

A STRATEGIC FRAMEWORK FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE (2006-2015)

Consultation Document

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the dpsa

Department:
Public Service and Administration
REPUBLIC OF SOUTH AFRICA





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FOREWORD BY THE MINISTER



Over the past 12 years of democracy, we have had the enormous task of transforming both the country and the Public Service to embrace national priorities of development and economic growth. In this context, the Public Service had to interpret the challenges which it faced and align itself to processes that would ensure efficiency, effectiveness and efficacy.

It allowed us to therefore identify the multi-faceted areas that needed to be transformed in ensuring that we meet our obligations to a “transforming, united, non-racist and non-sexist society”. The Department of Public Service and Administration took the lead in this process, particularly with regard to improving the representation of women in the Public Service, i.e. setting a target of 30% women in Senior Management Service by 2005. By 31 March 2005, we had 29% women in the SMS, just missing the minimum target. However, by March 2006, we reached the 30% mark.

In addition to this tremendous success, Cabinet approved a 50% equity target for women at all levels of SMS by 31 March 2009; as well as the development of a longer- term strategy for women’s empowerment and gender equality within the Public Service.

I trust that in pursuing this strategic plan with full commitment and vigour, we will be creating an enabling environment for women’s participation in development, and for the equal participation of women in decision-making. I also trust that the Public Service will be able to meet its strategic goal of transforming the State into a non-sexist one.

GERALDINE J. FRASER-MOLEKETI
MINISTER FOR PUBLIC SERVICE AND ADMINISTRATION

FORMAT OF THIS DOCUMENT

- Title of Document:** A Strategic Framework for Gender Equality within the Public Service (2006 – 2015): A Consultation Document
- Audience:** All National Departments, Provincial Administrations, Public Sector Education and Training Authority (PSETA), Public Service Bargaining Chamber and other relevant government entities.
- Overview:** The review of the employment equity targets in the context of public sector reforms resulted in the adoption by Cabinet of a revised equity target of 50% representation of women at all levels of the Senior Management service by 31 March 2009. In addition, Cabinet adopted the development of a long-term strategic framework for women's empowerment and gender equality within the Public Service. These two mandates are linked to the Minister for Public Service and Administration. Outlined in the strategic framework is the process or strategy of gender mainstreaming, through which the goals of women's empowerment and gender equality can be achieved. The overall strategic approach targets the development of women Public Servants for increased representation and participation in leadership and management within the Public Service. Further, it aims to ensure improved service delivery by the Public Service through the mainstreaming of gender considerations in all facets of government's work which would result in a better quality of life for all women. This Consultation Document will produce such a strategy.
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1. INTRODUCTION

This Strategic Framework for Gender Equality within the Public Service (2006-2015) is aimed at achieving women's empowerment and gender equality in the workplace. Additionally, it is aimed at ensuring a better quality of life for all women through improved and accelerated service delivery by the Public Service.

It is premised on the promotion and protection of human dignity and human rights of women, including the rights of women with disabilities. It takes cognizance of the role of institutions in promoting non-sexism and non-racialism, particularly issues pertaining to organizational transformation and change and how these changes are managed within the context of a transforming and developing State.

It is within this context of transformation and development that the Strategic Framework projects with renewed vigour the goal of achieving women's empowerment and gender equality, including that of a new profile for the Public Service.

While the Framework incorporates a strategy geared towards increasing the number of women at all levels of the Senior Management Service (SMS), it goes "beyond just numbers" to include the element of empowerment, development and leadership of all women.

The approach taken towards the integration of gender into the day-to-day work of the Public Service is based on government's national priority areas. Government has identified the following priority areas with the central theme of accelerating change to improve the quality of life of the people both in rural and urban areas:

- Reduce poverty and unemployment by half by 2014;
- Provide the skills required by the economy;
- Consolidate democracy and build a caring and responsive state;
- Combat crime and corruption;
- A better national health profile; and



- Play a progressive role in Africa and the world.

The priority focus on increasing women’s participation in decision-making, and the concomitant adoption of the Public Service employment equity target of 50% representation for women at all levels of the SMS, are built into the current strategy. This translates to a concerted effort needed across all government departments, at national, provincial and local levels, in addressing women’s empowerment and leadership development.

The Framework proposes a process that moves away from treating gender issues as “business as usual”, towards locating it at the very center of the transformation process in the Public Sector. Achieving the goal of gender equality is therefore premised on the fundamental integration of women and gender issues within all structures, institutions, policies, procedures, practice, programmes and projects of government.

2. Context

In his Inaugural Address in 1994, President Mandela noted that genuine liberation in our country would not be achieved “unless we see in visible and practical terms that the condition of women in our country has radically changed for the better and that they have been empowered to intervene in all spheres of life as equals with any member of our society.”

