EFFECTIVE IMPLEMENTATION OF A STRATEGIC FRAMEWORK FOR GENDER EQUALITY IN THE PUBLIC SERVICE WITH SPECIFIC REFERENCE TO LEADERSHIP GOVERNANCE

by

Mosekama Osia Mokhele

2012152969

A thesis is submitted in fulfilment of the degree

Magister

for the

Programme in Governance and Political Transformation

in the

Faculty of the Humanities

at the

University of the Free-State

ABSTRACT

From the advent of the democratic dispensation, South Africa as a country promulgated various policies addressing gender equity transformation in the public service and private sector. In 2005, the South African Cabinet adopted A Strategic Framework for Gender Equality within the Public Service (2006 – 2015). The framework's intention was to address gender disparities in leadership structures in the public service. The central principle of the framework stipulates that public service leadership governance should be on a 50/50 representation. The strategic pillar of this framework was to ensure that women are integrated into the senior management services – regardless of race, disability or ethnicity. The promulgation of this framework was to impact positively on the elimination of gender disparity challenges the apartheid regime left behind when the government of today took power in 1994.

South Africa has undergone significant social and political transformation over the past twenty years of freedom. The he Women Empowerment and Gender Equity Bill of 2013; the Public Service Act(Act 103 of 1994);the White Paper on Affirmative Action;the Employment Equity Act(Act 55 of 1998);the White Paper on the Transformation of the Public Service, 1997; A Strategic Framework for Gender Equality within the Public Service (2006 – 2015); and the Promotion and Prevention of Unfair Discrimination Act (Act 4 of 2000) have all contributed to eliminating imbalances and improving gender equity transformation in the workplace.

The objectives of this research were to establish the realities and challenges facing the Free-State Department of the Premier relating to gender equity towards integrating women into the Senior Management Service. Furthermore, the study assessed the applicability of the framework for gender equality and evaluated its validity with regards to the impact it has on women in the workplace. Particular attention was paid to the effects of the implementation of

A Strategic Framework for Gender Equality in the Public Service. The focus area was these four critical areas of the Department, namely:

- The Employment Equity Plan;
- Discriminatory policies/practices;
- Recruitment and selection; and
- Reasonable accommodation and training.

For this study to achieve the objectives of the research, the following was done:

- Firstly, a comprehensive literature study was done to determine the theoretical background and the intentions of the framework. The review was conducted to establish what led to the promulgation and adoption of this framework in 2005 by the South African Cabinet;

- Secondly, qualitative and quantitative methods of collecting data were used. For the qualitative research, the Human Resource Plan and the Employment Equity Plan were analysed. For the quantitative research, self-administered questionnaires were sent to selected participants in the Free-State Department of the Premier for completion; and

- Lastly, the responses to those questionnaires were analysed, and the findings were presented. This was followed by the recommendation.

Keywords: Gender, broad representation, equality, employment equity, gender mainstreaming, equity, reasonable accommodation, leadership transformation, transformation about change, designated groups, gender equality, empowerment, women empowerment, public service.

DEDICATION

This dissertation is dedicated to my late Grandmother, Mojabeng Anna Mokhele, and my late sister,Kedilatile Selina Mokhele. You're both sorely missed.

DECLARATION

I, ___*Mokhele Mosekama Osia*___, hereby declare that this thesis submitted by me for the Master degree for the Programme in Governance and Political Transformation at the University of the Free-State (Bloemfontein) is my own original work and has not been submitted by me or any other individual at this or any other university. I also declare that all reference materials, used for this study, have been properly acknowledged. I hereby cede copyright of this product in favour of the University of the Free-State.

...…………………………….

Mosekama Osia Mokhele   **January 2016**

ACKNOWLEDGEMENTS

Firstly, I would like to thank my heavenly Father for giving me the strength and courage to complete this study. To God be the Glory!

It gives me a great sense of satisfaction and gratitude to thank my supervisor, Dr Lenie Swanepoel and the Programme Director, Dr Tania Coetzee, for their sound judgement, professional guidance and profound insight. You are indeed shining academic pillars for me!

Warmest and special gratitude to the Mokheles' family who have been a great source of inspiration to me. In particular, I would like to thank one remarkable individual (Sisimogang Florence Mokhele) for continuous prayers and believing in my ability.

A special word of thanks to Mrs Margaret Linström, who provided the professional editing and proofreading of this dissertation. Thanks for your patience, time and extra effort.

I would like to express my sincere gratitude and appreciation to everyone who has contributed in a whatsoever way to the completion of this study, including the officials in the Free-State Department of the Premier. This expression of thanks is very sincere.

Apart from the above, I would like to thank all my friends for their motivation and encouragement.

TABLES AND FIGURES

LIST OF APPENDICES

LIST OF ABBREVIATIONS

AA	Affirmative Action
AGSA	Auditor-General of South Africa
ANC	African National Congress
ANCWL	African National Congress Women's League
AU	African Union
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all forms of Discrimination
DPSA	Department of Public Service and Administration
EE	Employment Equity
EEA	Employment Equity Act
EEP	Employment Equity Plan
EER	Employment Equity Report
FEDSAW	Federation of South African Woman
GM	Gender Mainstreaming
HOD	Head of the Department
HRP	Human Resource Plan
MDGs	Millennium Development Goals
MEC	Members of the Executive Council
MMS	Middle Management Service
NWCOSA	National Women's Coalition for South Africa
OECD	Organisational for Economic Co-operation and Development
OSW	Office on the Status
PERSAL	Personnel and Salary Administration
PWMSA	Progressive Women's Movement of South Africa
PWMSA	Progressive Women's Movement of South Africa
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa Act
SADC	Southern African Development Community
SAWID	South African Women in Dialogue
SMS	Senior Management Service

SOAWR	Solidarity for African Women's Rights
UNDP	United Nations Development Programme
WCEE	Women Charter for Effective Equality
WPTTSP	White Paper on the Transformation of the Public Service

CHAPTER 1

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1. MOTIVATION

Globally, South Africa has become a shining example of a country that promotes gender equality when it comes to good governance and gender transformation. Such change can be seen in the increasing number of women in leadership positions in all spheres of government, as well as in the private sector.   According to Nkoane-Mashabane (2013:10), the South African government has shown significant progress in women empowerment and gender equality. In the pre-1994 dispensation in South Africa, women were underrepresented. South Africa had only one white female judge during apartheid, but in 2008, that number increased to 30%. By 2014, that number had risen to 36% (African National Congress 2014:10).

The ANC (2014:10) states that the South African government achieved significant strides in terms of promoting gender equality as seen in the increasing number of women in political structures and decision-making structures. The ANC (2014:10) adds that South Africa has witnessed an increased number of women in the National Assembly – 41% in 2014.

Senior Management Service (SMS) leadership governance also increased from March 2009 to June 2014; March 2009 (34.8%); March 2010 (36%); March 2011(37%); March 2012 (38.1%); March 2013 (39.8%) and June 2014 (40.7%). Although statistics show an improvement in female representation in the public sector, they also show that such representation only increases with an average of 1% per annum.

The promotion and representation of women in all spheres of government can be advocated through the promulgation of various legal frameworks, including operational policies, working or consultation documents, and programmes that are aimed at promoting gender equality. Representation alone does not guarantee the active promotion of women empowerment and gender equality. It must be established constitutionally and enforced in all leadership structures.

Avolio and Gardner (2005:801-823) write that leadership transformation is how the individual in the organisation enhances their personal development awareness. Building effective leadership capacity within the organisation should include the primary activities, such as selecting persons who acquired personal leadership competencies in leading the organisation to achieve its missions and visions (Risherand Stopper 2002:4-10).

As mentioned above, leadership transformation is about change. Such a process impacts on the functionality of the organisation and its governance (Ford, 1996:1). In that sense, it can be noted that effective leadership in the organisation can be a key to good governance and transformation. However, transformation cannot be separated from strategies and policies that aim to change the status quo. Bass and Avolio (1997:13) describe transformation as a shift from the current situation to a high level of the order of leadership to effectively acquire relevant strategic goals and objectives. In other words, leadership should be rooted in the personal style of leadership and management, transformational (leader) or transactional (manager) (Bass et al. 1997:13). Given differences between transformational and transactional leadership, for this purpose it is imperative to give a clear description of the transactional leadership.

This concept was firstly mentioned by Max Weber in his socio-economic consideration of the organization, (Nikezic, Puric and Puric, 2012: 285-286). Various studies and scholars have provided and proposed clear distinction between leaders and managers. In the context of the transactional leadership, a

distinction is that this type based on the administrative level of authority and legitimacy with the organization. Transactional leaders are mostly focused on the work standards and are task oriented goals (Bass, 1990:19-31). In a nutshell, transactional leadership is concerned with contingent rewards on the efforts, performance and punished for non-compliance. This type of leadership furthermore observes any deviation from the actual rules and set standards and then takes corrective measures and actions.

Avolio (2000:7) states that transformational leadership incorporates organisational visions, missions, strategies and long-term goals. Well, transformed leaders provide clear strategic alignments and bring people and their behavioural actions together to be able to comply with the organisation's vision, mission and strategies to achieve long-term goals. Therefore, it is important to ensure that leaders who are effectively transformational have the ability to change and to improve, including in regards to the development of visions and strategies, Avolio (2000:8).

As far as this study is concerned, the implementation of strategic management to transform leaders requires practical interventions to empower leaders with the necessary skills to be able to deal with issues on a global scale. Those interventions should be achieved through effective transformational models (Bass *et al.* 1997:13). Given the motivation of this research, transformational leadership adds value to the efficient management of change. Therefore, transformational leadership is more effective than transactional leadership (Shokane, StanzandSlabbert 2004:1-6).

Human (2001:9) mentions that change does not happen overnight, but is a lifelong journey. Concerning transformation and how it relates to strategic management and policies, Human (2001:9) says that change should be regarded as a form of shifting from the current position to a higher level order, and as such can be viewed as a process or transitional state. Transformational leadership entails the use of vision, a mission and strategies to mobilise change

in the organisation. Human (2001:113) adds that strategic management should be kept in mind as it is the core responsibility of top management.

The adoption of A Strategic Framework for Gender Equality within the Public Service by the South African Cabinet in 2005 was in line with the intentions of positively contributing to gender transformation so as to enhance effective management and the leadership status of women in the SMS.

Human (2001:114-115) explains that strategies should be goal oriented to achieve the set goals and objectives. Jacques and Clement (1991) emphasise that effective leadership requires proper managerial leadership skills. To transform government departments' leadership, as far as equity is concerned, such a leadership transformational process should be executed in consultation with national priorities and then be engaged in the organisational visions, mission and strategic management goals. In that sense, state business must have practical strategies so as to be easily implemented, and those strategic management objectives towards transformation should be regarded as the key to effective leadership transformation in the public sector, particularly when new mechanisms to formulate new policies play a significant role in transformation and a good governance framework. Successful transformation and the practical implementation of a sound governance framework perform important functions in the implementation of policies and strategies (Human 2001:111).

The actual implementation of a Strategic Framework for Gender Equality within the Public Service falls within transformational processes. However, such transformation needs to be adequately monitored and evaluated about its compliance to ensure that it leads to fully capacitated leaders. These leaders need to have the necessary skills that will eventually add to the constitutional mandate of this country, which is to provide better service delivery. In assessing the practical implementation of A Strategic Framework for Gender Equality within the Public Service, the increased participation of women in the public service's decision-making arena as well as structures in all spheres of

government should be taken into account. This assessment will focus on women leadership promotion, representation, and empowerment within the framework of leadership transformation as stipulated in Section 9 of the Constitution of the Republic of South Africa Act, 1996 (Act 108 of 1996).

Fraser-Moleketi (2007) stated that it is imperative for all government structures to reflect the fundamental objectives of A Strategic Framework for Gender Equality within the Public Service, which entails the empowerment of women, the participation of women, and gender equality. Fraser-Moleketi (2007) further said that government structures should understand that gender equality has been a core value of the struggle in this country. Gender struggles can be far-tracked from its milestones, such as of the Women's Charter of 1954, the Women's March to the Union Building in 1956, the 1994 Women Charter for Effective Equality, the establishment of the ANC Women's League (ANCWL), South African Women in Dialogue (SAWID), and the Progressive Women's Movement of South Africa (PWMSA). Fraser-Moleketi (2007) added that "administrative leaders have to formulate practical gender policies, strategies, and measures to promote the empowerment, participation, and equal treatment of all genders, both men and women, respectively". In the hope of achieving good governance and transformation within the public service, it is, therefore, important to create an environment that is conducive – where all genders are empowered and treated equally and equitably.

To effectively comply with the set of principles outlined in A Strategic Framework for Gender Equality within the Public Service, such a process should be conducted in conjunction with the Public Service Gender Strategy, which clearly articulates how Heads of Departments can promote effective transformation in compliance with a good governance mandate for women in the workplace.

The Department of Public Service and Administration (DPSA)'s eight principles of transformation within the public service are: transformation for non-sexism;

establishing a legal framework atmosphere; ensuring that set targets are met; creating a diversified environment; promoting gender mainstreaming; providing that empowerment is encouraged; ensuring that the public service is equipped with skilled, professional and technical human capital, and working environments are conducive; ensuring that financial resources are enough and utilised optimally (effectively, efficiently and economically); and ensuring that accountability, responsiveness, responsibility, reporting, monitoring and evaluation are conducted appropriately as planned.

In reference to the above discussions, it can be understood that South Africa has worked hard to fight the gender imbalances through the promulgation of various pieces of legislation. Therefore, it can be noted that women representation at many levels of leadership in the public service cannot be view only as a moral approach to empowering women, but is also a legislative obligation to this country. The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996), together with the Women Empowerment and Gender Equity Bill, 2013 ("Bill"), the Public Service Act, 1994 (Act 103 of 1994), the White Paper on the Affirmative Action, Employment Equity Act of 1998 (Act 55 of 1998), the White Paper on the Transformation of the Public Service, 1997, A Strategic Framework for Gender Equality within the Public Service (2006 – 2015), and the Promotion and Prevention of Unfair Discrimination Act, 2000 (Act 4 of 2000) have all contributed to eliminating the imbalances that were present after apartheid and making gender equity transformation in the workplace a reality.

The Senior Management Service (SMS) Handbook (2003) provides transformational guidelines about managerial leadership and provides insight into the job and skills requirements for senior managers in the public service. The SMS Handbook (2003) also contains the five core competencies of a leader in the public service: strategic capability and leadership; financial management; people management and empowerment; change management and programme and project management.

Gender equality is a very critical component of the United Nations Development Programme on Human Rights (Resolution 1325). On 30, November 2005, the South African Cabinet adopted a revised employment equity target of 50% women in Senior Management Services (SMS) positions through proper and effective implementation and adherence to the contents of A Strategic Framework for Gender Equality within the Public Service (2006 – 2015). A Strategic Framework for Gender Equality within the Public Service aims to achieve female empowerment and gender equality in the workplace – specifically at the level of SMS. This framework is also aimed at ensuring a better quality of women representation through improved and accelerated transformational benefits.

Nkoane-Mashabane (2013:10) highlights some of the significant strides this has made. These include the election of Dr Nkosazana Dlamini-Zuma in July 2012 as the first woman in Africa to chair the African Union Commission, the appointment of Dr Phumzile Mlambo-Ngcuka as the Under-Secretary-General and Executive Directive of the United Nations and the appointment of Ms. Geraldine Fraser-Moleketi to the position of Special Gender Envoy to the African Development Bank. As stated before, female representation in the workplace is not moral support, but a legislative obligation. Promotion and protection of fundamental dignity and the human rights of women should be the core mandates when implementing the framework.

It is within this context that this research looks into the progressive implementation of A Strategic Framework for Gender Equality within the Public Service in achieving women's empowerment and gender equality as far as the empowerment, development and leadership of all women in the SMS are concerned. Despite the increased number of women in the SMS level in the past 20 years (1994 – 2014), women are still being discriminated and underrepresented in SMS positions.

Given the above discussions, discrimination of women and poor representativeness in the workplace can be tracked back from the traditional norms and cultural practices, particularly on the Setswana proverb saying, "A team of oxen is never led by a female. Otherwise, the oxen will fall into the ditch". For the past 20 years of democracy in South Africa after 1994, some women in the public sector have grown significantly, particularly in the supervisory and technical skills positions. In the context of this study, affirming women in the SMS positions has been slowly implemented despite various policies in place. In 2005 after the adoption of A Strategic Framework for Gender Equality within the Public Service (2006-2015) South Africa experience a significant increase of women representation from 30% in 2005 and 40% in 2014, yet still below 50% target. To drag down the progress which has been laid down by the South Africa government institutions towards advancing women in SMS and decision-making position, statistics have indicated that such growth has been growing at 1% per annum, (ANC, 2014: 12).

The issue of women being employed at SMS level is still a challenge and remains not only a South African concern but also a global one. According to EY (2014: 10) indicated that amongst G20 countries, looking into developing countries such as China, Turkey and Mexico are still showing slow progress in advancing women to leadership positions. EY report furthermore indicated that Turkey has been slowly to promote representativeness in the public service since its total drop from 48% to 9% since 1980. In the same context, China with 9% and Turkey with 9% has experienced decline in women leaders in the public service, while South Africa and Mexico are showing slow progress to advance women in SMS level.

In reference to the above discussion towards gender equality responsive machinery implementation, Human (2001:79) writes that "management should be a concrete 'hands-on' business, not just a matter of making decisions in an office and writing memos". It is of the utmost importance that women who are appointed to senior management positions are not just appointed for statistics,

but are capable of tackling their jobs 'hands on', and are being allowed to do so (by participating in strategic decision-making processes).

In this study, leadership empowerment for female leaders will be explored against the assumption that generic leadership transformation initiatives appear to be inadequate. This is because public service leadership originates from politics and the political mandate must adhere to which impacts on the internal and external operations of government structures. Hunt and Baruch (2003:729) state that senior officials become more effective leaders after undergoing management transformation. Transformation impacts positively on the inherent requirements of the individual position in the workplace, abilities, competencies and skills, including experience. Although transformation concentrates on the individual leadership capacity, the impact of the transformational programmes adds value to the strategic functioning of the organisation at large. The focal point of this study is to provide an assessment of the effective implementation of A Strategic Framework for Gender Equality within the Public Service to improve the participation and representation of females in the public service.

1.2.   PROBLEM STATEMENT

Given the significance of gender equality in the public service and the need to implement policies and programmes, the prevalence of non-compliance with the effective implementation, monitoring and evaluation strategies of the gender framework could impact negatively on the empowerment and advancement of women in South Africa.

With regards to the gender statistics published in the South Africa 2011 Report, which was released in 2013, Nkoane-Mashabane (2013:10) states that South African government structures have progressed well regarding the increased number of women in decision-making positions. However, despite the progress the South African government has made in promoting and empowering women

in the public service structures since 1994, women are still disadvantaged and marginalised in many ways as they are underrepresented and face immense odds. Given cultural norms, practices and beliefs that impact negatively on gender representativeness. It is in this context to note that such practices particularly Setswana proverb mentioned above weaken women self-esteem, and confidence and women tend to believe that leadership is for men.

According to Meyer (2012:53-60) emphasised that despite significant strides have been made by the public sector to affirm women in SMS and decision-making positions but the challenge remains, and women are still underrepresented in all structures of powers (political-administrative leadership).

Given the strides the country has made towards promoting gender equality in the workplace, women representation and empowerment remains a critical challenge. South Africa is showing slow progress in appointing women to SMS leadership positions in compliance with the Employment Equity Act of 1998 (Act 55 of 1998), together with A Strategic Framework for Gender Equality within the Public Service (2006 – 2015), and the White Paper on Affirmative Action. It should also be noted that women still experience challenges in implementing their managerial and strategic leadership responsibilities.

The concept of gender equality needs to be defined at this point. Gender equality refers to the equal representation of both genders, male and female. Although gender equality refers to representation, it does not imply women and men are the same, but rather that they have equal value and should be accorded equal treatment as stipulated in terms of Section 187 (1) of the establishment of the Commission for Gender Equality. This goes hand in hand with women empowerment which is a process that increases women's choices or ability to make decisions about their life and the environment they live in or work within. Furthermore, to be able to address their practical and strategic gender needs (Mehira, 1997:554; Kabeer, 1999:435-464).

Women empowerment also refers to the advancement of women as stipulated in Section 9(2) of the Constitution. Gender imbalances in the workplace can be linked to the perception in society that women should be responsible for household activities, such as cleaning and cooking, and not be responsible for leadership. It can further be noted that gender is a socially and culturally defined principle which previously resulted in the exclusion of women from the prime leadership seats based on the perceptions of the roles of men and females (OECD 2012a, 2012b and 2013). This has resulted in gender discrimination. Gender, therefore, refers to the roles assigned to men and women by society.

This study will assess the implementation of A Strategic Framework for Gender Equality within the Public Service given the leadership structure of the Free State Department of the Premier. The political leadership structure comprises of the premier (a male). The managerial-administrative leadership structures range from the director-general, who is also a head of the department (a male), chief directors (four officials of which one of them is female), to directors (26 officials of which seven of them are women). The overall workforce profile of the entire Department is 620, of which 32 are SMS officials – eight being female. Based on the departmental Employment Equity Report (EER) for 2013/2014, the Free State Department of the Premier has not yet achieved female representation in its leadership structures. The EER statistics have shown that the Department is below national target of 50% as far as A Strategic Framework for Gender Equality within the Public Service (2006 – 2015).

According to the EER 2013/2014 of the Free State Department of the Premier submitted to the Department of Labour, the Department has a 25% female representation at a senior management level, which is below the national target of 50%. The statistics prove that gender representation in the Department remains an enormous challenge which needs to be addressed to improve representation, including for people with disabilities. As mentioned before, current statistics on the SMS level in the Free State Department of the Premier are 25% females and 1.5% people with disabilities. The researcher notes that

the pursuit of good governance is the central pillar of proper leadership and the quality of service delivery transformation. The problems of poor gender equality, poor governance and lack strategic leadership in the public service entity could lead to significant disparities in gender.

The Auditor-General of South Africa (AGSA) reports (2012/2013:69) reveal that the Free State Department of the Premier maintained a clean audit for three consecutive years (2010/2011, 2011/2012 and 2012/2013). AGSA stated, however, that the Department must show improvement in its effective oversight role of the leadership. It should also review and monitor compliance, with legislative frameworks in place. AGSA further stated that the Departmental leadership has to provide effective leadership to the Department. The leadership should also assess the gaps between the SMS level and lower levels, and monitor and evaluate compliance with legislative frameworks.

To complement that, it has been stated that leadership transformation strategies and good governance to empower women should become an urgent priority and essential tool for meeting the constitutional mandate of this country, including the Millennium Development Goals as stipulated in the Agenda 2015. Based on the findings of the Auditor-General's report and the EER statistics of the Department 2013/2014, it is opined that the Free State Department of the Premier has not yet embarked on the pursuit of a good governance mandate concerning effectively complying with A Strategic Framework for Gender Equality within the Public Service (2006 – 2015). To emphasise the gender equality concept as far as women representation and empowerment is concerned, transformation in the public sector since 1994 has been associated with good governance indicators, inter alia; voice and accountability, political stability, society which is free from violence, government effectiveness, regulatory compliance, rule of law, and the control of corruption (Dlalisa, 2009:1).

Elements of good governance cannot be separated from transformational leadership. Therefore, as far as this study is concerned, improvements in gender equality in regards to female representation in the SMS level in the Free State Department of the Premier will be assessed by focusing on the strong indicators, failures, and limitations that have been experienced. The study will also focus on the roles and positions women hold in the Free State Department of the Premier, including their professional inputs in decision making and policy making. Leaders have a responsibility to ensure that specific gender needs are given priority and that they are not overlooked through their leadership competencies and capabilities (OECD 2012a; OECD 2012b and OECD 2013; Nkoane-Mashabane 2013:10).

