Gender Equality and the Advancement of Women into Senior Management Positions: Assessing the Perceptions of the Diversity and Gender Initiatives Section of the City of Cape Town

By

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DECLARATION

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ABSTRACT

Gender equality is a contentiously broad subject, influenced, and cemented by subjects and actions that occur universally in domestic and industrial spaces. Traditionally, sociocultural theories inherently defined women as inferior to men, and presented gender-related favours to men at women's exclusion with such exclusions leading to gender-biased gaps and gender inequalities particularly in the labour market. Given the inherently unequal power relations in the labour market domain, the study has set to assess DGIS practitioners' perceptions and selected managers' assertion on gender equality particularly, the advancement of women into senior management positions.

The literature reviewed focused on some of the key concepts and theories essential in the gender equality discourse and looked at the measures, theories, and frameworks critical in creating a gender equality environment within the workspace. Furthermore, it highlighted the significance of the international and domestic community's gender equality legislative and policy framework. The research methodology employed was both qualitative and quantitative in nature and adopted three data-collection techniques - short self-administered survey questionnaire administered; basic semi-structured interviews; and a review of the City's EE framework documents.

Findings were collated into themes, augmented with the City's EE framework documentation and the literature reviewed. Research findings indicated that progress of women into senior management positions in the City was limited with challenges encountered in the implementation process of the City's EE frameworks. The City's organisational culture and practises constrained efforts of gender equality, with levels of buy-in and commitment from senior management peripheral. The research concludes with recommendations for institutionalising diversity management implementation approaches and adoptions across the City and gender equality refocused as an essential subject in the City.

OPSOMMING

Geslagsgelykheid is 'n omstrede en omvangryke onderwerp wat beïnvloed en vasgelê word deur sake en handelinge wat universeel in huishoudelike en industriële ruimtes voorkom. Sosio-kulturele teorieë het vroue tradisioneel as inherent minderwaardig teenoor mans gedefinieer. Geslagsverwante voordele is aan mans toegeken met uitsluiting van vroue en dit het veral ten opsigte van die arbeidsmark deur sodanige uitsluitings tot geslagsgevoelige gapings en geslagsongelykhede bygedra. Gegewe die inherente ongelyke magverhoudinge in die arbeidsmarkdomein, het die studie beoog om die persepsies van Diversiteit- en Geslagsinisiatief-afdelingpraktisyns en geselekteerde bestuurders se bewerings oor geslagsgelykheid te assesseer, veral ten opsigte van die bevordering van vroue in senior bestuursposisies.

Die literatuur wat ondersoek is, het op sommige van die sleutelkonsepte en -teorieë wat in die geslagsgelykheidsdiskoers noodsaaklik is, gefokus en het die maatstawwe, teorieë en raamwerke ondersoek wat binne die werkplek krities is vir die skep van 'n geslagsgelykheidsomgewing. Verder het dit die belangrikheid van die internasionale en plaaslike gemeenskap se wetgewings- en beleidraamwerk vir geslagsgelykheid beklemtoon. Die navorsingsmetodologie wat gebruik is, was beide kwalitatief en kwantitatief van aard en het drie data-insamelingstegnieke behels – 'n kort self-geadministreerde opname-vraelys; basiese semi-gestruktureerde onderhoude; en 'n oorsig van die Stad se Energiedoeltreffendheidsraamwerkdokumente.

Bevindings is in temas versamel, en aangevul met die dokumentasie oor die Stad se Energiedoeltreffendheidsraamwerk en die literatuur wat ondersoek is. Navorsingsbevindings het aangedui dat die vordering van vroue tot senior bestuursposisies in die Stad Kaapstad beperk is en dat uitdagings in die implementeringsproses van die Stad se Energiedoeltreffendheidsraamwerke voorkom. Die Stad se organisasiekultuur en -praktyke beperk pogings tot geslagsgelykheid, en senior bestuur se vlakke van inkoop en toegewydheid daartoe is randstandig. Die navorsing sluit af met aanbevelings vir die institusionalisering en aanvaarding van implementeringsbenaderings vir diversiteitsbestuur regoor die stad en vir toespitsing op geslagsgelykheid as 'n noodsaaklike tema vir die stad.

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CLARIFICATION OF TERMS

***De facto*:** Situations or conditions based on the actual state of reality and practise.

***De jure*:** Circumstances/conditions based on legislative requirements and sanctioned by law but not necessarily practised.

Femininity: Character traits linked with softness, affectionate, gentle and sympathetic, and predominantly associated with the female sex (DiAnne Borders, Hattie & Hoffman, 2005).

Gender: Refers to masculinity and femininity – qualities and characteristics that society ascribes to each sex. It is the social attributes and opportunities associated with sex and the relationships between women and men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. Gender determines what is expected, allowed and valued in a woman or a man in a given context (United Nations, 2011).

Gender analysis: An organised approach for considering gender issues in the entire process of program or organisational development. Gender analysis requires separating data and information by sex (known as disaggregated data) and understanding how labour, roles, needs and participation are divided and valued according to sex (whether one is a man or a woman) (Morris, 2003).

Gender balance: The equal and active participation of men and women in all areas of decision-making, and access to and control over resources and services (United Nations, 2011).

Gender biased: Processes and approaches that favour one sex over the other.

Gender discrimination: An exclusion or restriction made on the basis of gender roles and relations that prevent a person from enjoying full human rights (United Nations, 2011).

