i>	33
3.2.5.1. Mainstreaming gender in organisational culture and systems.....	34
3.2.5.2. Women's involvement in decision making	34
3.2.5.3. Gender budgeting	35
3.2.5.4. Performance on women and gender	35
3.2.6. <i>KwaZulu-Natal Province</i>	35
3.2.6.1. Women's involvement in decision making	35
3.2.6.2. Performance on women and gender	36
3.2.7. <i>North West Province</i>	36
3.2.7.1. Women's involvement in decision making	36
3.2.7.2. Gender budgeting	36
3.2.7.3. Performance on women and gender	36
3.2.8. <i>Western Cape Province</i>	37
3.2.8.1. Mainstreaming gender in organisational culture and systems.....	37
3.2.8.2. Women's involvement in decision making	37
3.2.8.3. Gender budgeting	38
3.2.8.4. Performance on women and gender	39
3.2.9. <i>Gauteng Province</i>	39
3.2.9.1. Women's involvement in decision making	39
3.2.9.2. Gender budgeting	40
3.2.9.3. Performance on women and gender	40
3.3. OVERALL FINDINGS OF THE PROVINCES	40
3.3.1. GFP's involvement in decision making.....	40
3.3.2. Gender Mainstreaming and policies.....	41
3.3.3. Gender budgeting	41
4. CONCLUSIONS AND RECOMMENDATIONS	40
4.1. CONCLUSION	40
4.2. RECOMMENDATIONS	41

ACKNOWLEDGMENTS

The Commission for Gender Equality (CGE) acknowledges the work carried out by its team of researchers in this annual assessment of progress in gender mainstreaming in selected government departments. This assessment was carried out by a team comprising the following researchers: Winnie Mofokeng, Christopher Hanisi and Lieketseng Mohlakoana-Motopi, assisted by Arina Muresan, research intern.

The report was finalised and edited by Thabo Rapoo (Director, CGE Research Department). The CGE also wishes to express its gratitude to Grace Khunou, independent consultant, who assisted by editing the first draft of this assessment report.

The Commission also wishes to thank all the officials, particularly the Gender Focal Persons (GFPs) from the provincial departments for their assistance in compiling and submitting the information used to prepare this report.



FOREWORD

South Africa has made strides in ensuring that gender equality is not only prioritised in the public and private sectors, but that concrete steps are taken to advance the right to gender equality for both men and women. The political commitment to gender equality expressed by the South African government is evident in the numerous international, regional and national instruments that the country has ratified over the years. That commitment needs to be concretised in terms of the programmes, processes and activities that government departments and entities put in place to advance gender equality and transformation.

As the leading institution with a broad mandate to promote and protect gender equality in the country, the CGE continues to monitor government's compliance with relevant national policy and legislative frameworks to bring about gender transformation. The CGE has developed an online tool – the Gender Barometer – to conduct these annual assessments of progress in gender transformation in government departments and state entities.

For this current financial year, the CGE selected two departments that are responsible for sectors traditionally dominated by men. This is the third report that the Commission has produced with the aim of assessing women's empowerment and representation in the public service, particularly at senior management and decision-making levels. The findings of the study reveal mixed pictures of progress amid challenges in the fight for gender transformation.

This report is being published to enable the CGE to contribute to current debates on progress towards gender transformation in the public service.

Mr. Mfanozelwe Shozi
Chairperson,
Commission for Gender Equality

Ms. Keketso Maema
Chief Executive Officer,
Commission for Gender Equality

ACRONYMS AND ABBREVIATIONS

BBBEE:	Broad-based Black Economic Empowerment
CEDAW:	Convention on the Elimination of Discrimination against Women
CGE:	Commission for Gender Equality
DDG:	Deputy-Director General
DMC:	Departmental Management Committee
DST:	Department of Science and Technology
EE:	Employment Equity
EEA:	Employment Equity Act
EMC:	Executive Management Committee
EXCO:	Executive Committee
GFP:	Gender Focal Person
GBV:	Gender-Based Violence
HoD:	Head of Department
IAWPP:	International Association of Women Police
ILO:	International Labour Organisation
MANCOM:	Management Committee
MEC:	Member of Executive Council
NGM:	National Gender Machinery
OPCO:	Operational Committee
PALAMA:	Public Administration and Management Agency
PSWMW:	Public Service Women Management Week
SAPS:	South African Police Service
SMS:	Senior Management Service
VAW:	Violence Against Women
VAM:	Violence Against Men
WEGE:	Women Empowerment and Gender Equity Bill



EXECUTIVE SUMMARY

Gender equality is one of the key values enshrined in the country's Constitution. Furthermore, the National Policy Framework for Women's Empowerment and Gender Equality places a duty on all government departments to introduce and implement gender-mainstreaming initiatives in order to bring about gender transformation in the public service. With this backdrop, the CGE undertook a study to assess the progress attained by government departments in advancing women's empowerment and gender-equality initiatives as provided for by the legislative prescripts. This study particularly focuses on two national departments (Police and Science and Technology) and the provincial departments responsible for community policing. The objectives of the study were as follows.

- To evaluate gender-mainstreaming processes within selected departments
- To assess the extent to which an enabling environment has been created for women to achieve equality in representation in senior management positions and participation in decision-making structures
- To compile a report containing the findings and recommendations of the assessment of the selected departments.

The study was qualitative in nature, and the departments selected for this review were purposely chosen in view of widespread traditional tendencies that the policy sectors that they are responsible for are dominated by males and generally exclude women's participation. This review was based on an online instrument/questionnaire for collecting relevant information on progress made by the department in mainstreaming gender through their internal programmes, policies and processes. It was a self-administered tool that depended on the departmental official completing it and submitting the information to the CGE. The study faced a number of key limitations, one of which is the limited information supplied by a few of the selected provincial departments, especially from the North West, KwaZulu-Natal and Limpopo.

In terms of the broad findings, the assessment showed that while all the departments, both national and provincial, had made progress in terms of appointing GFPs to be responsible for co-ordinating internal gender-mainstreaming processes, many of the GFPs continue to be appointed at lower levels of seniority than that provided for in the National Gender Policy Framework. The findings showed that men are still dominant in appointments to senior management positions in the majority of the departments, with very few exceptions, particularly in the case of Gauteng, the Eastern Cape, and the Department of Science and Technology (DST), where the representation between men and women was generally balanced. Also, men continue to outnumber women in crucial internal decision-making structures in most of the departments reviewed for this study. In the majority of cases the GFPs are not able to participate directly in senior level decision-making structures, due mainly to the fact that they are usually appointed at levels below senior management in the public service.

The findings also show that most departments are not aware of the notion of gender-responsive budgeting. This means that many of them do not make deliberate efforts to ensure that their budgets take into account the need for gender mainstreaming programmes and projects to promote the rights of women to gender equality and protect them against unfair discrimination in the workplace. In particular, it was found that the Department of Police has not made much progress in terms of ensuring equal representation of women in senior level decision-making structures. In other words the department shows limited progress in advancing women's entry into the service, especially the more traditional policing functions associated with traits such as physical strength, stamina and endurance – usually associated with men rather than women.

In terms of creating an enabling environment for gender mainstreaming, it was found that the majority of the government departments reported having various relevant policies in place guiding their activities, such as the Employment Equity Act (EEA) and Sexual Harassment Policy, while a few departments had allowed their gender-mainstreaming policies to elapse.

Some of the following key conclusions were derived from the analysis of the findings.

- All departments reviewed in this study, both the two national departments and the eight provincial departments, are sufficiently aware of the policy requirement to appoint GFPs. It was shown that only two provincial departments did not have GFPs.
- All departments reviewed in this study have women participating in different internal decision-making structures.
- On the evidence available to this study, it is concluded that men continue to outnumber women in senior positions of leadership and decision making in these departments. Only in a few cases did women outnumber or equal men in levels of representation and participation in this regard.
- GFPs in the majority of the departments reviewed in this study are more likely to be appointed at a level of seniority lower than that proposed in the National Gender Policy framework (i.e. director or upwards).
- GFPs are still largely excluded from direct participation in senior level decision-making structures in their departments. Where they are included, it is either in exceptional cases or when their levels of appointment allow for their participation in these structures.
- There are widespread perceptions that gender mainstreaming is a concern and responsibility for women rather than both men and women. This suggests high levels of ignorance and/or lack of education across many of the departments regarding what gender mainstreaming is and how best to promote it.
- Finally, the evidence available in this study leads to the conclusion that at provincial level, gender mainstreaming is undertaken under extremely varying circumstances, with some departments more prepared than others to adopt the necessary policies, practices and processes to promote gender equality and advance the rights of women.

The following recommendations were also drawn from the findings of the study.

- It is recommended that provincial departments responsible for community safety and policing undertake a review of their current gender-mainstreaming programmes, policies and practices to ensure effective implementation and compliance with current policies and legislation. This review should be accompanied by a programme of internal awareness-raising among staff members to increase understanding of national and provincial gender-mainstreaming policy objectives.
- It is imperative that senior-level leaders in the different departments dealing with policing, both national and provincial, be thoroughly trained and exposed to training related to gender-mainstreaming policies, programmes and strategies to ensure better understanding of the need for gender transformation within the South African Police Services (SAPS).
- The leadership of the CGE, together with the Minister for Women, Children and People with Disabilities, should undertake joint high-level meetings with the national and provincial departments responsible for community policing to sensitise the senior leadership of these departments on their policy, legislative and other obligations relating to gender mainstreaming in South Africa.
- The CGE, together with the Minister for Women, Children and People with Disabilities, should approach government departments to assist in developing internal strategies for gender mainstreaming, including effective internal monitoring and evaluation systems to ensure that these strategies are effectively pursued.
- Finally, the CGE should approach the DST with the aim of developing a joint public education programme, using lessons in best practice from the DST, to assist and ensure buy-in from the senior leadership of other government departments on internal gender mainstreaming.



1. INTRODUCTION

Every year the CGE undertakes a study of a limited number of selected departments to assess progress in mainstreaming gender equality through their programmes, plans, strategies and projects. Gender mainstreaming is an integral part of transforming government to redress historical gender imbalances. According to the United Nations Economic and Social Council (1997) gender mainstreaming can be understood as:

“...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.”¹

The study is undertaken using an electronic, online self-administered data collection tool/form that collects standardised information relating to internal structures, systems, processes and practices to assess progress made by government departments to promote gender equality in South Africa. Following the South African government’s launch in 2002 of the 50/50 campaign to promote equal representation between women and men in decision-making structures within the public service, the CGE developed an online electronic tool called the Gender Barometer² in 2008 to assist in the task of assessing progress in this regard. This is the third report in this series of annual assessments of government departments to advance gender transformation in the public service.

This activity is part of the CGE’s mandate to monitor and evaluate policies and practices of state organs, public bodies and the private sector entities to promote gender equality, and particularly 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 the protection of the rights of women and men in South Africa. In particular, the examination looks at the level of women’s empowerment and representation in the public service, particularly at senior management and decision-making levels.³

For the financial year under review (i.e. 2013/2014), two national departments (i.e. the DST and the South African Police Services (SAPS) (i.e. Department of Police and one similar department in each of the nine provinces) were selected for assessment of progress in gender mainstreaming. The DST does not have counterparts at provincial level, so the study was confined to the national level. This report therefore contains the findings of this assessment.

2. BRIEF BACKGROUND TO THE STUDY

South Africa is a signatory to a number of gender-equality-related international and regional instruments such as the Convention on the Elimination of Discrimination Against Women (CEDAW), the Beijing Platform for Action, the Millennium Development Goals, the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (the Women’s Protocol).⁴ It is these instruments that place an obligation on South Africa to enact policies and laws that are in line with gender equality.

On the domestic level, South Africa boasts a range of policies, programmes and legislations intended to promote gender equality in many policy and social sectors, such as education, health, employment and economic empowerment. The country has also legislated for gender equality in political representation. A number of domestic

1 United Nations Economic and Social Council (1997), Resolution A/52/3

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

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.

4 MinisterLulamaXingwana, Department of Women, Children and People with Disabilities (2013), to the United Nations Stakeholder’s Forum as a panelist on Challenges and achievements in the implementation of the Millennium Development Goals for women and girls – the road ahead; 4-5 December 2013, UN Headquarters, New York.

policies, such as the National Policy Framework for Women's Empowerment and Gender Equality enacted in 2000⁵, the Promotion of Equality and Prevention of Unfair Discrimination Act (2000), Employment Equity Act (1998), Domestic Violence Act (1998), Commission for Gender Equality Act (1996) and others are part of a raft of domestic legislations intended not only to promote the right to gender equality but also to protect women against violations of their rights by any institution, state or civil society. These policies are underpinned by the country's widely acclaimed progressive Constitution that also identifies the country's Bill of Rights (Chapter 2) which places gender equality as a one of the core values of South African society. The National Policy Framework is currently the country's policy framework for gender mainstreaming. However, the policy framework is not prescriptive but merely provides guidelines, standards and norms for action. Parliament is also currently conducting public hearings on the proposed Women Empowerment and Gender Equality (WEGE) Bill which seeks to legislate for a 50 per cent women's representation quota for government and private entities.⁶ This will be coupled with punitive measures for the entities that do not comply with the Act.

The country's commitment to gender equality and women's empowerment is further shown by the establishment of a range of institutions labeled the National Gender Machinery (NGM). These are institutions mandated collectively to promote, protect and monitor gender mainstreaming by monitoring the implementation of the country's policies and legislations in this regard. Institutions such as the CGE, the Ministry for Women, Children, Youth and People with Disabilities (previously known as the Office on the Status of Women), GFP the National Council on Gender Equality and others, are part of the NGM. All these institutions play a significant role in seeing that the government's gender-equality policies are implemented, through monitoring, implementation, and playing an oversight role.