The increased number of women who are represented by leaders in all spheres of government is an indication that the government's intentions to empower women has been given priority in various pieces of legislation but still need to be correctly implemented and then monitored and evaluated in order to ensure that women leaders can deal with challenges at a global level (OECD 2002a, 2012b and OECD 2013). Women must, therefore, be appointed to leadership positions based on their leadership skills, and not just to fill a quota. A Strategic Framework for Gender Equality within the Public Service serves vital roles; including expanding the human capital capacity to be more efficient as far as employment equity is concerned.

This study will examine the extent to which the Free State Department of the Premier has succeeded in implementing A Strategic Framework for Gender Equality within the Public Service towards female leadership development.

1.3. AIM AND OBJECTIVES OF THE RESEARCH STUDY

As mentioned earlier, one of the challenges government departments are faced with is the implementation of the gender equality framework, with particular reference to good governance regarding women leadership development and

empowerment. The study will seek to unfold and unpack the problems and challenges affecting proper departmental governance as far as gender equality are concerned.

The primary aim of this research was to assess the practical implementation of A Strategic Framework for Gender Equality within the Public Service, in particular in the Free State Department of the Premier. The study will also look at the concepts of gender equality, leadership transformation, and empowerment so that effective leadership can be positively improved as far as Section 9 of the Constitution is concerned. The significance of this research emanates from the fact that women play a significant role in the workplace.

This research study will, therefore, be descriptive and explanatory. In that sense, the study will follow a specific tradition so as to cover the research theme of this dissertation. Given the gender issues in the public service, the research questions used to define the research objectives are as follows:

- A brief theoretical background on gender equality as far as female leadership, governance and transformation in the South African public service are concerned will be discussed and determined;

- The extent to which women are affected by the poor implementation of A Strategic Framework for Gender Equality within the Public Service;

- The contributing factors limiting the advancement of women into managerial and decision-making positions in provincial government; and

- The formulation of conclusions, recommendations and future research based on the responsive findings will be provided.

1.4. RESEARCH METHODOLOGY

Research can be defined as the systematic process of scientific inquiry to discover knowledge in social science about a phenomenon (Welman, Kruger and Mitchell 2005:2). Research methodology refers to how information will be collected and processed within a framework of the research inquiry (Brynard and Hanekom 1997:27). Methodology on its own refers to the tools, techniques and procedures a researcher can use or apply in the systematic manner of inquiry (Babbie and Mount 2001:4). This study seeks to investigate the practical implementation of A Strategic Framework for Gender Equality within the Public Service with particular reference to leadership governance. It is also the purpose of this study to find scientific solutions to the problem.

The study will follow a mixed methodology approach to scientific data collection and analysis (qualitative and quantitative paradigms). The term mixed methodology refers to some procedures a researcher could use to collect and analyse data. Qualitative data analysis and quantitative data analysis can both be utilised in a single research study (Tashakkori and Teddlie 2003). Using the qualitative paradigm a comprehensive literature study on the topic was conducted, including books, professional journals, dissertations, Acts and various sources of legislation, government documents, newspapers articles, and research reports. This information will serve as the primary source of data collection. Furthermore using the quantitative paradigm, empirical evidence was gathered through questionnaires. Questionnaires served as the secondary source of data.

The study's primary approach will be qualitative because the research study is descriptive and explanatory. Quantitative methods and techniques will be used to a limited extent to support the primary data collected using the qualitative methods and techniques (Fox and Bayat 2007:7; Babbie et al. 2001:4; Bless and Higson-Smith 1995:3). A qualitative research technique, according to De Vos and Van Zyl (in Welman et al. 2005:8-9), is a technique and data collection

methodology aligned with social interaction, aimed at giving precise descriptions, making sense of interpretations, or reconstructing scenarios or pictures by using words. Cresswell (1994:1) refers to qualitative research as a scientific inquiry into understanding human problems based on building a holistic or complex picture which is formed with words and reporting detailed views of informants or participants with the first-hand experience of the phenomena. Creswell (1994:1) adds that it is conducted in a natural setting.

To address the research problem and the research question, it is imperative that the correct methodology is applied to support the scientific inquiry. For a qualitative study, Creswell (1998:47-64) identifies the following strategies of inquiries as they formulate a strategic design for a qualitative study, namely: the case study, phenomenology, content analysis, and ethnography. For the purpose of this research, only a case study strategy will be discussed.

1.4.1. Case Study

The question that can be asked is why was a case study utilised for this research? A case study can be referred to as an exploration or an in-depth analysis of a single or multiple cases over a period (Creswell 1998:61). Babbie (2005:306) states that a case study can be referred to a process, activity, event, or programme. It can even be a period, rather than a particular group of people. Therefore, a case study can be viewed as a process of enquiry about a particular instance in its natural setting. In this case, where multiple cases are involved, it can be referred to as a collective case study (Mark 1996:219).

Yin (1994) defines a case study as an empirical enquiry that investigates a phenomenon in its natural setting, particularly when there are uncertainties, no clarity, and unclear answers between a phenomenon and its context, even when multiple sources of evidence are used.

The Free State Department of the Premier will be used as a case study, using the strategies identified by Creswell (1998:47-64). This Department has been audited by the Auditor-General of South Africa and was presented with clean audits, as indicated in the previous section. The clarity not provided by these audit reports is the non-compliance with Employment Equity targets. It is, therefore, necessary to assess the progress and the challenges regarding gender equality, empowerment and development in the Free State Department of the Premier by adopting a case study paradigm. This paradigm will enable the researcher to unpack whether there is a gap between the promulgated policies and practices in the Strategic Human Resource Management component and the Special Programmes component of the Department.

1.4.2. Critical Feminism Tradition

The feminist critical theory utilised in this study will provide an understanding of how this tradition contributes to the exploration of the meaning of gender concepts. The primary focus of this tradition, as far as this study is concerned, is gender as a concept and patriarchy. Kramarae (1989:313) states that gender is socially constructed in a set of values, identities and activities, which are biologically or naturally determined by gender. Patriarchy, from a feminist perspective, can be defined as a system of structures and practices that sustain inequalities between the experiences, responsibilities, status and opportunities for women and men (Wood 1997:314).

As indicated above, the feminist tradition focuses on gender gaps, with a particular focus on the underrepresentation of women. It aims to provide valid knowledge of gender relations in such a manner as to eliminate the unequal status of men and women in society, and in the working environment (Squire and Wickham-Jones 2004). The focus of the feminist tradition further ensures that women are treated equally, fairly and with respect under the auspices of the Constitution.

The feminism tradition is a social methodological process to address gender issues as often ignored in the institutions dominated by male leaders, as far as hegemonic masculinity is concerned. Knorsell (2006:108) mentions that institutions such as the military and construction organisations are dominated by men. This masculinity gives men more power and privileges over women and is one of the issues which this research study will address. This study will look at the leadership structure of the Free State Department of the Premier in relation to the practical implementation of A Strategic Framework for Gender Equality within the Public Service.

The critical feminist tradition will provide a theoretical framework for the study as the research will assess the practical implementation of A Strategic Framework for Gender Equality within the Public Service. It is important to note that this tradition will focus on how women are underrepresented in the workplace, and also how their professional experiences are ignored. It will further contribute to an assessment of gender and women's roles in a modern society as long as power and domination in the working environment of politics continue. The principle this tradition will apply is to eradicate gender inequalities or imbalances that might hamper organisational diversity: "What is seen as man-made could be woman remade" (unknown).

1.4.3. Population, sampling strategy and data collection procedure
1.4.3.1. Population

The population for this study is:

- The location of the research study is the Free State Department of the Premier.

- A target sample size of six (6) directors, ten (10) deputy directors and ten (10) assistant directors will be considered in this study research. The target population of the study comprises male and female leaders' giving on their first-hand and detailed information about their experiences.

1.4.3.2. Sampling strategy

Concerning the study's chosen research methodology, the sampling strategy will be unpacked as follows (Terreblanche and Durkheim 1999:57):

- The criteria for how the researcher selects the sample and why such a sampling method is appropriate for this study.

- What a sample size will be.

Therefore, to achieve the aims and objectives of the study, the researcher will make use of non-probability sampling (purposive sampling). The respondents will be selected based on their roles and extensive knowledge of human resource matters, as well as procedures and processes within the Department.

1.4.3.3. Data collection procedure

As stated in the research methodology, to achieve the study's objectives, an empirical survey will be used to collect the data. In this sense, a questionnaire survey will be distributed to the SMS (the directors), the MMS (the deputy directors), and the junior managers (the assistant directors) via e-mail.

The study will also analyse the Department's documents, such as the Human Resource Plan, the Employment Equity Reports, and the Employment Equity Plans to obtain evidence of compliance or non-compliance to the current departmental gender equity plan as far as the current departmental leadership workforce is concerned.

1.4.4. Limitations of the study

The study is limited to the Free State Department of the Premier. It will focus on some key issues preventing the Department from progressing as expected. The

study will not include the views and opinions of any official in the Department. One of the issues that can impact negatively on the study is the willingness of the employees to participate in the study. The possible limitations of the study are the following:

- Inadequacy of relevant literature;

- Unwillingness to participate in structured interviews;

- Changes in the Departmental structures; and

- The study being time-consuming.

The research is limited to the public service domain and, therefore, cannot be generalised. The results of the survey will not serve as a necessary strategy for practice for the public service, but rather a recommendation for the improvement of service delivery.

1.4.5. Ethical consideration

The researcher will respect both the confidentiality and human dignity of the participants. A consent form that explains the significance and objectives of the study will be given to participants (**See appendix B**). Ethical issues are of the utmost importance and will be taken into consideration for the researcher to execute research in a scientific manner (Schurink 2005:43). As far as this study is concerned, ethical considerations in social research fall within four categories, namely, protection of harm, informed consent, the right to privacy, and honesty in a professional manner (Leedy 1993:107). Mouton (2001:15) lists the following social research rights which are in line with Leeds's views:

- The right to privacy, including the right to refuse to take part in scientific research;

- The right to secrecy;

- The right for full disclosure of the research to target groups and the organisation at large; and

- The right not to be hurt in any manner, either physically, psychologically or emotionally.

The rights of participants in this research study will be protected as far as the qualitative methodology of scientific inquiry is concerned (Murphy and Dingwall 2003:163).

1.5. RESEARCH DESIGN
1.5.1. Layout and overview of chapters

The plan and the sequence of the study chapters are as follows:

CHAPTER 1: MOTIVATION

This chapter of the study will provide a motivation and the background of the study; followed by the aim and objectives of the study. This chapter will also focus on the appropriate research methodology and design, which cover the scientific framework and systematic procedures on how the research will be conducted. The methods used for collecting information from the participants, as well as the limitations and ethical considerations, will be discussed.

CHAPTER 2: GENDER EQUALITY FOR FEMALE LEADERSHIP IN THE SOUTH AFRICAN PUBLIC SERVICE FROM A GOOD GOVERNANCE PERSPECTIVE: THEORETICAL FRAMEWORK

This chapter will explore the theoretical framework of the study on which the research will be based. This chapter will discuss in detail the implementation of A Strategic Framework for Gender Equality within the Public Service. The main challenges to gender equity – as far as women leadership is concerned – will be discussed. This chapter will also discuss the conceptual framework and the literature review related to the study of the implementation of A Strategic

Framework for Gender Equality within the Public Service as far as good governance is concerned.

CHAPTER 3: A STRATEGIC FRAMEWORK FOR GENDER EQUITY IN THE PUBLIC SERVICE AS A LEGAL FRAMEWORK FOR GOOD GOVERNACE TRANSFORMATION

This chapter will focus on the legal and policy frameworks for gender equity promotion and representation as far as good governance transformation in the South African public service is concerned. International obligations will also be discussed to support the important structure of legislation regarding gender equality.

CHAPTER 4: CASE STUDY OF THE FREE-STATE DEPARTMENT OF THE PREMIER

This chapter will use the Free State Department of the Premier as the case study. The chapter will outline the overall Departmental employment background.

CHAPTER 5: RESEARCH METHODOLOGY AND AN ANALYSIS OF THE BIOGRAPHICAL DETAILS OF THE RESEARCH RESPONDENTS

The research methodology used in this study will be discussed in detail in this chapter. A questionnaire survey will be conducted. The details of the questionnaire will be discussed.

CHAPTER 6: ANALYSIS AND INTERPRETATION OF THE RESULTS OF THE EMPIRICAL STUDY

The data collected will be analysed and tabled, and the research findings of the literature, the empirical assessment and the investigations will be presented in

this chapter. This chapter will examine the progress the Free State Department of the Premier has made towards female representation in the SMS level and present the barriers preventing women from career advancement and development.

CHAPTER 7: CONCLUSIONS AND RECOMMENDATIONS

The conclusions of each chapter will be presented in this final chapter. It will provide recommendations that may assist the Free State Department of the Premier in improving gender equity and tackling the problems that affect the effectiveness of the implementation of A Strategic Framework for Gender Equality within the Public Service in the Department. Furthermore, this chapter will propose suggestions that might be useful in assisting the Free State Department of the Premier in fulfilling its plans to achieve equity targets by ensuring that gender equity in the Department remains a priority, and to fill the gap between policies and practices. Lastly, further research will be presented in this chapter.

CHAPTER 2

A CONCEPTUAL FRAMEWORK FOR GENDER EQUALITY IN THE SOUTH AFRICAN PUBLIC SERVICE FROM A GOOD GOVERNANCE PERSPECTIVE

2.1. INTRODUCTION

Post-1994, the South African government, committed itself to changing the misconception that women cannot be leaders and should rather stay at home, look after their children, and do household chores (Millennium Development Goals: Agenda 2015). This study was undertaken about democratic progress, based on the commitments made by international stakeholders at the Convention on the Elimination of all Forms of Discrimination (CEDAW) and the Beijing Platform for Action (BPFA). In that context, the South African government committed itself to take forward these commitments as agreed on by world head of states and other stakeholders, and as endorsed by the Millennium Development Goals: Agenda 2015. These included that by 2015 employment equity targets would be 50/50 in the Senior Management Services and the target of 2% of people with disabilities would be achieved.

The researcher believes that it is necessary to assess how South Africa's public service departments have progressed towards achieve the goals of gender equality, including women empowerment initiatives. In looking at how the Free State Department of the Premier has made progress in achieving gender equality, it will be viewed regarding adherence to the relevant policies of the Department. Since South Africa has adopted various policies, this research looks to which extent to which transformation of gender equality has taken place to address good governance in relation to empowerment and the representativity of women at SMS level. Assessment is a powerful mechanism to monitor compliance. Therefore, it is necessary to assess the implementation of A Strategic Framework for Gender Equality within the Public Service and the

impact of such implementation on good governance and gender equality in the workplace. This process is necessary for the Free State Department of the Premier to play a robust role of being in compliance with its monitoring and evaluation processes in view of whether it is achieving gender equality, as set out in the Employment Equity Act of 1998, so as to ensure that the principles of gender equality and women empowerment are adhered to.

Therefore, in addressing gender issues in the Free State Department of the Premier, this chapter will discuss the challenges of achieving gender equality in regards to women leadership at the SMS level. A conceptual framework for gender equality in the public service and its implementation will also be provided. Conceptualisation of the study's relevant concepts will be done so as to increase understanding of the research and to assess the important mechanisms impacting on effective compliance within the proper governance framework and transformation, with particular reference to governance leadership.

2.2. CONCEPTUALISATION OF KEY TERMS RELEVANT TO GENDER EQUALITY

2.2.1. Broad Representation refers to the whole idea of promoting principles of inclusiveness, diversity, responsiveness and equality in the workplace reflecting organisational culture, organisational/departmental structure, human resource management, and service delivery (Constitution of 1996).

2.2.2. Designated groups refer to Black people, women and People with Disabilities. Black is a generic term that refers to Africans, Coloureds, Indians and Chinese (EEA of 1998).

2.2.3. Employment Equity (EE) refers to the implementation of strategies, processes and mechanisms to manage employment inequalities, and the creation of access to equal opportunities in the workplace by enforcing compliance with the EEA to improve representative in race, gender and disability targets.

2.2.4. Empowerment refers to enhancing individuals with performance skills, including critical skills, for assisting individuals to gain self-confidence and to acquire the required competencies for performance (Monethi 2013: XV).

2.2.5. Equality refers to equal treatment, unlimited human rights, and freedoms of speech as enshrined in the Constitution.

2.2.6. Equity refers to the equal, fair and just distribution of all means of opportunities and resources for women and men (EEA of 1998).

2.2.7. Gender refers to socially and culturally determined inequalities between women and men in society (Constitution of 1996).

2.2.8. Gender equality defined as an equal representation of males and females, including people with disabilities respectively. Although gender equality refers to representation, that does not imply women and men are the same but that they have equal value and rights, and should be afforded equal treatment as stipulated in terms of Section 195 of the Constitution, together with Section 187 (1) of the establishment of the Commission for Gender Equality.

2.2.9. Gender Mainstreaming (GM) refers to the whole process of identifying gender gaps and making male and female concerns and experiences integral to the design, implementation, monitoring and evaluation of policies and programmes in all government structures to ensure that all people benefit equally (Constitution of 1996). Furthermore, the United

Nations Development Programme (UNDP) defines gender mainstreaming as "taking into account gender equity concerns in all policies, programme, administrative and financial activities, and in organisational structures and procedures, to impact on a proper contribution to good governance and public service delivery transformation".

2.2.10.Leadership transformation focuses on enhancing and empowering the human capacity of those in leadership positions or levels to be able to carry out delegated roles and responsibilities to achieve and improve organisational performance (Hannum 2004:5).

2.2.11. Public service can be defined as a collective term of the public service, as well as the local sphere of government, statutory bodies, quasi-government institutions, parastatals, and similar institutions operating under the auspices of the Constitution.

2.2.12. Reasonable accommodation refers to the elimination of obstacles that hinder the employment and the advancement of persons selected for Affirmative Action, including people with disabilities (Department of Public Service and Administration 2007:4).

2.2.13. Transformation in relation to change refers to the shift from the present situational state to a state that embraces a current state of equilibrium within the organisation. Change can be sudden or planned due to global changes. Jarbandhan (2012:37) says that when change is designed correctly, it is proactive and deliberate as necessary measures are in place for control and the process in that regard will be successfully managed.

2.2.14. Women empowerment can be viewed as a process which increases women's decisions or ability to makes justly choices about their life and

the environment they live in or in the workplace. Furthermore to be able to address their practical and strategic gender needs (Allendorf 2007:1975-1988; Mehira 1997:554; Kabeer 1999:435-464). It can be further stated that women empowerment is referred to as the advancement of women as stipulated in terms of section 9(2) of the Constitution.

2.3. GOOD GOVERNANCE IN THE PUBLIC SERVICE DEPARTMENTS IN PURSUIT OF EQUITY TRANSFORMATION

Gender equality was first declared as a critical component of gender mainstreaming by the United Nations Development Programme Charter on Human Rights Resolutions 1325. This concept was also addressed in the Millennium Development Goals: Agenda 2015 and enshrined in the Southern African Development Community (SADC) Protocol on Gender and Development adopted in South Africa in 2008. Therefore, with the promulgation of the Constitution, together with the EEA of 1998 (Act 55 of 1998), a number of goals in the SMS were established to capacitate them in order to enable them to deal with global challenges effectively. Such advancement should be done in accordance with the practical implementation of A Strategic Framework for Gender Equality within the Public Service.

The adoption of A Strategic Framework for Gender Equality within the Public Service was an indication of government progressing towards achieving and improving the lives of women in contributing to public service transformation and good governance. This contribution has resulted in various debates in state structures that the representation and empowerment of women should be achieved as documented in the Millennium Development Goals: Agenda 2015. The South African public sector has shown its intention to embark on gender transformation through the adoption of a 50% target for women at the SMS level.

A Strategic Framework for Gender Equality within the Public Service set a milestone to achieve of 50% women at the SMS level and 2% people with disabilities in all structures of the organisation by 2015 (DPSA 2010:11). However, inequalities amongst both men and women in the workplace still exist. Women in the workplace are underrepresented and negligence leaves the holders of SMS positions in a quandary (Naff 2010).

In reference to the above discussion, it can be emphasized that however South Africa have promulgated various policies to eliminate gender imbalances in the public service, but the gap is still huge between men and women leaders. Meyer (2012: 61) mentioned that this huge gap between men and women in SMS level created the biggest barrier to towards women advancement. The author [Meyer] said that however South Africa has transformed its public services from apartheid practices and introduced equal rights and freedom of speech, but gender equality is still a challenge. Meyer (2012: 70-79) clearly indicate that despite policies in place to affirm women in the SMS positions, statistics shows fewer women in SMS.

Given the current statistical data on gender placement in the SMS positions but senior positions are mostly occupied by a male. Linking with the current gender disparity, and from that analysis can be concluded that gender sensitivity will take a time to be addressed and also such negligence by top management will create more problems of gender mainstreaming in public policies.

In 2005, November 30, the South African Cabinet adopted a Strategic Framework for Gender Equality within the Public Service (2006-2015) with the intentions to promote equal employment opportunities amongst Senior Management Services. This framework significantly targeted 50/50% at all levels of leadership structure (Salary level 13-16). The South African Cabinet at the national level intended to improve good governance to ensure that women are represented in all government structures and that they are empowered. It can further be emphasised that the whole agenda of women representation and

empowerment was endorsed in various White Papers, even before the promulgation of the EEA of 1998.

White Papers include the White Paper on the Transformation of the Public Service of 1995 and the White Paper on Affirmative Action of 1998, which were issued to enforce and to ensure proper compliance with the set targets of employment equity. It is in that notion that women representation in all government structures and decision-making arenas should not be viewed as moral support, but as a legislative enforcement mandate of the supreme law of this country.

A former President of South Africa, Nelson Mandela, said in his inaugural speech in April 1994 that "it is crucial that all structures of government should fully understand that the Reconstruction and Development Programme (RDP) and freedom cannot be achieved unless women rights and dignity have been restored and protected from all forms of discrimination and prejudice". He further mentioned that "women must be empowered, be afforded equal opportunities as their male counterparts, and be treated fairly". The former Secretary-General of the UN, Kofi Annan, also said in a statement in 2006 that "Gender equality is more than a goal. It is a precondition for meeting challenges of reducing poverty, promoting sustainable development, and building good governance".

Post-1994, various legislative frameworks were formulated in South Africa to address gender imbalances in the public service and society in general. Gender equality has appeared to not only be this country's area of concern but a global concern (Nkwana 2011:32). Nkwana *[supra]* further mentions that the South African government after its democratic dispensation committed itself to promote women representation in all government structures, to support and adhere to the protection of women's rights, to contribute to effective and highly practical transformation, to develop and empower women and their economic views, to ensure that formulated policies fairly address gender and the extent to

which gender should be given a priority and be taken into consideration, and ensure that both genders have equal access to national resources and opportunities at large.

Despite the significant strides the South African government has made to promote gender equality in the public service and the community, the question has been raised by many: How successful has the implementation of gender equality – specifically women representation and empowerment on the SMS level in the area of public administration and management – been since 1994? Maseko (2013:22) raised the question: "Does gender matter when it comes to leadership? Is there any difference between men and women leaders?" Traditionally, in the African custom, men led and women followed (Rust 2007:131-132).

Since the birth of the Constitution of 1996, the number of women leaders in the country has increased drastically, including in other African countries after the ratifications of the BPA in 1995. However, the challenge still exists – women representation and participation in public service decision-making structures is still not enough and should be tackled through legislative implementation and compliance of A Strategic Framework for Gender Equality within the Public Service. Therefore, adequate progress has the impact on a broader assessment to ensure that women at the SMS level are adequately represented, as outlined in the adopted framework for gender equality and Section 195: Chapter 10 of the Constitution, to promote employment equity targets.