Gender equality: Equal enjoyment of rights, entitlements, responsibilities, and opportunities for women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights,

responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs, and priorities of both women and men are taken into consideration, and recognises the diversity and difference in sex (OSAGI, 2001).

Gender equity: A condition of fairness in all facets of life in relations between women and men, leading to a situation in which each has equal status, rights, levels of responsibility, and access to power and resources (Morris, 2003).

Gender gaps: Disparities perpetuated by gender bias.

Gender inequality: This occurs when women and men do not enjoy equal rights, opportunities, and entitlements in all facets of life.

Gender mainstreaming: 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 (ECOSOC, 1997).

Gender parity: Equal representation in terms of numbers of men and women at all grade levels.

Gender relations: The ways in which society defines rights, responsibilities and the identities of men and women in relation to one another (United Nations, 2011).

Gender roles: Behaviours, tasks and responsibilities that society deems appropriate for men, women, boys and girls (United Nations, 2011).

Gender sensitive: Being aware of the differences between males' and females' needs, roles, responsibilities and constraints (United Nations, 2011).

Gender transformation: Substantive changes in an organisation that reflects a true representation of men and women that is fair and equal.

Masculinity: Character traits associated with strength, assertiveness, rigour, and independence that are predominantly associated with the male sex (DiAnne Borders *et al*, 2005).

Organisational culture - pattern of beliefs, values, and learned ways of coping with experience that have developed during the course of an organisation's history, and which tend to manifest in its material arrangements and in the behaviours of its members (Brown, 1998).

Overrepresented groups: Race and/or gender groups who, are sufficiently represented above the required number in a specific occupational level.

Process owner: An individual who is responsible and accountable for the performance, realisation, and management of objectives, systems and procedures within a specific area of an organisation. They commonly have the authority to delegate and assign responsibility to support staff to ensure objectives are met.

Professionally qualified individuals/employees – refers to employees who as per the City's occupational grading and pay scale levels would be graded between T14-T18.

Power relations: Division of power based on dominance and submission between groups/genders where one group/sex is able to interact with and control other groups.

Previously disadvantaged groups: People who were predominantly marginalised from accessing human rights and liberties, such as black people, all women and people with disabilities.

Senior management: A collective reference to managers within the salary scale levels of 1-3, or task grade (T-level) pay scale of 19 and above. With reference to the City of Cape Town's organisational structures these would be:

Executive directors (ED) are Level 3 managers reporting to the City Manager.

Head of departments/directors and some managers are Level 2 managers (they all report directly to the ED).

Branch managers: Level 1 managers who report to directors.

Socialisation: A lifelong process of learning expectations, habits, values, motives and beliefs necessary to interact with one's social groups, which transforms the biological being into a social being.

Social contracts: An implicit agreement amongst members of a society to cooperate with social norms for social benefits by, for example, sacrificing some individual freedom for state or group protection.

Social norms: Standards of behaviours and interactions that have been conformed by society as acceptable.

Sociocultural theories: Discourse on the awareness of circumstances surrounding individuals and how their behaviours are specifically affected by their surroundings, social and cultural factors and beliefs.

T-levels: Occupational grading/levels within the City of Cape Town as per the job evaluation system.

Underrepresented groups: Race and/or gender groups who, are not sufficiently represented, their numbers is below the required target in a specific occupational level.

Women's empowerment: The ability of women to control their own destiny, that is to make decisions and affect outcomes of importance for and to themselves and their families (Malhotra, Schuler & Boender, 2002).

LIST OF ABBREVIATIONS AND ACRONYMS

ACHPR: Protocol of African Charter on Human and People's Rights (Banjul Charter)

AU: African Union

BDPFA: Beijing Declaration and Platform For Action

CEDAW: Convention on the Elimination of all Forms of Discrimination Against Women

CGE (Commission): Commission for Gender Equality

DGIS: Diversity and Gender Initiatives Section

DPSA: Department of Public Service and Administration

EE: Employment Equity

EE Act: Employment Equity Act No. 55 of 1998

GFPs: Gender Focal Persons

LLF: Local Labour Forums

MDGs: Millennium Development Goals

NGM: National Gender Machinery

OSW: Office on the Status of Women

PDPs: Personal Development Plans

PEPUD Act: Promotion of Equality and Prevention of Unfair Discrimination Act No.4 of 2005

SADC: Southern African Development Community

SAHRC: South African Human Rights Commission

SALGA: South African Local Government Association

SDBIPs: Service Delivery Budget and Implementation Plans

The City: City of Cape Town Metropolitan

The Constitution: The Constitution of the Republic of South Africa Act

UN: United Nations

UN ECOSOC: United Nations Economic and Social Council

WEGE: Women's Empowerment and Gender Equality

WSP: Workplace Skills Plan

CHAPTER ONE

INTRODUCTION AND PROBLEM STATEMENT

1.1 Introduction

After 1994, South Africa began its transition towards a striving democratic society. The transition epitomised an intense discourse as to the new shift that government must make to achieve objectives of a democratic state. This is the process that Minogue, Polidano and Hulme (1998) termed the managerial revolution. According to Peters (1998), change in the public sector is a rule rather than an exception. The progression of change, which is inevitable, may eliminate old problems but can also create new, or re-emerge old, ones in different forms through the process (Peters, 1998). Therefore, change is an unavoidable and inseparable part of the development of any organisation. Institutions, whether private or public, no longer have a choice in matters of equality, change and gender transformation. External pressures in society constantly confront and challenge organisations to achieve this transformation (Vinger & Cilliers, 2006). The original external pressures for gender equality and the need to accept transformation changes are still fundamentally the same gender transformation challenges faced by the South African government today.