According to the World Economic Forum's 2013 Gender Gap report, South Africa ranks 8th out of 135 countries when it comes to political empowerment, which takes into account factors such as women in Parliament and those in ministerial positions. However, South Africa's overall ranking is 17 when taking into account other factors, such as economic empowerment and opportunities, health and survival, and educational attainment⁷. It is evident that the country is doing well in terms of advancing women into political leadership positions. By early 2012 the percentage of women in Parliament in South Africa was around 42 per cent.⁸ It remains to be seen, however, whether the country will reach the 50/50 gender parity target for political representation after the 2014 national elections.

This report seeks to scrutinise the measures put in place by the respective departments to advance the empowerment of women and ensure gender equality internally.

2.1 OBJECTIVES OF THE STUDY

The overall aim of the study was to assess the progress attained by the selected government departments in mainstreaming gender equality in general, and in advancing the rights of women to gender equality in particular, as provided for in government policies, legislation and international gender-mainstreaming instruments.

The objectives of this assessment were:

- To evaluate gender-mainstreaming processes within selected departments
- To assess the extent to which an enabling environment has been created for women to achieve equality in representation in senior management positions and participation in decision-making structures
- To compile a report containing the findings and recommendations of the assessment of the selected departments.

5 RSA (2013), Women Empowerment and Gender Equality Bill (6 November 2013).

6 Ibid.

7 World Economic Forum (2013), *The Global Gender Gap Report*.

8 Inter-Parliamentary Union, January 2012, "Women in Politics: 2012". Available from: http://www.ipu.org/pdf/publications/wmnmap12_en.pdf



2.2 METHODOLOGY, DESIGN AND APPROACH

The study was qualitative in nature, using two specifically selected departments as cases to be assessed. The selection was informed and influenced by pre-existing knowledge of the two departments of Science and Technology and Police.⁹ For instance, the DST was selected on the basis that science and technology as fields of endeavour tend to be perceived as male-oriented professions, and thus likely to be unattractive to women. The aim was therefore to examine and understand the efforts, programmes and processes the department has put in place to promote the entry of women into the field of science and technology. Similarly, policing is traditionally perceived as a male profession, requiring traits such as physical prowess, physical strength, stamina and brute force— traits usually associated with males. This approach in the selection of subjects for research is echoed in the SAGE Dictionary of Social Science Research Methods, which acknowledged “ a form of non-probability sampling in which decisions concerning the individuals to be included in the sample are taken by the researcher, based upon a variety of criteria which may include specialist knowledge of the research issue...”¹⁰ The CGE, therefore, deliberately selected the departments mentioned to participate in the examination.

At provincial level there is no equivalent of the DST. The Department of Police has provincial counterparts, usually named Departments of Community Safety and Liaison or a variation of this name. All provincial departments participated, with the exception of the Free State Department of Community Safety, which did not submit the data despite numerous attempts to put pressure on the officials to submit the information requested. The participating provinces are listed in Table 1.

TABLE 1: List of provincial participants

Province	Departments
Eastern Cape	Department of Safety and Liaison
Limpopo	Department of Safety, Security and Liaison
Gauteng	Department of Community Safety
Northern Cape	Department of Safety and Liaison
KwaZulu-Natal	Department of Community Safety and Liaison
North West	Department of Human Settlement, Public safety and Liaison
Western Cape	Department of Community Safety
Mpumalanga	Department of Safety, Security and Liaison

Source: *Gender Barometer Data CGE 2014*.

To acquire access to the different government departments, formal letters of request were drafted and sent directly to the Heads of Department (HoD) of selected departments. The letter informed the HOD of the study and its purpose, and requested that a specific individual, usually an official responsible for the department’s gender-mainstreaming portfolio, be formally appointed to be responsible for ensuring that the online data collection tool was completed accordingly and the relevant information provided on behalf of the department. For reasons of accountability the Commission required that the completed tool should be forwarded back to the Commission by the HoD or through formal clearance from that person.

⁹ Babbie, E. and Mouton, J. (2004), *The Practice of Social Research*. Oxford University Press: Oxford.

¹⁰ SAGE (2014), *The SAGE Dictionary of Social Research Methods*, (Available from: <http://srmo.sagepub.com/view/the-sage-dictionary-of-social-research-methods/n162.xml>) (Accessed: 1 April 2014)

2.2.1 Data Collection

The participating government departments were asked to fill in a self-administered online form/questionnaire. The tool used to acquire the data required for the Barometer was an online form that requested information backed by the provision of departmental documents.¹¹ The online tool required the participating departments to register and then provide the information at their convenience. The tool contained a combination of closed and open-ended questions. After completion, the departments had to forward the completed questionnaire back to the CGE.

The tool focused on acquiring information on the following broad themes.

- Policies for transforming gender relations
- Gender budgeting
- Sex-disaggregated data
- Information on organisational structures, operations and capacity for gender mainstreaming.

2.2.2 Challenges with data collection

Although we have evidence from using the form with other departments in previous years, a number of challenges were encountered when conducting this particular examination. The first limitation was that the officials from most of the departments struggled to complete the online tool. This then necessitated CGE researchers to visit the various departments to assist them in completing the form. Again, given the delays in submission of the completed tool, the researchers deduced that most of the delays were merely a result of lack of officials not devoting the necessary amount of time to completing the form.

Another important yet illuminating data collection challenge was the technical glitches experienced by participants when attempting to complete the online tool. At the time of the study the researchers had to devise a contingency plan through creating a manual, offline back-up for the information, in those cases where participants were unable to save captured data online. In most cases the technical glitches were caused by internet security measures in the department that rejected the login credentials of the officials, thus preventing them from accessing the online tool. Another technical problem was the online tool itself, which often froze during the data capturing, and did not allow information to be inserted accordingly. This is a common technical problem with many online tools or surveys.¹² In cases where the tool froze, some of the data had to be captured manually and then inserted into the online tool afterwards when the technical problem had been sorted out. However, this affected only a few cases. Although this had time implications for the project, it did not negatively impact the quality of the data collected negatively.

Because of these experiences the CGE is considering creating an offline/manual version of the tool. Such a system will allow the CGE to email the tool to participants to complete without the difficulties involved in the on-line system. The use of electronic mail like the internet is still viewed as significant in improving time and the costs of research without the challenges of an online system. This will go a long way towards dealing with the technical glitches which saw participants prevented by their computer security settings from accessing the tool online.

11 Schonland, A and Williams, P. (1996). Using the internet for travel and tourism survey research: Experiences from the net traveller survey, *Journal of Travel Research*, 35.

(2): 81-87; and Watt, J. (1997) quoted in Sackmary, B. (1998) *Internet survey research: practices, problems, and prospects*. Buffalo State College, Buffalo. (Available from: <http://faculty.buffalostate.edu/sackmabd/sackmary/Ama98.pdf>) (Accessed: 25 March 2014).

12 Comley, P. (1996), The Use of the Internet as a Data Collection Method, quoted in Sackmary, B. (1998) op.cit.



2.2.3 Data analysis

The data collected was analysed using thematic content analysis¹³ coupled with documentary analysis. In a few cases, once that was done, the information was captured in an Excel sheet to generate tables and graphs to present some of the quantitative data.

3. THE FINDINGS OF THE STUDY

This section of the report is divided into two sections. The first one presents a discussion of data on the state of gender mainstreaming in the national SAPS department and DST. The second part presents a discussion of findings from provincial departments.¹⁴

3.1 NATIONAL FINDINGS

3.1.1 National South African Police Service

The field of policing the world over has historically excluded women, especially in the more physical aspects of it. Research indicates, however, that “the incursion of women into traditionally ‘male’ occupations has been opposed, resisted, and undermined wherever it has occurred. Only in few other occupations, however, has their entry been more vigorously fought on legal, organisational, informal, and interpersonal levels than in policing”.¹⁵ However, this is increasingly changing as societies, including South Africa, change in terms of people’s views of relations between men and women. In South Africa there have been increasing efforts by the SAPS to recruit women into the police services, especially since the advent of democracy in 1994. This has seen women’s representation in the police service as increasing.¹⁶

According to the analysis done by Prenzler and Sinclair, gender statistics in the SAPS indicated that in 2011 “in total, women made up 23.5 per cent of sworn officers. Women’s representation improved at higher ranks, including 30.3 per cent of commissioned officers.”¹⁷ The findings presented in this section of the report appear to confirm some of the findings by Prenzler and Sinclair, although there are also dissimilarities, as will become clear later.

With regard to gender mainstreaming, South Africa is guided by the Strategic Framework for Gender Equality¹⁸ within the public sector. It served to integrate gender issues into departmental plans, programmes and activities in order to create an environment conducive to the empowerment of women in relation to men. This must be read in conjunction with the National Policy Framework on Women Empowerment and Gender Equality.

3.1.1.1 Mainstreaming gender in organisational culture and systems

At the moment the SAPS is led by a woman, General Riah Phiyega, who was appointed to the position of National Police Commissioner in 2012. Her appointment was accompanied by public controversy, given that policing in South Africa is a male-dominated profession, with some commentators raising questions about her ability to manage a male-dominated police service.¹⁹ This is an important issue because such issues are rarely raised when men are appointed to head female-dominated organisations.

¹³ Babbie, E. et. al. (2004), op.cit.

¹⁴ For details of the participants, see table of participants provided in the Methodology section of the report.

¹⁵ Martin, S. (1980), *Breaking and Entering: Policewomen on Patrol*, p. 79, quoted in Prenzler, Tim. & Sinclair, Georgina. (2013) *The status of women police officers: An International Review. International Journal of Law, Crime and Justice*, p. 4.

¹⁶ Bruce, D. (2013), *New Blood: Implications of en masse recruitment for the South African Police Service SA Crime Quarterly* no 43.

¹⁷ Prenzler, T. & Sinclair, G. (2013), *The status of women police officers: An International Review. International Journal of Law, Crime and Justice* 1-17.

¹⁸ Department of Public Service and Administration (2006). *Strategic Framework for Gender Equality within the Public Service (2006-2015)*

¹⁹ Wilson, G. (2012), *Times Live “Phiyega’s appointment an insult to real law enforcers”* 18 June, 2012 (Available from: <http://www.timeslive.co.za/ilive/2012/06/18/phyiega-s-appointment-an-insult-to-real-law-enforcers-ilive>) Accessed: 1 April 2014)

The GFP²⁰ representative at the national SAPS is a brigadier who has received training on gender-related matters from the Public Administration Leadership and Management Agency (PALAMA).²¹ The position of brigadier in the SAPS is equivalent to that of director in the general public service in South Africa. This is in line with the National Policy Framework for Women’s Empowerment and Gender Equality which provides that GFPs be appointed at the level of director or higher. Given that the main responsibility for ensuring the effective implementation of the national gender policy rests with national and provincial government departments, this framework stipulates that government departments should appoint GFPs at the level of director or upwards to ensure that they participate in senior level decision-making structures and influence the outcomes of such processes.

Their role as a GFP in a department is to “make sure that departments comply with gender mainstreaming directives and put in place gender sensitive projects and programmes. The National Policy Framework requires that all government institutions establish dedicated gender units or focal points to assist in the formulation and implementation of effective action plans to promote women’s empowerment and gender equality in the work of the departments.”²²

3.1.1.2 Women’s Involvement in decision making

There seems to be provision within SAPS for women to participate in a number of decision-making structures. Information provided by the SAPS on the senior level decision-making structures in which women participate shows that the following structures or processes are in place: the National Management Forum, Women’s Network Executive Committee and the Bi-Annual Women’s Network. It is not clear what the powers or functions of these structures are and to what extent they are able to provide a platform for effective women’s participation. Table 2 provides the gender-disaggregated data for the participation of women in each these structures.

TABLE 2: Organisational gender profile

Structures / committees	Number of women	Number of men
Planning structure	10	25
International delegation	7	unknown
In appointment to government	7	3
In contractor profile on research, policy and related professional services	Ad hoc basis	Ad hoc basis
Budget processes	10	25

Source: Gender Barometer Data CGE 2014.

This table shows that both in budgetary processes and planning structures, men significantly have a far better level of representation compared to women. In both these structures 10 women participate in comparison to 25 men. Given that budgetary and planning processes are crucial in terms of setting key priorities and the allocation of resources to these planning priorities, adequate representation of women could help mainstream gender issues, including the participation of women in decision making within the high levels of the SAPS. This is also reflected by the data in Graph 1 which provides a gender-disaggregated profile of the managerial level in the SAPS.

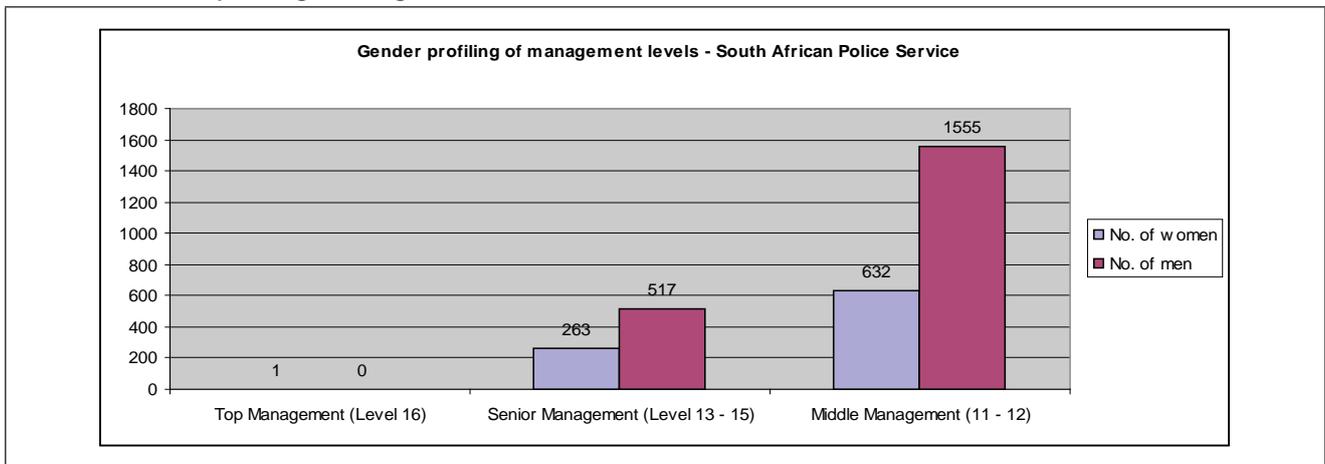
20 African Development Bank (2009), The National Gender Machinery, Gender Mainstreaming and the Fight against Gender Based Violence. (Available from: <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Project-and-Operations/South%20Africa%20%20The%20National%20Gender%20Machinery%20Gender%20Mainstreaming.pdf>) (Accessed: 1 April 2014).