2.3.1. Gender equity at the Senior Management Service level

Although it has been mentioned that South Africa has done relatively well to ensure that women are represented and empowered in order to feature at all levels of government structures as far as gender equality and good governance is concerned, such transformation does not imply that women do not face

reduced representation in the workplace. Women are still underrepresented in various government departments, especially women in SMS leadership (De La Rey 2005). Statistics consolidated by Sadie (2000) on the Southern African Development Community show that in Africa (including South Africa) women in parliamentary structures are still below the employment equity target of 50%. From 1994 to 2014, female representation in the Cabinet (ministers) was 42.85%, while male representation was 57.14%, and female deputy ministers stood at 45.9% while men stood at 54.1%. This underrepresentation of women in Parliament also reflects on the representation of women at the SMS level in the provincial departments because provincial administrative activities take place in the political milieu. Personnel and Salary Administration (PERSAL) history data retrieved from the Department of Public Service and Administration (DPSA) shows that women are still not adequately represented in terms of the employment equity reports submitted annually to the Department of Labour.

The consolidated Public Service Affirmative Action and Employment Equity Report (2011/2012:14) shows that the Free State ranked number 10 in terms of women at SMS level with 32,46%; Gauteng with 40,31%; Limpopo with 40,20%, the National Departments with 39,20%, the North West Province 38,98%, KwaZulu-Natal 37,91%, Mpumalanga 35,31%, the Eastern Cape 34,91%, the Western Cape 33,89%, and the Northern Cape with 33,48%. It is imperative to note that female representation at the SMS level is still a challenge and the South African government has to enforce effective compliance with the legislative frameworks governing gender equality.

The South African public service in June 2014 had achieved 42.85% in regards to female ministers, resulting in a 41% representation of women in the National Assembly and 45.9% of women Deputy Ministers (ANC, 2010: 11). This statistics shows a growth South Africa have experienced in the representation of women in political leadership structures since the new dawn of democracy. According to Gender-links (2011:3), gender representation has been shown a steady increase from 28% 40% (from 2000 to 2006).

In 2009, South Africa experienced a decline of 2% in women representation in the local government level 38%. In reference to this study, on the administrative leadership, females at the SMS level in June 2014 stood at 40%. From December 2005 to 2014, there was a slow pace of improvement and women at the SMS level had increased by an average of 1% annually. Trade Mark South Africa (2011) indicated that South Africa compared to some of its neigbhouring countries has the highest female representation with 42.85%; Mozambique has 39, 2%; Angola 38, 6% and the United Republic of Tanzania is at 36%.

Although these statistics may be viewed as successes, they still fall below the agreed employment equity target of 50%. Women are still underrepresented in the public service. Even though one would expect that transformation could happen overnight but because of the prevalence of political influences in the public administration and management matters which affect working relations among genders, the slow progress is an indication that good governance transformation strategies will have to be reviewed to fill the gap between policies theory and practices.

Political-administrative leadership must develop effective measures to speed up the implementation processes of equal representation of women in the public administration and services (politicians and SMS members).

2.3.2. Gender and leadership governance in South Africa: Analysis of the current situation of women in the Senior Management Services level in the public service

In post-1994 South Africa, public services departments have moved from apartheid practices through the transformation to practices of good governance politically and socially. This transition can be advocated through the promulgation of various pieces of legislation to address and eliminate acts of discrimination, oppression and imbalances among the genders. The South African government has further placed significant emphasis on empowering and

advancing the livelihood of women in their respective communities (Marthur-Helm 2004).

Much progress has been made in promoting gender equality, and it appears as though there is a definite movement based on the number of women occupying SMS positions, although there is still an overrepresentation of men in management positions. Women in the South African public service are employed and represented more than before, but mostly in supervisory (professional and technical) positions and at the Middle Management Services (MMS) level (14th Commission for Employment Equity Annual Report 2013 – 2014:63-79):

Women at the SMS level make up 25% of the Department's workforce in the Free State Department of the Premier. The EER of the Department has shown an unequal representation of women at the SMS level over the past few years – in 2010/2011 it stood at 27%; in 2011/2012 it was 24%, and in 2012/2013 it was 23.07% (Department of Labour).

The most recent statistics from the employment equity reports indicated that government departments had major race and gender differences in the SMS positions from 2005 to 2014. As from June 2014, women at the SMS level were 28, 91% Black females, 2.54% Asian females, 3.10% Coloured females and 5.51% White females (Department of Labour 2013/2014). Although statistics have shown an increase of 40% in females at the SMS level, this is an indication that women are still poorly represented in leadership governance and management positions. The issue of black men dominating women is not public sector challenge, but there is also a similar problem in the private sector where leadership positions are dominated by white men (Booysen 1999).

The Free State Department of the Premier is under the political leadership of a senior male official (Premier). As the study investigates the representation of women given gender equality in the Free State Department of the Premier, such

representation became significant to the researcher to looking into challenges and barriers affecting women to be advanced to the SMS level. As various reports and studies conducted on the phenomenon, including statistics has shown that are few women in the SMS positions, and such poor representation impacts on the legislative compliance with the principles of the A Strategic Framework for Gender Equality within the Public Service (2006-2015).

A gender imbalance in the workplace is not only a South African concern but a global concern. For example, in the developing countries like China, Turkey and Mexico, women are still not represented and are faced with tremendous challenges in being promoted to managerial positions (EY, 2014:9-10). To advocate this statement is that, in 2014, statistics showed that China was at 9% compared to 12% in 2013, Tukey showed 9% compared to 13.6% in 2013 and Mexico at 21% (an increase compared to 14% in 2013). These three developing countries show similar trends to South Africa regarding women representation in SMS level. Despite the fact that women easily sustain their path to a management career, but is it still difficult for them to be empowered and to develop as quickly their male counterparts? Globally, women have opted to study for a Master's degree in Business Administration (MBA) so as to allow them to be recognised for SMS positions.

Mabe (2015) writes that South Africa has 57.6% working women, yet they constitute only 40.4% of the SMS. Statistics on employment equity from the Department of the Public Administration and Services (2013/2014) illustrate the slow implementation of A Strategic Framework for Gender Equality within the Public Service.

2.4. APPROACHES TO GENDER EQUALITY AND GOOD GOVERNANCE TRANSFORMATION

The South African government has embarked on the transformation of women at the SMS level through various pieces of legislations formulated to achieve gender representativeness by 2015. In Chapter 1 it was mentioned that administrative activities exist under the political instructions of the ANC government. Therefore, as provided that the SMS structural leadership of the Free State Department of the Premier starts with the Executing Authority (Premier), it that sense SMS officials will always execute their functions within a political milieu. Public service decisions and activities will be influenced by political mandates, rather than administrative realities.

It is in that sense that good governance concerning the implementation of A Strategic Framework for Gender Equality within the Public Service in the Free State Department of the Premier will be assessed and analysed. A major challenge for many provincial governments has been their ability to build strong organisations capable of delivering on the principles of Section 195 of the Constitution, which stipulates that:

a. Public officials must at all times uphold and maintain good ethics and professionalism;

b. Civil servants must at all times ensure that quality of public services is promoted, and resources are optimally used to comply with 3Gs (efficient, economical and effective);

c. Public administration must be effectively developed and oriented to ensure that every official can promote 3Gs;

d. Public officials should deliver social services in an impartial, fair and equitable way, and without bias as every citizen is bestowed with equal treatment, rights and opportunities at their disposal;

e. People's needs are fairly responded to, delivered according to an agreed standard of quality, and to ensure that public participation is promoted in policy-making as far as good governance and transformational framework is concerned;

f. Public administration and management are accountable, responsible and responsive to their ill-actions;

g. All social services, including administrative activities, are delivered in a transparent manner, and to foster quality of information dissemination to the public promptly, and be readily available to the public without being restricted;

h. Public service departments comply with good human resource management and career development practices to maximise human capital potential; and

i. Public administration is broadly in compliance with the equity and representativeness of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances imposed by the apartheid leaderships (before 1994) to achieve broad representation without being discriminated.

If a public service department can manage to achieve the above as provided in Chapter 10 of the Constitution, public administration principles, and Section 195 (d) consistently, within its administrative capacity to comply, it can be described as a functional, well-performing department. Rees (1998) says that in addressing gender issues, equal treatment, positive action and mainstreaming

must be achieved legislatively. For the purpose of this study, only equal treatment will be discussed. Other theories utilised to develop a theoretical framework are the professional approach and the critical feminism theory.

2.4.1. The equal treatment approach of Rees

In this research study, same treatment refers to every person having equal rights and receiving equal opportunities. Constitutionally no one has limited rights, and no one has lesser rights. Every person should be treated equally as stipulated in Section 195 (d) of the Constitution. Rees (1998:32) writes that equal treatment should be viewed as a critical and fundamental feature of any policy relating to gender equality in addressing equal opportunity matters. As mentioned in the Constitution, it is also a universal concept documented in developed countries as a similar gender concern that men and women should be given equal treatment through the accessibility of human development and empowerment in the workplace.

2.4.2. The professional approach theory

Pertaining to the professional approach, the study will determine whether departmental administrative leadership has complied with the departmental gender equality legislative framework to deal with a particular concern or problem. The notion of the study here, as far as gender is concerned, was assessed in compliance concerning the public administration principles as enshrined in Chapter 10 of the Constitution, Section 195. The assessment will establish whether women at SMS level are fully empowered and to what extent they are empowered, to assess compliance with legislation in terms of professionalism and leadership governance.

Administrative leadership structures, including political leaders, have a set of roles they have to play to ensure the success of the departments in delivering effective services to the community. The Constitution stipulates that the premier

is the supreme executive authority of the department, and the administrative managers are the implementers of the executive decisions and resolutions. Taking that 25% of women at the SMS level in the Department out of the 75% of men in the SMS scenario, the primary consideration of this study is the challenges leading to the slow implementation of a gender equality framework. The assessment, therefore, attempts to determine how the chosen department is affected by gender equality challenges and to consider responsive options.

2.4.3. The critical feminism theory

Feminism theory relates to the initiatives the South African government and international countries have in place to eradicate women's oppression in the workplace and society at large (Kramarae 1989:313). Rust (2007:62-63) writes that feminism should be understood not within a sexual context, but based on social and cultural factors. This theory was regarded as a proper social movement to be applied in order to transform the way society thinks about gender. Feminism from a social movement perspective has specific goals to achieve, including the transformation of equality between men and women.

Lorber (2010:1), in her first wave of modern feminism, emphasises that women were undermined based on their abilities and forced to stay at home to do household chores, despite the fact that both genders have similar capabilities. Modern feminism was discovered in the 19th century in Europe, America and Japan. This discovery was on the basis of responding to the major imbalances between men and women encountered personally and professionally (Lorber 2010:2-3). Women and men have differences in relation to inequalities which can be viewed when different roles are assigned to women and men in the workplace, including the sexual disparities of labour activities in households. In South Africa, women have been marginalised because of apartheid practices. The result is the slow transformation of gender equality, contributing to women being seen as only objects to fill a quota in the workplace and being denied the

opportunity for equal treatment as far as promotion and empowerment are concerned (Lorber 2010:2-3).

The gender disparities theory perceives gender differences among men and women. Constitutionally, men and women are equal and must be treated fairly. The appointment of senior officials in the organisation should be made on the inherent requirements of the posts and appointments of women should not be done to fill a quota but to enforce legislative compliance. The gender inequality theory states that men and women are not equal in the workplace, or even in the household environment. Constitutionally, both men and women have equal rights and should be treated equally, but patriarchy has denied women the opportunity to be engaged and participate at the strategic decision level (Lorber 2010:4-5). In that sense, equality must be enforced to speed up transformation, in particular within leadership positions in government in relation to women in SMS level positions (Lorber 2010:4-5).

The concept of feminism must be understood in a broader perspective. Feminism is an ideology that exists to address the issue of inequality between men and women within a principle of social, cultural, political and economic equity and freedom (Capra 1996:4-14). Feminism deconstructs patriarchy, promotes gender equality professionally and individually, either publicly (in the workplace) or privately (in the household). The feminism theory aims to understand the extent to which the nature of inequality affects women in the workplace and household and focuses on the power differences sexually (Capra 1996:4-12; Rai 1996:8-9.).

As stated in Chapter 1, women representation at the SMS level should not be regarded as moral support, but as a legislative instruction of this country. It needs to be noted that equality plays a pivotal role in the transformation of gender. Feminism theories have been discussed, in particular from an equality perspective is a pillar of good governance. In addition, to the theories being discussed, liberal theory and social feminism theory also advocate the concept

of feminism. The liberal theory came into effect in the 1960s. This theory is based on the belief that all persons are equal and must be afforded equal opportunities. This theory further believes that both men and women have the same level of morality and intellectuality. In that sense, men and women are the same, and must be treated and respected equally (Mama 1996:2-3).

In reference to the above, for liberal feminism, women must be given the same opportunities as their male counterparts (Rai 1996:2-3). The liberal feminist theory can be read together with the objectives of the Bill of Rights of 1996 and Chapter 10 of the Constitution, Section 195. It can be deduced that gender differences should not exist in a democratic state and should be given recognition as mandated by the Freedom Charter.

Rai (1996:4-5) describe the liberal theory as a theory which demands fair treatment without being discriminated against on the basis of gender, age, sexual orientation, race, religion, national location or ethnicity. This theory contributes to the social movement for the elimination of gender imbalances to promote women's rights, their economic voice, their interests and their gender issues in society. As stipulated in the Constitution, people must be treated equally and have equal access to national resources. In that scenario, the liberal theory effectively contributes to the process to eliminate barriers that promote the unethical behaviour of discrimination towards equal treatment.

The second theory relates to social feminism, which outlines the exclusion of women in leadership responsibilities. Rai (1996:4-5) explain that the social feminism theory impacts on the structural shaping of leadership and technological factors which have been conceptualised to be male fields of work, and which exclude women. In South Africa, social feminism, therefore, states that women are still not given an opportunity to do what men due to lack of trust from their male counterparts.

Geertsema (2007:1) mentions that in 2003, only 12.14% of posts in the construction industry were filled by women, compared to 55% in the general industry. Although Geertsema's studies did not focus on leadership positions and public sector, his statistics are relevant to this study in that they point to the exclusion of women in the fields regarded as men. Geertsema (2007:1-2) emphasises that women in South Africa have made significant progress in choosing careers in the traditionally male-dominated world, but the process of women representativeness at the SMS level needs to be speed up.

In reference to the study theme, gender equality as the primary concept needs to be unpacked, starting with the historical background. The intention of feminism within good governance transformation is to impact on gender equality in society, including the workplace. In that sense, it has to be said that South Africa has contributed immensely to promoting gender equality between men and women so that they can have equal rights socially and culturally. Gender equality, however, should not be described as men having more power over women because gender equality has different forms, depending on the economic and organisational structures in a particular society.

Although South Africa is highly regarded as far as the Constitution and the Bill of Rights are concerned, equal representation of the genders in the public service is of critical importance and a major principle contributing to the pillars of good governance which mandate transformation. This entails fairness, non-sexism and freedom of expression, among other rights, as stipulated in the Freedom Charter of 1954. It can be furthermore provided that gender equality is a critical component in the Third Millennium Development Goals (MDGs): Agenda 2015. It is stated in the MDGs that all countries, including South Africa, need to eliminate imbalances in all levels of government structural leadership, specifically in the workplace, by 2015.

The Constitution clearly stipulates several principles in Chapter 10, Section 195 on equal rights and fair treatment. Article 195 states that nobody must be

discriminated. It is in that context that women representation in the feminism perspective should serve as a basis to eliminate underrepresentation. Gender equality is the core component of Affirmative Action so as to reduce barriers to gender representativeness. Therefore, both men and women should be afforded equal representation and equal opportunities without discrimination based on gender (Rust 2007:131-132).

2.5.   HISTORICAL PERSPECTIVE OF FEMINISM IN SOUTH AFRICA

To understand the concept of feminism in South Africa better, this study will look into the history of women in South Africa, particularly about the struggle against gender imbalances. In South Africa, particularly during the apartheid era, women were treated as if they did not exist. This made women actively participate in the struggle against colonial powers and fight for freedom and human rights (ANC 1980:n.p). McEwan (n.d:n.p) states that the intentions of the women's movements of liberations during the apartheid regime were to transform the political systems. The post-1994 government aimed to transform its people through its transformational political practices, especially those promoting gender issues, equality and human rights. In that sense, political transformation since the birth of the Constitution has made a remarkable impact on the proper governance of this country.

Feminism in South Africa must be linked to the struggle of the country. Women had to engage in numerous movements of liberation to bring about the transformation of gender and human rights. Gender oppression existed in every sphere of society under the apartheid regime and was expressed in socio-cultural traditions and attitudes in which women were deemed as less than men, if not worthless (Hassim 1991:65). The former ANCWL president, Gertrude Shope, said"… as women, they need to come together regardless of their colour to find solutions to the challenges and situations affecting women, and respond to women and mothers". Abbi Mchumu of the Inkatha Women's Brigade said "… although women demand equality with men, women have

burdens to manage, including being responsible for the household management and being full-time professionals".

The mobilisation of the liberation struggle had the effect of reinforcing rather than challenging the patriarchal relations of domination. The political transition of the democratic state created the space for a feminist movement to engage the challenges affecting women. The establishment of women's liberation organisationswas done so as to ensure that women were united in fighting the issues and difficulties affecting them (ANC n.d:n.p).

It can be of high value to determine if feminism has any relevance to the women at the SMS level in the South African public services and to the women's struggle. Some of the women's liberation movements that were established are the Federation of South African Women (FEDSAW), the Progressive Women's Movement of South Africa (PWMSA), the ANC Women's League (ANCWL), and the National Women's Coalition for South Africa. Women, through these liberation movements, participated in various marches to find solutions to the problems affecting them. Some of the movements were part of the 1956 Women's March to the Union Buildings in Pretoria to protest the pass laws. During the March, women sang "*You hit the women, you struck the rock*". The Women's Charter for Effective Equality of 1994 was formulated to replace the Women's Charter of 1954.

The leadership structures in the South African public service are dominated by men. However, women have frequently been the ones to raise the primary issues affecting the social, economic, cultural, and political spheres, and to organise and involve people on these matters. Gender equality frameworks, therefore, need to be reviewed, monitored and evaluated for their compliance.

2.6. CHALLENGES FACING COMPLIANCE WITH A STRATEGIC FRAMEWORK FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE

Gender equality, with particular reference to women representativeness in the South African public service, has faced with significant challenges. These challenges have resulted in poor compliance with A Strategic Framework for Gender Equality within the Public Service. Before 1994, women were underrepresented and were denied access to valuable opportunities. Such inequalities still prevail in the public service. Although policies are in place to solve the problem, women in the workplace are still oppressed regarding ascending to leadership levels, and their skills and life-long experiences are not given priority (Mello and Phago 2007: 145). The latest Employment Equity Report statistics for the Free State Department of the Premier show low compliance with A Strategic Framework for Gender Equality within the Public Service. EER statistics from 2013/2014 indicate the slow growth of women at the SMS level and that the Department only stands at 25%. The tables below illustrate and compare the public service departmental employment equity statistics as extracted from the 14th Commission for Employment Equity Annual Report (2013 – 2014:63-79):

Table 2.1: **Workforce Profile: Free State Department of the Premier**

Note: A=Africans, C=Coloureds, I=Indians and W=Whites

Occupational levels	Salary levels	Male				Female				Foreign nationals		Total
		A	C	I	W	A	C	I	W	Male	Female	
Top management	14-16	122	14	6	195	73	0	1	56	5	3	475
Senior management	13	274	27	12	308	103	8	2	132	2	0	868
Professionally qualified and experienced specialists and mid-management	9-12	1856	103	21	1564	1917	121	25	1230	156	79	7072
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	7-8	6172	471	35	2288	7378	637	23	2575	197	46	19822
Semi-skilled and discretionary decision-making	4-6	19425	770	14	1594	20876	783	21	4237	1855	62	49637
Unskilled and defined decision-making	1-3	15252	489	9	150	7604	301	3	93	1571	64	25536
TOTAL PERMANENT		43101	1874	97	6099	37951	1850	75	8323	3786	254	103440
Temporary employees		4510	292	16	703	5555	183	5	870	284	311	12729
GRAND TOTAL		47611	2166	113	6802	43506	2033	80	9193	4070	565	116139

Source: 14th Commission for Employment Equity Annual Report 2013/2014

The above table represents a statistical analysis of all women at the SMS level in the Free State. The above table indicates that government departments are still underperforming concerning compliance with the gender equality framework as far as the promotion of women at SMS level positions goes. This low legislative compliance impact negatively on the constitutional requirements of South Africa (Mabe 2015). Mabe (2015) states that South African government departments continue to struggle to achieve the 50% employment target of women in the SMS. The annual report on Employment Equity, released by the Department of Public and Administration and Service (2013/2014: 9), shows

that the statistics of women at the SMS level are slowly improving. The Free State achieved 44.8% female representation.

In dealing with gender issues and challenges, one has to put into perspective both genders (men and women) as they have their managerial styles or approaches to sustain their leadership abilities. Women and men in a democratic state such as South Africa have equal rights and opportunities, and must be treated fairly. Although it has been emphasised that women have a particular uniqueness that they are born with, this uniqueness is also what results in them being excluded from the decision-making arena and from operational level activities, and being denied to engage in tactical and strategic level tasks.

It is in this sense that the challenges facing gender equality in the South African public service, in regards to the Constitution, that women at the SMS levels are still not adequately represented due to the slow implementation and poor compliance with A Strategic Framework for Gender Equality within the Public Service (Rees 1998:32). Women are furthermore affected by poor leadership and weak governance transformation regarding empowering women at the SMS level to be strategically able to deal with organisational challenges on a global scale. Constitutionally, women have to be given a platform to participate in a male-dominated field and for them to provide strategic inputs as far as the decision-making process is concerned.

Furthermore, women have to be treated fairly and be given an opportunity to contribute to the transformational process of the public service leadership core and to ensure effective promotion of good governance for improving societal governance.

The gender equality concept must be incorporated into the gender mainstreaming legislative framework. Such effective compliance will impact immensely on the practical elimination of gender imbalances, promote equality, and ensure that women are transformed to balance the genders in organisational decision-making structures. As mentioned, women at the SMS

level are faced with many challenges concerning gender representation. Gender equality in the government structures plays a significant role concerning decision making. Compliance with Chapter 10 of the Constitution, Section 195, under the public administration principles, should be adhered to so as to avoid gender oppression, such as the exclusion of women participation in strategic decision-making, accountability, transparency, equity, accessibility, partnership and efficiency, as this can hamper good governance (Cheema 2005:3).

The South African government has made it a priority to include new developments in its policies and it is implementation commitments to achieve gender equality. As mentioned previously, these commitments are in line with the adoption of the Beijing Platform for Action (BPFA), as a signatory to the SADC Declaration on Gender and the Addendum on Violence against Women. These commitments are legally enshrined in A Strategic Framework for Gender Equality within the Public Service. They are also endorsed by the EEA of 1998 and the Constitution of 1996, which prohibits any form of discrimination by gender, religion, ethnicity, sexuality or marital status, amongst others.

Since the establishment of the Human Rights Commission and the Commission for Gender Equality, the question has been: "Are these institutions thoroughly engaged in the monitoring and evaluation of the processes and strategies to eliminate gender imbalances?" Though progress has been made in correcting the imbalances among the genders in the workplace, the challenge remains concerning the representation and empowerment of women at the SMS level.