Consequently, the current dispensation of an unequal society can be attributed to the legacy of apartheid. South African history reflects a society that was highly repressive, particularly towards women. Job reservations and discrimination were legally institutionalised practises with specific groups prohibited access based on their race and gender (Nkoana, 2010). These institutionalised practises deliberately prevented black[1] people from accessing skilled and managerial positions, and systematically marginalised women across all races (Mello & Phago, 2007). As a result, there was

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[1] Black refers to previous disadvantaged groups within the South African society, namely people of African, Indian and Coloured descent.

systematic marginalisation of women of all colour[2] and dispensations from the job market, specifically positions of authority and decision-making.

It has been 23 years since the emergence of a democratically elected government, which has introduced and set specific objectives to redress and address the imbalances of the past. As a result, the democratically elected government has adopted legislations and institutional mechanisms to tackle the historical implications of a highly unequal society. Despite legislative and institutional mechanisms, women still face the realities of an unequal gender-biased labour market and society. This research aims to assess Diversity and Gender Initiatives Section (DGIS) practitioners' (here after referred to as practitioners) perceptions and selected managers assertion on gender equality in the City of Cape Town (hereafter referred to as the City), with a specific focus on women's advancement into management positions.

1.2 Background and Rationale

According to Women Watch (2007) and Maseko (2013), there is still an underrepresentation of women in both developing and developed countries in several areas of leadership and decision-making structures. Traditionally, sociocultural theories inherently defined women as inferior to men, and presented gender-related favours to men at women's exclusion (Mello & Phago, 2007). The exclusion of women from the job market is often rooted in social contracts and institutionalised through social and cultural norms that perpetuate gender inequality. Additionally, Adams (2001) and Patel (2013) states that biological differences are socially manipulated to portray one sex as superior to the other, which, in turn, becomes socially embedded social constructions that prevent gender equality. These social constructions are deeply rooted in relationships, structures, values, attitudes and behaviours of people and institutions in society (Office on the Status of Women, 2000 and Patel 2013).

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[2] Colour in this context refers to the classification of all South African races, whether African, White, Indian, Coloured or Asian.

In light of the abovementioned, South African society has not been exempt from international norms that create the exclusion of women from the job market. According to Rusaw (2011), gender is the process of socialisation that men and women undergo to learn predominant traditional societal norms. These include socialisation and cultural membership associated with behaviours and exceptions that deem males superior to women (Rusaw, 2011). Additionally, societal behaviours and cultural membership also encompass a system of power relations, based on the framework of sociocultural definitions of masculinity and femininity (Sandys, 2008). Traditionally, women in many societies found themselves below males and dominant sets of male values in the hierarchy. These dominant male values create gender-biased practises that limit women's progression in structures and positions perceived to be patriarchal (Rusaw, 2011). Consequently, there is an unequal transference of power relations and gender transformation between men and women encouraged by gender-biased values and naturalised in daily practises.

Furthermore, there are other challenges outside the ambit of gender-related issues that contribute to the labour market gender inequalities and lack of gender transformation. These challenges include, but are not restricted to, paucity and limited access of women to education and health, the feminisation of poverty, and the effects of armed conflicts on women (Women Watch, 2007). In spite of these challenges, in recent years there has been a marginal increase in women's participation within senior administrative positions within the local government sphere. Guy (1993); Miranda (2005); SADC Gender Protocol. (2010); and Patel (2013) note that, although women's access to decision-making positions has increased women are still predominantly clustered in traditional social service areas, such as health, education and hospitality. Because of the imbalanced gender and labour market distribution, communities do not necessarily capitalise on the full potential of society as a whole (Women Watch, 2007).

Within national government institutions particularly political positions, gender transformation and transference of power relations between men and women has shifted (Maseko, 2013 and Pitamber, 2016). This can be seen in the number of current female representatives in decision-making positions in national government, comparatively to 23 years ago where:

'···in 1994, there was a mere 2.7% representation of women in national parliament; and since then, women currently ministers comprise 41% of the national cabinet; women deputy ministers make up 47% of the total number of deputy ministers and there is a 41% representation of women in the National Assembly' (Pitamber, 2016).

Notably, it has been 17 years since the first democratic local government elections but minimal gender transformation has been achieved in the representation of females in senior management positions across the local public sphere labour market (Maseko, 2013; Matoane (2015); and Republic of South Africa Department of Labour, 2015). As it stands, Section 7(1) of the lapsed Women Empowerment and Gender Equality Bill proposed that:

Public and private bodies must within their ambit of responsibilities develop and implement measures to achieve the realisation of a minimum of 50% of women in decision-making positions and structures (Republic of South Africa, 2013).

For the same reason, this notion was extended to all political parties as articulated in Section 7(2) of the Bill; however, this will not be the focus of the study. Underrepresentation of female officials can be considered as a gross infringement of the supreme law of the country, the Constitution of the Republic of South Africa Act, 1996 (hereafter referred to as the Constitution). This is so specifically when taking into account Chapter Two, Section 9 (2)(3) and that 51% of the South African population consists of females, as stated by Statistics South Africa (2014).