This political commitment to women’s empowerment and gender equality is enshrined in the South African Constitution, Act 108 of 1996 and its Bill of Rights. It is expressed as “the transformation of the State into a genuinely non-sexist and non-racist society”.

The ensuing years since the advent of democracy have shown much progress in the status of women in the country. There has been considerable increase in the representation and participation of women in public life, particularly in the labour force, guaranteed by a forward-looking legislative framework, including the Public Service Act of 1994, the White Paper on the Transformation of the Public Service,



1995; the Employment Equity Act, 1998; and the Promotion and Prevention of Unfair Discrimination Act 4 of 2000.

In 1997, the SADC Heads of States' Declaration on Gender and Development set a minimum target of 30% women in decision-making positions for SADC Member States by 2005, to which South Africa was a signatory. In line with this, in 2003, Cabinet adopted the minimum target of 30% women in the Public Service, and which is also contained in the White Paper for the Transformation of the Public Service, 1995.

In His State of the Nation address in 2005, President Mbeki, emphasised that the capacity and organisation of the State was critical to the achievement of nationally identified priorities. In this regard, President Mbeki renewed government's commitment to the principles of employment equity and the goal of making the Public Service a truly representative and inclusive national institution. This was reinforced in the 2005 Budget Vote Speech by Ms. Geraldine J Fraser-Moleketi, Minister for Public Service and Administration.

Further, in 2005, SADC Heads of State reviewed the minimum 30% target and aligned with the African Union (AU) target of 50% women in decision-making positions, as outlined in the 2004 AU Heads of States' Solemn declaration on Gender Equality in Africa, to which South African is a signatory.

On 30 November 2005, Cabinet adopted a revised employment equity target of 50% women at all levels in the SMS by 31 March 2009 (Cabinet Memo 86A of 2005, dated 30 November 2005, file number CM 86A/2005). In addition, Cabinet also supported the development of a Gender and Governance plan of action that would ensure substantial progress is made on women's empowerment and gender equality in the Public Service.



3. KEY CHALLENGES FACING WOMEN

An analysis of the 12 years of democratic governance indicates that while considerable progress has been made with regard to institutionalising women's rights and gender equality, South Africa still faces many challenges. To achieve a society free of racism and sexism, the country must undergo a paradigm shift with regard to the way in which resources are allocated and how people relate to each other. These challenges which face the country have been translated into national priorities. All of these priorities have compelling gender dimensions which need to be addressed if the country is to advance towards women's empowerment and gender equality. The key challenges are:

Gender relations: One of the key objectives in the process of transformation remains that of the transformation in gender relations. The challenge is to shape the broad transformation project in a way which acknowledges the centrality and compatibility of the transformation of gender relations to the broader institutional change process. This requires a fundamental review of what has come to be accepted as 'business as usual.'

Poverty is a major problem for women in South Africa. The systematic and socially-engineered location of women in rural areas, and the underdevelopment of infrastructure in these areas, has been directly responsible for the poor conditions under which the majority of South Africa's rural communities live. Apartheid laws coupled with repressive customs and traditions, disempowered women in ways that will take generations to reverse. While the democratic government has established enabling legislation, it must move towards delivery to alleviate and, eventually, eradicate poverty.

HIV and AIDS is a serious problem in South Africa. It affects women disproportionately to men. The power imbalances between women and men in interpersonal relations contribute to this growing pandemic.



Violence against women remains a serious problem in South African society. The high incidence of rape cases, as well as other forms of physical and psychological abuse of women and girls, is evidence of this. While the criminal justice systems are now beginning to deal with this crisis in a gender-sensitive manner, it continues to be a major challenge especially as it is compounded by its interrelation with poverty and HIV and AIDS.

Access to basic needs such as education, housing, welfare, fuel and water has also been influenced by unequal gender, race and class relations. The inequality of power between women and men has inevitably led to the unequal sharing of resources such as information, time and income as well. Access to basic resources has improved since 1994 but women's control over these resources is still not satisfactory. The lack of infrastructure in the rural areas still acts as a barrier for women to gain easy access to basic resources.

Access to employment and Economic Empowerment: Differential access to employment opportunities exists. Whilst theoretically women currently have access to a broader scope of position in the labour market, these new opportunities are accessible to a narrow pool of women who have had access to skills development, education and training. In large measure, women's employment remains either within the traditional female occupations or within the domestic and farming sectors all too often as casual workers. They are concentrated within positions which is low paying and which have high rates of turnover. Women all too often are likely also to be unemployed or underemployed and thus constitute the poorest group. The challenge is to ensure that South Africa's macro economic strategy promotes economic growth and sufficiently addresses the differential impact of macroeconomic policy on various groups of people depending on class, race, age, gender, location and disability.