2.9.   CONCLUSION

This chapter elaborated on the concept of gender equality in the public service with specific reference to leadership governance and the effective implementation of A Strategic Framework for Gender Equality within the Public Service. It was emphasised that public departments must ensure that they

promote women representation at all levels of government structures, as well as in the decision-making arena. Such representation should be recognised as a fundamental basis of human rights. It was also noted that since South Africa was freed from apartheid, various policies were promulgated, including working strategies to address the gender gaps in various government structures under the policy of Affirmative Action.

A theoretical framework was provided on the basis that women should be appointed to SMS level positions so as to be involved in strategic decision-making and to be able to have input on global issues; not just to fill a quota. The government should ensure that the implementation of the concept of the existence of the Constitution of the Republic of South Africa, 1996 (Act 108 of 1996) takes place. The government is working to contribute to the active promotion of the 50/50 employment equity target in the workplace, specifically in the SMS level positions. This process will take time due to the various challenges that confront women in the workplace.

Chapter 1 provided statistics from employment equity reports which indicated that South Africa's public service departments have not yet embarked on the pursuit of good governance transformation as far as complying to and adhering to the public policies and strategies at their disposal. As Kofi Annan (2006) said, "Gender equality is more than a goal". Thus, the public sector should focus on the concept of gender equality as a goal to be achieved and look at the challenges facing women in the workplace – unfair treatment, inequalities, the lack of career advancement programmes, and slow empowerment progress.

Therefore, it can be concluded that the representation of women in the workplace, as enforced by the EEA 55 of 1998 and A Strategic Framework for Gender Equality within the Public Service, should not be viewed as a moral approach, but as a legislative obligation.

CHAPTER 3

A STRATEGIC FRAMEWORK FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE AS A LEGAL FRAMEWORK FOR GOOD GOVERNANCE TRANSFORMATION

3.1.　INTRODUCTION

This chapter provides a contextual exposition of legal frameworks promoting equality as far as representation of the genders in the workplace is concerned, as well as how Affirmative Action strategies are enforced in the South African public service. It is imperative to discuss the legislative framework context and its contribution to compliance. In addition, the researcher must unpack the background of the study theme to provide insight into the empirical assessment of the effective implementation of A Strategic Framework for Gender Equality within the Public Service in Chapter 5.

The legislation provides practical guidelines for the implementation of a specific decision of high authority. Through prescribed guidelines outlined in the policy on how it must be executed, the main aim of such a legal document is to impact on the effective control measures in order to prevent poor governance in the public service. Policies can be viewed as an internal control measure towards the corrective implementation of the higher authority decisions (Andries 1995:35). Leadership officials possess power and should impact on the proper compliance with the legislative requirements of this country (Andries 1995:35). In that sense, all the decisions that are unethical can impact negatively on transformation and good governance. The legislation includes the Constitution of 1996, the EEA of 1998, the White Paper on the Transformation of the Public Service of 1995, the White Paper on the Affirmative Action of 1998, and the Public Service Regulations of 2001.

3.2. OBJECTIVES OF A STRATEGIC FRAMEWORK FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE

The previous chapters provided the targets of A Strategic Framework for Gender Equality within the Public Service. In 1997, the SADC Heads of States' Declaration on Gender and Development set an employment equity target of 30% of women in the decision-making structures and processes, of which South Africa was a signatory. The employment equity target of 30% is also enshrined in the White Paper for the Transformation of the Public Service, 1995. In 2005, the framework was reviewed based on the critically identified priorities and the employment equity target was increased to 50%. This was adopted by the South African Cabinet on 30 November 2005. This framework has specific objectives impacting on the effective creation of an enabling environment that will facilitate transformation, empowerment, developmental programmes, good governance strategies, mechanisms and interventions by the three spheres of government, so as to achieve the strategic objective of women's representation, empowerment, and equality in the workplace.

The promulgation of the active development of this framework document was to transform the public service leadership as women constitute 52% of the country's population. A Strategic Framework for Gender Equality within the Public Service (2006 – 2015) was furthermore reviewed and developed to ensure that women are afforded equal opportunities in the workplace as men, especially in the SMS level positions. It was indicated in a strategic framework document that this framework should be measured against eight national government priority areas, as enshrined in the Constitution:

- To effectively transform South Africa into a non-sexist state;

- To embark on the eradication of poverty and improve underdevelopment areas in such a manner as to contribute to the development of an

advanced economy and the successful transformation of the second economy;

- To ensure that the security and safety of the whole citizenry is a top priority;

- To ensure that democracy in South Africa plays a pivotal role, and the people who live in it benefit from it equally;

- To build a strong and efficient democratic state that truly serves the interests of the people as stipulated in the White Paper of eight Batho Pele principles;

- To transform South Africa into a genuinely non-racial society;

- To open the vistas towards the spiritual and material fulfilment of each and every South African; and

- To contribute to the victory and the significant introduction of the African Renaissance and the strides this country has made to transform life for all the people of South Africa and the rest of the world.

3.3. PRINCIPLES AND GUIDELINES UNDERPINNING A STRATEGIC FRAMEWORK FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE

The South African government has made significant strides in terms of public services transformation. A major transition can be viewed through the eradication of a non-sexist society, non-racial discrimination and inequalities amongst societies. The Constitution requires all members of the public to be treated equally and fairly and to be afforded equal opportunities (Mello and Phago 2007:145). In relation to this study's focus, as the effective

implementation of A Strategic Framework for Gender Equality within the Public Service, this framework has principles to address in a broader integration of gender considerations in the transformation of the public service by ensuring that there is compliance.

The Constitution stipulates that non-sexism and non-racism must be effectively promoted in the workplace, and in society at large. As stated in the Bill of Rights, human rights and freedom of speech are the main pillars of democracy in South Africa. It is of the utmost importance to ensure that all persons are treated equally and that their rights are protected. The Constitution emphasises the rights of women as well as the rights of children and people with disabilities. Women constitute a higher percentage of the population and, therefore, should not and cannot be marginalised. This principle must inform all policies and programmes in the public services. In order to redress the old distinctions, according to race, class, sexuality, disability, age, geographic location and other variables, this should not be overlooked or taken for granted. However, similarities between women should also be used to strengthen initiatives designed to reverse the past gender discrimination and imbalances in the workplace.

Thus, Affirmative Action plans and positive measures targeting women should be developed, implemented and accelerated, where necessary. Serious attention must be given to changing policies and practices which hinder women's access to basic needs, the economy, decision-making structures and the entry to employment opportunities, leadership and management development.

It should further be noted that where the need arises, additional public service policies and directives should emerge for the successful implementation of existing legislation, and to facilitate the achievement of women's empowerment and gender equality in society at large and public service. Adequate structures and resources must be set aside to guarantee the implementation of

programmes; there should be appropriate training to improve the knowledge, skills and attitudes in gender analysis and gender mainstreaming, gender active research and gender responsive budgeting. This training must target all public officials, particularly all policy makers, and strategic and operational managers. Effective coordination and collaborative strategies must be fostered between government clusters and the National Gender Machinery to enhance partnerships and participatory implementation strategies.

Underpinning the principles and broad guidelines outlined above, it is imperative to understand those principles in practice. A strategic framework was a redress process to solve some of the factors impacting on the inclusion of women at the SMS level. Although this framework has provided strategic principles to address gender imbalances in the workplace, it should be noted that the transformation of women and good governance goes hand in hand. The Constitution defines the concept of good governance as interlinked with democracy and transparency.

Concerning this study, good governance is viewed in such a manner that it addresses the gender equality phenomenon. Dlalisa (2009:13-14) defines governance as the way politics should operate and how power should be exercised in the management of public affairs. Dlalisa (2009:13-14) adds that governance in that sense can be related to democracy and transparency.

Although various legal frameworks are in place to promote gender equity and the advancement of women to be able to deal with leadership issues on a global scale, in reality, gender transformation and equity cannot be isolated as they fall under the principle of good governance. The framework for gender equality looks at the issue in terms of a legislative perspective advancing women to SMS level positions in the South African public service. The EEA of 1998 (Act 55 of 1998) and Section 11(b) of the Public Service Act of 1994 (Act 103 of 1994) support the principles of the elimination of all forms of discrimination in order to promote the preferential treatment of women and other

designated groups to benefit from the fundamental principles of good governance and transformation.

To give effect to good governance, it is important to note that promoting gender equality, protection, development and empowerment should be executed fairly without being based on the judgment of ethnic, racial, religious and physical capability, social class, age, language and geographical origin, but rather on the promotion of gender diversity.

3.4. LEGISLATIVE OVERVIEW OF GENDER EQUALITY WITH THE PURSUIT OF GOOD GOVERNANCE

The implementation of a transformational gender mandate and good governance framework in the public service depends on the understanding of the contents of the document and its purposes. The South African government has worked tirelessly to transform public service operations from the apartheid practices and improve the livelihoods of the whole citizenry through quality social services. The transition this legal framework has brought can be advocated through various transformations; among other things the shift from apartheid regime practices to a democratic state and free society where everyone is free and safe. Although South Africa has become a shining model regarding gender equality practices, yet gender equality in the public service continues to impede good governance and transformation in the context of equal representation of men and women in SMS level, which clearly shows that top management positions are dominated by men.

In the South African public service context, democratic transformation can be linked to the strides the country has made since the adoption of the Freedom Charter on 26 June 1955. The Freedom Charter was regarded as a legislative guiding principal document, and the Constitution was formulated based on its contents. The Freedom Charter provides a clear vision for a South Africa that

belongs to all who live in it, irrespective of race, gender or religion. It furthermore stipulates that all people are entitled to participate in the public administration and management activities, including the decisions that might affect them directly or indirectly. In that sense, the Freedom Charter promotes public participation. The visions of the Freedom Charter also apply to all three spheres of government – national, provincial and local.

As mentioned above, the public service institutions must execute their functions through various policies. It can be comprehended that the supreme law of this country is the main legal framework, which is clearly outlined in the Bill of Rights (1996). The Bill of Rights is the fundamental foundation of a democratic state and society. It stipulates that people have the right to dignity and the right to equality, including fair treatment. In that sense, the Bill of Rights is a cornerstone of democracy in South Africa. The Constitution stipulates that people must be afforded equal treatment in such a manner that it affirms the democratic values of human dignity, equality and freedom. Furthermore, the Bill of Rights stipulates that every person must be respected, protected and promoted as far as equity is concerned.

As stated above, the Constitution is the main foundation of all legal frameworks. Equality, as extracted from the supreme law of this country, is discussed below:

- Everyone is equal before the law and has the right to equal protection and benefit of the law;

- Equality includes the full and equal enjoyment of all rights and freedoms;

- To promote the strides of equality, legislative and other internal and external control measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination, must

be implemented to contribute to the effective transformational mandate;

- The state may not unfairly discriminate directly or indirectly against anyone on the grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth;

- No person may unfairly discriminate directly or indirectly against anyone on the grounds listed in subsection (3) of the Bill of Rights and if such behaviour occurs national legislation must be enacted to prevent or prohibit unfair discrimination; and

- Discrimination on one or more of the grounds listed in subsection (3) of the Bill of Rights as stipulated in the Constitution is unfair unless it is established that the discrimination is fair.

3.4.1. The Constitution of the Republic of South Africa, 1996 (Act 108 of 1996)

The Constitution is the supreme law and the foundation of democracy in South Africa. Its supremacy can be derived from specific provisions pertaining to human rights, equality and advancement of women and of people who were previously disadvantaged due to the apartheid regime. Non-compliance with the Constitution may be prohibited, and such behaviour may be deemed as unconstitutional by the courts of law (Mello and Phago 2007:146). The Constitution stipulates and provides an explicit provision for non-discrimination, Affirmative Action and representation, including equality.

Section 9(3) prohibits discrimination on the grounds of gender, sex and race, among others. The provisions made by the Constitution indicate that no person, institution or the state can discriminate against women by excluding them from

the public service and by limiting their advancement to managerial positions. Furthermore, Chapter 10, section 195(1)(i) of the Constitution stipulates that public administration principles must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation (RSA 1996:1331).

The Constitution, read together with the Bill of Rights of 1996, advocates the rights and responsibilities of all individuals. The Constitution stipulates that employment in the public service will be based on representativeness and that it is a key feature of a non-racist, non-sexist and democratic South Africa. In that sense, this representativeness will be achieved through the effective implementation of A Strategic Framework for Gender Equality within the Public Service.

In reference to the above discussion, it is imperative to note that the Constitution is founded on human rights values. Chapter 2, sections 9 and ten guarantee equality and human dignity. Section 10(2) of the Constitution states that everyone has an equal right to dignity and the right to be respected and protected.

3.4.2. The Employment Equity Act, 1998 (Act 55 of 1998)

The main aims of the EEA of 1998 are to promote legislative intentions of the Constitution of 1996. It is applicable to both the private and public sector. Due to the apartheid regime, which led to discrimination and inequality in the workplace, other designated people were left disadvantaged. The EEA recognises that there are huge disparities in employment. As stated, the apartheid regime disadvantaged the majority of South Africa's citizens, especially blacks; therefore the objectives of the Act are to:

- Promote equality in the workplace;
- Eliminate unfair discrimination in the workplace;

- Ensure the implementation of the Employment Equity Plan, numerical targets and goals are effective to redress the effects of gender imbalance and discrimination;

- Achieve a diverse workforce broadly representative of the South African people; and

- Promote economic development and efficiency in the workforce.

The EEA aims to promote equal opportunities, fair employment practices and eliminate discrimination in the workplace. It also seeks to implement Affirmative Action measures to eradicate the discrimination experienced by designated groups in order to achieve equal representation in the workplace. To provide effectiveness, it is required that the EEA complies with the Constitution and the International Labour Organisation's conventions (EEA 1998).

In terms of Chapter 2 of the EEA of 1998, provision is made for the prohibition of discrimination at all costs. It clearly stipulates that every employer must take drastic measures to eliminate any form of discrimination against employees and to promote equal opportunity for all persons. Equal representation in the workplace cannot be achieved if women are not given opportunities equal to their male counterparts (Mello and Phago 2007:147). Women and men in the workplace should be given equality of opportunity as far as 50% representation is concerned. To address imbalances and to allow women to enter managerial positions, the EEA makes provision for Affirmative Action. The EEA stipulates that every designated employer must implement Affirmative Action measures.

The EEA cannot be applied in isolation, but should be incorporated into the White Paper on Affirmative Action and Chapter 3 of the Women Empowerment and Gender Equality Bill. Affirmative Action measures are defined in the EEA as measures designed to ensure that suitably qualified people from designated groups must have equal employment opportunities and be properly represented

in all occupational categories and levels in the workforce of a designated employer. Chapter 3, Section 15(2) of the EEA states that measures must identify and eliminate unfair discrimination and the barriers that hinder women from being promoted, developed, or being given the same opportunities as men and other benefits.

As stated in the previous chapters, women representation should not be implemented to fill the quota but be in line with the higher advancement of women. In that sense, the EEA offers a special allowance in terms of the preferential treatment of women based on numerical goals and targets, but not quotas. The preferential treatment of women must be exercised with the merit principle that is articulated in section 11(b) of the Public Service Act (1994) and is in line with the required senior management core competencies as stated in the SMS Handbook (2003).

It is, therefore, imperative to note that the preferential treatment of women and the merit principle are critical aspects in the recruitment, promotion and advancement of women in the public service (Meyer 2012:48). The EEA has become a significant internal control measure for compliance in every public service department, including private entities, ensuring that the set of numerical goals, targets and time frames for equity and the fair representation of designated groups are achieved.

3.4.2.1. Responsibilities delegated to designated employers

Chapter 3 of the EEA of 1998 (Act 55 of 1998) stipulates the duties assigned to designated employers:

- All designated employers, in order to achieve employment equity, including its numerical goals and targets, must consult with their employees on the drafting of an EE plan and its implementation;

- All designated employers must conduct a constructive analysis of employment policies and practices to identify barriers or gaps to the implementation of EE;

- All designated employers must prepare an EE plan and report progress with the implementation of the plan to the national Department of Labour;

- All designated employer must ensure that the records of the departmental workforce are kept, as well as any other records relevant to compliance with the EEA;

- All designated employers must display wall charts in the workplace that inform employees about the provisions of the EEA; and

- All designated employers must provide employees with a copy of the EE plan.

3.4.2.2.   Legislative elements of the Employment Equity Plan

For a department or organisation to achieve equity, it must comply with the set numerical goals and targets. It is important to note that for an organisation to achieve the aims contained in the EEA, it must have an Employment Equity Plan. Section 20 of the EEA of 1998 stipulates what institutions should include in their plans, how progress should be monitored, and the submission of an annual report to the Department of Labour. Section 20 of the EEA furthermore stipulates that the Employment Equity plan must include:

- Annual objectives of the program based on the numerical goals and targets – objectives to be achieved for each year of the plan;

- Affirmative Action measures must be indicated on the EE plan for the elimination of disparities and employment barriers that affect people from promoting diversity management in the workplace, and the implementation of appropriate training measures for skills development and personal leadership development;

- Poor representativity – the employment equity report must identify gender gaps based on national targets, namely, 50% target for women on the SMS level and 2% target for people with disabilities. Such identification must be included in the numerical goals and targets to achieve equity for each occupational category and level in the workforce as per request of the Department of Labour;

- Timetable – the period in which it is aimed to achieve correction of under-representation as well as strategies to achieve this must be specified; Measurements – procedures that are to be used to monitor and evaluate whether reasonable progress towards implementing the Employment Equity Plan is being indicated; and,

- Dispute resolution – internal control procedures must be outlined in the Employment Equity Plan in regards to how to resolve interpretation or implementation differences in relation to the implementation of set numerical goals and targets.

3.4.2.3. Employment Equity Annual reports

Organisations must formulate their EE plan to ensure that it can facilitate its compliance concerning the set numerical goals and employment equity targets. Section 21 of the EEA of 1998 stipulates that designated employers must manually submit an Employment Equity report to the national Department of Labour once a year (on the first working day of October), as well as an electronic report (no later than 15 January).

3.4.2.4. Revised targets

An Employment Equity report should indicate progress with the Employment Equity Plan. It should clearly specify numerical goals, targets and time frames as the key aspects towards promoting and enforcing compliance with the legal platform of A Strategic Framework for Gender Equality within the Public Service with reference to the representation of women in the public service leadership on the decision-making structures (SMS) level.

Employment equity targets are critical because they provide a strategic approach regarding what have been planned and a benchmark with which to monitor representativeness. Before 2005, the employment equity target was 30% of women on the SMS level. This was revised to 50% and adopted by the Cabinet in 2005 (to be achieved by March 2009).

3.4.3. The White Paper on the Transformation of the Public Service, 1995

From the advent of the democratic dispensation in South Africa, the government has worked to transform the public service that had ingrained apartheid practices. The new government formulated the White Paper on the Transformation of the Public Service (WPTPS) in 1995. It provides a conceptual framework for the transformation of the public service and offers a coherent guide to inform, drive and manage the transformation process (Ncholo 2000:88). The WPTPS states that the public service still struggles to comply with the policies in place to address gender issues. It also acknowledges that public service departments lack representation, as enshrined in Section 195 (i), Chapter 10 of the Constitution.

Chapter 5(c) of the WPTPS identifies representativeness and Affirmative Action as the South African government's priority areas. Chapter 10 of the WPTPS deals with representativeness and Affirmative Action. The WPTPS defines Affirmative Action as laws, initiatives, programmes or activities designed to

redress past imbalances and promote the livelihood conditions of individuals and groups who have been previously disadvantaged on grounds of race, colour, gender, or disability (RSA 1995). The WPTPS further stipulates that representativeness is one of the key foundations of a non-racist, non-sexist and democratic society, and as such is one of the key principles of the post-1994 government.

In reference to good governance and transformation processes in the public service, the WPTPS encourages compliance with the national gender targets and time frames for Affirmative Action as recommended by the White Paper on the Reconstruction and Development Programme of 1994. The WPTPS also states that it is imperative in the public service to ensure that the recruitment process, compliance with the Affirmative Action. It furthermore emphasises that appointing people should not be dealt in such a manner of meeting the numerical goals and targets but rather about ensuring that people are selected based merits as far as the inherent requirements of the posts is concerned.

Due to the apartheid practices, which affected everyone in the country, the public service post-1994 was regarded as an agency to redress the past. As such it implemented various policies formulated in relation to the public service transformation towards promoting good governance. The WPTPS, in reference to the redress of the apartheid leadership regime, was to promote equality and empower previously disadvantaged groups, including the elimination of discrimination in the workplace and society respectively (RSA 1995). The WPTPS is a policy of intent and provides a comprehensive framework to guide the transformation process. The policy thus justifies Affirmative Action as a means to support the transformation process.

3.4.4. The White Paper on Affirmative Action in the Public Service, 1998

The South African government (the public service) is a unique environment, given its background of the historical legacy of apartheid given discrimination

practices, inequality and the lack of representation. According to the definition of Affirmative Action provided by the WPTPS, it can it be regarded as laws, initiatives, programmes or activities designed to redress past imbalances and promote the livelihood conditions of individuals who have been previously disadvantaged on grounds of race, colour, gender or disability (RSA 1998).

The White Paper on Affirmative Action provides a practical and efficient legal framework and sets mandatory requirements and guidelines that spheres of government, especially national and provincial, should follow in the implementation of their Affirmative Action programmes or initiatives in the workplace. It also outlines and identifies the responsibilities of the various actors in Affirmative Action programmes, as well as accountability, monitoring processes, and co-coordinating and reporting responsibilities. These responsibilities ensure a comprehensive compliance with the White Paper and ensure that women can be advanced and promoted in the public service (Mello and Phago 2007:147).

As already stated, Affirmative Action is about redressing past imbalances given providing women with the same opportunities as their male counterparts. Affirmative Action, therefore, has specific goals: to speed up the process of being in compliance with the implementation of legal frameworks promoting and creating representativeness and equality in the public service, and to build a strong nation on the fundamental principles of equal representation. Furthermore to enables those who have been disadvantaged by the apartheid government to reach to enjoy similar benefits from the public service.

3.4.4.1.   The objectives of Affirmative Action

The White Paper on Affirmative Action has specific responsibilities to ensure that women are advanced and promoted in the workplace based on their inherent diverse skills and core competencies. The White Paper has objectives in place to ensure compliance in the workplace:

- The White Paper enforces the improvements of the capacity of the historically disadvantaged through the development and various transitions towards the introduction of the practical measures that support female advancement within the public service;

- The White Paper encourages a culture that values diversity and supports the affirmation of previously disadvantaged individuals in the public service; and

- The White Paper speeds up the achievement and progressive improvement of the goals and targets set out in the White Paper on the Transformation of the Public Service.

The White Paper clearly stipulates the importance of affirming women in the public service. It also argues that gender stereotyping resulted in the majority of women being employed in low-level positions and women being appointed just to fill the quota. The study conducted and endorsed by the OECD in 2012 found that society still struggles to accept women as equal to men, and such perceptions have resulted in non-compliance with A Strategic Framework for Gender Equality within the Public Service (2006 – 2015). One can observe the failure of the public service concerning this White Paper in the poor representation of women at the SMS level.

3.4.5. The Public Service Regulations Act, 2001

The South African government has contributed to the development of the work environment through the implementation of various legal frameworks. The transition South Africa has undergone after 1994 can be seen about the amendments made in several policies to address issues and concerns that affect society at large. Although some of the government transformational processes were to benefit those who were previously disadvantaged, in the

public service strides were made concerning recruitment and selection processes. The Public Service Regulations Act, 2001 Part VIIA stipulates that when it comes to the appointment and promotion of individuals in the public service, Affirmative Action should be used as a mechanism to speed up the process of creating representativeness and equity within the public service and to provide practical support to those individuals who were previously disadvantaged by unfair discrimination.