1.3 Problem Statement

Achieving gender equality and empowerment of women is fundamental to the development and progression of society as a whole. From a developmental perspective, equal participation of women in decision-making structures is crucial for creating gender sensitive policies and democratic government. As stated in the introduction, women still face a number of barriers and challenges that hinder their advancement into senior management positions, specifically in the South African local government

sphere. According to EE statistics in SA for financial year of 2014/15, the national workforce profile for women in top management positions consisted of 20.9% across all sectors; national workforce profile at senior management levels for females was at 32.1% across all sectors (People's Assembly, 2015 and Republic of South Africa Department of Labour, 2015). The 15th Commission for Employment Equity Annual Report 2014-2015 (Republic of South Africa Department of Labour, 2015) also further indicated that within the local government workforce profile 27.7% of females occupied top management positions; and 29.3% occupied senior management positions. Madlala and Moolman (2000); and Matoane (2015) state that, one of the obstacles to the advancement of women into senior and strategic positions are the low representation of women in local government.

The challenge of the advancement of women was similarly highlighted in the Beijing +5 Report (United Nations, 1995), which is a five-year feedback report review on the progress made in terms of the implementation of the Beijing Declaration and Platform for Action agenda adopted in 1995. The Beijing Declaration and Platform for Action is an United Nations (UN) initiative and visionary agenda that highlights 12 critical areas of concern in the advancement of women and gender equality (United Nations, 1995). It maps out strategies and action plans for the empowerment of women, and South Africa is one of the 180 signatories of the declaration. S190(*a*) of the Beijing Declaration calls on all states to commit, set targets and take measures to encourage a substantial increase in the number of women representatives. Moreover, the Declaration also articulates that states must aim to achieve equal representation of women and men in political and administration positions, if necessary through *positive action* (United Nations, 1995).

Within the South African context, there have also been a number of commissions and reports that confirm the low development and representation of women in decision-making positions. In a presentation made by Hicks (2014:9) at the Democracy Development Programme's Ninth Annual Local Government Conference: 20 Years of Local Democracy in SA, she stated that:

Commission for Gender Equality public hearing engagements with municipalities across the provinces indicates non-compliance with Employment Equity legislation; non-implementation of 50/50 representation of women in senior management positions, and with 2% representation of people with disabilities; inadequate policies and mechanisms to create enabling environment for women and people with disabilities; and issue of women's appointment as Municipal Managers, Mayors, Speakers and other leadership positions needs to be championed by South African Local Government Association (SALGA) and Women's Commission (Hicks, 2014:9).

As can be deduced from the quote above, women still lag behind in terms of representation in decision-making positions. Not only is the view of underrepresentation of women in decision-making positions held by the Commission for Gender Equality (2014), it is also confirmed by reports and commissions from the Office on the Status of Women (2000), Republic of South Africa National Department of Labour (2015), Gender Advocacy Programme (2006), and the Commission for Employment Equity (2014). Furthermore, according to the Commission for Employment Equity (2014), at the current trajectory trend it will take decades to reach gender equality based on equal proportion representation of men and women.

Conversely, a number of initiatives, policy frameworks, and legislations have been introduced to enhance gender equality and women's empowerment in the public sphere. However, underrepresentation of females within senior positions is still prevalent and the United Nations Development Programme (UNDP) Report (2014) attributes this status quo to the lack of prioritisation of gender equality within local government. In local government, gender equality is considered a peripheral issue that local government administrations need to address and, thereby, has not received the necessary attention (UNDP Report, 2014). Correspondingly, this perpetuates the status quo of underrepresentation of female managers in decision-making structures. With this in mind, it is imperative that national efforts allow for inclusive and effective participation of women, including the creation of an enabling environment that fosters increased participation at all levels of decision-making platforms (Shabangu, 2015).

Gender equality is a crosscutting issue and a fundamental human right (UNDP Report, 2014). It is an essential precondition for an equal society as such, should be linked to other aspects of development.

Notwithstanding the above-mentioned, local government is the sphere that is closest to the people, on which the entire post-apartheid transformation agenda is chiefly centred. However, research has primarily focused on assessing gender equality in relation to women's representation in political structures at national and provincial levels (UNDP Report, 2014; Statistics South Africa, 2013; Drechsler & Jutting, 2008). As previously indicated, for the most part, there has been an increase in the number of women in strategic political positions at the national and provincial spheres of government (Kithatu-Kiwekete, 2011, and Pitamber, 2016). Yet, this increase has not changed nor challenged power relations and gender equality issues in local government, particularly in administrative decision-making positions (Madlala & Moolman, 2000; Republic of South Africa Department of Labour, 2015; and Matoane, 2015). Research trends indicate that there is gradual achievement being made towards a non-sexism and equitable workplace but these changes are not reflected in positions of power relations and decision-making (RSA, 2015; Scribner & Lambert, 2010).

It is under this premise that this research seeks to assess the DGIS practitioners' perceptions and selected managers' assertions on the advancement of women into senior management positions.

1.4 Research Question and Objectives

Based on the research problem set out above, the research seeks to answer the following question:

What are DGIS practitioners' perceptions and selected managers' assertion on the advancement of women into senior management positions within the City?

The main research question is supported by the sub-research questions stated below that assist in providing a comprehensive understanding:

- What is the context and background of gender equality insofar as female representation in senior management positions within the South African labour market?

- What are the essential conceptual, theoretical frameworks and requirements and criterion measures for sustainable gender equality?

- What is the legislative and policy framework of the gender equality discourse?

- What is the level of representation of females within the senior occupational levels in the City?

- How effective are internal gender equality and equity policies in the City?

- Is the gender equality policy, procedures, and practices effectively implemented?