21 PALAMA is the government institution that is mandated to provide the training needs of government departments at national and provincial levels.

22 African Development Bank (2009), op.cit.



GRAPH 1: Gender profiling: management level



Source: CGE Gender Barometer Data CGE 2014.

At senior and middle management levels available information as shown in this graph illustrates that once again men dominate, with 1555 males in middle management compared to 632 women. At senior management level the situation is no different, with 517 men compared to 263 women.

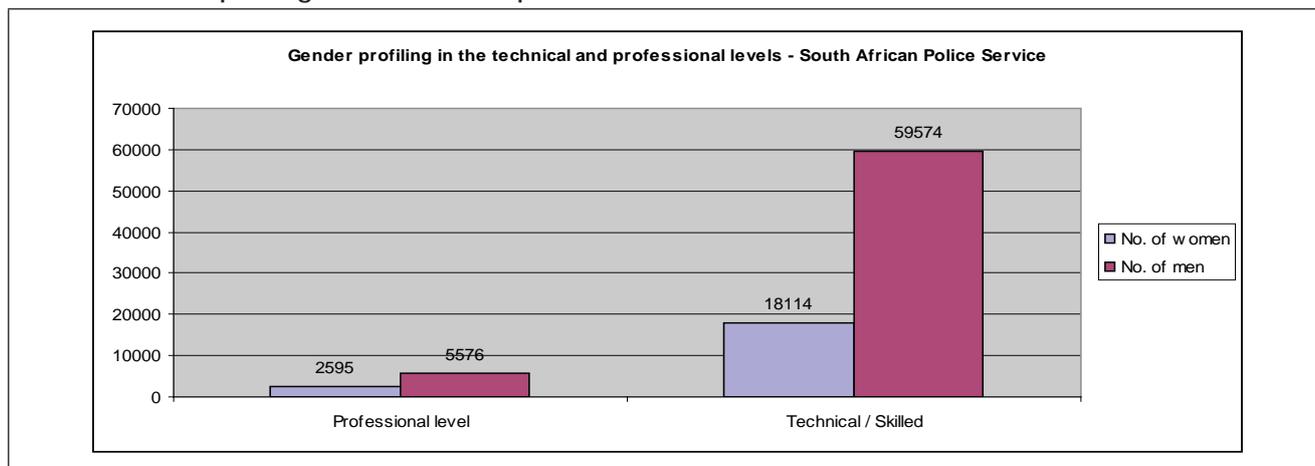
Graph 2 provides information on the department's gender profile with regard to technical and professional service levels. Although the SAPS is generally dominated by men, our findings indicate that this is so not only where it relates to police work, but also in respect of the technical or skilled fields. The graph indicates that the number of women in technical jobs is 18 114, whereas for men it is at an astonishing 59 574. This is a big difference –not even close to the recommended 50/50 level of gender balance. According to data captured, the duties which SAPS officers are required to complete are the predominantly masculine duties which are usually considered unsuitable for women.

Even though the SAPS increasingly encourages women to pursue this avenue of employment and provides various training opportunities to prepare them to carry out these functions, it still remains a challenge as women seldom apply for these positions. In cases where women do apply, they are said to prefer desk positions which do not create opportunities for entry into the functions traditionally reserved for, and performed by, males in the police service. The reason usually put forward for this tendency for women to avoid posts traditionally performed by males is allegedly that, because of women's household responsibilities, they prefer to work a daily shift from 8h00 to 16h30. The roles traditionally fulfilled by male SAPS offices are said to involve unsociable hours, including night shifts, which would be unsuitable for women's housekeeping and child-rearing responsibilities.

However, research on policing and gender does not support the notion that women prefer desk jobs, or that they are necessarily different in the values they hold about police work. Instead, such ideas have their bases in stereotypical gender expectations and differences, rather than on any empirical verification of the existence of such differences.²³

23 Gayre, C. (1996). The Police Role: Studies of Male and Female Police. Paper presented at the Australian Institute of Criminology Conference, First Australasian Women Police Conference, Sydney, 29, 30 & 31 July 1996.

GRAPH 2: Gender profiling in technical and professional levels



Source: CGE Gender Barometer Data CGE 2014.

The graphs and tables therefore show a lower level of women’s participation in decision-making structures and processes within the SAPS. Even though the department has different forums for women, these structures and processes are usually insufficient for driving the gender-transformation agenda. For significant shifts to be seen, women need to be represented in sufficient numbers in key decision-making structures to influence these processes meaningfully.

3.1.1.3 Gender budgeting

Budlender and Hewitt define gender-responsive budgeting as “initiatives [that] provide a way of assessing the impact of government revenue and expenditure on women and men, girls and boys.”²⁴ The SAPS did not have a gender-sensitive budget that fits this definition. However, the information made available to the study did indicate that funds have been allocated for various programmes and projects aimed at women in the SAPS. No specific budget allocations were provided for these programmes and projects.

3.1.1.4 Performance on women and gender

In terms of creating an enabling environment for gender mainstreaming to take place within the SAPS, the department reported that it had just undertaken a review of the number of policies, which included the Promotion of Employment Equity and Elimination of Unfair Discrimination policy, the intention of which is to prevent and prohibit unfair discrimination and harassment, and to promote equal opportunity and fair treatment in employment. Other reviewed policies are the Discipline Management Regulation which categorises sexual harassment as serious misconduct.

The review of the discipline regulation focused on revising sanctions in the regulation and now includes penalties. Other important documents reviewed by the department include the Employment Equity Subsequent plan (Section 20 of Employment Equity Act)²⁵ which is to enhance female representation by setting a female/male numerical target of 50/50 for middle and senior management, the Sexual Harassment Policy to create and maintain an environment of gender equity within the workplace, and the Disability Management policy which seeks to set a framework for the creation of an environment which reasonably accommodates and integrates people with disabilities in the SAPS.

²⁴ Budlender, D. et. al. (2009), op. cit., p. 7

²⁵ RSA (1998) Employment Equity Act (55 of 1998).



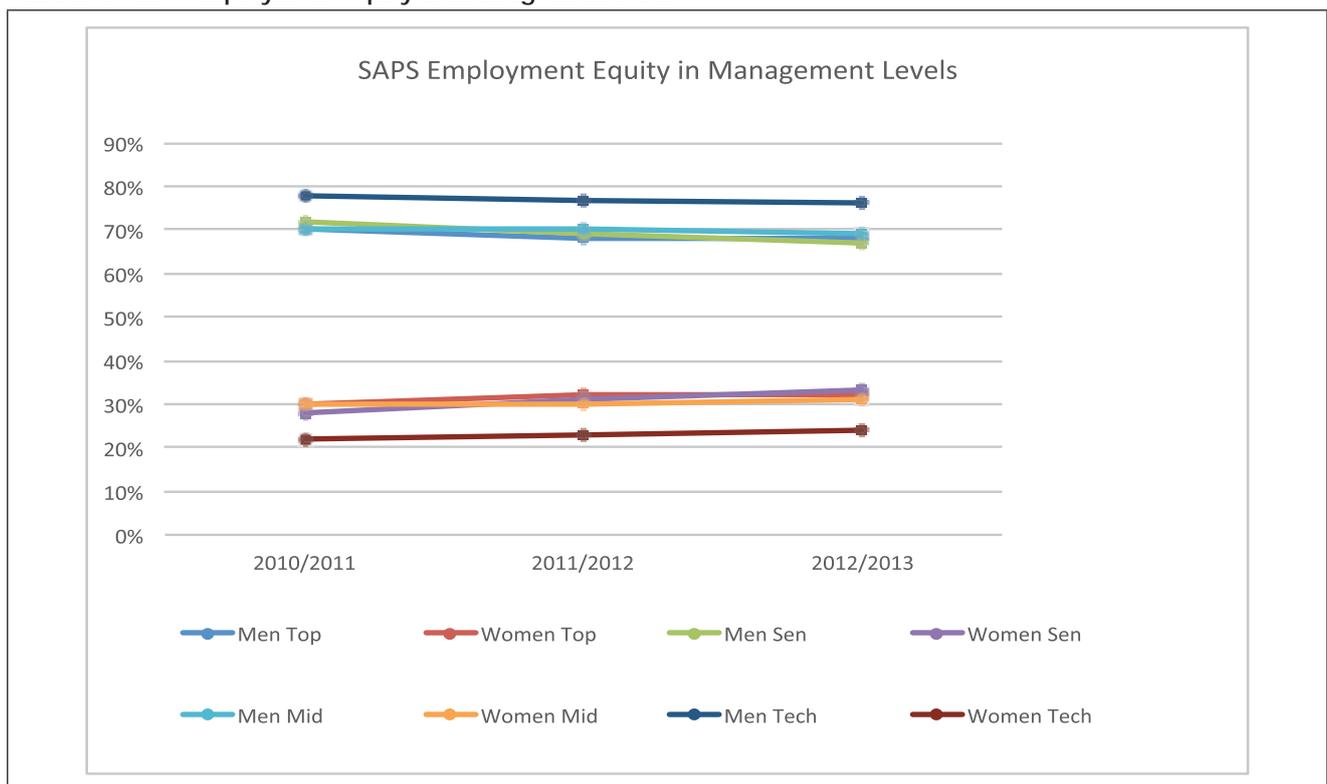
Furthermore, in its efforts to mainstream gender the SAPS has established the Women’s Network and Men for Change Forum as tools to accelerate the empowerment of women and to motivate them to seize opportunities at managerial level. These structures are located at national level and in provincial departments. As part of these efforts each province and division has a nominated champion who co-ordinates activities pertaining to women’s empowerment.

In terms of meeting gender-equity targets the SAPS’s current representation of women in the service is 34, 66 per cent. The information made available to this study also indicates that the department is currently implementing an affirmative action programme in areas of scarce skills to ensure a fair gender representation. Progress has reportedly been made in the following areas.

- Three hundred new recruits for cyber crime and commercial crime, 50 per cent of whom are women.
- Two disabled females at senior management level.
- Fourteen women in the SAPS special task force and 12 women pilots.

With regard to gender equality at management level, the SAPS is not doing that well. Women remain below 50 per cent, while the number of men is above 60 per cent. Graph 3 reflects this scenario.

GRAPH 3: SAPS employment equity at management levels²⁶



Source: SAPS Annual Reports²⁷

Where the empowerment of women is concerned, the department seems to have put in place a number of progressive initiatives aimed at elevating the status of women. These include the following.

²⁶ South African Police Service (2011) *Annual Report 2010/2011*, p. 207; South African Police Service (2012) *Annual Report 2011/2012*, p. 219; and South African Police Service (2013) *Annual Report 2012/2013*, p. 175 (Available from: <http://www.saps.gov.za/about/stratframework/annualreports.php>) (Accessed on: 10 March 2014)

²⁷ Ibid.

- Empowerment workshops have been conducted in provinces and divisions to empower women to compete equally with their male counterparts for promotion opportunities.
- The Women's Network facilitates a mentorship programme for women for on-the-job training.²⁸
- The SAPS Women's Network has affiliated to the International Association of Women Police(IAWP).²⁹
- The SAPS successfully hosted the 51st International Association of Women Police Training Conference on behalf of Africa.³⁰
- The representation of women in operational and specialised environments has increased.³¹
- Seventy per cent of positions in the Middle Management Leadership is reserved for women in order to improve mobility to the middle and senior positions and broaden the pool of women leaders in the service.
- The SAPS has put in place an executive development programme for senior managers, which caters specifically for previously disadvantaged groups, women in particular.
- The SAPS continues to allocate bursaries annually to previously disadvantaged groups; 60 per cent of them are awarded to women.

In terms of allocating adequate resources for women's empowerment the SAPS revealed that they have an annual budget that is allocated to women's empowerment programmes, and that they also gave out annual Women Prestige Awards to recognise high-performing women within the department. Where accountability, monitoring and evaluation is concerned, the SAPS indicated that the National Women's Network and Men for Change Executive Council were responsible for overall monitoring of progress on women's empowerment and that the structures reported quarterly to the departmental National Gender Desk.

3.1.1.5 Concluding remarks

The findings of this review of progress within the SAPS in gender mainstreaming reveal that the SAPS has not made much progress in terms of the numbers of women, not only those participating in middle and senior level decision-making structures, but also the budget and planning processes which are crucial for the setting of broad strategic priorities and allocation of the necessary resources for the department. Also, traditional values about the role of women seem to be playing a significant role in discouraging women from entering the service to undertake the functions traditionally reserved for males. It would appear that policing remains a male-dominated profession, in particular in those areas where traits such as physical strength, physical endurance and stamina are needed – traits usually associated with males. This is despite evidence of numerous programmes and specific initiatives in place to empower women. It would appear, however, that these initiatives have failed, not only to change perceptions and alter patriarchal attitudes within the SAPS, but also to ensure that women are encouraged and the necessary internal structural policy reforms are introduced to improve women's access to these areas of work traditionally reserved for males.