Access to science and technology: Science and technology, as fundamental components of development, are transforming patterns of production, contributing to the creation of jobs and new ways of working, and promoting the establishment of a knowledge-based society. Given the large number of women in the workforce, South



Africa must devise mechanisms for engaging women with science and technology in order to enhance their productivity and thus increase the quality of national production. Women should be actively involved in the definition, design, development, implementation and gender-impact evaluation of policies related to economic and social changes.

Implementation of laws: South Africa has adopted sophisticated rights-based legislation with explicit reference to gender equality. An important challenge remains in making these rights accessible to all women by the provision of information and the development of the knowledge and skills that women require to avail themselves of the mechanisms inherent in the legal remedies.

Women's access to political power and decision-making has improved since the 1994 elections. There is a strong representation of women in the national, provincial and local legislative branches of government and in government departments. The challenge to political institutions is to change their culture in order to be more responsive to the needs of women politicians and civil servants.

Women's mobility in the workplace: Women face many barriers with regard to their mobility in the workplace, particularly barriers of access to entry into management. Furthermore, women find themselves stuck at some positions, especially in the SMS. These challenges need to be debated and addressed.

4. GENDER EQUITY AND THE PUBLIC SERVICE: SITUATIONAL ANALYSIS

The White Paper on the Transformation of the Public Service and Affirmative Action spells out the target of 30% of women in decision-making levels, as well as the special measures to be implemented in reaching this target. In March 2005, the public service workforce stood at 1 073 033 employees, showing a net increase of 29 336 employees from December 2004. Of these figures, Blacks represented 86.5% of the workforce, while women represented 53.3%. In regard to women with disabilities, as at 31 March 2005, out of a total of 571 871 women employed in the Public



Service, 586 (i.e. 0.1%) are women with disabilities. Overall, employees with disabilities received 0.15% of all promotions in the Public service.

In terms of women in management, as at 31 March 2005, while women made up 53.3% of the Public Service workforce, they only constituted 29% of Senior Management positions. However by March 2006, of the total of 6727 SMS employees, 2017 (i.e. 30%) are women, indicating that the target set by Cabinet in 2003, has been met within the Public Service. Gender in the Professional Occupations indicates that while there are 64.8% women in the professional occupational category, they tend to be concentrated at the lower levels of the occupational category. Women account for 34% professional and middle management terminations. Gender in the administrative and clerical levels is slightly more than one-third (i.e. 37%) of women employed in the Public Service and they are concentrated in the production level jobs.

The “Glass Ceiling” factor

First coined by The Wall Street Journal in 1986, the term describes the invisible barriers that stand between women and their rise to higher jobs, for example, employment rules, regulations and performance evaluation systems tend to be gender-biased and skewed towards males. Other obstacles are more structural such as the lack of opportunities for training as well as women often lack the necessary skills. Women also have to face situational obstacles such as their family responsibilities as mothers and wives. Strong negative views about women’s ability to assume leadership positions add further barriers.

The 1994 World Survey on the Role of Women in Development identifies 3 factors leading to women’s poor representation at the decision-making level:

- A predominantly male culture of management
- The continuing current effects of past discrimination
- The lack of recognition of women’s actual and potential contribution to economic management



THE OBJECTIVES OF THE STRATEGIC FRAMEWORK

The fundamental objective of this Strategic Framework is to spearhead the creation of an enabling environment that would facilitate the development of strategies, mechanisms and interventions by government departments and provincial administrations, to achieve the strategic objective of women's empowerment and gender equality.

The development of this Framework document is premised on the Draft National Programme for Action for Women's Empowerment and Gender Equality 2005-2015 produced by the Office on the Status of Women in The Presidency. The Strategic Framework for Gender Equality within the Public Service (2006-2015) must therefore be measured against Government's 8 priority areas¹ for the second decade of democracy. They are:

¹ President Mbeki's State of the Nation Address to the National Assembly, National Parliament, Cape Town, 6 February 2005



1. Transforming our country into a genuinely non-sexist society
2. Eradicating poverty and underdevelopment, within the context of a thriving and growing first economy and the successful transformation of the second economy
3. Securing the safety and security of our people
4. The further entrenchment of democracy in our country
5. Building a strong and efficient democratic state that truly serves the interests of the people
6. Transforming our country into a genuinely non-racial society
7. Opening the vistas towards the spiritual and material fulfillment of each and every South African
8. Contributing to the victory of the African renaissance and the achievement of the goal of a better life for the people of Africa and the rest of the world

PRINCIPLES AND GUIDELINES UNDERPINNING THE FRAMEWORK

The principles and broad guidelines enunciated and proposed in this document are drawn directly from the integration of gender considerations in the transformation of the Public Sector, by ensuring that:

- Non-sexism and non-racism as enshrined in the Constitution of South Africa, Act 108 of 1996 are promoted;
- Equality for all persons is protected and that women's rights be seen as human rights;



- Due cognizance is taken that women do not constitute a homogenous group. This principle must inform all policies and programmes. Distinctions according to race, class, sexuality, disability, age, geographic location and other variables should not to be overlooked or taken for granted. However, similarities between women should also be used to strengthen initiatives designed to reverse past gender discrimination;
- Affirmative action plans and positive measures targeting women be developed, implemented and accelerated where necessary;
- Serious attention be placed on changing policies and practices which hinder women's access to basic needs, the economy, decision-making, entry to employment opportunities; leadership and management development;
- Where the need arises, additional Public Sector policies and directives are to emerge for the process of successful implementation of existing enabling legislation, to facilitate the achievement of women's empowerment and gender equality in society at large, and the Public Sector, specifically;
- Efficient gender networks are set up at national, provincial and local levels to monitor implementation and hold Public officials accountable for delivery. Adequate structures and resources must be set aside to guarantee the implementation of programmes;
- Appropriate training to improve knowledge, skills and attitudes in gender analysis, gender mainstreaming; gender responsive research, gender responsive budgeting and the production and use of gender disaggregated data. This training must target all public officials, particularly all policy makers, strategic and operational managers;
- Effective coordination and collaborative strategies are fostered between government clusters and the National Gender Machinery to enhance partnerships and participatory implementation strategies.



WOMEN AND GOVERNANCE

In general, the term “good Governance” is used as if it already represented the interests of all groups in society. In reality, gender justice and equity are not explicitly mentioned as a principle of good governance, so the voice and interests of women are not represented in the concept of governance.

The Principles of the elimination of all forms of discrimination have to become the principles of good governance. To give effect to good governance, an inclusive democratization process is needed that recognises and nurtures not only diversity in ethnic, racial, religious, physical capability, social class, age, language and geographical origin, but also gender diversity.

Time-bound targets are critical for public employment to decision-making posts. It guarantees results and ensures the necessary evaluation of policies adopted.

Besides, it is a strong sign of government’s desire to create a gender balance in decision-making.

Underpinning the principles and broad guidelines outlined in this document is the full compliance, by government departments, to the imperatives contained in the South African National Policy Framework for Women’s Empowerment and Gender Equality

which was adopted by Cabinet in 2000. In addition, they are premised on the compliance to agreements contained in sub-regional, regional and international gender instruments to which South Africa is a party, including:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- The Beijing Declaration and its Platform for Action
- AU Heads of State’s Solemn Declaration on Gender Equality in Africa
- Optional Protocol to the African Charter on the Human and People’s Rights on the Rights of Women in Africa



- SADC Heads of States and Governments' Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence against Women and Children
- The UN Millennium Declaration and its Development Goals (MDGs)

WHY WE NEED MORE WOMEN MANAGERS?

The International Labour Organisation (ILO) notes 3 reasons why it is important for women to play an equal role in decision-making:

- It is a question of Human Rights. Women constitute about half the population and more than 1/3 of the workforce. Equality of opportunity and treatment in employment is their right.
- It is a matter of social justice. Discrimination against women is at its harshest when it comes to employment.
- It is an essential requirement for the acceleration and effectiveness of development, as women are able to contribute their abilities and creativity. They can also ensure a better balance in the allocation of resources and distribution of the benefits of progress.

Adapted from "Women: Looking Beyond 2000", United Nations, New York, 1995



“Women themselves must take steps as individuals to get ahead. It is up to them to demand the necessary supplementary training and education and to make sure that they are not permanently excluded from career advancement”

Ms. Marion Getaz, Women’s Institute of Management, Switzerland as told to ILO’s World of Work Magazine

The Millennium Development Goals

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV and AIDS, malaria, and other diseases
7. Ensure Environmental sustainability
8. Develop a global partnership for development

STRATEGIC APPROACH TO WOMEN’S EMPOWERMENT AND GENDER EQUALITY WITHIN THE PUBLIC SERVICE

The strategic approach taken within this framework is based on short, medium and long-term objectives. This is illustrated as follows:

	Short-Term Objectives	Medium-Term Objectives	Long-Term Objectives
Strategy Approach	Increased representation of and participation by women in key decision-making levels Improved Service delivery to women	Policy Development and Implementation Phase Training and development phase Impact Evaluation of Interventions	Gender Mainstreaming Strategy for women’s empowerment and gender equality Transformation for non-sexism
Target Date	31 March 2009	March 2010	March 2015
Macro-Indicator/s	50% women appointed in all levels of SMS Increased access by women to basic services, health care, education,	Recruitment and other HR Policies reviewed, and where necessary, new policies formulated. Guidelines for	Sectoral Gender mainstreaming Strategy in place Gender considerations integrated into all



	land, housing, economic opportunities, finance and micro-credit	implementation of policies developed Full roll-out of Training Manual on Gender Mainstreaming in the Public Service Number of women trained in leadership and management Number of public servants trained on mainstreaming in the Public Service Impact Assessment reports	programmes, policies, projects Impact evaluation reports Equitable access by men and women, including persons with disabilities, elderly women and young women to resources and opportunities
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THE STRATEGY OF GENDER MAINSTREAMING

Gender mainstreaming was established as a major global strategy for the promotion of gender equality in the Beijing Platform for Action from the United Nations' 4th World Conference for Women in Beijing in 1995.

It entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. Mainstreaming should situate gender equality issues at the centre of analyses and policy decisions, medium-term plans, programme budgets, and institutional structures and processes.

While mainstreaming is clearly essential for securing human rights and social justice for women as well as men, it also increasingly recognises that incorporating gender perspectives in different areas of development ensures the effective achievement of other social and economic goals. Mainstreaming can reveal a need for changes in goals, strategies and actions to ensure that both women and men can influence, participate in and benefit from development processes. This may lead to changes in organizations – structures, procedures and cultures – to create organisational environments which are conducive to the promotion of gender equality.





It is critical to note that the strategy of gender mainstreaming does not in any way preclude the need for specific targeted interventions to address women's empowerment and gender equality. What is needed is a dual strategy – gender mainstreaming complemented with inputs designed to address specific gaps or problems faced in the promotion of gender equality.

Mainstreaming is a process rather than a goal in itself, and attempts to bring what can be seen as marginal into the core business and key decision-making processes within an organization. It is considered necessary to integrate or mainstream gender issues within the work of all government departments as departments and clusters play an important role in determining the rationale for the allocations of resources, capacity utilisation, developmental planning and service delivery improvement.

As the South African Public Sector shifts towards results-based programming, the Framework is a strategic means to incorporate the integration of gender perspectives into Government's National Programme of Action. This framework thus advocates that integrating gender considerations in the National Plan of Action and the government-wide results-based system are mutually reinforcing processes.

The ultimate goals of the Public Service effort to mainstream and integrate gender are to strengthen the departments' ability to create the conditions for women and men to enjoy the benefits of the right to development. It includes both women and men in the Public Sector as policy beneficiaries and implementers. From this goal, the Public Service derives the following sector wide (transversal) objectives for its gender mainstreaming approach:

- analytical reports and recommendations on policy and operational issues within each line function and area of responsibility should take gender differences and disparities fully into account; policy and strategy analytic approaches ensure gender differences and equality are among the factors considered in assessing trends, problems, and possible policy outcomes;





- specific departmental strategies should be formulated for gender mainstreaming;
- systematic use of gender analysis, sex–disaggregation of data, and, where appropriate, commissioning sector-specific gender studies and surveys;
- medium-term plans and budgets should be prepared in such a manner that gender perspectives and gender equality issues are explicit;
- procedures and work processes give attention to gender equality issues at critical decision-making steps of normal work routines, such as those related to preparing parliamentary documentation, establishing expert groups, commissioning research, planning technical assistance activities, etc.; and
- managers take an active role in providing guidance to staff about the objectives and responsibilities of gender mainstreaming, and create a supportive environment for staff to explore issues of gender equality.



It is clear, however, that gender equality cannot come about only through women-targeted and men-targeted projects that seek to improve individual conditions alone. A profound transformation of the structures and systems, which lie at the root of subordination and gender inequality, is required. To do this, we must uncover the hidden and inherent biases that limit women's and men's ability to enjoy equal rights and opportunities and find the most effective and culturally appropriate means to support women's and men's capacities to drive social change. For departments this means that we must mainstream gender concerns in all our operations

Mainstreaming Paragraphs in the Beijing Platform for Action

para. 79 education
para. 105 health
para. 123 violence
para. 141 conflict
para. 164 economic activity
para. 189 power and decision-making
para. 202 institutional mechanisms for women's advancement
para. 229 human rights
para. 238 media
para. 252 management of natural resources and the environment
para. 273 children and youth

IMPLEMENTATION PLAN

Implementation of the strategic framework is a multi-pronged approach. This means that while the short-term objectives are being accelerated and fast-tracked in order to achieve the equity target of 50% women at all levels of SMS by 31 March 2009, the concomitant emphasis is also on improved service delivery through focused interventions and improved implementation of Batho Pele Principles. Such an approach would ensure that while women employees in the Public Service are being empowered and developed, the Public Sector is also meeting its priority of improving the quality of life for all women in the country.