- What are the main obstacles (if any) effecting gender equality implementation and advancement of women in the City, specifically in senior management positions?

- What are the implications; collective meaning, and interrelatedness of the research findings?

- What are the suitable recommendations for research findings within the context of gender equality literature reviewed?.

Under the EE framework, the City has internal policies, structures, strategies, and plans initiated and adopted to advocate for gender equality within its labour distribution margins. These consists of Women's Empowerment and Gender Equality Policy Discussion Document (2004); Employment Equity Policy (2005); Employment Equity Plan for City of Cape Town 2010-2015 (2009); Employment Equity Plan for City of Cape Town 2015-2019 (2015); Women Empowerment Strategy for Staff within the City of Cape Town (2009) and lastly, the City of Cape Town's August 2016 staff profile. Therefore, it is the intent of this research to assess DGIS practitioners' perceptions and selected managers' assertions on gender equality insofar as women's ability to progress into senior management positions. The research also takes into consideration the legal and policy framework that national, provincial, and local spheres of governments have adopted in terms of ensuring substantive gender equality in the public sector. The objectives of the research are therefore:

- To discuss the literature on gender equality;
- To determine the success factors for gender equality from the literature;
- To outline the legislative framework for gender equality in the South African context;
- To highlight the contextual gender equality framework of the City of Cape Town;
- To assess DGIS practitioners' perceptions and selected managers' assertion on gender equality in the City, with a specific focus on the representation and advancement of women into senior managerial positions;
- To make recommendations.

1.5 Research Methodology and Design

The research process is a coherent and systematic search for new and/or useful information on data relating to a specific topic. In any research, there needs to be an investigation process and there are a number of methods for conducting the investigation (Thomas, 2010). This process is essentially guided and determined by the type of research or question that the researcher aims to address. However, a number of components also need to be considered in this process, including, *inter alia*, the design, methodology and unit of analysis of the research which is the City's DGIS practitioners' perceptions on gender equality. The purpose of the research design and methodology is to answer two main questions: how data was collected and generated; and how it was analysed. Conversely, the unit of analysis looks at *'the what of the study'* that is being investigated or assessed (Babbie & Mouton, 2015). This section will briefly elaborate on the design and methodology adopted in this research.

For the purpose of this study, the research methodology employed was both qualitative and quantitative in nature. It is a hybrid consisting of mixed design and mixed methodology that has been developed as the research process unfolded. The research proposal encompasses both primary and secondary data, which was also applied when interpreting data findings. The research question takes the form of an evaluative research question, thus an empirical inquiry was conducted to answer the research

question. The purposive technique was employed due to the objective of the study and the targeted populations. The target population of the research were DGIS practitioners and selected managers. The methodology employed was a hybrid in order to support the shortcomings of the difference in quantitative and qualitative data. The research adopted different data-collection techniques and made use of secondary data from other relevant research, newspaper articles, statistical reports, the City's official human resource documents, the City's council resolutions and reported matters pertaining to gender equality in the City and public domain.

1.5.1   Sample

The DGIS is one of two sections in the Employment Equity Unit, which falls under the umbrella of the Department of Organisational Effectiveness within the Directorate of the Mayor (since January 2017). Before January 2017, the EE unit was an independent department. The study used a purposive sampling and took into account the role of DGIS as the process custodians in matters of monitoring, evaluation, and advocacy of gender equality in the City. Manager of Human Resources Training and Development; Head DGIS and manager of EE interviewed were also purposively selected based on their role and responsibility in guiding the practitioners functions in monitoring, evaluating, and advocacy of gender equality within the City. Involvement of HR training and development manager was due to her role insofar as instituting and supporting training and development measures required by the City and EE unit in meeting gender equality objectives. Therefore, the research also included a sample of managers involved in the overall advocacy process for gender equality in the City.

The sample consisted of DGIS practitioners and managers; as such, the sample population was eight DGIS practitioners of which two were senior DGIS practitioners; DGIS Head; the HR Training and Development manager and the Director/Level 3 manager of EE. Consequently, the sample consisted of 11 participants – six survey questionnaire participants and five interviewees. These participants were either assessed using a short survey questionnaire to investigate their perception on women's advancement into senior management, and semi-structured interviews were held with

the two senior DGIS practitioners and three selected managers to assess the levels of gender equality and women's advancement into senior management.

The selection of the participants of the survey questionnaire was based on their role in matters of gender equality in the City. Survey questionnaire participants are directly involved in assessing, monitoring, evaluation and advocacy of gender equality in the City. Participants for the interviews were selected based designation level. Interviewees are categorised as seniors and managers in terms of City structures, whom are in management positions and are responsible for decision-making within a department and or unit.

1.5.2   Data Collection

The methodology employed was partially based on a gender equality audit survey tool developed by InterAction. The study adopted three data-collection techniques -a short self-administered survey questionnaire administered to six practitioners; a semi-structured interview with two senior DGIS practitioners and three managers. Managers were the Director/ Level 3 manager of EE; the manager of HR Training and Development; the Head of DGIS. Data also consisted of internal documents from the City's EE framework. The collection of data took place between September 2016 and January 2017, and supplemented with data collected between October and December 2017.

1.5.1.1 Short Survey Questionnaire

A self-administered survey questionnaire was provided to practitioners within the DGIS. The questionnaire has two sections, each covering different components. Section one contains questions related to demographic information of the practitioners and section two focuses on organisational policies, decision-making, human resources policies, and organisational culture as well as gender disparity. To quantify positive or negative responses, the self-administered survey questionnaire follows the format of a Likert scale. The survey has predominantly closed-ended assertions along with three open-ended questions administered to DGIS practitioners in the City.