It would also appear that many of the programmes and activities in place to address the plight of women and to empower them are small scale and isolated, rather than part of a broader and more effective programme that seeks to alter the balance of power and privilege within the SAPS. The SAPS remains a fundamentally untransformed environment in terms of gender balance between men and women. It is clear that, despite all the

28 The mentorship programme has taken important strides towards empowering women. It has achieved the following: the development of mentorship guidelines for SAPS members and SAPS senior women have been trained on the mentorship programme. These women have identified other women in junior positions as mentees and have visited women at stations to inspire them to develop themselves for career progression. About 500 women have gone through the training.

29 IAWP is an international structure that focuses on empowering police women and enhancing their professional skill and knowledge; in return these women will cascade the information down and empower other women. IAWP also provides opportunities for international networking to share common global experiences in policing. The SAPS has registered 270 women as IAWP members.

30 The conference was held from 22-26 September 2013, and was attended by 1295 delegates.

31 For example, there are 14 women in the SAPS special task force and 12 women pilots.



specific initiatives mentioned in this report, in general the department's decision-making structures and processes, including professional and technical services, are still dominated by men, with women still under-represented. This is so even though the department stated that it was striving towards a 50/50 representation between women and men.

3.1.2 National Department of Science and Technology

Science and technology is a strategic sector in the economy. For instance, the United Nations states that "mainstreaming a gender perspective in Science, Technology and Innovation (STI) will enhance social equity and bring significant benefits across the economic structure and social fabric. This will contribute to the achievement of the Millennium Development Goals and the attainment of sustainable development."³² However, as in the case of policing, the field of science and technology is traditionally dominated by men, and is perceived as a 'difficult' subject area of expertise that is more suited to men than women, who are supposedly suited to the 'soft' sciences (i.e. social sciences, such as sociology, education, social work, etc.).

Through its interactions with the DST in the past two years, the CGE has come to notice that the department has a progressive leadership which has put in place a number of internal structures to address issues of gender-mainstreaming policy and practice. For instance, the CGE is aware that the department established a Women in Management Forum, headed by the department's director-general, which serves to prioritise issues of gender equality and women's empowerment at management level. It is thus important to assess the impact of the efforts, programmes and policies that the country has put in place through institutions such as the DST to promote the entry of women into this field of endeavour. This section of the report presents the findings and discussions of the information made available by the department in this regard.

3.1.2.1 Mainstreaming gender in organisational culture and systems

The information submitted to the CGE shows that the DST has appointed a GFP in the position of director. The GFP reports directly to the chief director, and has open access to decision-making structures. The GFP is therefore able to make direct inputs into senior level decision-making structures, through engaging with policies, strategies and plans that relate to the broader workings of the department.

3.1.2.2 Women's Involvement in decision making

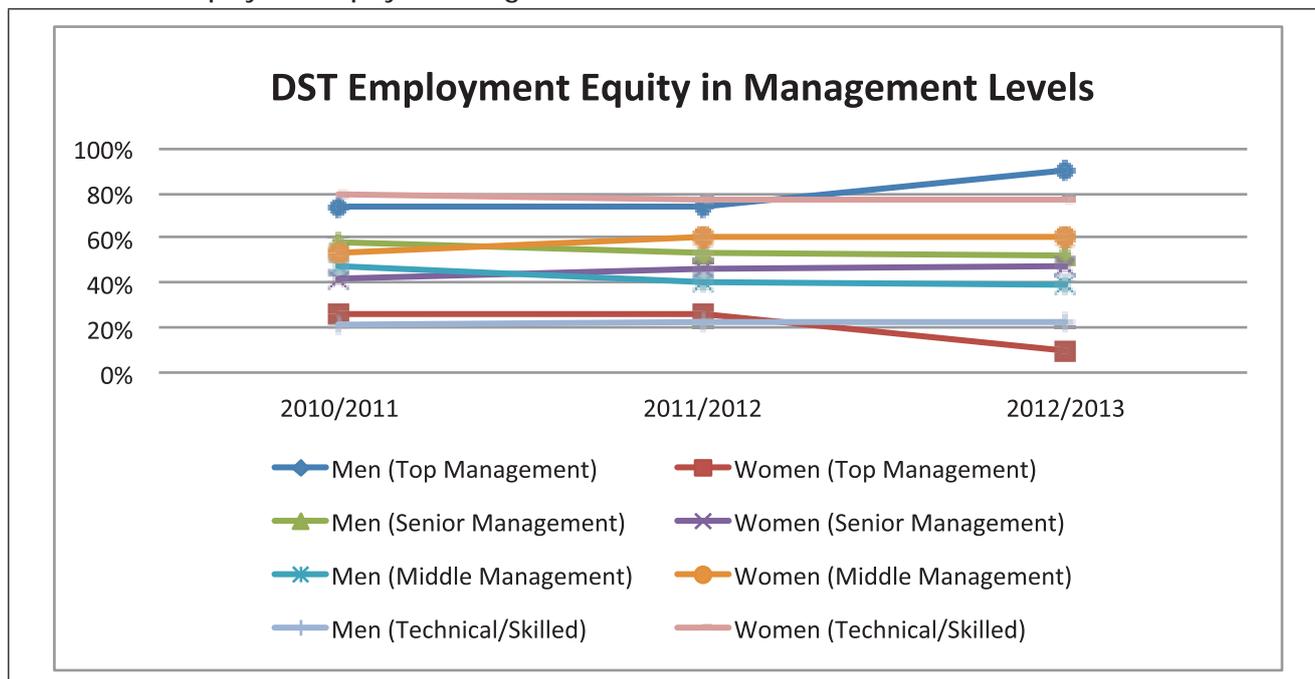
According to the Beijing Platform for Action, governments must take positive action to build a critical mass of women leaders, executives and managers in strategic decision-making positions, and create or strengthen, as appropriate, mechanisms to monitor women's access to senior levels of decisionmaking.³³ The graph that follows provides information on the DST's progress in terms of employment equity at management level over a three-year period.

Graph 4 suggests that although since 2012 men's representation has increased in the technical fields, and women's remained unchanged at about 80 per cent, the other levels (i.e. middle management and senior management) saw women's numbers continuing to rise, although this is in contrast to the significant decline of women's representation in top management, which went from over 20 per cent in 2012 to just below 10 per cent in 2013. It is not clear what caused the decrease in women's presence in the top management of the DST, but this serves to undermine the efforts the department has put in place to empower women.

32 United Nations Commission on the Status of Women (2011), Interactive Expert Panel: Key policy initiatives and capacity-building on gender mainstreaming, focus on science and Technology. (Available from: <http://www.un.org/womenwatch/daw/csw/csw55/panels/Panel1-Miroux-Anne.pdf>) (Accessed: 1 April 2014)

33 Department of Public Information United Nations (2001), Beijing Declaration and Platform for Action with the Beijing +5 Political Declaration and outcome document.

GRAPH 4: DST employment equity at management levels



Source: Department of Science and Technology (DST) employment equity in management levels (CGE graphic)³⁴

The information provided by the department indicates that it has established an operational committee (OPCO) which ensures alignment and consistent application of policies and decisions at service delivery level. The structure also serves the role of feeding data to the Executive Committee (EXCO) of the department. EXCO provides leadership and strategic direction, ensuring an effective and efficient administration.

TABLE 3: Women’s involvement in decision making

Name of Structure	Number of Women	Number of Men
EXCO	4	4
OPCO	10	9

Source: Gender Barometer Data CGE 2014.

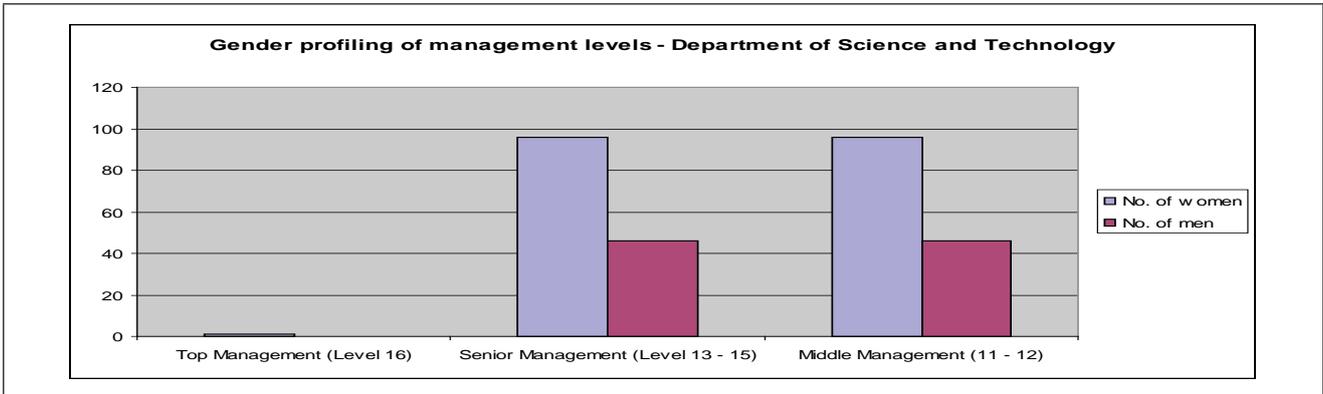
The representation of women in these two structures is impressive and appears to reflect the progressive orientation of the internal leadership of DST in the area of gender mainstreaming and women’s empowerment. Table 3 appears to reflect a balance of representation and participation between men and women in the two structures.

With regard to statistics on the gender profile of the organisation, DST continues to show considerable progress, with 46 per cent of women – compared to 54 per cent men – who participate in the planning structures. However the study was unable to obtain reliable information on gender-disaggregated data on the other important aspects of the department’s gender mainstreaming as requested through the online instrument. These aspects are project team/committees, development projects teams/committees, budget processes, and appointments for international delegations. Lack of data on these aspects is a significant gap which does not allow us an understanding of the progress made in these important areas of decision making. However, the following graph illustrates the gender profile of the department’s management level.

³⁴ Department of Science and Technology (2011) Annual Report 2010/2011, pp 167; Department of Science and Technology (2012) Annual Report 2011/2012, pp202-203; and Department of Science and Technology (2013) Annual Report 2012/2013, pp 152(Available from: <http://www.dst.gov.za/index.php/resource-center/annual-reports>) (Accessed on: 10 March 2014)



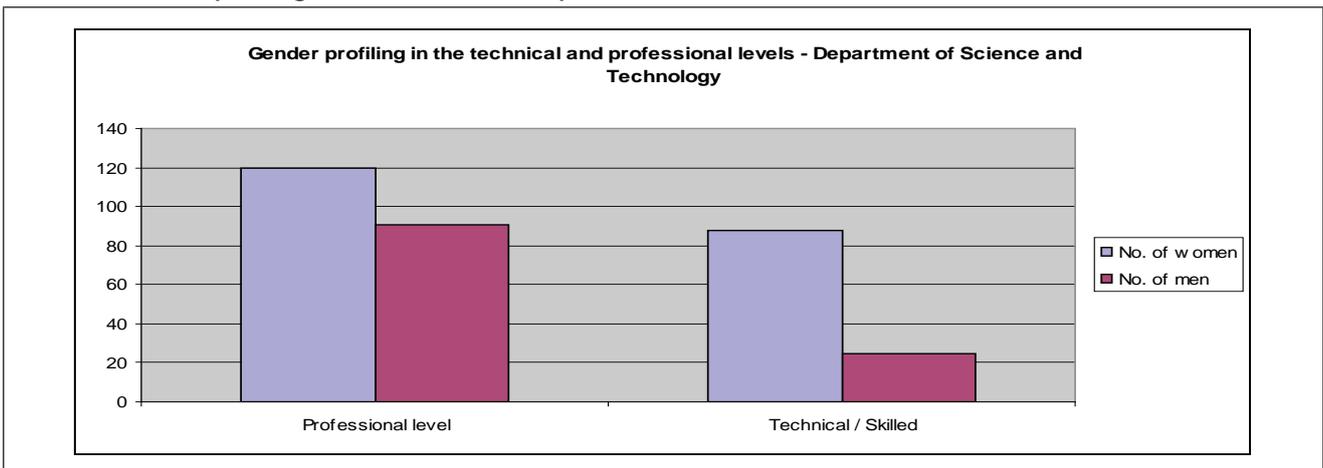
GRAPH 5: Gender profiling of management levels



Source: Gender Barometer Data CGE 2014.

This graph suggests that more women than men are employed at management levels. At senior and middle management levels Graph 5 indicates that there are almost 100 women, while men at both levels are below 60. Graph 6 also provides the department's gender profile at technical and professional levels.

GRAPH 6: Gender profiling at the technical and professional levels



Source: Gender Barometer Data CGE 2014.

Science and technology are fields which are generally considered to be male-dominated. However in terms of employment within the DST the opposite is true. The data illustrates that the department has employed more females at the professional and technical levels, at 120 and 90 respectively, whereas men are below 100 at the professional and just above 20 in the technical area.

3.1.2.3 Gender budgeting

The information supplied indicates that it had a gender-sensitive framework that guides the processes of women's empowerment through different projects that are in place and budgeted for accordingly. It is clear from the following table that more men than women are still benefiting from the allocation of postgraduate bursaries as well as research grants; yet it is clear that the department is providing budgetary resources to benefit women. Table 4 indicates how the budgets benefit women and men.

TABLE 4: Budget

Project/programme	Number of women beneficiaries	Number of men beneficiaries	Budget allocation
Postgraduate bursaries	2 968	3 214	R309 million
Research grant holders	1 044	3 079	R985 million

Source: Gender Barometer Data CGE 2014

In addition to the two areas of budgetary resource allocation shown in this table, theDST has a budget for the Thuthuka Research Grants, Men's Forum and Observing of Women's Month which are clearly aimed at both men and women.

3.1.2.4 Performance on women and gender

The department indicated that it conducted an employment equity (EE) audit in 2010; this was a survey of women in management. The EE audit included three processes: a survey which was completed online anonymously by employees; focus group discussions with employees; and a review of departmental policies, workforce profile, and training documents. No information was made available regarding the outcomes of this audit and how the information was used to advance gender mainstreaming efforts inside the department.