The framework furthermore provides that when advertising the posts, it is imperative to consider the factors and objectives of Affirmative Action. It is important for posts to be advertised so as to reach the potential applicants, especially the previously disadvantaged, and such should be done with the departmental recruitment and selection policies. It must also be noted that the inherent requirements of the posts must be stated, as the EEA and the Public Service Relations Act, 2001: C2 advocate. The Public Service Relations Act, 2001 states that all respective executing authorities or accounting officers are legislatively required to develop and implement Affirmative Action programmes containing the following minimum information (The Public Service Regulations Act 2001: part III, D2):

- A policy statement has to be drafted which sets out the department's commitment towards Affirmative Action, as well as how the policy will be implemented;

- Numerical goals and targets, and time frames to achieve representativeness have to be developed;

- Annual employment equity statistics have to be made available regarding the appointment, training and promotion in all occupational classification and categories of previously disadvantaged persons; and

- An action plan to redress numerical under-representation and to support previously disadvantaged persons must be developed.

As indicated above, the South African government has promulgated various pieces of legislation. Such legislation illustrates that the public service must enforce its strategic commitment towards the advancement, promotion and representation of women in the public service. In a nutshell, the Public Service Regulations Act, 2001 forms the basis on which women can be promoted and advanced, and can receive opportunities equal to their male counterparts in the workplace.

3. 5. INTERNATIONAL OBLIGATIONS

Gender equality, as far as the National Gender Machinery in South Africa is concerned, is based on the three pillars of good governance and gender transformational process: legislative, the government, and independent entities (Beall 2001:141). Gender equality, as stated in previous chapters, is not just a South African concern but also an international one. Therefore, the South African government is a signatory to some international human rights instruments which are based on international obligations. These obligations are discussed below.

3.5.1. The UN Convention on the Elimination of All Forms of Discrimination against Women

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted in 1979 by the UN General Assembly. It defines what "constitutes discrimination against women and sets up an agenda for national action to end such discrimination". CEDAW is an international statement that outlines minimum standards for state organisations to meet and ensure a strategy to eliminate gender discrimination and promote gender

equality is implemented. The South African government ratified CEDAW, with reservation, in January 1996.

CEDAW is the most important international platform when it comes to providing constructive legal instruments to act against gender discrimination as far as gender equality is concerned. The United Nations adopted it. CEDAW is gender-neutral in that it recognises that both men and women must enjoy human rights and equality globally.

3.5.2. The Beijing Platform for Action (BPFA)

After the arrival of democracy in South Africa, the newly appointed members of Parliament participated in the Beijing conference, where the Platform for Action (BFA) was adopted in September 1995. The BFA is an agenda for women's empowerment. The BFA focuses on 12 areas of concern regarding the status of women and gender equality. This platform provides strategies for the advancement of women and directions to remove all the obstacles that impact negatively on women actively participating in the decision-making structures in all spheres of public and private life by being able to have full and equal access to national resources.

As mentioned above, the BFA focuses on 12 areas of critical concern. It directs governments on strategic steps that they should take to improve the quality of life and status of women. The areas are:

- The persistent and increasing burden of poverty on women;

- Inequalities and inadequacies in and unequal access to education and training for women;

- Violence against women;

- Women and armed conflict;
- Inequality in economic structures and policies;

- Inequality between men and women in the sharing of leadership power and decision-making structures at all levels;

- Insufficient mechanisms to promote, power and advance women in all spheres of public and private life;

- Lack of respect for and inadequate promotion and protection of the human rights of women;

- Stereotyping of women and inequality in women's access to top management; and

- Discrimination against and violation of the rights of the girl-child.

In reference to the above, the Millennium Development Goals: Agenda 2015 has eight goals:

- **MDG 1**: Reduce the number of people living with hunger in the society.

- **MDG 2**: To ensure that all boys and girls complete their education (either primary education or secondary education).

- **MDG 3**: To eliminate gender disparity in the educational environment (primary and secondary education, including tertiary education) and to promote gender empowerment of women.

- **MDG 4**: To reduce the mortality rate among children under five years of age.

- **MDG 5**: To reduce the maternal mortality rate.

- **MDG 6**: To reduce the spread of the HIV/Aids pandemic, including malaria and TB.

- **MDG 7**: To reduce the proportion of people without proper basic services and the limitation to access water and sanitation (safe drinking water).

- **MDG 8**: To ensure that countries that there is a stable economically contribute immensely to the development of other countries to impact positively on the broader development and sustainability of trade industries. Furthermore, to ensure that financially affected countries receive assistance so that they can be able to provide access to affordable medicines and make more financial aid available.

This study's point of departure is vested in the Millennium Development Goal 3: to eliminate gender disparity and to promote gender empowerment in the workplace to senior management positions.

3. 5.3. The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa

The Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa is a groundbreaking women's rights legal instrument which came into force on 25 November 2005 after 15 African countries ratified it. Since then, the Solidarity for African Women's Rights (SOAWR) Coalition, which serves as a Secretariat on equality issues, has worked tirelessly to ensure the ratification of gender equality rights are realised. To date, 36 of 54 countries have ratified the protocol (www.equalitynow.org).

The Protocol looks at some issues concerning the rights of women. Amongst its articles, the Protocol stipulates that legislative measures must be in place to guarantee women equal opportunities in the workplace and career development and advancement, including economic opportunities. Concerning Article 13,

Economic and Social Welfare Rights, the Protocol states that women must receive equal treatment, in particular, equal access to employment and equal remuneration for jobs of equal value for women and men and that there must be transparency in the recruitment, promotion and dismissal of women.

In reference to the discussion above, the African Union (AU) also adopted the Solemn Declaration on Gender Equality in Africa. The Declaration is aimed at implementing five measures that ensure the advancement of gender equality in Africa is achieved:

- Completion of a gender audit for the AU and its organs;
- Developing a gender policy for the AU;
- Building internal capacity to mainstream; and
- Ensure that universal gender and women empowerment issues are addressed legislatively (African Union Commission 2007).

3. 5.4. The SADC Declaration on Gender and Development

The Southern African Development Community (SADC) Declaration on Gender and Development was signed by the SADC Heads of State on 8 September 1997. The Declaration was also enshrined in the MDG: Agenda 2015 that gender equality is a cornerstone of human rights and the integration impact on establishing some goals to empower women is the key to the sustainable development of the SADC region (SADC 1997).

3. 5.5. The Office on the Status of Women (OSW)

The Southern African governments committed themselves to the CEDAW and the BFA with the aim of improving the quality of life and status of women. The heads of state agreed to take these commitments forward in the form of the MDGs. In South Africa, the Office on the Status of Women (OSW) was

established in 1998 with the intention of achieving seven strategic objectives about gender equality. The OSW is located within the Presidency.

The primary role of the OSW is to coordinate and provide strategic guidance to gender units within national and provincial departments, and to initiate policy-oriented research (Meer 2005:42-43). Some of the functions of the OSW are:

a) To coordinate, monitor, evaluate, and communicate the national policy framework for women's empowerment and gender equality, and the National Gender Action Plan;

b) To mainstream gender equality in nation building and emphasise women's empowerment priorities in the people's contract;

c) To mainstream gender in the integrated approach (i.e. the cluster system) to governance for accelerated service delivery; and

d) To ensure the centrality of gender equality goals in the advancement of the development (women's empowerment) state with an emphasis on economic growth, the integration of the second economy, the creation of jobs and the eradication of poverty.

The mandate of the OSW is to "ensure that government lives up to its constitutional, political and international commitments by translating these into measurable and meaningful programmes, thereby making a non-sexist society a reality". The vision of the unit is to "develop an enabling environment that will guarantee gender equality, thus empowering women to have equal access to opportunities and resources that will enhance the quality of their lives". Its mission is to "establish mechanisms that will advance government towards gender equality". The OSW has a number of core functions:

- To move forward a national policy on women's empowerment and gender equality;

- To prioritise key concerns and initiate policy and action-oriented research relevant to gender mainstreaming;

- To liaise between non-governmental organisations (dealing with women's and gender issues) and the Presidency;

- To liaise with international bodies and the Presidency;
- To work with ministries and departments, provinces and all publicly funded bodies in mainstreaming gender in policies, practices, and gender sensitisation;

- To act as a catalyst for Affirmative Action with respect to gender equality;

- To facilitate awareness-raising and confidence-building among women at all levels;

- To provide a coordination framework for the effective implementation of the gender programme at the national, provincial, and local government levels (The Presidency 1999).

The purpose of the National Policy Framework for Women's Empowerment and Gender Equality is to "establish a practical strategy to guide the whole process of formulating or developing policies and procedures, including practices will provide clear direction regarding equity and equal opportunities amongst women and men in all spheres and structures of government. The objectives of the NPF are to ensure that gender equality policy is translated into reality; the structures and mechanisms to empower women are created, and to ensure the integration of a gender perspective in all government policies and procedures

(National Policy Framework for Women's Empowerment and Gender Equality 2000).

3.6.   CONCLUSION

Since the introduction of democracy in 1994, South Africa has worked to promote equality in the public service. With transformation, the South African government has moved from apartheid practices to that of a democratic government. This has contributed to transformation, in particular, good governance to redress gender imbalances and discrimination in the workplace. Some studies have been conducted to investigate the issue of gender equality, Affirmative Action, and racial discrimination in the workplace. In this study, various legal frameworks have been scrutinised to establish compliance in regards to women in the workplace, especially women at the SMS level in the South African public service. It is evident from the statistics of the employment equity reports that South African women are still facing the challenge of not being fully empowered, promoted and advanced to the SMS level in the public service.

The practical implementation of a Strategic Framework for Gender Equality within the Public Service and EEA in the public service and the private sector has not been realised as South African woman are still underrepresented. It is imperative to comprehend that reaching SMS level positions remains difficult for South African women. Equal employment legal frameworks and working documents are being implemented, albeit at a slow pace, in a bid to ensure that the empowerment and the advancement of South African women in the workplace become a priority. However, the equal employment strategies and policies are failing to transform work operations and procedures. Employment equity processes, with particular reference to recruitment and selection processes, are not complied with as discrimination is still prevalent in employment procedures.

CHAPTER 4

CASE STUDY OF THE FREE-STATE DEPARTMENT OF THE PREMIER

4.1.   INTRODUCTION

Since the advent of democracy in South Africa, the government has strived to establish leadership structures that understand the mandate and principles of public administration and management towards service delivery transformation. This chapter will provide the background and structure of the employment leadership structure of the Free-State Department of the Premier for the past three years (2011/2012, 2012/2013 and 2013/2014).

The Department of the Premier has particular legal frameworks governing its daily operations as a public service organisation to develop internal and external programmes and initiatives and establish procedures to redress past employment inequalities in line with recent legislation. The legislative framework governing the functionality of the Department and the development of the Employment Equity Plan and Human Resource Plan is clearly outlined. This chapter will also analyse the departmental organisational structure and the Human Resource Plan to establish the position of the Department concerning gender equity.

4.2.   OVERVIEW OF THE FREE-STATE DEPARTMENT OF THE PREMIER

The Free-State Department of the Premier derives its mandate from various legislations and policies. This legislation is the legal core of the department and contributes to the effective provincial services mandate:

- The Constitution, Section 125 and Section 137, provides the powers, functions and responsibilities of the premier;
- The Public Service Act, 1994 (Act 103 of 1994) (as amended);

- Public Service Regulations, 2001;
- The Promotion of Access to Information Act, 2000 (Act 2 of 2000);
- The Labour Relations Act, 1995 (Act 66 of 1995);
- The Employment Equity Act, 1998 (Act 55 of 1998);
- The Basic Conditions of Employment Act, 1997 (Act 75 of 1997);
- The Skills Development Act, 1998 (Act 97 of 1998);
- The Occupational Health and Safety Act, 1993 (Act 85 of 1993);
- The Compensation for Occupational Injuries and Diseases Act, 1993 (Act 130 of 1993);
- The Promotion of Administrative Justice Act, 2000 (Act 3 of 2000);
- The Public Finance Management Act, 1999 (Act 1 of 1999); and
- Treasury Regulations; The Preferential Procurement Policy Framework Act, 2000 (Act 5 of 2000) and other related legal frameworks.

These legislative frameworks have provided a solid foundation for the Department to contribute towards the realisation of a caring society, as envisaged in the key policy priorities of the democratic government of South Africa.

The Free-State Department of the Premier has committed itself to upholding the solid legal principles in the Constitution, which has always been inspired by the instructive articulations of the Freedom Charter (Magashule, 2014; Magashule, 2015). This commitment has resulted in the Department expressing its commitment to delivering a better life for all the people of the Free-State and protecting the human rights of fellow citizens (Magashule, 2015). Meeting the human and social needs of the poor and vulnerable through an inter-sectoral and primary, social forms as the core mandate of the Department in its quest to meet the obligations as stipulated in the White Paper for Reconstruction and Development Programme (RDP) of 1994.

The Department of the Premier has engaged in various programmes and initiatives to transform the lives of its citizenry and manifest the obligations of the Constitution. Such a manifestation is witnessed through the Operation Hlasela campaign (Magashule, 2015). The Department is striving to comply with the White Paper on eight Batho Pele principles and is guided by the need to create a workable balance between meeting the basic human need for survival and the pressure that is applied to the limited resources for service delivery in general, (Magashule, 2015).

4.3. THE VISION, MISSION AND VALUES OF THE FREE-STATE - DEPARTMENT OF THE PREMIER

4.3.1. The vision of the Free-State Department of the Premier

The vision of the Department is: "To lead the Free-State Province towards Service Excellence" (Annual Report for 2012/13 Financial Year-Vote 01: Free-State Department of the Premier: 2013:6).

4.3.2. The Mission of the Free-State Department of the Premier

The mission of the Department is: "To provide strategic direction and coordinate integrated service delivery within government in the Free-State Province" (Annual Report for 2012/13 Financial Year-Vote 01: Free-State Department of the Premier: 2013:6).

4.3.3. The values of the Free-State Department of the Premier

- **Patriotism** manifested through upholding the Constitution, respecting the national symbols, mutual respect demonstrated between employer and employees, and commitment to serve and achieve government goals and priorities.

- **Customer care** characterised by understanding and meeting/exceeding customer expectations, displaying a positive attitude, delivering quality work, and treating customers (internal and external) with courtesy and respect.

- **Honesty and integrity** as illustrated through transparency, fair treatment for all, and ethical behaviour towards all.

- **Esprit de Corps** (team spirit) achieved through working effectively in teams, participative, consultative decision-making, confidence, reliability, treating each other with respect, respecting differences, and freely sharing ideas and information.

- **Professionalism** through accountability, knowledge, knowing best practices in the area of responsibility, and punctuality (Annual Report for 2012/13 Financial Year-Vote 01: Free-State Department of the Premier: 2013:6).

4.4. BACKGROUND OF THE EMPLOYMENT EQUITY PLAN OF THE FREE-STATE DEPARTMENT OF THE PREMIER

The South African government, as well as the private sector, was exposed to some international and national labour laws after 1994. Both the public and private sector were under pressure to undergo a radical transformation as far as employment procedures and working conditions were concerned. The promulgation of various labour practices forced all government departments, as well as private organisations, to implement these new labour laws to redress past imbalances.

The implementation of those labour practices must be monitored and evaluated to validate the relatedness and effectiveness of their existence in the workplace.

The EEA was formulated with the intention of ensuring that the workforce is representative of the entire South African population, irrespective of gender, race, ethnic, location, religion, etc.

As discussed in Chapter 3, the EEA aims to redress gender inequalities and past socio-economic and political imbalances through the elimination of unfair employment practices, to promote equal opportunities, and to eliminate discrimination in the workplace for all. Section 23 of the Constitution, read together with the Labour Relations Act, 1995 (Act 66 of 1995), stipulates that the primary intentions of this legislation are to promote the right to fair labour practices and to ensure that no one is discriminated against based on gender, race, age, and so forth.

The EEA of 1998 prohibits the unethical conduct of discrimination practices in the workplace and provides legal compliance. The Act requires all public service departments to have an Employment Equity Plan, which should be aligned to the departmental strategic objectives as well as the departmental Human Resource Plan. The Act furthermore requires that all departments establish employment equity committees to facilitate the plan so as to ensure that the numerical goals and numerical targets are achieved. The Employment Equity Committee will, therefore, be representative of all sections of each component in the department and the human resource management directorate will serve as the secretariat of the committee.

It is important to note that the development of the Employment Equity Plan of the Free-State Department of the Premier was formulated based on different legislation governing employment in the public service, including other relevant working documents. These include, amongst others:

- The Constitution Act, 1996 (Act 108 of 1996)
- The Employment Equity Act, 1998 (Act 55 of 1998)

- The Labour Relations Act, 1995 (Act 66 of 1995)
- The Basic Conditions of Employment, 1997 (Act 75 of 1997)
- The Skills Development Act, 1998 (Act 97 of 1998b)

Equality, as enshrined in the Bill of Rights, makes provision for the promotion of the rights of all citizens irrespective of race, gender, class, age or disability. Furthermore, Section 9(2) of the Constitution stipulates that equality includes equal access, treatment, and full enjoyment of all rights and freedoms. The Bill of Rights also ensures that every person is respected, protected and promoted as far as equity is concerned. For public service departments, including private entities, to promote the achievement of equality in the workplace, it is imperative that they comply with legislative frameworks enforcing gender equity and other internal measures designed to protect, develop or advance persons or categories of historically disadvantaged persons about gender equity issues.

Chapter 3 of the EEA of 1998 requires that the employer is conversant and be able to provide clarity on the Affirmative Action measures. Also, Chapter 3 of the EEA of 1998 stipulates that the Affirmative Action needs to be indicated in the Employment Equity Plan. This is for the elimination of disparities and employment barriers that prevent people from promoting diversity management in the workplace, and the implementation of appropriate training measures for skills development and personal leadership development. Section 19 of the EEA requires employers to conduct an analysis of employment policies, practices, procedures, and the work environment effectively so as to identify employment barriers that adversely affect members of designated groups (Nkoana 2010:54).

Section 25(3.2) (b) (5) of the EEA of 1998 requires Affirmative Action measures to include preferential treatment, as well as numerical goals and numerical targets. As emphasised in the previous chapters, preferential treatment of

women should be conducted based on numerical goals and targets, but not quotas, to ensure equitable representation.

The preferential treatment of women must be exercised with the merit principle that is articulated in section 11(b) of the Public Service Act (1994), and must be in line with the senior management core competencies stated in the SMS Handbook (2003: Foreword). Section 20 requires employers to prepare employment equity plans. The EEA of 1998 stipulates that designated employers must provide how the Employment Equity Plan will be monitored to validate legislative compliance and also provide descriptions of the measures taken to eliminate unfair discrimination in the workplace, to achieve employment equity targets.

Regarding the EEA of 1998, the Employment Equity Plan must:

- Have specific objectives for that year of the plan;
- Have clear descriptions of Affirmative Action measures;
- Have numerical goals and numerical targets for achieving equitable representation;
- Have a timetable for each year;
- Be able to identify responsible persons, including senior managers (directors), to monitor and implement the plan; and
- Indicate the internal monitoring and evaluation procedures, including internal dispute resolution mechanisms.

4.5. SENIOR MANAGEMENT LEADERSHIP STRUCTURE OF THE FREE-STATE- DEPARTMENT OF THEPREMIER

The departmental leadership structure in the Free-State Department of the Premier begins with its political leadership, which comprises of the premier, and is followed by its administrative leadership structures, ranging from the director-

general as the head of the department, chief directors, directors, deputy directors and assistant directors. Although the pursuit of good governance is the central pillar of proper leadership and quality service delivery, this is intertwined with financial management because poor financial management skills also contribute to poor service delivery.

As indicated in Chapter 1, the Auditor-General reports (2010/2011, 2011/2012 and 2012/2013) reported that amongst government departments, the Free-State Department of the Premier faced various leadership challenges which depended on the political and sociological paradigm in which the office operated. Some of the challenges and issues hampering good governance were the poor ability of the leaders to deal with the operational challenges of the Department and the unlimited demands of the public at large, inadequate accountability measures and its support system, and poor compliance with the legislative and regulatory frameworks that govern gender equity. To complement that statement, it has been provided that leadership development strategies should become a valuable tool to meet the vision, mission and strategic objectives of the Department's mandate.

In reference to the above statement, leadership challenges differ from leaders in diverse communities and government structures. Leadership differences depend on the political and sociological paradigms in which these structures operate, and these models lay down the broader ground rules for organisational leadership and its development strategies. The leader is a multiple positions to head. Clark (2005: 642-653) explains that in order to meet the societal challenges, a diverse, pragmatic and questioning of authority stance is needed. Such a leader also has to deal with complex issues and organisational demands due to the influence of structural political leadership and globalisation on society.

Therefore, it is important to note that for the purpose of this study, it appears that the Free-State Department of the Premier has not yet embarked on the

pursuit of the good governance mandate concerning compliance with A Strategic Framework for Gender Equality within the Public Service (2006-2015). To emphasise the good governance concept as far as the public sector is concerned, transformation in a public sector since 1994 was associated with the good governance indicators (UNDP 1997:11). As far as this study is concerned, the conceptual analysis of leadership development and strategies play a significant role in improving good governance in the public sector to shape the performance of government departments. Therefore, a managerial and political leadership-interface is responsible for good governance.

The Free-State Department of the Premier has 652 posts. The Department's current workforce stands at 620 while 32 positions are vacant. Of the 620 positions, 294 are occupied by males and 326 by females. The below table illustrates the current employment status of the workforce of the Free-State Department of the Premier.

Table 4.1: Free-State Department of the Premier overall Workforce profile

OCCUPATIONAL CLASSIFICATION CATEGORY	MALE	FEMALE	TOTAL
Top management	1	5	6
Senior management	7	19	26
Professionally qualified and experienced specialists and mid-management	51	62	113
Skilled technical and academically qualified workers, junior management, supervisors, foremen, and superintendents	185	194	379
Semi-skilled and discretionary decision-making	35	34	69
Unskilled and defined decision-making	15	12	27
TOTAL PERMANENT	**294**	**326**	**620**
Temporary employees	0	0	0
GRAND TOTAL	**294**	**326**	**620**

Source: Human Resource Plan, 2014

A brief analysis indicates that the Department has done well in promoting women and rectifying the gender imbalances that were brought about by the apartheid government. The statistics show that females constitute 52.58% of the entire departmental workforce and males 47.42%.

The table below illustrates the current employment workforce status at Senior Management and Middle Management level in the Free-State Department of the Premier.

Table 4.2: Free-State Department of the Premier Workforce profile for Senior Management Services, Deputy Directors and Assistant Directors

OCCUPATIONAL CLASSIFICATION CATEGORY	MALE	FEMALE	TOTAL
Top management	1	5	6
Senior management	7	19	26
Professionally qualified and experienced specialists and mid-management	51	62	113
GRAND TOTAL	**59**	**86**	**145**

Source: Human Resource Plan, 2014

The Department has filled 95.09% of the posts on the staff establishment, thus, 4.91% of the posts are vacant. The researcher is of the opinion that the 4.91% must be prioritised, although it will not cover the huge gap of representativeness of women at the SMS level. The Department faces an enormous challenge regarding meeting the national targets of 50% women representativeness at the SMS level and 2% people with disabilities. This poses a threat to the constitutional mandate of empowering women and negligence of legislative requirements.

As mentioned in Chapter 1, promoting, empowering and advancing women in the workplace should not be seen as moral support but a constitutional mandate of South Africa. The departmental employment workforce status in Table 4.1 indicates more female employment at the supervisory level. Table 4.2 shows that 54.86% of managers employed are women. The employment equity statistics of the Free-State Department of the Premier indicate that the Department is committed to redressing the imbalances of the past through a representative workforce. To manage challenges impacting negatively on the implementation of the EEA of 1998, together with the Strategic Framework for Gender Equity in the Public Service, there is, however, a need to shift the employment strategic focuses to senior management to include more female employees, including people with disabilities.