1.5.1.2 Interviews

To guide the research investigation, a set of interview questions were developed for the two DGIS senior practitioners and three managers - the DGIS unit Head; EE manager, and HR Training and Development manager. Interview questions were based on the survey questionnaire statements with additional questions that assessed management's commitment, and City's organisational culture for meeting gender equality. The interview questions used also focused on identifying barriers to gender equality in the City.

1.5.1.3 Document Review

To supplement the primary data, data through a desktop audit was also collected. It explored newspaper articles, the City's EE framework, internal municipal reports, and staff profile statistics, general documentation that have covered and reported matters pertaining to the area of interest. Documents of interest were disaggregated according to data (ordinary data if disaggregated data based on gender was not available) pertaining to statistical breakdown of occupations and the sex of the occupations. As part of the analysis of the research, custodians over these documents were contacted so that they are used. For instance, the EE unit has quarterly updated statistical breakdown on equity targets across the City, and the human resources department has a statistical overview and breakdown of gender representation disaggregate at occupational levels across the City.

1.5.3 Data Analysis

This section of the thesis focuses on discussing subjects that surfaced during interviews and data collected from the survey. For analytical purposes, identified concepts and themes have been grouped according to their relationship and influence. The data provided by the five semi-structured interviewees and the survey questionnaire results of the six DGIS practitioners have also been used to validate and correlate secondary data collected from the City's official municipal documents and statistics. The research has incorporated the use of computer programmes, such as graphs and tables, in order to interpret and provide statistical meaning through graphical images. This process has permitted the researcher to summarise longitudinal statistics through numerical and

graphical values. It is the researcher's intent to make sense of, and try to determine links in identified concepts and issues.

1.5.4   Research Limitations and Potential Challenges

There are a number of factors that the research needs to consider that may hinder the research process; therefore, it is essential that these possible challenges be noted beforehand. Time constraints, limited resources, poor response to the survey questionnaire and availability of interviewees were some of the challenges that the research had to overcome. There was also the possibility of respondents giving positive feedback, as they want to please the researcher and be seen as providing the correct answer, which does not necessarily reflect their true perceptions. Additionally, there may be some unwillingness from participants (both from the survey questionnaire and the interviews) to respond to particular questions, as well as non-response from a number of survey participants, which increases the number of invalid questionnaires, thereby resulting in a lesser sample than preferred.

Being able to set a time where the interviewer and the interviewee were both available was also a major task due to finding synchronised availability between the interviewer and interviewees. Furthermore, the Organisational Development Transformation Plan (ODTP) which was a City wide remodelling process undergone by the City during the same period as the research investigation affected the availability of participants. There were also the unforeseen circumstances of individuals pulling out of interviews or refusing to engage in the research. Furthermore, the respondents were from a single unit, which could influence their perceptions due to the nature of their role, practise, and other factors assessed on the subject. The results can thus not to be generalised. Research findings are solely the perception of a selected group of individuals within the City. Additionally, given that the research has a mixed sample of DGIS practitioners and of managers, perceptions on gender equality and the advancement of women in the City will be different. The level of rank, experience, and number of years within the City were all contributing factors towards perceptions and experiences on the research topic.

1.5.5   Research Ethics

All individuals who participated in the research either through the surveyed questionnaire and or the semi-structured interviews were made aware of the study in due time and consent forms were signed. All respondents and participants were voluntary, and information of private value and identities of all individuals who participated were guaranteed anonymity and confidentiality unless the individual quoted or referenced was of official decree and had agreed to be publicly cited. The researcher made use of written consent forms and individuals were informed that they had the right to refuse or withdraw from participation at any point of time during the research process.

1.6   Chapter Outline

The research is divided into seven chapters. Below each chapter is outlined on how it contributes towards the research.

Chapter one provides a general overview to the background and context of the research problem. It highlights the rationale behind the assessment of the stated problem. It also highlights the research aims and objectives, which focus on assessing DGIS practitioners' perceptions and selected managers assertion of gender equality insofar as the advancement of women into senior management positions in the City. Furthermore, the chapter also outlines the research methodology utilised in the data collection and analysis process of the study, as well as the chapters included in this research.

Chapter two discusses the literature review and focuses on the conceptual and theoretical frameworks, discussing key components of the gender equality discourse. This chapter also highlights the framework for achieving gender equality and its successful implementation. Lastly, it underlines essential requirements and criteria that must be met in order to attain sustainable gender equality.

Chapter three provides an overview of the national and provincial legislative and policy framework shaping the South African government's gender equality mandate. It

outlines the international agreements, policies, and South African legal framework as core provisions for gender equality realisation. The chapter also provides an overview of some of the key organisations, institutions, as well as local and international agreements that the South African government has committed to, in order to champion and advocate for gender equality specifically in the public sector.

Chapter four provides a contextual overview of the City's EE framework, its EE plan, strategy and implementation plan. It briefly highlights the key objectives and strategies the City has instituted and developed in order to meet its gender equality targets through its EE objectives as per the international and national frameworks of gender equality.

Chapter five presents' results of the data collected. It provides an overview on the general data of the research participants. Participants of the research have been categorised into two groups – participants of the survey questionnaire and interview participants. As such, the findings are presented according to these two categories.