3.1.2.5 Conclusion and summary of findings for the DST

Based on the information made available to the CGE and the preceding discussions, it is clear that the DST is making efforts to mainstream gender within its internal structures and processes. It is also clear that provision is made through internal processes, practices and decision-making structures to ensure that women participate and benefit from decision-making processes. There appears to be evidence to show that the department's leadership is making efforts to achieve balance between men and women in terms of representation and participation in internal decision-making structures, thus improving prospects for complying with current policy frameworks, including the international framework on gender equality.

Women seem to be well represented in key decision-making structures. For instance, in both the Senior Management Service (SMS) and middle management there is evidence of progress in women's participation and representation in terms of sheer numbers. There also seems to be effective representation of women in the professional and the technical fields. According to the International Labour Organisation (ILO) (2014), women play a critical role in workplace decision making where there is equal opportunity and treatment. Women have been shown to possess the ability to ensure a better balance in the allocation of resources and distribution of the benefits of progress.³⁵ The department's allocation of budgetary resources to postgraduate bursaries and research grants does show an effort by the leadership to ensure equal opportunities for men and women, although men are still benefiting more than women in this area of decision making.

³⁵ ILO (2014), ILO and Gender Equality. (Available at: <http://www.ilo.org/gender/Aboutus/ILOandGenderEquality/lang--en/index.htm>) (Accessed: 1 April 2014)



3.2 PROVINCIAL FINDINGS

3.2.1 Overview of provincial findings

3.2.1.1 Gender profiling departmental leadership and decision-making structures

An overview of the findings at provincial level indicates that some positive developments have taken place in terms of the position of women in decision-making structures and in terms of the levels at which GFPs are appointed.³⁶ However, there are also challenges with regard to non-compliance with current policy frameworks and legislation, in particular the tendency to label gender mainstreaming as work for women only. The following table indicates the gender profile of the different departments at provincial level.

TABLE 5: Decision-making gender profile

Departmental Leadership per Province	Gender	Level
Northern Cape	Male	MEC
Free State	Male	MEC
Mpumalanga	Male	MEC
Eastern Cape	Female	MEC
Gauteng	Female	MEC
Limpopo	Female	MEC
North West	Male	MEC
Western Cape	Male	MEC
KwaZulu-Natal	Male	MEC

Source: CGE (2014)

Table 5 shows the gender profiling of the political heads of the provincial departments dealing with community policing matters. It shows that out of the nine provincial departments, six of them are headed by males and only three are headed by females. Given that these are political appointments, with the majority party as the ruling ANC, with its adopted policy of 50/50 gender representation, it would be expected that the policy of gender parity would be easy to implement at this level

Table 6 captures the gender profiles of the GFPs and the levels at which they are appointed in their departments.

TABLE 6: GFP Gender profiles and levels of appointment

Province	Gender	GFP level
Northern Cape	N/A	N/A
Mpumalanga	Female	09
Eastern Cape	Female	10
Gauteng	Female	13
Limpopo	Male	12
North West	Female	11
Western Cape	N/A	N/A
KwaZulu-Natal	Male	11

Source: Gender Barometer Data CGE 2014

³⁶ The positioning and effective operation of GFPs is a serious challenge in South Africa, at both national and provincial levels. The African Development Bank (2009) captures this in the following way: "the situation at national level, many provincial departments have never appointed GFPs, or have not replaced those who have left. In some cases responsibility for gender issues is placed within a 'transformation unit' or a 'transversal services unit' dealing with the status of women, the elderly, children and the disabled."

This table indicates that most departments appoint women to this post. Although this is positive, it might also reflect the problematic notion and tendency among some in government to view gender work as women's work, and, more importantly, to view gender as a woman's issue.³⁷ This is additional to the fact that the CGE's research study³⁸ on the status of GFPs in government shows that more GFPs at provincial level are appointed at the level of deputy director or lower, in clear contrast to the provisions of the National Gender Policy Framework.

If GFPs are appointed at the level of deputy director or lower, this minimises their access to and participation in senior level decision-making structures and processes, thus lessening their influence and impact on departmental decisions and allocations of resources to gender mainstreaming.³⁹ The African Development Bank confirms this, arguing that "positioning GFP's at lower levels makes it difficult for GFPs to know plans and activities across the department"⁴⁰ thus making it difficult for them to perform optimally.

3.2.1.2 GFP involvement in decision making

The information provided for the review of provincial departments of police or community safety show that progress is patchy in various aspects of gender mainstreaming. For instance, the information shows that the majority of these departments have appointed GFPs, even though many of the incumbents have been appointed at lower levels of seniority, thus limiting their access to senior level decision-making processes. The majority of the GFPs in these departments are likely to be appointed at the level of deputy director or lower, in contrast to the level of director that is proposed in the National Gender Policy Framework. This means that GFPs in these departments are unlikely to be able to participate directly in strategic decision-making processes, and are therefore unlikely to influence such processes in ways that promote gender-mainstreaming programmes at senior levels of the department.

The significance of having GFPs participate in senior level decision-making structures in their departments cannot be over-estimated. The location of GFPs at a senior level allows them to participate in senior level policy-making and programming processes, improving prospects for their gender-mainstreaming efforts to receive support at senior management and decision-making levels. In addition, many of the GFPs have not had access to training and skills development related to gender mainstreaming. The information available for the review shows that only the Mpumalanga and Gauteng departments of community safety have provided skills development and training for the GFPs.⁴¹ Also, it is only in a few provinces, such as Gauteng, where the GFP is appointed at a level that allows them to be actively involved in decision-making processes. On the other hand, there are some provinces, such as the Western Cape and Northern Cape, where community safety departments operate without a GFP.

Another important area of variation is the level of reporting and accountability of GFPs. The information provided by departments shows variations in practices, with GFPs often reporting to various supervisors and belonging to various departmental structures/directorates. In other words, there is a lack of consistency in terms of the units in which GFPs are located, with some of the units responsible for gender mainstreaming exclusively, while others are also responsible for other functions such as human resources, special programmes and so on.

The Gauteng department of community safety appears to have made more progress compared to the others in terms of having more females participating in higher level decision-making structures. The Eastern and Western Cape departments have more women in the technical/skilled services but not in the senior level decision-making structures. In North West the department of public safety has more females in lower levels than in the senior level decision-making structures. Generally, though, the findings indicate mixed and inconsistent patterns in this aspect of the review.

37 Research on Gender Equality has found that men are important allies in the work towards the equality of women and men. This is also true in the workplace. See the following for a detailed elucidation of these ideas: Oyegun (1998); Woodford-Berger, Prudence. (2009).

38 CGE (2010), Gender Barometer Report: Case Study.

39 According to the African Development Bank report on the South African Gender Machinery (2009: 18) "positioning (GFP'S) at lower levels makes it difficult for GFPs to know plans and activities across the department", thus making it difficult for them to perform optimally.

40 African Development Bank (2009), op. cit., p. 18

41 African Development Bank (2009), op.cit.



3.2.1.3 Gender mainstreaming and policies

South Africa is a signatory to the Beijing Platform for Action, and is therefore obliged to comply with the strategic objective that provides for member states to “integrate a gender perspective in legislation, public policies, programmes and projects.”⁴² This objective applies to all government departments and other state entities (national, provincial and local) to mainstream gender equality. Some of the provinces have made no effort to put in place relevant internal policies to mainstream gender. For instance, the Limpopo and Mpumalanga departments reported that their gender policy had expired and it would appear that not much has been done to rectify this. Some provinces (i.e. Gauteng and the North West community safety and public safety departments) have put in place gender-mainstreaming plans, while the majority of the departments have sexual harassment policies in place.

3.2.1.4 Budget allocations in the provincial departments

The information received from the departments suggests that not all of them were aware of the need for, and importance of, gender budgeting or gender-responsive budgeting. Nonetheless it is important to indicate that some of them did provide information that suggests some measure of responsiveness to the needs or policy imperatives for gender mainstreaming. According to Budlender & Hewitt, gender-responsive budgets can serve as an important tool for reporting on progress on the government’s commitments to equitable economic development, including women’s rights and equality.⁴³ In this regard several departments had allocated varying amounts of funds towards different activities labelled as gender mainstreaming or women’s programmes and projects.

3.2.2 Northern Cape Province

At the time of this study, this provincial department had not appointed a GFP.⁴⁴ Based on the information supplied to the CGE, the department is not aware of any policy frameworks currently in place to guide the appointment of GFPs, although the information provided seems to indicate that if a GFP was in place, the incumbent would be allowed to participate in internal management structures such as the Management Committee (MANCOM) and the EE forum. However the department does not have a clear policy on what senior level decision-making structures its GFP is supposed to be part of.

3.2.2.1 Mainstreaming gender in organisational culture and systems

The findings reveal that the department has a training programme in place as part of its gender transformation. Furthermore, the department highlighted the challenges in terms of not having a gender desk in place. According to the department this desk would assist in monitoring the gender-transformation mechanisms. The information provided indicate that the department has traffic officers that are mentored in their field of work.

3.2.2.2 Women’s involvement in decision making

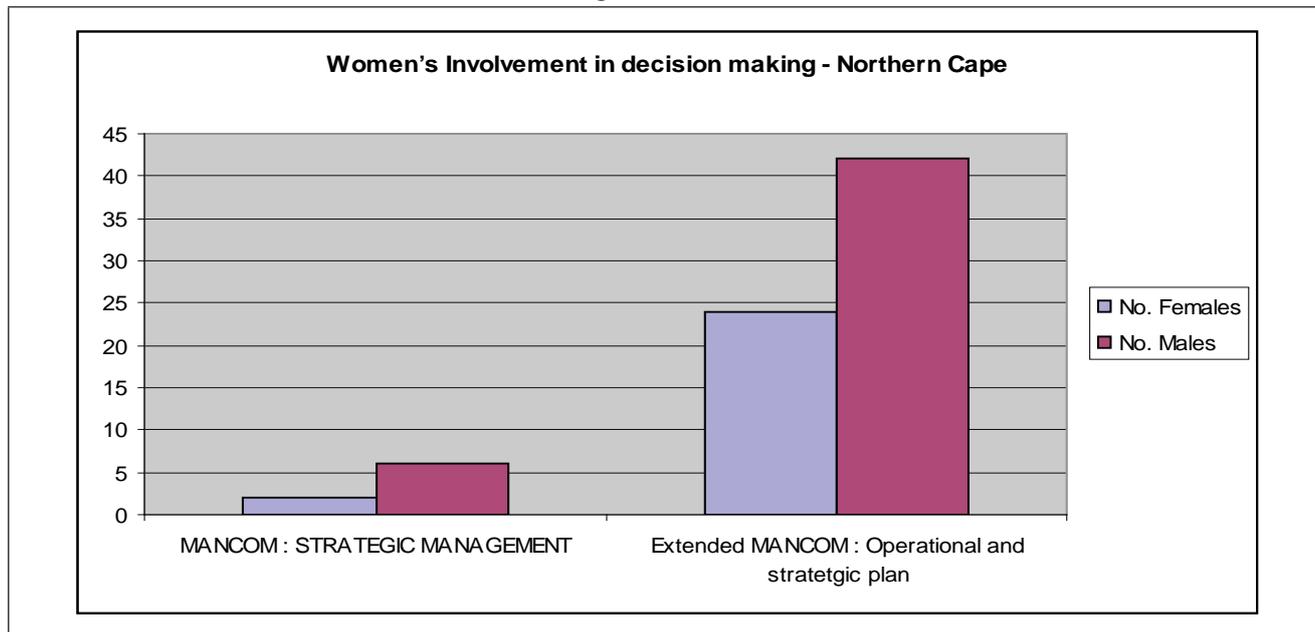
The department has a MANCOM where senior managers participate in decision making within the department. The following graph captures the data illustrating how females and males are represented.

42 Department of Public Information United Nations (2001), op. cit.

43 Budlender D. et. al (2003), op.cit.

44 This is despite that fact that, “The *National Policy Framework* requires all departments to establish dedicated gender units or focal points to assist in the formulation and implementation of effective action plans to promote women’s empowerment and gender equality.” (African Development Bank, 2009: 18).

GRAPH 7: Women’s involvement in decision making



Source: Gender Barometer Data CGE 2014

The graph shows that women are under-represented in decision-making structures within the department. There are fewer than 5 women in strategic management and fewer than 25 in operational and strategic planning, whereas for men’s representation/participation the figures are higher – more than 5 for strategic management and over 40 for operational and strategic planning. The department did not submit information pertaining to the organisational gender profile status.

3.2.2.3 Performance on women and gender

The department did not respond by providing information as requested in the part of the online instrument relevant to this sub-section of the report. This is because the department has not yet conducted any gender audits to determine its progress in this regard.

3.2.3 Mpumalanga Province

The information supplied by the department shows that it has appointed a GFP with formal qualifications from the University of Stellenbosch. The department also has a draft gender policy for guiding the work of the GFP within the department, in terms of which the GFP participates in senior management decision-making structures. The information also shows that the department’s senior management is dominated by men. Furthermore, the findings reveal that the senior managers have had access to relevant training on gender-related matters, although not much detail is provided on the type of training provided.

In addition, the department uses a performance management system to ensure that gender mainstreaming is incorporated into senior managers’ performance agreements to ensure accountability for gender mainstreaming at senior level.