This however does not imply that we need to await the achievement of short-term targets before beginning to focus on meeting the medium and long-term objectives. The rationale is that the process of prioritising the achievement of the short-term objectives, must be done in sync with or flanking the reviewing of existing recruitment



and other relevant policies, formulating new ones where necessary, consultations with relevant stakeholders; the implementation of training and development and creating a sustainable pool of skills as part of the medium-term objectives.

Concurrently, the integration of a gender perspective into all work of government must continue adjacent to short and medium-term deliverables while having a long-term trajectory.

The Department of Public Service and Administration, as leader of the transformation of the Public Service, will spearhead the process through particular undertakings for the Public Service as a whole. Some of these are:

- Launching of the Strategic Framework to the public and the media;
- A Seminar for government departments as the implementing agents of the strategic framework, which will include the Minister for the Public Service and Administration, Directors-General nationally and provincially, women in SMS positions, HR persons and Gender Focal Points;
- Providing support services to national departments and provincial administrations in implementing the framework and in reviewing existing HR policies using a gender lens;
- Establishing an annual gender forum for the SMS;
- Report-back to annual HR Learning Forum;
- Developing drivers for OD transformation, in alignment with Human Services Organisations;
- Linkages with schools of leadership for young women and the girl-child;



- Establishment of a forum of women Deputy Directors-General for the Public Service to provide support, mentoring and coaching for women in SMS and MMS;
- Twinning women Senior Managers in Government with girl-learners to enhance leadership development
- Policy determination regarding health and reproductive rights of women Public Servants including the issue of HIV and AIDS and its impact on women in SMS positions; as well as crèches as an enabling support medium for women's advancement at the workplace;
- Provincial Road-shows and a 9-Day Open Door Programme to provide support to provinces in the implementation of the framework; ;
- Conducting a gender audit in the Public Service to assist with impact analysis of interventions carried out;
- Support Life Skills Mastery Programmes through Developmental Assessment Centres; and
- Establishing a Reference Group on Gender and the Public Service.

The implementation framework outlined below, while not being exhaustive by any means, provides examples of some of the interventions and projects that can be undertaken by the public service. Departments and provincial administrations are encouraged to be creative and ingenious in developing strategies to meet the short-term target objective of 50% women at all levels of the SMS by 31 March 2009. A detailed Guideline for the Implementation of the Strategic Framework will be available in the near future to assist government departments and provincial administrations in putting in place processes that would enable them to achieve the



transformation objective of the Public Service. It would identify specific projects that need to be conducted by government departments, as well as the method of involvement and engagement of stakeholders.

Proposed Short-to-Medium Term Implementation Projects

- Design and implement accelerated affirmative action and other recruitment drive projects that are sector specific
- Review current recruitment and related HR policies to align with 50% equity target
- Conduct gender audits in departments and / or sectors
- Establish transversal management policies within departments to facilitate integration of gender considerations as cross-cutting in all work
- Put in place organisational development plan for change management and transformation in line with the 50% equity target
- Put in place mentoring, coaching and support programmes for women in SMS positions to enhance retention in Public Service and advancement to higher levels
- Accelerate the training and development of women in middle management for SMS positions
- Establish a succession planning strategy
- Establish Life skills mastery programmes which includes mentors and life-coaches
- Establish empowerment programmes for women and gender sensitisation programmes for men
- Establish a Gender Management System within the Department and at branch level
- Establish effective communication process to ensure access to information by both women employees in the department as well as women in civil society
- Ensure compliance with National Policy Framework for Women's Empowerment and Gender Equality especially in appointing a Gender Focal Point at the mandated level

Government has adopted the long-term strategy of gender mainstreaming as the process for the achievement of women's empowerment and gender equality. Thus the implementation of this strategy infers that the Public Service is to undertake systematic efforts to look at, and attend to, the specific experiences and aspirations of both women and men throughout the department and programme / project



planning and review cycle. At the departmental level, this therefore translates to a commitment to:

- Integrate a gender perspective into all phases of its programme cycle, including the analysis, development, implementation, monitoring and evaluation of policies, programmes and projects;
- Encourage similar actions in all ministries and departments of governments it co-operates with, including Commissions, research institutions and the national institutions that are concerned with macroeconomic and development planning, national budgets, personnel policies and management, and legal affairs;
- Use, and encourage the collection of, sex-disaggregated data and gender-sensitive indicators to monitor and reveal how policies, seeks to improve, impact differently on women and men, in due consideration of the fact that not all women and all men experience the same degree and kind of gender-discrimination. Other factors such as race, ethnicity, age, class and disability can aggravate existing gender-based exclusion and discrimination;
- Implement policies and programmes that have explicit gender objectives and seek to redress disparities between women and men on the basis of thorough participatory needs assessments and broad consultations with gender responsive groups;
- Increase the participation of women in its activities, including in international committees, expert groups and panel discussions, and amplify their voices so that the government is responding equally to men's and women's realities;
- Support attitudinal changes and strengthen the ability of its staff to integrate a gender perspective in their daily work through the development of appropriate