4.6. THE EMPLOYMENT EQUITY PLAN OF THE FREE-STATE DEPARTMENT OF THE PREMIER

The formulation of the Employment Equity Plan of the Free-State Department of the Premier was done regarding Section 20 of the EEA of 1998. The primary objective of the EEP of the Department is to redress the imbalances of the past through a representative workforce and implement numerical goals as indicated in the Act, that are outlined in the Employment Equity Plan, within the set period. The plan illustrates, amongst others, the following:

Section 20 of the EEA of 1998 stipulates that a designated employer must prepare and implement a plan to achieve employment equity, which must entail the following:

- Total number of employees per occupation level;
- Total number employees with disabilities per occupational level;

- Race and gender representation: numerical targets per population group;
- Current and planned numerical targets;
- Current departmental employment progress; and
- Clear activities for effective and efficient development, implementation and monitoring of the Employment Equity Plan within the department.

In reference to the above, it is imperative to note that the Free-State Department of the Premier's Employment Equity Plan has been formulated in line with the EEA of 1998. As indicated, the plan must have clear activities for effective and efficient development, implementation and monitoring. The activities include identifying challenges and developing objectives necessary to ensure effective implementation of the Employment Equity Plan as far as the practical application of the Strategic Framework for Gender Equity in the Public Service is concerned.

According to Nkoana (2010:55-57), activities which hamper effective implementation of the Employment Equity Plan are:

a.   Lack of proper monitoring of the Employment Equity Plan

- Section 24 of the EEA of 1998 stipulates that the designated employer must ensure the assigned responsible senior manager(s) ensure the efficient implementation of the departmental Employment Equity Plan.

b.   Lack of the establishment of the Employment Equity Committee and the Human Resource Planning Committee

- To make sure that human resource planning priorities are achieved concerning the set numerical goals and numerical targets.

c.   Lack of effective facilitation of diversity management

- To ensure that the department complied with the efficient management of cultural diversity in conjunction with Section 15 of the EEA of 1998.

4.7.   ESTABLISHMENT OF A GENDER-BASED EMPLOYMENT EQUITY STRATEGY IN THE DEPARTMENT

The White Paper on Affirmative Action, together with Section 25 (3) of the EEA of 1998, enforces equal treatment, including equal representation in the organisational workforce through compliance with prescribed measures. The Affirmative Action legislation had to ensure that the actions to eliminate employment inequality barriers and unfair discrimination are executed effectively. Furthermore, the Affirmative Action legislation was enacted to ensure that issues concerning gender inequality and discrimination are dealt with through legislative compliance to create a working environment that is conducive to women and people with disabilities.

Sandler (2004:3) argues that gender issues and concerns in the public sector could have been different if there were a clear understanding and a practical guide to gender mainstreaming as a strategy to address gender inequalities in leadership management structures. Sandler (2004:3) states that the focus could have been shifted to strategies to eliminate gender challenges affecting structural leadership development, biases and power imbalances between men and women, rather than focusing only on the technical aspects.

It is in that notion to refer to the EEA of 1998 for compliance. The EEA of 1998 enforces organisations to engage different stakeholders in gender strategies to ensure that the organisational workforce is representative of all population groups (men, women and people with disabilities). The Act furthermore emphasises that relevant policies in regards to gender issues and strategies

should be designed to ensure that the implementation of equal treatment and equal rights benefit everyone in the organisation, and ensure that the status of the women in the workplace is improved, particularly in the SMS level.

The South African public service departments, as well as the private sector, are characterised by workforce imbalances. As indicated in the previous chapters, the public sector workforce is dominated by black male leaders, while the private sector is dominated by white male executives. Cloete and Makgoro (1995:84-86) write that organisations – either public or private – have to ensure that there are equal employment opportunities. Such compliance will impact positively on fair labour practices, and the need for equal treatment and promotion of previously disadvantaged groups will be complemented by that stance. Since the adoption of the Constitution, legal frameworks have been promulgated with specific reference to the elimination of gender imbalances in the workplace. The transformational processes were brought forward with the intention of redressing the past ill-treatment by the apartheid leadership structures.

In addressing equal opportunities and gender representativeness in the workplace, the South African government introduced two employment equity targets: 50% women at the SMS level and 2% people with disabilities. The South African government adopted the Strategic Framework for Gender Equality within the Public Service (2006 – 2015) and the National Framework for Women's Empowerment and Gender Equality within the Public Service (DPSA 2006). These two frameworks have specific underlying objectives which impact on the creation of an enabling environment that will facilitate the development of strategic interventions and mechanisms by all three spheres of government in its administrative functions to achieve the strategic objective of women's empowerment and gender equality. The importance of this statement can be related to the constructive principles and guidelines underpinning the framework which was drawn directly from the integration of gender considerations in the transformation of the South African Public Service (DPSA

2006:12). According to Nkoana (2010:57), a fundamental misunderstanding of employment equity and Affirmative Action has resulted in dealing with the technical aspects of the frameworks, rather than the impact of the core values of addressing issues concerning gender equality practically.

4.8. EMPLOYMENT EQUITY REPORTING MANDATE

Regarding Section 21 of the EEA of 1998 (Act 55 of 1998a), designated employers must submit the organisation's Employment Equity Report on the first working day of October each year. In the report, the departments must indicate performances regarding targeted percentages per occupational category as set out in their specific employment equity plans (numerical goals and numerical targets).

As indicated above, Section 24 of the EEA, 1998 requires designated employers to assign one or more senior managers to ensure the implementation and monitoring and evaluation of the departmental Employment Equity Plan.

The Free-State Department of the Premier in its approved Employment Equity Plan (2012-2017) assigned senior managers to ensure that the implementation and monitoring of the plan are in line with the EEA. In the plan, target dates are specified for reporting on each activity. An indication of the target dates in the plan assists in the process of monitoring and evaluating to ensure that the set targets are achieved, and if not achieved, a mitigation procedure would be executed. Section 24 of the EEA, 1998 requires that after assigning one or more senior managers to ensure the implementation and monitoring of the plan, the employer must provide the necessary resources for the effective implementation of the organisational Employment Equity Plan.

4.9. CONCLUSION

The Free-State Department of the Premier shows slow progress about the representation of women at the SMS level. Although the supreme law of the country requires all state departments, including parastatals, to comply with the requirements of the EEA, the Free-State Department of the Premier has not yet complied. The Department, in the approved Employment Equity Plan, aimed to achieve a representative workforce and implement the numerical goals as set out in the departmental human resource plan.

This research aims to analyse the implementation of A Strategic Framework for Gender Equality within the Public Service in the Free-State Department of the Premier, identify the factors that hamper gender equity, and determine the extent to which women are affected by the poor implementation of A Strategic Framework for Gender Equality within the Public Service.

The next chapter will examine the research methodology and analysis of the biographical details of the respondents. In collecting the necessary data, this exercise will assist the researcher in evaluating the implementation of gender equity in the Department under study.

CHAPTER 5

RESEARCH METHODOLOGY AND ANALYSIS OF THE BIOGRAPHICAL DETAILS OF THE RESEARCH RESPONDENTS

5.1.   INTRODUCTION

As seen in Chapter 1, section 1.4, subsection 1.4.1 to 1.4.3, the research methodology addresses the research question and identifies the research problem. Furthermore, the research method used in this chapter will answer the questions identified in Chapter 1, which will be discussed in detail in Chapter 6, namely:

- To what extent are women affected by the poor implementation of A Strategic Framework for Gender Equality within the Public Service?

- What are the contributing factors limiting (barriers and limitations) the advancement of women into managerial and decision-making positions in the provincial government?

The main questions which the study seeks to answer, as stated in Chapter 1, will be explained once the scientific methodologies of inquiry have been generated and the appropriate steps identified to ensure the theory of empirical research adheres.

5.2.   RESEARCH METHODOLOGY

This research study was designed according to a mixed approach methodology (qualitative and quantitative methodology). In this chapter, the principles of A Strategic Framework for Gender Equality within the Public Service were studied and explored in the relevant literature (phenomena). This chapter furthermore

highlights the methodologies that guided the researcher in the scientific process of gathering, analysing, interpreting, and presenting data. The primary focus of the research study is to investigate 'The practical implementation of the Strategic Framework for Gender Equality in the Public Service with particular reference to leadership governance'. The Free State Department of the Premier was chosen as a case study. The methodologies, as outlined in Chapter 1, are population, sampling strategy, and data collection procedure.

Although the study is a qualitative inquiry, a quantitative technique is a primary tool utilised for this research. Therefore, the quantitative data collection methodology was used in generating the data. The analysis and interpretation of the findings will thus consider the precise nature of the gathered data in correlation with the literature and the objectives of the research study. In Chapter 1, the researcher briefly discussed population, the sampling strategy, and data collection, but in this chapter, these methodologies will be discussed in detail.

5.3. GAINING ACCESS TO THE RESEARCH SETTING OR LOCATION

A request for permission to conduct the research study on the premises of the Free State Department of the Premier was submitted to the Director-General, as the Head of Department, for approval. Before approval was granted, the Department requested a draft of the questionnaire to scrutinise. After that, approval was given (**See appendix A**).

5.4. DATA COLLECTION PROCEDURES AND INSTRUMENTS
5.4.1. Data collection procedures

Data was collected by means of a literature review and a questionnaire survey. Departmental working documents were also scrutinised. The questionnaires were distributed to obtain opinions from the selected respondents to justify what

should be done to improve compliance with the Department and the public service as a whole. The research participants were asked to complete the questionnaire via e-mail.

5.4.1.1.   Ethical consideration

As indicated in Chapter 1, it is important to adhere to ethical considerations during information gathering and the reporting process. For a social science researcher to conduct a scientific study it is imperative to bear in mind that research objects to enquiry either the use of questionnaires or for an interview survey are human beings. The researcher has to ensure that the investigation participants are protected at all times.

In reference to this study, in Chapter 1 the ethical considerations were outlined in detail in regards to the adherence to and compliance with scientific inquiry standards in the social sciences. Upon requesting to conduct the study, the researcher described the process to the Free State Department of the Premier.

5.4.1.2.   Population and sampling strategy

As indicated in Chapter 1, the population of the research is located in the Free State Department of the Premier. As far as the aims and objectives of the research study are concerned, this research used a non-probability sampling (purposive sampling) technique in order to generalise research findings.

According to Black and Champion (1976:445), a sample is a portion of an element taken from a population and is considered to be representative of the population.

Table 5.1: Classification of sampling determination

Population	Percentage suggested	Number of research participants or respondents
20	100%	21
30	80%	24
50	64%	32
100	45%	45
200	32%	64
500	20%	100
1000	14%	140
10 000	4, 5%	450

Source: Adapted from De Vos (1998:192)

The questionnaire survey technique was used. A target sample of six directors, ten deputy directors and ten assistant directors were considered for this study. The target population for the study comprised of men and women leaders. The target sample size of 26 was based on their first-hand and detailed information regarding their experiences. The sample size was deemed representative.

With regard to the limitations to the study, the researcher noted that the respondents are the senior government officials of the Department and their busy schedules in line with their delegated responsibilities could serve as a limiting factor for the study. To a certain extent, the scientific manipulation of data, statistical analysis, and generalisation of the research findings will be acknowledged.

5.4.2. Data collection instruments

5.4.2.1. Conducting the empirical study by means of questionnaires

A survey is the most valuable research tool to collect data from research participants in the social sciences. Babbie and Mouton (2001) mentioned that there are two types of research surveys, namely, an interview survey and a questionnaire survey. The quantitative technique was chosen for this study

because it came to the attention of the researcher that the approach is close to the phenomena under study (Leedy 2001). For the purpose of this research, a questionnaire survey was chosen.

According to Leedy and Ormrod (2005:183), a research investigation in a scientific research inquiry which involves acquiring information about one or more groups of people by asking them a set of questions and tabling their answers. Leedy *et al.* (2005:183) furthermore states that the ultimate goal of a research survey is to gain knowledge about a large population by studying a sample of that population. According to Babbie *et al.* (2001), a questionnaire is a set of questions that can be administered in different approaches, either to significant groups (focus group perspective) or in the instructional settings. Questionnaires can be distributed to the participants to complete them, either through physical visitation by the researcher, or through the use of electronic mail (e-mail) (self-administered) and the collection method.

As stated in the research methodology, this study used an empirical survey to collect data. In that sense, self-administered questionnaire survey was distributed to Directors, Deputy Directors and Assistant Directors via e-mail (**See appendix C**). This study used document analysis of the Department's documents, which were extracted from the Department of Public Service and Administration (DPSA) and the National Department of Labour. The primary documents that were consulted ranged from the Department's Human Resource Plans, Employment Equity Reports, and Employment Equity Plans, to ones that were relevant to the study from the Free State Department of the Premier. They were used to establish whether there is evidence of compliance with the current departmental gender equity policies, as far as the current departmental leadership governance workforce is concerned.

5.4.2.3. Constructing a questionnaire survey

According to Berry (2003:206) and Saunders, Lewis and Thornhill (2000), a mistake that researchers make when using a questionnaire is to collect data without examining other options, such as observations and semi-structured or in-depth interviews. For this study, various options were explored in correlation to the phenomena. As indicated in the previous chapters, in order to address the research problem or research question for every research study to be undertaken, it is important to ensure that the correct scientific methodology or technique is followed. Saunder *et al.* (2000) suggest that researchers should consider all possible data collection methods and after that select the one most appropriate or relevant to the research problem or question in order to ensure a positive achievement of the aims and objectives of the research.

After exploring various alternative methods to collect data, the researcher decided to make use of a semi-structured questionnaire containing various themes relating to gender equality as far as A Strategic Framework for Gender Equality within the Public Service was concerned, using the Likert Scale.

Swanepoel (2004:69) provides the guidelines to consider when constructing questionnaires:

- Consistency and relevance to the research question, problem statement and objectives must be adhered to;
- Leading questions must be avoided; therefore, wording of questions should be done properly without giving clues about the desirable responses;

- The researcher should determine in advance how the responses will be encoded;

- Give a rationale for any item whose purpose may be unclear;

- Keep the questionnaire short because long questions can impact negatively on the willingness of participants to participate in the survey;

- Keep the respondents' task simple in answering the questions (make use of the Likert Scale), and true or false questions must be avoided;

- Make the questionnaire attractive and professional as required in scientific research procedures based on the requirements of the social sciences;

- Provide clear instructions and keep everything simple and straightforward;

- Scrutinise the final product and ensure that it meets the desired requirements of the scientific inquiry in the social sciences;

- Use simple and definite language, and avoid ambiguous language or terminologies; the research questions should be clear and understandable.

The questionnaire was divided into three sections:

- Section A – the biographical information of the respondents;

- Section B – the implementation of A Strategic Framework for Gender Equality within the Public Service in relation to gender issues in the workplace, and;

- Section C – the assessment of the degree to which gender equality is promoted in the Free State Department of the Premier.

Section A covers the respondents' biographical information. The questionnaires were constructed in such a way that conclusions could be made on the profile of each respondent:

- Age and gender
- Marital status
- Race and disability status of the respondents
- Highest academic qualifications and current position

The questions in Section B and Section C contained closed statements and open statements with the discussion on the level of compliance with A Strategic Framework for Gender Equality within the Public Service and the EEA within the Department. The development of the questionnaire was informed by the information obtained from the literature study, including the working government documents that were analysed and interpreted. Section B and Section C will be examined, interpreted, and presented in Chapter 6 of this study. Section B is based on the Employment Equity Plan, discriminatory policies or practices, recruitment and selection, reasonable accommodation and training.

In scientific research, questionnaires allow the researcher to obtain more information about the respondents' knowledge, values, attributes, beliefs, and their experiences of the phenomena.

5.5.   MEASUREMENT AND SCORING TECHNIQUE

A five-point summated or Likert Scale was used as the unit of analysis for this study. The summated attitude scale was clearly indicated on the statements about the phenomena whereby respondents have to indicate whether they agree or disagree in respect of each statement (Welman *et al.* 2005:156). Likert

Scale rating ranges from 5 as the highest positive response, to 1 as the highest negative response; 3 is an indication of a neutral response.

The study also used the thematic coding model. Thematic coding is regarded as the most imperative model in qualitative research (Welman 2005:211). In reference to this investigation, selective coding will also be used based on the identified themes in order to assist the researcher in analysing and interpreting the qualitative and quantitative data collected from the documents and questionnaires. The identified themes were clustered according to sections – from Section A to Section C.

5.6.   VALIDITY AND RELIABILITY

The researcher used questionnaires as triangulation in data collection to improve the accuracy, reliability, and validity of the collected data. A valid and reliable measuring instrument will yield accurate scores. Stata Software was used. Reliability is mostly concerned with the consistency of measures, and to which particular instrument produce results, that is, the credibility of the findings (McMillan and Schumacher 2006:181-182; Welman *et al.* 2005:145).

5.7.   DATA ANALYSIS

Quantitative data will be analysed by descriptive statistics. Section A of the questionnaire describes the research sample regarding biographic data. Section B and Section C represent the knowledge of the aspect.

5.8.   RESPONSE RATE

The researcher distributed self-administered questionnaires to 26 selected research participants. A draft questionnaire was given to the Office of the

Director-General in the Free State Department of the Premier for scrutiny. Approval for distribution was granted. The response rate is reflected in the figure below.

Figure 5.1: Response rate
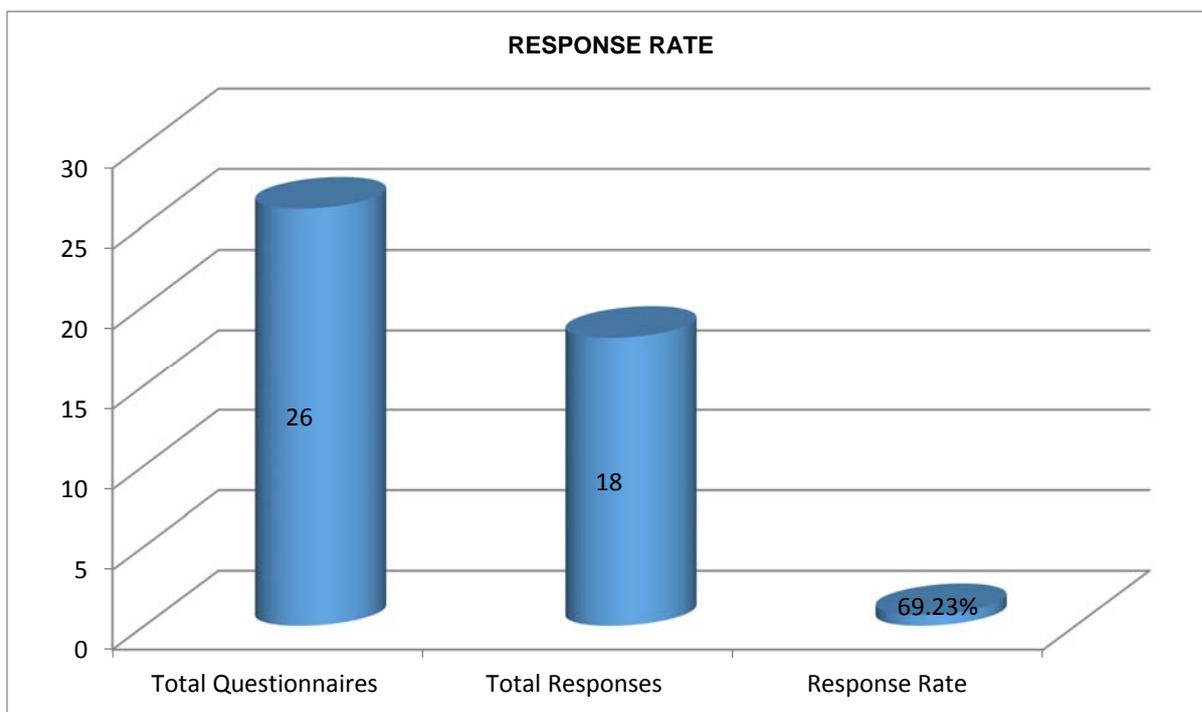
Source: Results obtained from analysis of respondents' answers

5.9.1. Quantitative analysis of the biographical data

Table 5.2: Age and gender

	20-29	30-39	40-49	50-59	60-64	65 and above	Total
Female	-	1	12	4	-	-	17
male	-	-	1	-	-	-	1
Total	**-**	**1**	**13**	**4**	**-**	**-**	**18**

Source: Results obtained from analysis of respondents' answers

The above table indicates the age distribution of respondents according to gender. Out of the 26 questionnaires distributed, only 18 were returned completed. There were 17 female respondents and one male respondent. The received questionnaires indicated a low response rate of male participants in this study.

The above presentations, incorporated with the Department's Human Resource Plan, furthermore show that there are fewer males in the first two age groups (20-30 years and 31-40 years) and a higher number of female employees in the last two age groups (41-50 years and 51-60 years). The Department's two most top positions are occupied by males, thus, the Department's organisational leadership structure is dominated by male senior management officials.

As highlighted in Chapter 1 and Chapter 2, women representation at the SMS level is the focus area for this study. The analysed data shows that although the Department has complied with some requirements of the Department of the Public Service and Administration, it has not yet made any progress in advancing women into the SMS.

TABLE 5.3 Marital status

Marital statusMarital status	Gender				Total
	Female		Male		
	Frequency	%	Frequency	%	
Married	15	88.23%	1	0.01%	16
Single	2	11.76%	0	0%	2
Divorced	0	0%	0	0%	0
Grand Total	17	99.99%	1	0.01%	18

Source: Results obtained from analysis of respondents' answers

The data provided in Table 5.3 indicates that 88.24% of the female respondents are married compared to 11.76% of the female respondents, who are single.

Table 5.4: Race and disability

Race	Disability	Total	Percentage
African	No	17	94, 44%
Coloured	No	0	0%
Asian	No	0	0%
White	No	1	5, 56%
Total		**18**	**100**

Source: Results obtained from analysis of respondents' answers

As indicated in Figure 5.1, only 18 questionnaires were received back. The analysed data showed that none of the respondents who returned the questionnaires were disabled. The data analysis further indicates that 94.44% of the respondents are black, and 5.56% is white.

Although race and disability issues are the legislative reception of the EEA of 1998, and Affirmative Action and other applicable legislation, the focus of this research is on gender equity at the SMS level. Therefore, this implies that disability status and race will not yield any impact on the findings of this study.

TABLE 5.5: Highest qualification and current position

Educational qualification	Current position	Gender		Percentage	Total
		Female	Male		
Diploma	Director (1) Deputy Director (2) Assistant Director (8)	11	0	61, 11%	11
Degree	Director (1) Deputy Director (3)	5	0	27, 78%	5
Honours	Director (1) Deputy Director(1)	1	1	11, 11%	2

Source: Results obtained from analysis of respondents' answers

The table above provides the respondents' current positions and level of qualification. The information provided by the respondents indicated that 61.11% have national diplomas, 27.78% have undergraduate degrees, and 11.11% have Honours degrees. This empirical analysis of the biographical data of respondents and their educational background, especially qualifications, was done to establish the professional level of the respondents. Therefore, it can be concluded by saying that the highest qualification of the majority of respondents is a national diploma, and they occupy the position of assistant directors. This is an indication that the Department should provide development programmes to historically disadvantaged employees to promote and enhance their professional qualifications.