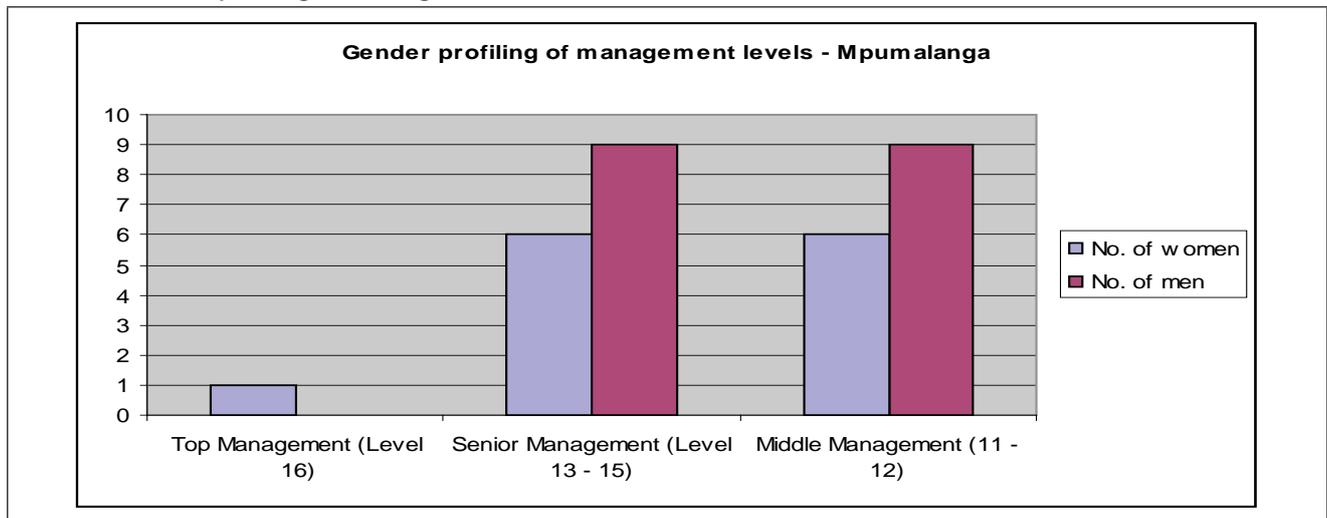
3.2.3.1 Mainstreaming gender in organisational culture and systems

The department failed to provide information relating to this aspect of the report.

3.2.3.2 Women’s involvement in decision making

In terms of involvement in departmental senior level decision-making, the department has a number of structures as listed in Graph 6.

GRAPH 8: Gender profiling of management levels

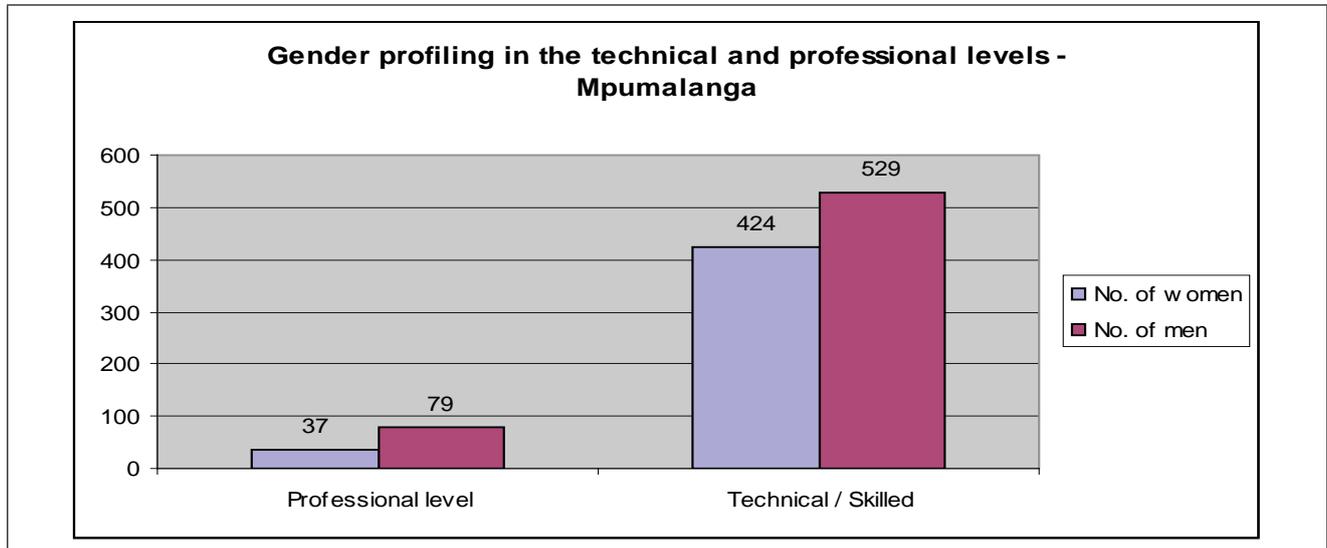


Source: Gender Barometer Data CGE 2014

The graph shows clearly that there is a need to bolster the efforts of this province in terms of appointing women in senior management. There are six women compared to nine men in senior management and middle management.

The data in the following graph illustrate the gender profiling at technical and professional levels.

GRAPH 9: Gender profiling at technical and professional levels



Source: Gender Barometer Data CGE 2014

Yet again, the data captured in this graph reveals that women are under-represented at decision-making levels. The graph shows that there are 37 women compared to 79 men in the professional areas, and 529 men compared to 424 women in the technical fields. In both cases the women are under-represented compared to their male counterparts.

3.2.3.3 Gender budgeting

The department indicated that it has a gender-sensitive budget, and that one of the projects funded via this budget is the gender monitoring and mainstreaming project. Apparently, all projects are allocated R450 000 per annum, with four events per month for the entire province. The department intends to utilise its tool in the future to prioritise and increase the number of women entrepreneurs through the allocation of major tenders to women.

3.2.3.4 Performance on women and gender

The department conducted a gender audit in October 2013 called 'Equality and eradication of discrimination/transformation and non-sexism audit'. The department claims that the audit revealed that there is no visible discrimination between women and men in the workplace. Yet the information provided appears to indicate that the department is attempting to focus more attention on recruiting a greater number of women, and particularly targeting women for training. The department also adds that women are encouraged to apply for the 'relevant positions' without indicating what the 'relevant positions' are.

In terms of meeting equity targets, the employment of women stood at 43 per cent. The department claims that women do not apply for senior positions, and that those who apply sometimes do not have the appropriate expertise. This is despite the department reporting that women are given training and encouraged to apply for senior level posts. The department does not have a policy to ensure that women are given preferential treatment through the awarding of government tenders/contracts as a strategy for economic empowerment. Yet the department claims that most women are not in a position to bid for government contracts, particularly bigger tenders. The department states that women usually bid for catering tenders.

In order to address this issue the department reported that workshops to benefit women were therefore conducted on procurement processes. As part of this process the department reported that a database on women was developed to ensure a targeted allocation of resources.

Other activities by the department to address and prioritise women's interests include women's day events, an approved sexual harassment policy and workshops on sexual harassment, a gender-responsive budget and a reporting system (including the EE report and skills development report) that ensures accountability at the level of senior management, including the HoD. All these claims were not backed by concrete evidence hence it was not possible to determine their accuracy.

3.2.4 Eastern Cape Province

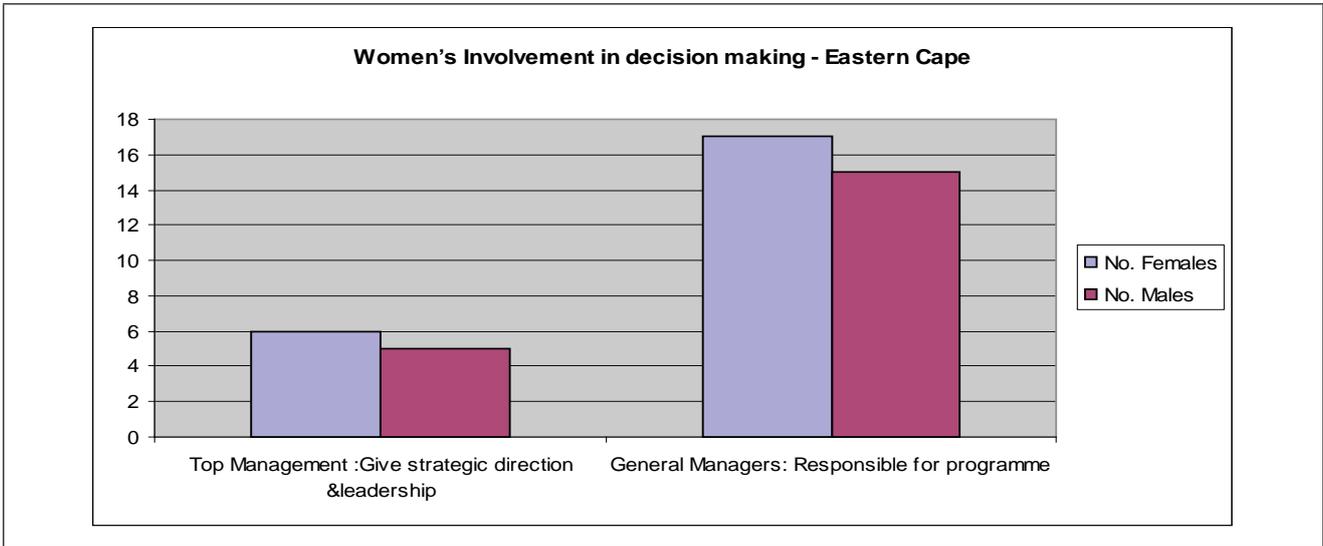
This department has a GFP appointed at deputy director level. As already indicated, at this level the GFP is usually not able to participate in senior level decision-making structures. However, the GFP participates in two structures i.e. the general management meetings and the Employment Equity Forum. These two structures are not strategic senior level decision-making structures though, meaning that the participation of the department's GFP does not provide a strategic platform to influence important departmental policy decisions. In fact, the department indicated that it is unaware of the requirements of the National Strategic Framework for gender equality, which stipulates the requirements for GFPs' role in the department.

3.2.4.1 Women's involvement in decision making

The department revealed that there are structures where women participate, such as top management and general management structures, and the Employment Equity Forum. The graph that follows indicates how many women and men participate in the various structures.



GRAPH 10: Women's involvement in decision making



Source: Gender Barometer Data CGE 2014

This graph interestingly indicates that slightly more women are found in management structures in this department – six women compared to five men in top management. Also, 17 women are part of the general management structure compared to 15 men at the same level. This is despite the department's apparent lack of awareness of the relevant provisions of the national strategic framework for gender quality relating to the participation of women, including the GFP, in senior level decision-making structures. Table 7 provides information on the department's gender profile.

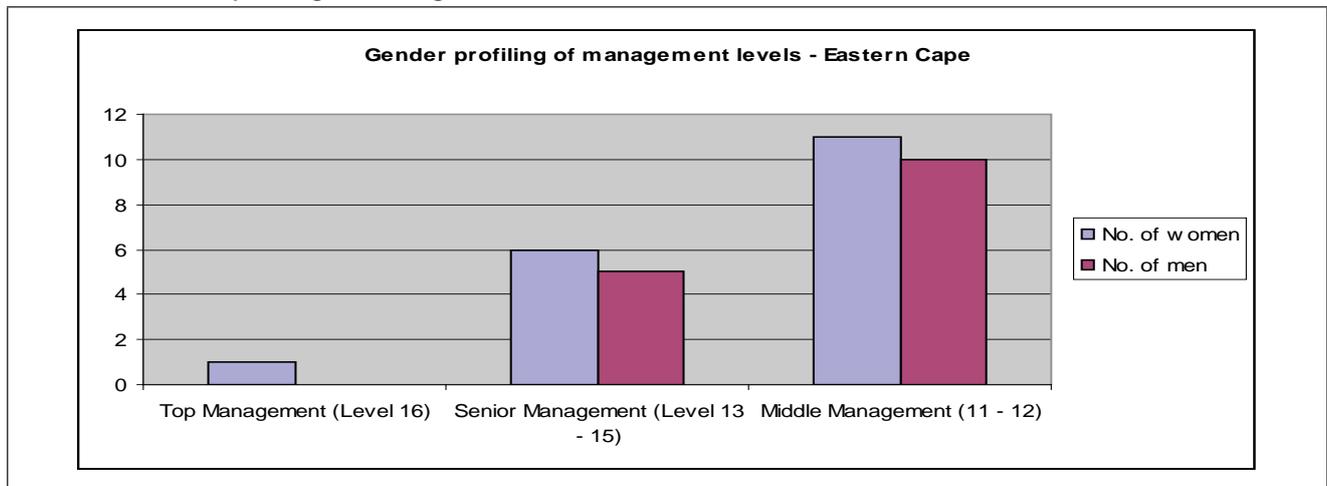
TABLE 7: Organisational gender profile status

Structures / committees	Number of women	Number of men
Planning structure – General Management	17	15
Employment Equity Forum	9	8
Wellness Committee	10	9
ICT Governance Steering Committee	9	6
Audit Committee	5	5
Bid Evaluation Committee	3	3
Security Committee	9	8
Risk Management Committee	9	8
Skills Development Committee	10	8

Source: Gender Barometer Data CGE 2014

This table shows significant progress in terms of women's participation in the various structures indicated. This seems to show that the department is making strides in terms of promoting women's representation and participation in various internal decision-making structures. The figures in the table also show that women are either outnumbering men or are equal to them in numbers. Graph 11, which follows, also shows that women are slightly out-numbering men in the departmental decision making/management structures.