- tools and job-based training programmes for all employees in gender awareness, gender analysis and gender planning;
- Forge links between governments, intergovernmental organizations, regional institutions and non-state-actors (i.e., the private sector, civil society non-profit organizations and other stakeholders) to ensure a better use of its resources, increase synergies among initiatives, negotiate the allocation of scarce resources and encourage a collective sense of responsibility for attaining objectives.

Proposed Medium-to-Long Term Implementation Projects

- Review relevant policies and formulate new ones where necessary, in conjunction with government clusters. Develop guidelines for implementation.
- Put in place training programme for the development of leadership and management for women in middle management to create a sustainable pool of managers
- Put in place training programmes for all officials on gender mainstreaming in the public service
- Develop strategy to encourage the application and use of gender mainstreaming tools to day-to-day work of the departments such as gender analysis; gender responsive budgeting; gender responsive research; gender audits and project life cycle.
- Develop a monitoring mechanism and gender sensitive indicators specific to sector. Ensure the generation of sex and gender disaggregated data
- Develop strategy to encourage participation and networking with sector-specific women NGOs and civil society.
- Design and develop sector-specific gender policy / guidelines and plans of action
- Formulate sector / cluster-specific gender integration strategy

Training for Gender Mainstreaming

SAMDI, together with DPSA and the Office on the Status of Women (OSW) in the Presidency, is embarking on the implementation of the roll-out of a gender mainstreaming training programme for Public Sector employees that includes Executive, Senior and Middle managers. The training manual is currently being developed by the OSW and SAMDI, as the training arm of government, will be responsible for the implementation of the training programme. The overall objectives



of this programme are to improve capacity of Public Servants in departments to mainstream gender considerations into service delivery, internal functions, strategies, program development; increase capacity of departments to conduct their own internal gender training programs; and to enhance capacity of SAMDI to provide gender-mainstreaming training to Public Servants in South Africa and in the region.

SAMDI is also collaborating with the International Training Centre at ILO on the execution of a project on “Capacity building for gender-sensitive delivery of government services: ensuring equal access to opportunities to all”. The overall objective of this project is for effective and efficient delivery of government services to the public, with tools and instruments for gender mainstreaming and gender analysis. The activities will aim at increasing competence of public civil servants in analyzing gender issues and providing adequate services to both women and men; providing government agents with a set of basic tools to analyze the key areas of discrimination, the difficulties of poor people in accessing work and productive assets and in receiving social protection beyond the formal social security schemes; and designing a strategy, for outreach and dissemination of gender competence throughout the Public Service, including constant upgrading and updating of related knowledge and skills.

It is envisaged that through these two projects, managers at all levels will develop the competence to mainstream issues of gender in the Public service.

COMMUNICATION AND CONSULTATION

The strategic approach that we envisage is that of a continuous and cyclical consultative process, inclusive of broad participation by both the public sector and the wider society. It is inherently developmental, transformative, collaborative, and inclusive in nature.

The value-add of such an approach within the public sector is its multiple impact on women in general. While the strategy is geared towards consultations that focus on



the needs of women as public servants, especially increasing women's representativity and participation in decision-making levels, it also provides the platform for focusing on meeting the needs of women outside the employ of the public service, through improved service delivery.

This strategy for consultation also aims to encourage both the private sector and civil society organizations to take on board the initiative of the Public Sector in increasing the number of women in decision-making. This is in keeping with the national priority of women's empowerment and gender equality for the creation of a non-sexist state.

Furthermore the strategic approach is premised on the basis that the proposed consultative process will provide several opportunities for monitoring, reporting, public accountability, as well as reviewing, of the strategy for integrating gender concerns and issues within the public sector.

Outlined below are some of the proposed processes through which consultations and the sharing of information and best practices can be achieved:

a) Women and men in SMS levels in the Public Sector

This consultative process will be held with women and men currently within the SMS levels as well as women in the middle management service, at national and provincial levels. Also included in this consultation process will be gender focal points from national departments, the OSW coordinators from provinces, as well as managers at the local government level. The aim of this consultation will be to ascertain what challenges exist in the implementation of the strategic framework and to assess the nature of further support mechanisms required.