Chapter six provides an inferential interpretation and analysis of the data presented in chapter five. It outlines the findings of the research based on the situational and results analysis of the empirical and non-empirical data collected. Furthermore, findings are grouped into themes in order to establish if there is synergy or patterns between the data collected from the samples. The findings are augmented through the correlation of the City's internal documentation and the literature reviewed

Chapter seven, by way of discussion, synthesises the nature and extent of the key findings of the research project. It concludes the research by providing recommendations and conclusions based on the findings of the research in the context of existing literature.

CHAPTER TWO

LITERATURE REVIEW ON MEASURES FOR SUCCESSFUL GENDER EQUALITY DISCOURSE

2.1   Introduction

The literature review will focus on discussing and providing context on some of the theories and concepts essential to the gender equality and/or gender equality dialogue. The chapter will outline key concepts and theoretical frameworks essential to the advancement of females into decision-making positions and structures in institutions. Furthermore, it will briefly clarify some implications of these concepts on the advancement of women in the labour market. Moreover, the literature review will highlight essential requirements and criteria for successful implementation of gender equality.

2.2   Diversity

There have been increased research efforts on the effects of diversity and diversity management in organisations. This increase can be attributed to globalisation, an increasingly heterogeneous society, and work environments. Diversity management as a research area emerged in the 1980s, driven by the increased context of expanding equal opportunity, employment equality, affirmative action, discrimination and performance management initiatives (Veldsman, 2013). It has been 23 years since South Africa took its first step to officially recognise and accept its diverse society. The need to recognise and adopt the diversity of the country and its people was imposed to the public, as discrimination, racism, and stereotypes are not automatically dissolved by legislation. There needs to be a reform process that re-socialises people to new forms of behaviour and thinking that endorse and support diverse communities. As a result, the *carrot and stick* approach was adopted. The stick symbolises the legal compliance interventions, whilst the carrot is the encouragement that diversity in organisations is good for business and performance (Dickens, 1994; Strachan, French & Burgess, 2010). The carrot and stick approach has also often been observed in organisations' responses

to diversity in the public sector, and it has also been noted that this approach often fails or does not effectively ensure the required diversity change in organisations (Dickens, 1994). The primary objective of diversity; be it in society or organisations is to enforce an egalitarian principle – that all men are fundamentally equal in worth or social status (Mazur, 2010).

Diversity in its modest form refers to a host of components relating to differences, similarities, and/or opposites that are compounds of multi-dimensional and multi-sectorial phenomena. However, in the context of an organisation certain elements of diversity receive more attention than others. According to Mazur (2010), the concept of diversity in its multifaceted form is a subjective phenomenon, a notion supported and observed by the number of definitions of the concept. As a concept, diversity does not have one common definition, but there is a common agreement that it deals with issues of variety (Strachan, French & Burgess, 2010). These issues of variety can generally be categorised into two focus areas – the narrow (*exclusionary*) and the broad (*inclusionary*) approach (RSA National Department of Public Service and Administration [DPSA], 2010). According to the RSA National DPSA (2010), the exclusionary approach essentially focuses on, and is limited to, specific characteristics, such as gender, age, race, and sexual orientation. Conversely, the inclusionary approach is much broader with its focus directed towards areas such as religion, culture, identity, and personality, inter alia.

Along with RSA National DPSA's (2010) definition of diversity and Mazur's (2010) interpretation on the compositions of diversity, the perception that diversity is subjective has also been previously asserted by Cilliers (2007). Cilliers (2007:33) states that diversity entails "subjective identities based on unique primary (inborn) and secondary (learnt) attributes co-existing in one social system". Primary attributes are predominately inborn, with individuals having little or no influence in their form, whilst secondary attributes are inherently learnt over time. Therefore, one can argue that if RSA National DPSA's (2010) and Cilliers' (2007) definitions of diversity as a concept are collated, the exclusionary approach consists of subject identities informed by

primary unique inborn attributes, whilst the inclusionary approach consists of, and is informed by, secondary attributes that are learnt over time.

Supplementary to this view, Loden and Rosener (1991), cited in Mazur (2010) summarily define diversity as differentiation based on primary and secondary attributes and/or dimensions, a view previously noted by Cilliers (2007) and the RSA National DPSA (2010). According to Loden and Rosener (1991), cited in Mazur (2010), primary dimensions of diversity are inherently inborn, such as race, gender, ethnicity, age; whilst, secondary dimensions are inherently acquired through the socialisation of an individual, which may be the level of education, religion, culture, family and work – essentially the external environment to which an individual is predisposed (see Figure 2.1). Primary dimensions may have a predominant effect on the individual's self-image and worldview and are not inherently ease to unlearn or change, and they exert the primary influence and bases of how an individual sees the world (Mazur, 2010). The secondary dimensions of diversity are perceived to have secondary effects; they continuously evolve, are learnt, and can be unlearnt. They exert identities that narrate self-identities, associations, and self-definition that are informed and predominantly influenced by one's environment (Mazur, 2010). Given the context of the secondary dimensions of diversity, one can argue that individuals are inclined to go through the secondary dimension in their lives more often, be it intentional and/or unintentional.