GRAPH 11: Gender profiling of management levels

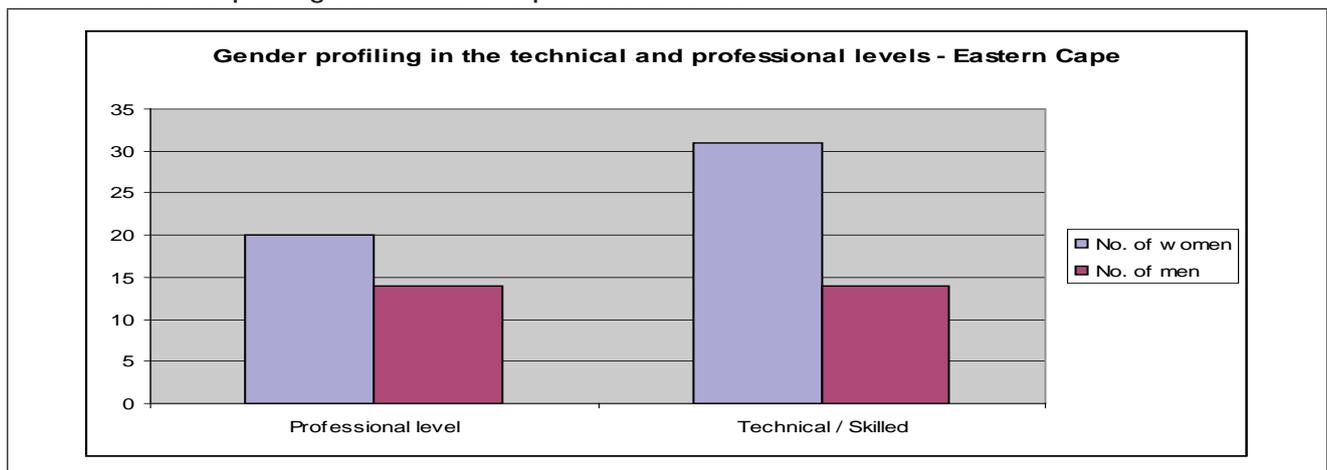


Source: Gender Barometer Data CGE 2014

Graph 11 once again illustrates that from the top management to middle-management level women outnumber men slightly, with six women in senior management compared to five men; and also with 11 women in middle management compared to 10 men. Generally this shows a balance of representation and participation between men and women in management levels in this department. It is not clear whether or not this is the result of a determined departmental leadership to implement the necessary policy frameworks relating to gender mainstreaming, including departmental employment equity targets. Nonetheless the figures appear to show remarkable progress in ensuring women’s numerical representation in the department’s management structures where important decisions are usually taken.

The gender profile provided in the following graph shows the gender split at departmental professional and technical levels.

GRAPH 12: Gender profiling at technical and professional levels



Source: Gender Barometer Data CGE 2014

This gender profile shows clearly that the same pattern is maintained, with women still outnumbering men in terms of numbers in the professional and technical/skilled professional job categories. As the graph shows there are 20 professional level female staff compared to 14 men. At the technical/skilled level there are 31 women compared to 14 men.



3.2.4.2 Performance on women and gender

The department reports that it conducted a gender audit between July and September 2013, which ensured that all internal policies were reviewed and analysed to test their gender responsiveness. In terms of the equality and eradication of discrimination/transformation and non-sexism, the department reported that it had a number of things in place, such as an approved employment equity plan, gender- strategic framework for the recruitment of women, and a sexual harassment policy. The department is also confident that it met its equity targets of 54 per cent women representation at senior management level.

Where departmental programmes to empower women economically are concerned, the department did not indicate any substantive and meaningful programmes except to indicate that Women's Day is used for purposes of empowering women. This is obviously not an adequate and effective step to bring about meaningful economic empowerment of women as it does not result in any positive change for women in terms of better access to and control of economic resources, skills development and a shift in the current skewed relations of power between men and women.⁴⁵ The department also reported on its efforts to mainstream gender issues into its programmes, referring to an approved sexual harassment policy, workshops on gender mainstreaming, and a gender-responsive budget. It was also indicated that the HoD had ensured greater accountability for gender mainstreaming in terms of reporting requirements through the department's annual performance plan, EReport and the skills development report. Finally, the department points to an internal policy environment conducive to gender mainstreaming that entails the full participation of women in departmental policy development and reviews in areas such as skills development, employment equity, sexual harassment and employee wellness.

3.2.5 Limpopo Province

This provincial department did not provide adequate information by responding to the online form as requested. The information supplied, although severely limited, reveals that the department does have a GFP, who is a disabled male. Although no clarity was provided on the level of appointment of the GFP, the information provided by the department shows that the GFP reports to an acting manager, which suggests that the GFP is appointed at the level of assistant director – this is far below the level of director as proposed in the National Gender Policy Framework. Nonetheless the incumbent is able to participate in senior management level decision-making processes as well as in the department's consultative forum for all employees. The department points to internal documents that guide the department in the participation of the GFP in key strategic forums. For instance, the department has the national gender strategic framework for the empowerment of women and a sexual harassment policy that spells out the role of the GFP. However the information provided by the department shows that its gender policy has elapsed, without any reasons being given for why this was allowed to happen.

3.2.5.1 Mainstreaming gender in organisational culture and systems

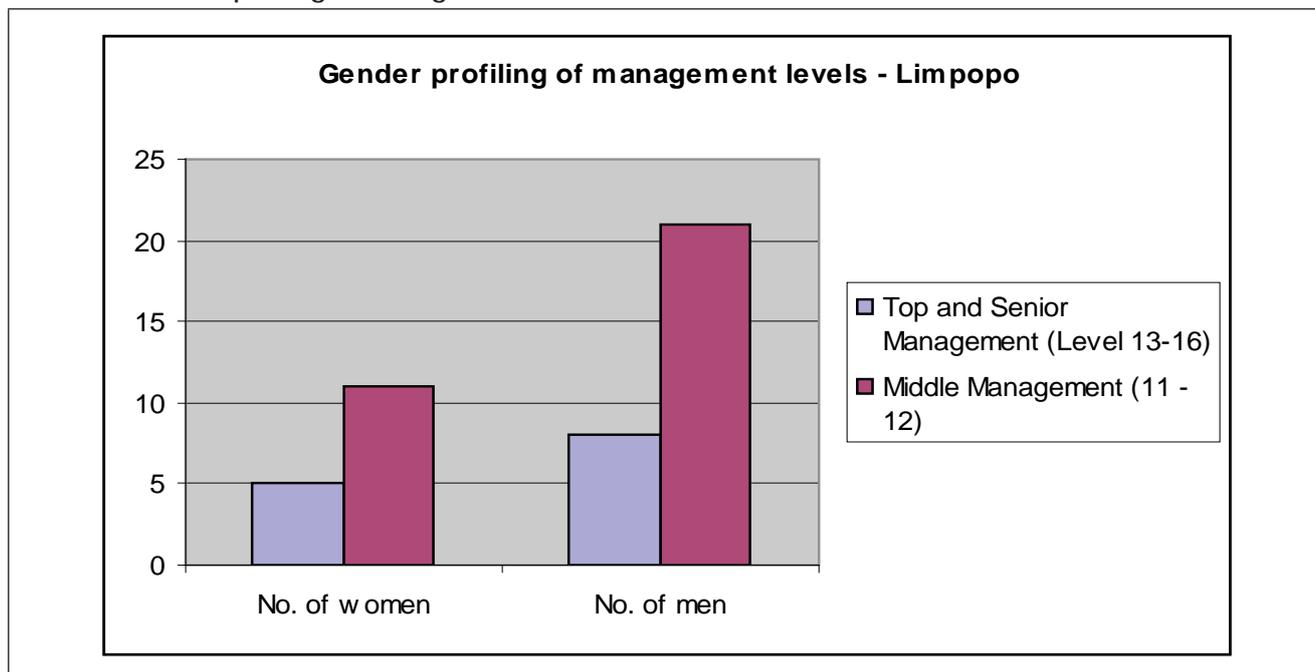
The department did not provide the necessary information for this aspect of the review.

3.2.5.2 Women's involvement in decision making

The department's SMS is the platform where the HoD, general managers and senior managers participate in decision making. Although the GFP appears to be occupying a level of seniority that is incompatible with participation in this senior level decision-making structure, the department nonetheless indicates that the GFP participates in its extended SMS where the HoD, general managers, senior managers, managers, deputy managers, and special programmes forums meet. It is not clear if the extended SMS has the same level making authority as the SMS level structures. The following graph shows the gender balance of representation in the SMS level structures in the department.

⁴⁵ African Development Bank (2009), Gender Mainstreaming in South Africa.

GRAPH 13: Gender profiling of management levels



Source: Gender Barometer Data CGE 2014.

The figures in Graph 13 show clearly that women are under-represented compared to men at both senior management and middlemanagement structures.

3.2.5.3 Gender budgeting

The information provided by the department shows that there is no budget allocation specifically for women, although there are programmes and projects geared towards women. These projects/programmes are apparently part of the HoD's 8 principles for creating an enabling environment for women. It is reported that only 49 women in the department benefited from such programmes. However, the department indicates that it has a men's forum that receives a budget allocation from the corporate services department. Insufficient information was provided as to why the men's forum enjoys a budget allocation from the corporate services department while women's programmes do not.

3.2.5.4 Performance on women and gender

The department admitted that no audit was conducted to determine the progress and impact of internal gender policies and practices. Where equality and eradication of discrimination/transformation and non-sexisms concerned, the department points to the special programmes Violence against Women (VAW), Violence against Men (VAM) and gender-based violence (GBV). On meeting equity targets, the department reported that the 50/50 target has been reached, although the information and the figures provided for this review do not back this claim.

In terms of establishing a policy environment, this department has also admitted that its gender policy has been allowed to elapse. Even though the department is aware that the policy was due for review, it would appear that this has yet to be done.

3.2.6 KwaZulu-Natal Province

This is another provincial department that failed to submit sufficient information for the research team to be able to do an assessment of progress in terms of gender mainstreaming with and by the department.



3.2.6.1 Women's involvement in decision making

The highest decision-making structures in the department are EXCO and MANCOM. The composition of EXCO includes the acting HoD, all general managers and senior managers, while MANCOM is made up of the same members of EXCO but with the addition of all deputy managers. EXCO is the top decision-making body in the department and is responsible for overseeing key strategic activities and departmental performance outcomes, as well as executive decisions. MANCOM, on the other hand, monitors the outcomes of the department, makes recommendations that influence policy, and carries out EXCO decisions.

However the department failed to provide information in the form of figures on how many women participate in the activities of these structures compared to men. Information was also not provided on the overall gender profile of the department to indicate the level of women's representation in the different structures of the department, as well as the different senior management levels.

3.2.6.2 Performance on women and gender

There was also very limited information provided on this aspect of the review. The little information provided, however, shows that in terms of creating an enabling environment, the department has a sexual harassment policy in place, including meeting its employment equity targets as they relate to gender equality. While the department claims that the majority of staff at the lower levels are women, no figures were provided to verify this claim.

3.2.7 North West Province

3.2.7.1 Women's involvement in decision making

The department identified one of its highest decision-making structures as the MEC Meeting, which comprises senior managers meeting with the MEC, HoD, chief directors and directors. Below this structure is the Executive Management Committee (EMC) made up of the HoD, chief directors and the director for human resources management. The last structure is the Departmental Management Committee (DMC), made up of the HoD, chief directors and all directors.

The department failed to provide information, particularly the figures for levels of gender representation in its internal structures. However, its approved EE plan revealed that males constituted 52.98 per cent compared to women at 47.02 per cent. Furthermore, the department's report on special programmes indicates that there are 13 SMS members comprising 5 females and 8 males. It was also reported that the department had a draft gender-mainstreaming plan in place. Many of these claims could not be verified.

3.2.7.2 Gender budgeting

Here the department claims that it has a gender budget in place, and that resources are mainstreamed through all the programmes, but not much information was provided in this regard. The department's public service women management week report (PSWMW) ⁴⁶ reveals that training on gender budgeting is a priority objective for the department and this will be offered by PALAMA. It added, though, that budget allocations for gender-mainstreaming programmes in the department are inadequate, but this statement was not backed up by information and figures.

3.2.7.3 Performance on women and gender

In terms of creating an enabling environment, the department mentioned a number of policies in place such as a sexual harassment policy, EE policy, basic conditions of employment policy, labour relations policy, special leave policy, recruitment policy, performance management, HIV/AIDS policy, skills development policy, and retention/exit policy. There was, however, no explanation as to how effective these policies were in promoting gender mainstreaming within the department. It is also not possible to assess the impact of these policies given the limited information provided by the department.

⁴⁶ North West Provincial Government: Department of Human Settlements, Public Safety & Liaison (2013) *Public Service Women Management Week Report*.

Where it comes to meeting equity targets, the department stated that there were more women than men employed at lower levels and that at SMS level there were more men than women. However, as indicated already, this could not be verified given the limited information provided. The department also claims that various posts have been earmarked for women as part of creating gender balance in the department. It was also revealed that in order to empower women the department conducted mentoring and coaching for 11 women out of 21 employees and also provided advanced driving skills for 15 women out of 36 employees.

3.2.8 Western Cape Province

3.2.8.1 Mainstreaming gender in organisational culture and systems

The department reported that it does not have a GFP, although it insists that there are structures in place where women participate in decision making. These are the Employment Consultative Forum and the Top Management Committee. In terms of measures aimed at creating an enabling environment for gender mainstreaming, the information provided by the department revealed that there is a lack of awareness and training in this regard. Furthermore, the department acknowledged that the lower-level staff in the department, in particular, have not been exposed to awareness and training on gender mainstreaming, although no explanation was provided as to why this was the case. The department acknowledges that this is a challenge and intends to convene a workshop for its internal staff to improve general understanding of gender equality requirements.

The department also states that it regularly carried out a number of activities for gender mainstreaming, especially Women's Month events held in honour of women traffic officers in the month of August. According to the information provided, the department supports gender transformation through internal business systems and the human resources management plans. However the department provided insufficient information to substantiate these claims.

3.2.8.2 Women's involvement in decision making

The department provided information about two decision-making structures: the first structure is MANCOM, which includes women's representation and participation in its deliberations and is also responsible for planning, programming, monitoring and evaluating progress made within the department. The second structure is the sexual harassment committee. The following table reflects the balance of gender representation between men and women in the two structures.

TABLE 8: Women's involvement in decision making

Name of Structure	Number of Women	Number of Men
Sexual Harassment Committee	2	0
MANCOM	2	13

Source: Gender Barometer Data CGE 2014

This table shows that men are over-represented in MANCOM, which is an important departmental structure, with 13 men and 2 women. On the other hand, the sexual harassment committee has only 2 members, both whom are women. The information made available shows that this committee does not have any male members. This could be a reflection of the widely held perception that gender issues in general, and sexual harassment in particular, are a concern for women only.