5.10. CONCLUSION

This chapter provided the in-depth research methodology used for the whole study, as well as an extensive quantitative analysis of the research respondents' biographical data. The development of the self-administration questionnaire was done, and a draft was sent to the Office of the Director-General for scrutiny. The questionnaire was then distributed electronically (via e-mail) to the respondents. Only 18 questionnaires were received from the 26 which were distributed and response a rate of 69.23% was tabled. The analysis of the biographical information of the respondents (Section A of the questionnaire) was presented using explanatory tables as the study is descriptive and explanatory, although the approach is quantitative.

CHAPTER 6

ANALYSIS AND INTERPRETATION OF THE RESULTS OF THE EMPIRICAL STUDY

6.   INTRODUCTION

This chapter presents the empirical analysis and interpretation of the literature study and the answers from the questionnaires distributed (open and closed questionnaires). The study was conducted by both men and women at senior management level, including deputy directors and assistant directors, in the Free State Department of the Premier. Although the questionnaire can be viewed as a major contributor to this study, a qualitative approach was also applied. Thematically clustering the questionnaires was done to provide direction on the impact on the determination of the status of women's representation in the Department concerning the constitutional context and the legal compliance of A Strategic Framework for Gender Equality within the Public Service. This includes numerical goals and targets, the degree to which women have been integrated into managerial positions, and the barriers that hinder their development, promotion, and advancement to senior level positions.

6.1.   FINDINGS AND INTERPRETATION OF QUESTIONNAIRE ANSWERS

It was indicated in Chapter 5 that the study will use a five-point summated or Likert Scale to measure research participants' responses. Therefore, for the closed questions, the Likert scoring scale was used. Ratings were categorised with five as the highest positive response, one the highest negative response, and three as an indication of a neutral response. Open statements and a particular coding model were also used. The identified themes were clustered according to sections – from Section B to Section C.

As mentioned before, statements were grouped thematically to establish a logic correspondence to the research questions, and objectives and the literature studied. Therefore, frequencies were determined per statement and percentages were calculated according to the respondents' answers. The magnitude of the percentages was used to establish the direction of the respondents' attitudes, feelings and opinions towards a particular theme.

The research findings based on the completed questionnaires returned revealed the following.

6.1.1. Employment Equity Plan

Table 6.1 Employment Equity Plan

	1	2	3	4	5	Total
A1. The department appointed candidates and placed them according to the inherent requirements of the post and qualification, and there is no nepotism.	0	1 5, 56%	3 16, 67%	12 66, 66%	2 11, 11%	18 100%
A2. The department is in compliance with the set numerical goals and numerical targets as indicated in the departmental Employment Equity Plan.	0	14 77, 78%	2 11, 11%	0	2 11, 11%	18 100%
A.3. All the employees are happy with the Employment Equity Plan's contents concerning Affirmative Action.	0	0	0	1 5, 56%	17 94, 44%	18 100%

Source: Results obtained from analysis of respondents' answers

The study indicated that 66.66% of the respondents agreed that the Department has complied with the legislative reception of the EEA while 16.67% were uncertain. The research participants were also asked whether the Free State Department of the Premier is complying with the set numerical goals and targets. The study revealed that 77.78% disagree with the statement based on the non-compliance to the Strategic Framework for Gender Equity within the

Public Service (2006 – 2015), while 11.11% agree with the statement, and another 11.11% of the respondents were neutral.

In Chapter 4, it was indicated that women constitute 52.58% of the entire Department's workforce. According to the structure of the Department, 620 posts were filled, which represent 95.09%. The remaining 32 were vacant, and that places the Department with a vacancy rate of 4.91%. Departmental statistics furthermore indicated that 54.87% of the deputy directors employed in the Department are women. The respondents stated that since the plethora of stipulations in the Constitution, they are unsure whether the existence of the public administration principles as stipulated in Chapter 10 of the Constitution, Section 195, (a-i) are still applicable to the Department.

The above statistical findings can furthermore be supported by the 14th Commission for Employment Equity Annual Report (20013/2014) that showed that the overall representation of women in the SMS in the Free State was at 48%. The Free State Department of the Premier, since the adoption of the Strategic Framework in 2005, has never achieved women representation at the SMS level. As indicated in Chapter 2, for the past three years there has been slow growth, promotion, and integration of women into senior positions. Statistics showed that in 2013/2014, the Department achieved only 25% of women representation in the SMS.

On whether all the employees are happy with the content of the Employment Equity Plan on Affirmative Action, 94.44% of the respondents agreed that they are satisfied. Major concerns raised are that the Department is not in compliance with the contents, especially regarding numerical goals and targets on the appointments and integration of women at the SMS level. The study indicated that monitoring and evaluation of the Plan are not properly followed. Respondents indicated that monitoring and evaluation should be the core focus of the top management officials as the process in important, which in return will assist in measuring the successes and failures of the Department in meeting

the requirements, the principles and the objectives of the EEA of 1998. Monitoring and evaluation under the auspices of the EEA ensure that the accountability in the process of the implementation and reporting phase of the plan is effective.

6.1.2. Discriminatory policies/practices

Table 6.2 Discriminatory policies/practices

	1	2	3	4	5	Total
B1. Everyone in the workplace is aware of what constitute fair and unfair discriminatory practices	0	1 5.56%	0	6 33.33%	11 61.11%	18 100%
B2. There are trends of gender discrimination within the department	13 72.22%	3 16.66%	0	1 5.56%	0	18 100%

Source: Results obtained from analysis of respondents' answers

The above table shows that 33.33% of the respondents agreed that everyone in the Department is aware what constitutes fair and unfair discrimination practices. Furthermore, 61.11% strongly agreed with the statement. In this particular case, the researcher concluded that most of the research respondents shared the same view on this discriminatory matter.

Regarding the trends of discrimination in the Department, 72.22% strongly disagreed that shop stewards representing labour unions within the Department were working tirelessly with the transformational components in the Department to ensure that fair practices are upheld to the extent of the effectiveness of the EEA of 1998. The research also found that the Department is doing its best to eradicate unfair practices to rectify the injustices of apartheid.

6.1.3. Recruitment and selection

Table 6.3: Recruitment and selection

	1	2	3	4	5	Total
C1. Promotion of women in the department is more about filling the quota, not equity.	0	0	0	4 22, 22%	14 77, 78%	18 100%
C. There is a trend that older women are mostly given first preference for promotion in management than young women professionals.	0	0	2 11.11%	6 33, 33%	10 55, 56%	18 100%
C3. The departmental employment equity plan is considered during recruitment processes.	0	0	4 22.22%	13 7, .22%	1 5, 56%	18 100%

Source: Results obtained from analysis of respondents' answers

The above statistics show that there is a prevalence organisational culture that officials responsible for the implementation of the Employment Equity Plans and Affirmative Action policies are not doing their utmost to ensure that gender equity policies are effectively implemented. It was indicated in previous chapters that the Department has shown slow progress regarding developing and integrating women into SMS positions. The respondents indicated that the effective implementation of A Strategic Framework for Gender Equality within the Public Service and other policies relevant to gender issues were regarded as inconsistent and not effective.

The research findings revealed that little and slow effort is being made by the Free State Department of the Premier regarding the implementation of the framework. The study also found that diversity is promoted in the Department, but progress towards women being advanced to senior positions is still a concern in the Department.

With specific reference to Table 6.3, the study revealed that 77.78% and 72.22% of the research respondents agreed that most of the appointments of women as senior officials were made just to fill the quota. According to Lorber (2010:2-3), most of the public service recruitment process about compliance

with the transformational mandates is applied only to fill the quota. The research showed that the respondents are happy with the contents of the Employment Equity Plan, but not everyone is happy with the employment processes in the Department. This can be viewed about the status of the Department in regards to filled vacancies that it has complied with the DPSA target of a vacancy rate of 10%, which is normal in the departmental structure.

Regarding the statement that older women are promoted by the Department, based on the seniority prevalence culture, 55.56% of the respondents agreed that older women are promoted, but there is no advancement and promotion of qualified and experienced women to the SMS level. The majority of the respondents (33.33%) agreed that Affirmative Action policies and the Strategic Framework for Gender Equality are the appropriate tools to promote gender equality in the public service.

As indicated before, the promotion and appointment of women into SMS positions is more about filling the quota than equity. Some concerns were raised by the respondents, most of those South African women are considered for promotion over other races, which cause disparities among races. The statistics in Table 6.3 show that older women are given preference for promotion to management positions, but there are still a high number of men in the SMS positions. Therefore, based on the above analysis, it can be concluded that effective support systems to promote and develop women for higher positions should be prioritised. Though strides have been made in the integration of women and gender equity issues in the Department, the researcher believes it will still be a long and difficult road.

6.1.4. Reasonable accommodation and training

Table 6.4: Reasonable accommodation and training

	1	2	3	4	5	Total
D.1. Disabled women are only slightly considered for promotion.	9 50%	0	8 44, 44%	0	2 11, 11%	18 100%
D2. Skills development opportunities are provided for female employees.	0	0	15 83, 33%	0	3 16, 67%	18 100%

Source: Results obtained from an analysis of the respondents' answers

The table above reveals that the Free State Department of the Premier is on the right track concerning accommodating people with disabilities in the workplace. The study also showed that the Department's work environment is conducive to people with disabilities and easily accessible for them. The EEA of 1998 indicated that the public service should have a target of at least 2% of officials being people with physical disabilities. The Department stands at 1.5%.

The above table revealed that although the Department is showing progress in accommodating people with disabilities, 50% of the respondents strongly disagreed that there is slow consideration of people with disabilities in higher positions. The White Paper on Public Service Delivery clearly stipulates that Affirmative Action programmes in the Department should be open and fair to every employee in the organization.

6.2. DISCUSSION OF THE OPEN STATEMENT RESULTS

The overall research findings regarding the status of the implementation of A Strategic Framework for Gender Equality within the Public Service in the Free State Department of the Premier can be summarised as follows:

Figure 6.1: Response rate
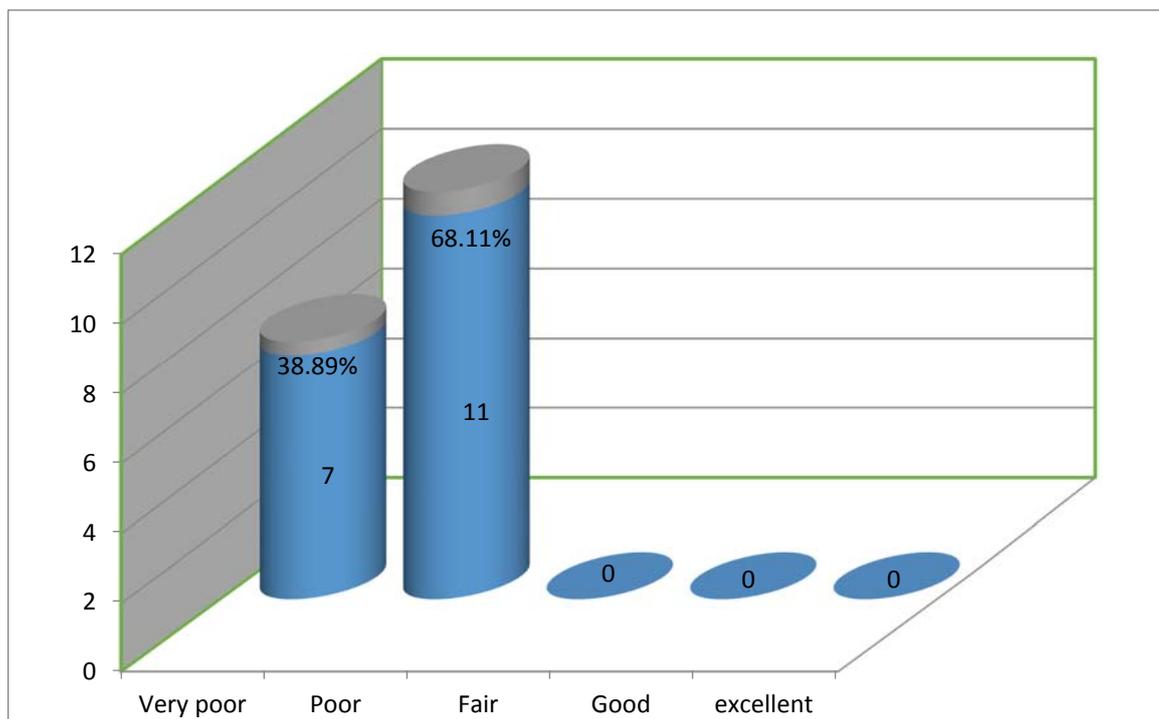
Source: Results obtained from analysis of respondents' answers

The research study was conducted based on the following research objectives:

- To what extent are women affected by the poor implementation of a strategic framework for gender equality?

- What are the contributing factors limiting the advancement of women into managerial and decision-making positions in provincial government?

The above results showed the effectiveness of A Strategic Framework for Gender Equality within the Public Service in the Free State Department of the Premier in Figure 6.1. The following factors were covered in the study about the open statement questions:

- The research respondents mentioned that the employment criteria of women into the Senior Management Service in the Free State Department

of the Premier is not done based on the legislative requirement of the Constitution, Section 195, (h-i). Furthermore, the research respondents mentioned that the integration of women into the Department is not effective towards improving women capital building leadership.

- The summarised data, based on the open statement analysis questions, revealed that the Department implements training programmes at a slow pace, and some development programmes benefit only a few while others are not yet developed. Also, it was mentioned that some skills development programmes are not well communicated.

- The research respondents were asked to rate the Free State Department of the Premier regarding the employment of women and integration programmes that are in place, as well as give their professional experiences, including opinions on the how gender equity strategies can be improved.

  In reference to the figure above, 68.11% of the respondents rated the Department "poor to very poor" with 38.89% providing the same rating about the integration of women into senior management positions. The respondents mentioned that the Department has to speed up and integrate the necessary improvement strategies on gender equity. Respondents further indicated that equity strategies should be reviewed and be aligned to the Department's Strategic Plan, the Human Resource Plan, and the Employment Equity Plan.

- The analysed data from the responses of the research participants revealed that the development programmes require proper and effective monitoring and evaluation procedures. The rating and arguments among the respondents were made based on the integration of women at the SMS level and the development and advancement programmes as they

emphasized that there is a need for skills development in order to be able to deal with development issues at the strategic level.

6.3. CONCLUSIONS

It can be concluded that the focus of the study was to establish the strides the Free State Department of the Premier has made in terms of integrating women into Senior Management positions, with reference to the effective implementation of A Strategic Framework for Gender Equality within the Public Service. The study incorporated various legislative frameworks governing gender equity in the public service and private sector, but for the purpose of this research, the focus was on the effective implementation of A Strategic Framework for Gender Equality within the Public Service. Furthermore, it can be deduced that the framework was created to address the disparities amongst male and female strategic leadership, to accommodate previously disadvantaged people, and to bridge the gap between practice and policy.

It was mentioned that in 2005, the South African Cabinet adopted A Strategic Framework for Gender Equality within the Public Service (2006 – 2015) with the intention of addressing leadership issues concerning gender differences. The framework stipulated that by 2015 all public service departments should be at the 50/50 target at the SMS level.

From the discussion as mentioned earlier, the researcher concludes that legislation on gender matters, including A Strategic Framework for Gender Equality within the Public Service, plays a pivotal role in addressing gender and leadership gaps created by the apartheid regime. Analysed data indicated that the Department can be applauded for what it has done to ensure equitable representation at most levels in the structure as women constitute a majority of the departmental workforce.

However, given the concerns raised by the respondents, it can be concluded that if the slow and poor implementation of A Strategic Framework for Gender Equality within the Public Service continues, it may lead to gender disparity among leadership structures, instead of promoting equality in the workplace and addressing the racial imbalances created by apartheid.

Although the majority of the respondents statistically acknowledged the Department's improvement concerning employment and the representation of women, the analysed data revealed that it is important for the Department to prioritise issues limiting the integration and advancement of women in management positions. Lastly, it was also shown, based on the departmental documents analysed, that the Department has made significant strides in the integration of women in the Middle Management Service, which constitutes 54.87%.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS

7.1. INTRODUCTION

The South African Public Service, as the custodian of public policies, faces a significant challenge – complying with the principles and objectives of A Strategic Framework for Gender Equality within the Public Service, including other legislative frameworks. The problem revealed in this study is that there is an enormous gap between the policy and the implementation processes. The aim of the study was to evaluate the extent to which women are affected by the poor implementation of A Strategic Framework for Gender Equality within the Public Service and what the contributing factors is that limit their advancement into managerial and decision-making positions in provincial government. This chapter presents conclusions and recommendations based on the findings made throughout the study.

7.2. CONCLUSION

From the discussions presented in the previous chapters, it can be concluded that the Free State Department of the Premier has made significant strides in promoting gender equity and accommodating people with disabilities – as stipulated in the EEA of 1998. This study reviewed literature related to the subject, specifically the implementation of gender fairness and the legislative principles of a Strategic Framework for Gender Equality in the Public Service. The study indicated that women still face many challenges – from gender disparity to their integration into the SMS positions.

The review of the objectives and principles of the framework was done in conjunction with the EEA to avoid legislative gaps in the study. The EEA addresses the gender issue among men and women. A Strategic Framework

for Gender Equality within the Public Service focuses on the promotion and integration of women only and requires the public sector to have women fill 50% of its strategic leadership positions. The emphasis which can be denoted from this framework addresses equality amongst males and females in the limited perspective of achieving 50/50 representation at the Senior Management level.

The research findings provided in Chapter 6 showed that the integration of gender considerations, in particular to the transformation of the public service, was also outlined in the National Framework (DPSA 2006:12).In this Department, two highest executive positions are occupied by males, ant he majority of the Departmental workforce is female. However, the employment statistics indicated a higher percentage of male employees in senior management, which constitute 75%.

The Human Resource Plan of the Department shows that the majority of women are affirmed at middle management level. Some concentrations in the departmental structure have shown a drastic representation increase. In salary level 10-11, 54.87% of the employees are female, and in salary level 7-9, 51.19% are female. However, occupational classification levels 4-6 and 2-3 have shown a slight decrease regarding gender, with women standing at 49.28% and 44.44% respectively.

The most challenging factor was the integration of women into the SMS level positions and improving the current statistic of 1.5% of employees being people with disabilities. The Department is implementing this framework at a slow progress in the appointment of women in the SMS positions and women and individuals with disabilities.

About the above discussion, it may be concluded that to ensure the effective implementation and application of equality in the workplace, without just filling a quota, it should be implemented within the constitutional context. The researcher notes that a significant challenge for the Department is the

inflexibility of formal equity and representation, especially regarding meeting the set numerical goals and targets of the Employment Equity Plan, which may somehow lead to inequality. As stated in Chapter 6, Monitoring and evaluation play a significant role in measuring effectiveness. Although the Department showed great transformation, the data revealed that the Department should evaluate and monitor its policy progress and efficacy to avoid it having ineffective approved documents which are not meeting the officials' legislative rights and which infringe the constitutional rights of the individuals.

The study indicated that the Free State Department of the Premier should pay more attention in employing women and people with disabilities. It was noted that the Department should take into consideration that the legislative requirements of A Strategic Framework for Gender Equality within the Public Service should not be implemented just to fill a quota or meet the set EEA goals and targets. Rather, there should be a constitutional achievement of balancing and promoting public administration principles as stipulated in Section 195 (i-h). Furthermore, practical implementation of this framework should be done to integrate equal opportunities that will benefit the whole Department.

Therefore, one can conclude that if the above can be implemented within the constitutional context, it is possible for the Department to reach two national targets: 50% females at the SMS level and also representation of people with disabilities, particular attention to women. In that sense, the organisational leadership structures must shift from intention to action-based. With regards to the analyses of the Departmental legal documents, the Human Resource Plan, and the Employment Equity Plan, and taking into account the participants' responses, the study revealed that the Department has taken no action to integrate gender considerations into its transformation. Gender consideration is one of the priority areas of public service transformation so as to meet the country's democratic rights.

7.3.   RECOMMENDATIONS

The study found that the Free State Department of the Premier faces an enormous challenge regarding the practical implementation of A Strategic Framework for Gender Equality within the Public Service. The research also revealed that there is a vast disparity between SMS officials. The statistics indicated that 75% of the senior management are male while 25% are female.

The following are recommendations for the practical implementation of A Strategic Framework for Gender Equality within the Public Service within the Free State Department of the Premier:

- The issue raised by the open statement questions was that bursaries in the Department only benefit a chosen few. Therefore, it is recommended to the Free State Department of the Premier that it make a strategic effort to develop, advance and educate employees at lower and middle management levels so that they are equipped with the necessary skills needed at strategic level;

- The Free State Department of the Premier should formulate a strategy on how to retain skilled and experienced officials without using the organisational culture of seniority preferences;

- It is recommended that the Free State Department of the Premier's Human Resource Component work closely with organisations for people with disabilities, so as to acquire the best pool of qualified candidates;

- Disabled officials should be given preference on developmental and transformational issues, especially those which concern people with disabilities;

- The Free State Department of the Premier, on better life for all and for as business as usual platforms, should promote appointments and the integration of people with disabilities at both the Middle Management Service (MMS) level and the SMS level;

- In the hope of attaining 50% gender equality, the Free State Department of the Premier should appoint more women at the SMS level;

- Although statistically it shows that the Department has 4.91% vacant post, it is recommended that those posts should be prioritized for women in SMS, although it won't cover the remaining 20.09% gap.

- Women's voices in the Free State Department of the Premier should be heard, be granted a meaningful opportunity in the constitutional context, and be part of the organisational change in management relating to transformational programmes and developmental issues;

- The Free State Department of the Premier should clearly indicate how long the EE policies and other relevant policies relating to gender issues would be used as useful tools;

- Moreover, the Free State Department of the Premier should state how the EE policies will be implemented considering that these policies address some issues in context;

- The findings of this study revealed that there is a little commitment by top management. Therefore, it is recommended that top management should provide strategic support and show commitment concerning all of the above recommendations. This will impact positively for the Department achieves the 50% target of women representation at the SMS level and the 2% target for people with disabilities.

7.4. AREAS OF FURTHER RESEARCH

With the strides South African government achieved regarding public service transformation since the born of democracy, the South African Public Service introduced some legislative frameworks governing equality, including Chapter 10 of the Constitution, Section 195, public administration principles (a-i). For the purpose of further research, attention should be directed to subsection (h-i), which addresses human resource matters and representativeness. Various studies have been documented on gender equity but there is still need to research and investigate other government departments under this focus area.

It is recommended that further research should be conducted in areas concerning gender equity in corporate governance and the challenges faced by designated employees. Researchers should also determine the impact gender equity has on the performance of individuals regarding their career and professional progression in line with the Millennium Development Goal: 3.

BIBLIOGRAPHY

African National Congress. 2014. Gender Paper: Analytical framework for policy influence towards a radical transformation of women's socio-economic empowerment and rights. Policy discussion document 2014.

Allendorf, K. 2007. Do Women's Land Rights Promote Empowerment and Child Health in Nepal? *World Development,* 35 (11), 1975-1988.

Auditor-General of South Africa. 2013. General report on the provincial audit outcomes of the Free State - 2012/2013.

Auditor-General of South Africa. 2014. General report on the provincial audit outcomes of the State - 2013/2014.

Avolio, B.J. 2000. Strategic transformational leadership: aligning vision to collective action: *Management today*, 4-7 June 2000.

Avolio, B.J. and Gardner, W.J. 2005. Authentic leadership development: Getting to the root of positive forms of leadership. *The Leadership Quarterly*, 15:801-823.

Babbie, E. 1995. *The Practice of Social Research*. Seventh Edition. California: Wadsworth Publishing Company.

Babbie, E. and Mouton, J. 2001. The practice of social research. Cape Town: Oxford University Press.

Bass, B.M. 1990. From transactional to transformation leadership: Learning to share the vision. Organizational Dynamics, 18 (3). 19-31.