The frequency of this type of consultation should be bi-annual and should be determined on a cluster and sectoral basis. This would assist in determining cross-cutting and common barriers within the sector, such as particular skills and competency levels, that impact on the advancement towards objectives.



b) Focus Groups

Focus group discussions can be held throughout the year. These focus groups will be sector specific to ensure that targeted discussions and a focused approach is adopted towards the implementation of the strategic framework.

c) Provincial Road-shows

The road-shows are aimed at creating opportunities to raise awareness in provinces on the strategic framework and its implementation. Further more it will enable the necessary support and assistance to be rendered to provincial administrations in the implementation of the strategy. However the road-shows also create the space for provincial consultations. It is envisaged that the road-shows will take place in all 9 provinces, from 2007.

d) National Gender Machinery Meetings and Raise your Voice Campaign

These consultative meetings would ensure that not only are the voices of women taken into account, but that the strategic framework goes “beyond numbers” to address the issue of increasing participation of women in decision-making, including increasing access to and control over decision-making processes. Further more it will ensure that the issues of empowerment, leadership training and skills development, and access to equal opportunities by women with disabilities are addressed. It will also raise discussion on the role of men in the programme and the necessity to include programmes which addresses sensitization of men on issues that affect women’s development and advancement. These consultative processes will be ongoing and held throughout 2007.



e) Reference Group on Gender and Governance

The establishment of a reference group on gender and governance as part of the post-launch activities will also serve as a consultation mechanism as it will include a research component. This will provide a basis on which to constantly review and assess the strategic framework, the target date, as well as to determine impact of current trends on increasing representation of women in SMS positions and their effective participation in the public sector. This reference group will be established during 2007.

f) Cyber-Dialogues on gender and governance

Cyber-dialogues will be hosted in partnership with civil society organizations. These consultative / discussion based sessions will incorporate the element of ongoing cyber-dialogues on different topics on gender and governance, which would also create a platform for further consultation on the programme itself. This will be held throughout 2007. In addition, the use of ICTs allows for a broader spectrum of women to participate, both nationally and across the globe. A tacit advantage of this consultative tool is that it provides for the development of skills through the use of ICTs and that it does not preclude any category of women from participating in these discussions. The use of the MPCCs or Batho Pele Service Centres will also enable rural based women to participate online.

g) Networking with International, Regional and Sub-Regional Bodies

In keeping with the national priority of building a better Africa and a better world, consultations through networking with international, regional and sub-regional bodies will provide us opportunities to take such an initiative forward. South Africa can spearhead and drive such an initiative particularly in the African region itself.



GLOSSARY OF TERMS

1. **Gender:** refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures, i.e. to the economic, social, political, and cultural attributes and opportunities associated with being female or male. Gender roles and expectations are learned. They can change over time and they vary within and between cultures. The concept of gender is vital because, applied to social analysis, it reveals how women's subordination (or men's domination) is socially constructed. As such the subordination can be changed or ended. It is not biologically pre-determined nor is it fixed forever.
2. **Sex:** describes the biological differences between men and women, which are universal and determined at birth.
3. **Gender Equality:** means that women and men have equal conditions for realising their full human rights and potential and for contributing to, and benefiting from, economic, social, cultural, and political development. Gender equality is therefore the equal valuing by society of the similarities and the differences of men and women, and the roles they play. Equality is understood to include both formal equality and substantive equality, not merely simple equality to men.
4. **Gender Equity:** is the process of being fair to women and men. To ensure fairness, measures must be available to compensate for historical and social disadvantages that prevent women and men from operating on a level playing field. Gender equity strategies are used to eventually gain gender equality. Equity is the means; equality is the result.
5. **Gender Integration:** means taking into account both the differences and the inequalities between women and men in programme planning, implementation and evaluation. The roles of women and men and their relative power affect who does what in carrying out an activity and who benefits.
6. **Gender Mainstreaming:** Refers to a process that is goal oriented. It is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.
7. **Empowerment:** Refers to the process of "conscientisation" which builds critical analytical skills for an individual to gain self-confidence in order to take control of her or his life. Empowerment of women is an essential process in the transformation of gender relations because it addresses the structural and underlying causes of subordination and discrimination.



8. **Gender Analysis:** as the study of socially determined inequalities between men and women. Gender analysis entails studying “gender biases” which perpetuate gender inequalities in all sectors of society.

9. **Gender Responsive Research:** refers to a process of designing and implementing a gender-sensitive research agenda. This means that gender differences are taken into account in the problem identification, methodology, questions asked, who is involved, data collection and analysis of data.

10. **Gender Management System (GMS):** refers to a holistic and system-wide approach to gender mainstreaming, which involves a comprehensive network of structures, mechanisms and processes to enable government and other organisations to contribute to gender equality.



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