Table 9 provides figures for the department’s gender profile.

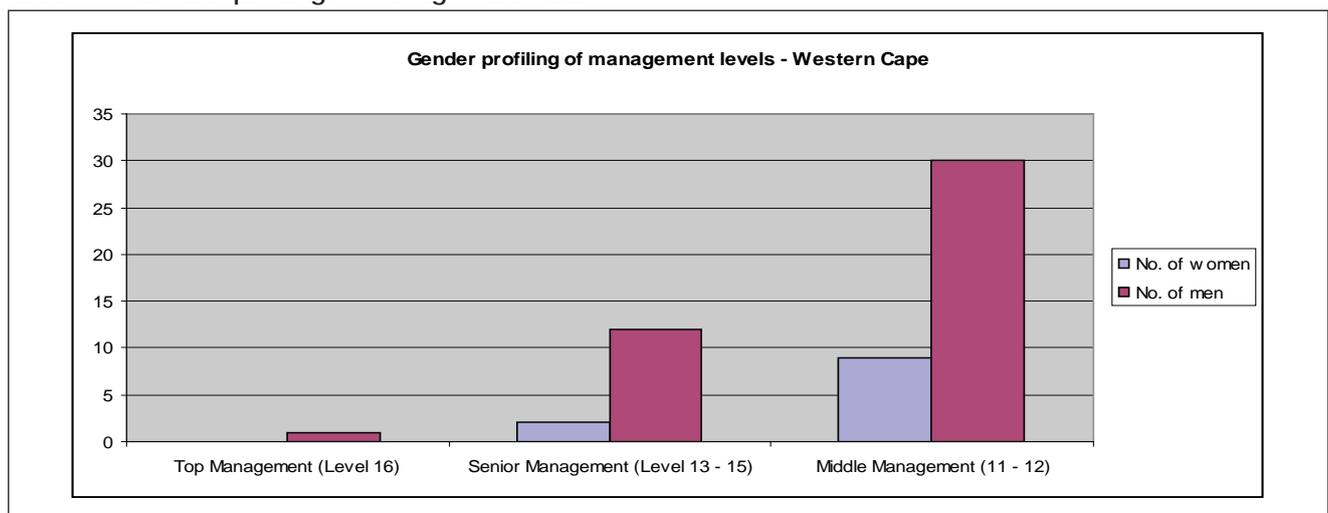
TABLE 9: Organisational gender profile status

Structures / committees	Number of women	Number of men
Planning structure	3	1
Project Team/Committees	4	2
Development Projects Teams/Committees	4	2
In public consultation	4	2
Budget processes	2	1

Source: Gender Barometer Data CGE 2014

These figures appear to show that there are slightly more women than men in the various committees reflected in the table. Graph 14, however, clearly reflects a different picture of men dominating both the senior and middle management levels of the department. In other words, while the department appears to have more women than men in its all its committees, it seems to have men holding more meaningful and authoritative positions at senior level where authoritative and strategic decisions are likely to be made on a regular basis.

GRAPH 14: Gender profiling of management levels



Source: Gender Barometer Data CGE 2014

For instance the graph shows that there are 30 men at the middle management level compared to only 8 women in the same structure. For the senior management level, fewer than 5 women are represented compared to 12 men. The following table provides information on the gender profile of the department with regard to technical and professional levels.

TABLE11: Gender profiling in the technical and professional levels

Level	Total staff	Number of women	Number of men
Professional level	108	33	75
Technical / Skilled	367	248	119

Source: Gender Barometer Data CGE 2014

While the table shows that there are more men represented in the professional services of the department –75 men compared to 33 women – it also shows that at the technical/skilled level, there are more women (248) compared

to men (119). This, however, does not change the fact that women are generally under-represented in the higher decision-making structures of the department.

3.2.8.3 Gender budgeting

The information provided shows that the department does not have a gender-responsive budget. However, the information appears to suggest that R2.5 million from its budget is allocated towards the learner licensing programme which appears to benefit 75 per cent women and 25 per cent men. Not much information has been provided on other aspects of budget allocation, particularly relating to gender-mainstreaming programme activities. It would appear that not much is currently being done in terms of particular projects meant to address the unequal economic and power relations between men and women.

3.2.8.4 Performance on women and gender

The department revealed that it did not conduct a gender audit. Therefore, it was not possible for the department to determine the extent to which it has made progress in the various areas and aspects of gender mainstreaming.

3.2.9 Gauteng Province

The information provided by the Gauteng provincial department of community safety provided information that reveals that it has a qualified GFP with training from the University of Pretoria. The GFP also participates in the department's employment equity committee and the senior management committee. The department also states that it has guiding policies to ensure that the GFP participates fully in these internal committees. The guiding policies include the Gauteng Strategic Policy Framework on Gender Equality and Women Empowerment; the HoD 8 Principles, Employee Wellness and Labour divisions handle sexual cases. The information does not, however, specify in what ways some of these guiding policies make provision for the role of the GFP in the department.

3.2.9.1 Women's involvement in decision making

The information supplied by this department shows that it has more males at senior management level. The department identified two key internal decision-making structures which include women. The first one is the Performance Management Committee, which includes among its members the chief directors, HoD and deputy director general. It is responsible for strategic planning, monitoring the implementation of the annual performance plan and the budget, and also for overseeing the general administration of the department. The second structure is the Senior Management Committee which includes directors, chief directors and the HoD.

TABLE 12: Gender profiling of committees

Level	Total staff	No. of women	No. of men
Performance Management Committee	8	2	6
Senior Management Committee	17	7	10

Source: Gender Barometer Data CGE 2014.

The department has also indicated the existence of the Quarterly Review Forum, which includes deputy directors, directors, chief directors and the HoD. This structure appears to have the same membership composition as the Senior Management Committee. Information was not provided about the gender profile of its membership. Table 14, which follows, also shows the gender profile of the different levels of management in the department, which appears to reflect a balance of representation between men and women in the senior and middle management structures.



TABLE 13: Gender profiling: top management levels

	Total staff	No. of women	No. of men
Top Management (Level 16)	1	1	
Senior Management (Level 13 - 15)		12	12
Middle Management (11 - 12)		12	12

Source: Gender Barometer Data CGE 2014.

3.2.9.2 Gender budgeting

The department indicated that it has a gender-sensitive budget that is geared towards assisting women in different projects. However, the department was only able to provide one example of a project considered to be part of its gender-sensitive budgeting. It claims that this project focuses mainly on women – the IkhayaLethemba project – which is a walk-in centre for abused women, and apparently assists 1200 women per annum. There was insufficient information provided to substantiate the statement that the department’s budget prioritises gender-mainstreaming issues.

3.2.9.3 Performance on women and gender

The department indicated that it has never conducted a gender audit to determine the impact of its policies and programmes geared toward gender mainstreaming. The HoD is formally accountable and responsible for promoting women’s rights, while the GFP is responsible for co-ordinating gender- mainstreaming programmes in the department. Where meeting equity targets is concerned, while the department claims that it has achieved the 50/50 target quota for gender representation within management, the figures provided here show that this is true for gender representation within the senior management levels of the department and not true for participation in two senior level decision-making structures (i.e. the Performance Management Committee and Senior Management Committee). The department states that it has a recruitment policy that ensures that women are given preference over men to fill any vacancies that occur.

3.3 OVERALL FINDINGS OF THE PROVINCES

3.3.1 GFP’S Involvement in Decision Making

The significance of having GFP’s in the decision making structures in the departments is important⁴⁷. The location of GFP’s at the seniority level allows them to participate in all policy-making and programming processes and allows their efforts to receive support at the most senior management and decision-making levels in the departments and thus allows for effective translation of the gender mainstreaming mandate into reality. The departments have made strides in making sure that they comply by employing GFP’s, even though there is still a substantial gap in terms of gender training for the GFP’s. Another challenge is that GFP’s are not positioned in strategic post for effective performances. This inconsistency in the training of the GFPs is evident across departments. As much as the findings reveal that provinces like Gauteng and Mpumalanga have trained GFP’s, however, this training that has to be undertaken by PALAMA in most cases has not happened. The Mpumalanga and Gauteng GFP’s received training from the Universities of Pretoria and Stellenbosch.

The findings further reveal that GFPs report to different directorates and in some instances they are at a lower level. It is only in Gauteng that the GFP has a high level that allows them to be actively involved in the decision making processes. Provinces like the Western Cape safety department operates without a GFP, as much as there are policies in place in some departments there is no commitment in terms of mainstreaming gender into the everyday work of the department.

47 African Development Bank (2009), African Development Bank Report; and United Nations Economic and Social Council (1997), Resolution A/52/3.

3.3.2 Gender Mainstreaming and Policies

South Africa is a signatory to the Beijing Platform for Action, and it thus compelled by the strategic objective, which states that governments should, "integrate a gender perspective in legislation, public policies, programmes and projects"⁴⁸. This particular objective gives the mandate for mainstreaming gender equality in all the levels of government. The findings reveal that the Limpopo and Mpumalanga safety departmental gender policy has expired. This is a clear indication that the departments do not review their policies, or if they do gender is not significant. Furthermore, Mpumalanga and the Eastern Cape provinces conducted a gender audit. Gauteng has a Gauteng Strategic policy framework on gender equality for women empowerment.

3.3.3 Budget Allocations in the Provincial Departments

All departments are not aware of the gender budgeting, having said that it is worth noting that some provinces do have budget allocated towards women's emancipation in their programmes and some of the projects. According to Budlender & Hewitt (2003) gender responsive budgets can be used to report on progress with the government's commitment to democracy, equitable economic development and women's rights and equality⁴⁹.

48 Department of Public Information United Nations (2001), Beijing Declaration and Platform for Action with the Beijing +5 Political Declaration and outcome Document.

49 Budlender D, & Hewitt, G. (2003), Engendering Budgets. A practitioner's guide to understanding and implementing gender-responsive budgets. Common Wealth. (Available on. http://www.parliament.gov.za/live/content.php?Item_ID=305). (Accessed on 04 March 2014).



4. CONCLUSIONS AND RECOMMENDATIONS

4.1 CONCLUSIONS

Based on the information received from the two national departments of science and technology and the police, as well as the provincial departments responsible for community policing matters, a number of conclusions could be reached regarding the state of progress towards gender mainstreaming.

1. All departments reviewed in this study, both the two national departments and the eight provincial departments, are sufficiently aware of the policy requirement to appoint GFPs. It was indicated that only two provincial departments did not have GFPs.
2. All departments reviewed in this study have women participating in different internal decision-making structures.
3. On the evidence available to this study, it is concluded that men continue to outnumber women in senior positions of leadership and decision making in these departments. In only a few cases did women outnumber or equal men in levels of representation and participation in senior level decision making.
4. A further conclusion is that GFPs in most of the departments reviewed in this study are more likely to be appointed at a level of seniority lower than that proposed in the national gender policy framework (i.e. director or upwards).
5. As a matter of course, GFPs are still largely excluded from direct participation in senior level decision-making structures in their departments. In those cases where they are included, it is either in exceptional instances or when their levels of appointment allow for their participation in these structures.
6. There are widespread perceptions that gender mainstreaming is a concern and responsibility for women rather than both men and women. This suggests high levels of ignorance and/or lack of education across many of the departments regarding what is gender mainstreaming and how best to promote it.
7. Finally, the evidence available for this study leads to the conclusion that at provincial level, gender mainstreaming is undertaken under extremely varying circumstances, with some departments more prepared than others to adopt the necessary policies, practices and processes to promote gender equality and advance the rights of women.

Where specific departments are concerned, it is concluded that, based on the evidence presented in this report, the DST has made more progress by putting in place necessary internal structures, systems and processes to ensure the representation and participation of women in senior level departmental decision-making structures. With regard to the national department of police, the discussion of the information provided leads to the conclusion that the department is still a male-dominated environment where women are still struggling to achieve equal representation, not only in senior level decision-making structures, but also within the middle management levels of the service. In addition, a widespread perception of the field of policing as a male profession demanding physical strength, endurance and stamina appear to be prevalent within the service, possibly contributing towards discouraging more women from seeking entry into SAPS, particularly the more physical, non-desk-based job categories of the field of policing.

4.2 RECOMMENDATIONS

The following recommendations have been formulated, informed by the discussions of the findings and some of the key conclusions drawn from the analysis and discussion of the findings.

- It is recommended that provincial departments responsible for community safety and policing undertake a review of their current gender-mainstreaming programmes, policies and practices to ensure effective implementation and compliance with current policies and legislation. This review should be accompanied by a programme of internal awareness-raising among staff members to increase awareness of national and provincial gender mainstreaming policy objectives.
- It is imperative that senior level leaders in the different departments dealing with policing, both national and provincial, be thoroughly trained and exposed to training related to gender-mainstreaming policies, programmes and strategies to ensure better understanding of the need for gender transformation within the SAPS.
- The leadership of the CGE, together with the Minister for Women, Children and People with Disabilities, should undertake joint high-level meetings with the national and provincial departments responsible for community policing, in order to sensitise the senior leadership of these departments on the policy, legislative and other obligations relating to gender mainstreaming in South Africa.
- The CGE, together with the Minister for Women, Children and People with Disabilities, should approach government departments to assist in developing internal strategies for gender mainstreaming, including effective internal monitoring and evaluation systems to ensure the impact of these strategies on internal gender mainstreaming.
- Finally, the CGE should approach the DST with a view to developing a joint public-education programme, using lessons in best practice from the DST, to assist and ensure buy-in from the senior leadership of other government departments on internal gender mainstreaming.



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

ISBN: 978-1-920308-51-3

2 Kotze Street, Womens Jail, East Wing
Constitution Hill
Braamfontein
2001

www.cge.org.za