Bass, B.M. and Avolio, B.J. 1997. Full range leadership development trainer manual. Randburg: Productivity Development.

Beall, J. 2001. Doing Gender from Top to Bottom? The South African Case. *Women: A Cultural Review,* 12 (2): 135-147.

Berry, D.M. 2003. An evaluation of mentoring to develop a strategy for facilitating the objectives of the Employment Equity Act (Act 55 of 1998).Unpublished D. Tech in Human Resource Management. Port Elizabeth. Port Elizabeth Technikon.

Bless, C. andHigson-Smith, C. 1995(a).Fundamentals of social research methods: An African perspective. Cape Town: Juta.

Booysen, A.E. 1999. Towards More Feminine Business Leadership for the 21st Century: A Literature Overview and a Study of the Potential Implications for South Africa. *The South African Journal of Labour Relations,*23 (1): 150-190.

Brynard, P. andHanekom, S. 1997. *Introduction to research in Public Administration and related disciplines.* South Africa: Van Schaik Academic.

Capra, F. 1996. Deep Ecology – A new paradigm inThe Web of Life: A new scientific understanding of living systems. New York: Anchor Books.

Cheema, G.S. 2005. From public administration to governance: The paradigm shift in the link between government and citizens. 6th Global Forum on Reinventing Government Towards Participatory and Transparent Governance. 24 – 27 May 2005, Seoul, Republic of Korea.

Clark, M. and Sartorius, R. 2005. Monitoring and Evaluation: Some Tools, Methods and Approaches. World Bank, Washington, D.C.

Cloete, F. and Makgoro, J. 1995. Policies for Public Service transformation. Cape Town: Juta.

Cresswell, J.W. 1994. Research design, qualitative and quantitative approaches. Thousand Oaks: Sage.
De La Rey, C. 2005. Gender, Women and Leadership. Agenda 65. *Gender and Society 4.*

De Vos A.S. and Van Zyl, C.G. 1998. The Grounded Theory Methodology. In De Vos, A.S. (Ed). Research at grassroots: A primer for the caring professions. Pretoria: Van Schaik.

De Vos, A.S. 1998. Research at Grassroots: A premiere for the caring profession. Pretoria: Van Schaik.

Department of Public Service and Administration. 2014. Annual report of the Commission for Employment Equity for 2013/2014. 2015. [Online]. Available from: http://www.labour.gov.za (accessed: 14 October 2015).

Department of Public Service and Administration. 2012. Public Service Affirmative Action and Employment Equity Report (2011/2012: 14). Pretoria: Government Printers.

Department of Public Service and Administration. 2007. Handbook on Reasonable Accommodation for People with Disabilities in the Public Service. Pretoria: Government Printers.

Department of Public Service and Administration. 2006. A Strategic Framework for Gender Equality within the Public Service (2006-2015): Consultation Document. Pretoria.

Dlalisa, W.M. 2009. Strategies for enhancing good governance in South African local government. Unpublished Dissertation for Master Degree in Public Administration. Stellenbosch. University of Stellenbosch.

Ford, P. 1996. Managing change in higher education: A learning environment architecture. Buckingham: SRHE/Open University Press.

Fox, W. and Bayat, M.S. 2007. A Guide to Managing Research. Cape Town: Juta.

Fraser-Moleketi, G. 2007. Speech by the Minister for Department of Public Service and Administration, to the high-level roundtable discussion on "Gender Mainstreaming in the Public Service, Burgers Park Hotel, Pretoria, 27 August 2007.

Free State Department of the Premier. 2012a. Annual Report for 2012/13 Financial Year-Vote 01: Bloemfontein: Government Printers.

Free State Department of the Premier. 2012b. Employment Equity Plan of the Free State Department of the Premier, 2012/2015. Bloemfontein.

Free State Department of the Premier. 2013. Human Resource Plan of the Free State Department of the Premier for 2013/2014. Bloemfontein.

Geertsema, R. 2007. Women in professional and leadership positions in the construction industry in South Africa. Unpublished Dissertation for Magister Technologiae: Construction Management. Tshwane. Tshwane University of Technology.

Gender Links. (2011). *Gender in 2011 South African Local Elections 2011*. Retrieved from www.genderlinks.org.za/attachment.php?aa_id=13710. Accessed on 16 April 2015

Gender Links. (2011). *GL calls for legislated quota for women's political participation in South Africa following backsliding in local elections.* Johannesburg: Gender Links.

Hannan, C. 2000. 'From Concept to Action: Gender Mainstreaming in Operational Activities'. Paper delivered at the Technical Review Meeting: Assessment of Gender Mainstreaming and Empowerment of Women in Sub-Saharan Africa, UN Headquarters, New York, 20 - 21 March 2000.

Hassim, S. 2003. 'The Gender Pact and Democratic Consolidation: Institutionalising Gender Equality in the South African State'. *Feminist Studies,* 29 (3): 505-528.

Human, P. 2001. Yenza: Blueprint for transformation. Cape Town: Oxford University Press.

Hunt, J.W. and Baruch, Y. 2003. Developing top managers: The impact of interpersonal skills training. *Journal of Management Development*, 22(8):729-752.

International Labour Organisation. 2002. 'Definition of Gender Mainstreaming'.
[Online]. Available at:
http://www.ilo.org/public/bureau/gender/newsiste2002/about/defn.htm
Accessed on 1 April 2015.

Jacques, E. and Clement, S.D. 1991. Executive leadership: a practical guide to managing complexity. Arlington: Carson Hall.

Jarbandhan, D.B. 2012. Transformational leadership and organisational change. A public sector perspective. *Administratio Publica.* 20(2):34-53.

Kabeer, N. 1999. Resources, Agency, Achievements: Reflections on the Measurement of Women's Empowerment. Development and Change 30, 435-464.

Kramarae, C. 1989. Coming with terms with Women's Language. In International Encyclopedia of Communicatios (ed.). New York: Oxford University Press.

Kronsell, A. 2006. "Methods for Studying Silences: Gender Analysis in Institutions of Hegemonic Masculinity". In Ackerly, B.A., Stern, M., True, J. (eds.). Feminist Methodologies for International Relations. Cambridge: Cambridge University Press.

Leedy, P. 1993. Practical Research: Planning and design. New York: Macmillan.

Leedy, P.D. andOrmrod, J.E. 2001. Practical research: Planning and design(7thed). New Jersey: Prentice Hall.

Leedy, P.D. andOrmrod, J.E. 2005. Practical research: Planning and design (8th ed.). New Jersey: Prentice Hall.

Lorber, J. 2010. The Variety of Feminisms and their Contribution to Gender Equality. New Haven: Yale University Press.

Magashule, S.E.A. 2014. Speech by the Premier of Free State: State of the Province Adress, Bloemfontein, 21February 2014. [Online]. Available at: http://www.gov.za/state-province-address-hon-ace-magashule-premier-free-state-province-0Accessed on 31 August 2015.

Magashule, S.E.A. 2015. Speech by the Premier of Free State: State of the Province Adress, Bloemfontein, 24 February 2015. [Online]. Available at: http://www.gov.za/speeches/premier-ace-magashule-2015-state-province-24-feb-2015-0000Accessed on 31 August 2015.

Mama, A. 1996. Women's studies and studies of women in Africa during the 1990s. Review essay published on GWS website: Gender and Women's Studies for Africa's transformation, www.gws.com.

Mandela, N.R. 2004, 24 May. State of the Nation Address, Houses of Parliament. Available at: http://www.info.gov.za/speeches/son/index.html. Accessed on 8 May, 2015.

Marthur-Helm, B. (2004). Women in Management in South Africa. In Burke, R. and Davidson, M. (eds.). Women in Management Worldwide: Facts, Figures and Analysis. Burlington: Ashgate.

Maseko, T.I. 2013. A comparative study of challenges faced by women in leadership: A case of Foskor and the Department of Labour in MhlathuzeMunicipality. Unpublished Dissertation for Master Degree in Commerce. Kwazulu-Natal. University of Zululand.

McEwan, C. 2005. "Gendered Citizenship in South Africa: Rights and Beyond." In Gouws, A. (ed.). (Un)thinking Citizenship. Feminist Debates in Contemporary South Africa. Lansdowne: UCT Press.

McMillan, J.H. and Schumacher, S. 2001. Research in Education a Conceptual Introduction. 5th edition. New York: Longman.

Meer, S. 2005. 'Freedom for Women: Mainstreaming Gender in the South African Liberation Struggle and Beyond'. In Porter, F. andSweetman, C. (eds.),

Mainstreaming Gender in Development, A Critical Review. Oxford: Information Press: 36-45.

Mehira, R. 1997. The role of Non-Governmental Organisations: Charity and Empowerment. Annals of the American Academy of Political and Social Science 554.

Mello, D. andPhago, K. 2007. Affirming women in managerial positions in the South African public service. *Politeia,* 26(2): 145–158.

Monethi, D.C. 2013. Transformation in the South African National Defence Force: With specific reference to gender equity. Unpublished Dissertation for Master Degree in Public Administration. Stellenbosch. University of Stellenbosch.

Mouton, J. 2001(c). How to succeed in your master's and doctoral studies: A South African guide and resource book. Pretoria: Van Schaik.

Murphy, E. andDingwall, R. 2003. Qualitative methods and Health Policy Research. New York: Aldine.

Naff, K.C. 2010. Toward a representative bureaucracy: can gender make a difference? In Women in politics: outsiders or insiders? (4th ed). Edited by L.D. Whitaker. New Jersey: Prentice Hall.

Naidoo, G. 1997. Women Must Assert Themselves in Organizations that Disregard Them Informal Structure*. People Dynamics,* 15 (2): 12-19.

Ncholo, P. 2000. Reforming the public service in South Africa: a policy framework. *Public administration and development,* 20(2): 87–102.

Nkoana, N.M. Evaluation of gender equity programme implementation in Limpopo Provincial department of Sport, Arts and Culture. Unpublished Dissertation for Master Degree in Public Administration. Stellenbosch. University of Stellenbosch.

OECD. 2012a. "Tackling the root causes of gender inequalities in the post-2015 development agenda", submission to the global thematic consultation on addressing inequalities. Paris: OECD Publishing.

OECD. 2012b. Closing the Gender Gap: Act Now. Paris: OECD Publishing.

OECD. 2013. Gender equality and women's rights in the post-2015 agenda: A foundation for sustainable development. Paris: OECD Publishing.

OECD. 2015. Gender equality and women's rights in the post-2015 agenda: A foundation for sustainable development. OECD and post-2015 reflections, Element 3, paper 1.

Office on the Status of Women. 2007. 'About the OSW: Mandate, Vision, Mission and Core Functions'. Pretoria. [Online]. Available at: http://www.thepresidency.gov.za/main.asp?include=about/branches/pcas.htm. Accessed on 30 June 2015.

Office on the Status of Women. 1999. South Africa's National Policy Framework for Women's Empowerment and Gender Equality. The South African Presidency, Pretoria, pp.1-64.

Presidency. 2000. 'National Policy Framework for Women's Empowerment and Gender Equality'. Office on the Status of Women: Pretoria.

Pretoria News. 2013. Empowering women remains African priority, 7 August 2013.

Rai, S.M. 1996. Women and the State in the Third World: Some Issues for Debate *in*Women and the State: International Perspectives, edited by Shrin, M., Rai, S.M. and Lievesley, G. Taylor and Francis Publishers, London, pp 5-22.

Republic of South Africa. 1994a. Public Service Act, 1994 (Act 103 of 1994). Pretoria: Government Printers.

Republic of South Africa. 1994b. White Paper on Reconstruction and Development: Government's Strategy for Fundamental Transformation. Pretoria: Government Printers.

Republic of South Africa. 1995a. TheLabour Relations Act, 1995 (Act 66 of 1995). Pretoria: Government Printers.

Republic of South Africa. 1995b. White Paper on the Affirmative Active. Pretoria: Government Printers.

Republic of South Africa. 1996. The Constitution of Republic of South Africa, 1996 (Act 108 of 1996). Pretoria: Government Printers.

Republic of South Africa. 1997. White Paper on the Transformation of the Public Service, 1997. Pretoria: Government Printers.

Republic of South Africa. 1998. Employment Equity Act, 1998 (Act 55 of 1998). Pretoria: Government Printers.

Republic of South Africa. 2000. Promotion and Prevention of Unfair Discrimination Act, 2000 (Act 4 of 2000). Pretoria: Government Printers.

Republic of South Africa. 2001. Public Service Regulations, 2001. Pretoria: Government Printers.

Republic of South Africa. 2003. Department of Public Service and Administration, Senior Management Services: Public Services Handbook. Pretoria: Government Printers.

Republic of South Africa. 2013. Women Empowerment and Gender Equity Bill, 2013 (''Bill''). Pretoria: Government Printers.

Risher, H. and Stopper, W.G. 2002. Reflections on the state of leadership and leadership development. *Human Resource Planning*, 25(2): 4-10.

Rust, U. 2007. Principles for mainstreaming gender equality in the South African rural water services sector. Unpublished dissertation for Master's Degree of Philosophy (Sustainable Development Planning and Management). Stellenbosch: University of Stellenbosch.

SADC. 1997. *Declaration by Heads of State on Gender and Development*. [Online]. Available at: http://www.sadc.int. Accessed on 3 March 2015.

SADC Gender Protocol. 2010. Southern Africa Gender Protocol Alliance. Available at: http://www.genderlinks.org.za/page/sadc-research. Accessed on 31 March 2015.

SADC. 1997. 'SADC Gender and Development Declaration'. [Online]. Available at: http://www.sadc.int. Accessed on 3 March 2015.

Sadie, Y. 2000. Women in Political Decision Making in the SADC Region. Agenda, 65: 13-19.

Sandler, J. 2004. 'Whither Gender Mainstreaming?' *Spotlight,* (3) 3-5.
Saunders, S.M., Lewis, P. and Thornhill, A. 2000. Research Methods for Business Students. (2nded.). London: Pitman Publishing.

Schurink, W.J. 2005. Focus concerns in Designing and Executing Qualitative Research. Lecture notes to Doctoral and Master's students. 15 February 2005.

Shokane, M.S, Stanz, K.J. and Slabbert, J.A. 2004. Description of leadership in South Africa: Organisational context perspective. *South African Journal of Human Resource Management*, 2004, 2(3), 1-6.

Squires, J. and Wickham-Jones, M. 2004. 'New Labour, Gender Mainstreaming and the Women and Equality Unit'. *British Journal of Politics and International Relations,* 6: 81-98.

Statistics South Africa. 2011. Gender Statistics in South Africa 2011. Report released in 2013. Pretoria: Government Printers.

Swanepoel, J.I. 2004. An investigation into retaining specialised employees within Spoornet. Unpublished MBA. Nelson Mandela Metropolitan University. Port Elizabeth.

Tambo, O. 1990. The year of the Charter Speech. (Online). Available at: http://www.anc.org. Accessed on 8 February 2015.

Tashakkori, A. and Teddlie, C. 2003. Handbook of mixed methods in social and behavioural research. Thousand Oaks: Sage.

Terreblanche, M. and Durrheim, K. 1999. A Research in Practice: Applied Methods for the Social Sciences.Cape Town: UCT Press.

Trademark Southern Africa (2011). SADC Ministers of Gender? Women Affairs: Commique. Available at: http://www.trademarksa.org/news/sadc-ministers-genderwomens-affairs-commique Accessed on 31 March 2015.

United Nations. 1979. 'Overview of CEDAW'. New York. [Online]. Available at: http://www.un.org/womenwatch. Accessed on 19 July 2015.

United Nations. 1995. Beijing Platform for Action. New York. [Online]. Available at: http://www.un.org/womenwatch. Accessed on 19 July 2015.

United Nations Development Programme. 2005. En Route to Equality: A Gender Review of Millennium Development Goals Reports 2005. New York: Bureau of Development Policy. UNDP.

Welman, C, Kruger, F and Mitchell, B. 2005. Research Methodology (3rd ed.). Cape Town: Oxford University Press.

Wood, J.T. 1997. Communication Theories in Action. Belmont: Wadsworth. www.equalitynow.org. Accessed on 25 May 2015.

www.premier.fs.gov.za. Accessed on 30 June 2015.

Yin, R.K. 1994. Case study research: Design and methods. Applied Social Research Methods Series, (5). London: Sage.

APPENDIX A

LETTERS ACCOMPANYING QUESTIONNAIRES

TO THE FREE-STATE DEPARTMENT

OF THE PREMIER

Mr MO Mokhele
M1198 Manyatseng
LADYBRAND
9745

Dear Mr MO Mokhele

PERMISSION TO DISTRIBUTE (ELECTRONIC MAIL) QUESTIONNAIRES TO SENIOR MANAGEMENT OFFICIALS, DEPUTY DIRECTORS AND ASSISTANT DIRECTORS AT FREE STATE PROVINCIAL GOVERNMENT

I wish to inform you that permission is granted to you to collect necessary data through (electronic mail) questionnaires to senior management officials, deputy directors and assistant directors from the Department of the Premier towards your Master's degree study with University of the Free State.

The Department trust that you will adhere to the research ethics of confidentiality and anonymity and will be pleased to have a copy of your work upon completion.

Kind regards

KOPUNG RALIKONTSANE
DIRECTOR GENERAL

11 September 2015

TO ALL SENIOR MANAGERS, DEPUTY DIRECTORS AND ASSISTANT DIRECTORS
Department of the Premier
Free State Provincial Government

Dear Colleagues

PERMISSION TO DISTRIBUTE (ELECTRONIC MAIL) QUESTIONNAIRES TO SENIOR MANAGEMENT OFFICIALS, DEPUTY DIRECTORS AND ASSISTANT DIRECTORS AT FREE STATE PROVINCIAL GOVERNMENT

I wish to inform you that permission is granted to Mr Mosekama Osia Mokhele to collect necessary data through (electronic mail) questionnaires to senior management officials, deputy directors and assistant directors in the Department of the Premier towards his Master's degree study with University of the Free State.

His research is "Effective Implementation of a Strategic Framework for Gender Equality with specific reference to the leadership governance'. The purpose of the study is two pronged: (i) to gain a Master's degree; (ii) to examine to which extent women are affected by poor implementation of a strategic framework for gender equality; and (iii) what are the contributing factors limiting (barriers and limitations) the advancement of women into managerial and decision-making positions in the public service; as well as (iv) to examine the theoretical factors that hamper gender equity and challenges affecting effective implementations of a strategic framework on gender equality in the department.

Your support in this regard is highly appreciated.

Kind regards
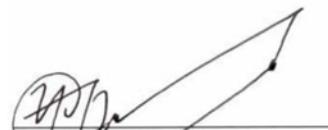
KOPUNG RALIKONTSANE
DIRECTOR GENERAL

11 September 2015

Office of the Director General
Private Bag X517, Bloemfontein, 9300
Lebohang Building, 4th Floor, Cnr St Andrew and Markgraaff Street, Bloemfontein
Tel: +27(0)51 405 5803   Fax: +27(0)51 405 5671   Email: motsamai.mokoena@fspremier.gov.za

www.fs.gov.za

137

APPENDIX B

INFORMED CONSENT FORM

CONSENT FORM
AGREEMENT BETWEEN RESEARCHER AND RESEARCH PARTICIPANT
RESEARCHER

I am Mosekama Osia Mokhele, a Masters student at the University of the Free State. I am undertaking a study titled *"**Effective implementation of a Strategic Framework for Gender Equality in Public Service with specific reference to leadership governance"**. The objectives of the study is to examine to which extent women are affected by poor implementation of a strategic framework for gender equality; and what is are contributing factors limiting (barriers and limitations) the advancement of women into the managerial and decision-making positions in the public service. The Free State Department of the Premier is the Case Study for the purpose of this research.

I require your participation in my study as respondents to my research questions (questionnaire). Please note that your participation in this study is voluntarily and that it will not cause any harm as whatever information you provide will remain strictly confidential between you and I. I pledge that I shall ensure anonymity where required.

You are free to withdraw from this study at any time of your choice without any negative or undesirable consequences to you.

Researcher: **Mr. M.O. Mokhele**
Date: **14 September 2015**

CONSENT FORM
AGREEMENT BETWEEN RESEARCHER AND RESEARCH PARTICIPANT
PARTICIPANT
I (participant's name) _____ agree to participate in the research of Mosekama Osia Mokhele.
I understand that:
1. The researcher is a registered Master's Degree student conducting the research as part of the requirements for a Master's Degree in Governance and Political Transformation at the University of the Free State.

2. The researcher is interested in my understanding and experience of the implementation of a Strategic Framework for gender equality in the public service.

3. My participation in this research study is voluntary and anonymity is guaranteed.

APPENDIX C

QUESTIONNAIRES

RESEARCH QUESTIONNAIRE

SECTION A

BIOGRAPHICAL DATA

Mark with an X where appropriate (characteristics of the research participants)

1. Age

20-29	30-39	40-49	50-59	60-64	65 and above

2. Gender

Male	Female

3. Population group

Black	Indian	Chinese	Coloured	White

4. Marital Status

Divorced	Married	Single	Widowed

5. Disability Status

Disabled	Not disabled

6. Highest Educational Qualification Obtained

Matric/Grade 12	Higher Certificate	National Diploma	Degree	Honours	Masters	Doctorate

7. Current Position Occupied

Senior Management Level	Deputy Director	Assistant Director

SECTION B

The following statements are attempts to evaluate the extent to which the implementation of a strategic framework for gender equality in relation to gender at the Free State Department of the Premier. Please make a **cross X** on the option that best represent your response.

The responses are categorized as follows:
Strongly Agree=5
Agree= 4
Neutral= 3
Disagree= 2
Strongly Disagree= 1

The employment equity plan

	1	2	3	4	5
8. The department appointed candidates and placed them according to the inherent requirements of the post and qualification and there is no nepotism.					
9. The department is in compliance with the set numerical goals and numerical targets as indicated in the departmental Employment Equity Plan.					
10. All the employees are happy with the employment equity plan's contents in relation to affirmative action.					

Discriminatory policies/practices

	1	2	3	4	5
11. Everyone in the workplace is aware of what constitute fair and unfair discriminatory practices					
12. There are trends of gender discrimination within the department					

Recruitment and selection

	1	2	3	4	5
13. Promotion of women in the department is more about filling the quota not equity.					
14. There is a trend that older women are mostly given first preference for promotion in management than young women professionals.					
15. The departmental employment equity plan is considered during recruitment processes.					

Reasonable accommodation and training

	1	2	3	4	5
16. Disabled women are only slightly considered for promotion.					
17. Skills development opportunities are provided for female employees.					

18. How do you rate the employment criteria of women into senior management level positions in Free State Department of the Premier?

Very poor	Poor	Fair	Good	excellent

SECTION D

The question below will impact on the assessment on the degree which gender equality is promoted at the Free State Department of the Premier.

19. Does the Free State Department of the Premier have its own gender strategy to facilitate the employment of women into senior management positions? If yes, how has the strategy benefited the women transformation in the department?

………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
……………………

20. With specific reference to the principles of a strategic framework for gender equity, how does the Department assess its progress/ Employment Equity status with regard to the employment of women in Senior Management Service positions?

………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
……………………

21. In your opinion, do you think the Department has strategic initiatives in place to ensure that women are promoted and developed?

………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
………………………………………………………………………………………
……………………

22. Are there policies and programmes in place aimed at promoting gender equity and elimination of gender discrimination?

………………………………………………………………………………………

………………………………………………………………………………………

………………………………………………………………………………………

………………………………………………………………………………………

……………………

23. Women in leadership positions do they receive mentorship in the department?

………………………………………………………………………………………

………………………………………………………………………………………

………………………………………………………………………………………

………………………………………………………………………………………

…………………….

THE END