Figure 2.1: Dimensions of Diversity
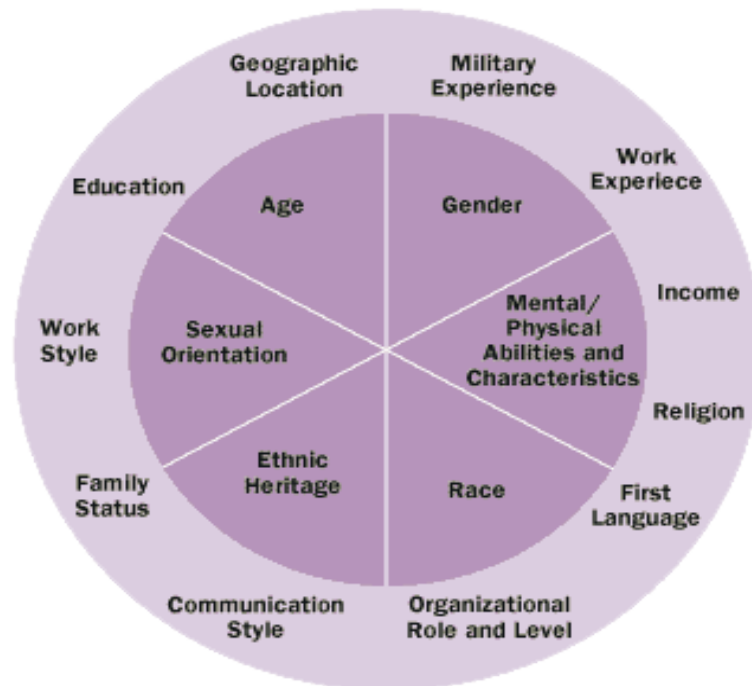
Source: Loden and Rosener (1991).

Mazur (2010) utilises the analogy of an iceberg to highlight his view on the dimensions of diversity (see Figure 2.2, below). According to Mazur (2010:6), "the analogy of an iceberg comes to mind in the face of these potentially endless diversity dimensions". Noticeable characteristics and attributes, such as gender, race, and age are the visible part of the iceberg – the primary dimension; conversely culture, education, religion, and so forth, form the less visible part of the iceberg – the secondary dimension (Mazur, 2010). These dimensions interact and influence each other and, as a result, Mazur (2010:6) argues that diversity is "a collective, all-encompassing mix of human difference and similarities along any given dimension". Mazur's definition can be interpreted to impart that diversity has simultaneously negative and positive impacts on the performance of an organisation. Consequently, it is crucial that management is able to address the heterogeneous composition of the staffing profile in order to enhance and advance organisational performance and optimally utilise staff.

Figure 2.2: Visible and Invisible Dimensions of Diversity
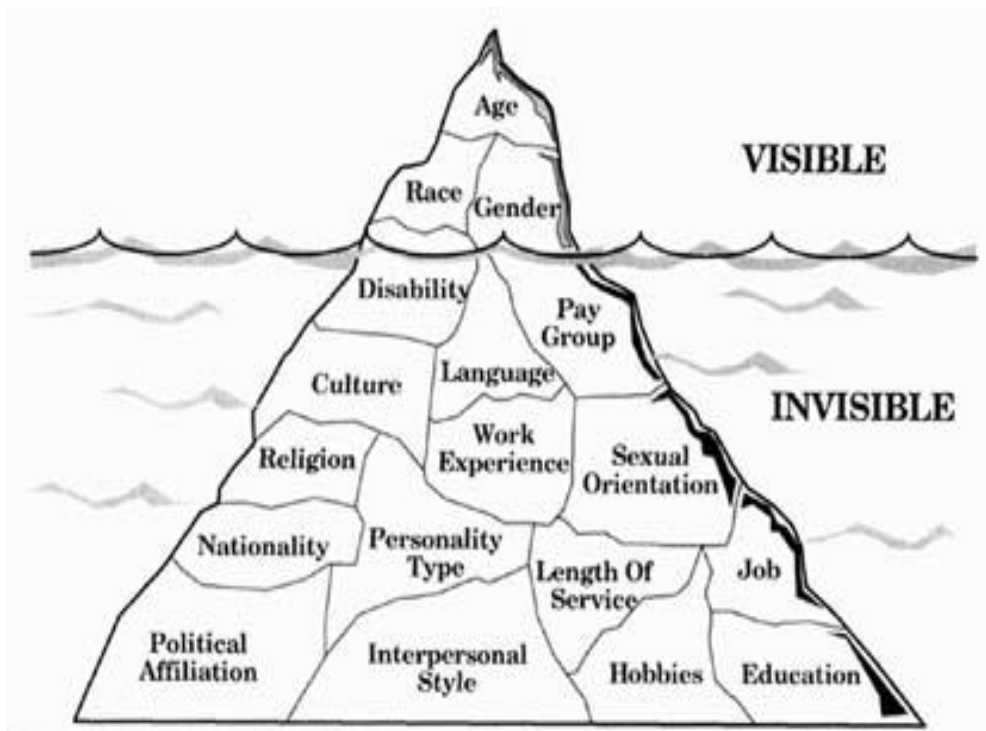
Figure 2.2: Visible and Invisible Dimensions of Diversity

Source: Mazur (2010).

Complementary to this notion, Stockdale and Crosby, (2004), cited in Veldsman, (2013:21) also highlights that "workplace diversity presents as differences that affect people with regards to acceptance, work performance, satisfaction, career or job related progress in an organisation". It is essentially about creating an inclusive work environment that is conducive to all employees, irrespective of their primary and/or secondary attributes and identities. Copeland (1988) cited in Dickens (1994:9) further notes that "[d]iversity provides a much richer environment, a variety of viewpoints and greater productivity" in organisations, which is the intended effect of diversity management initiative outcomes. Organisations that embrace diversity are more likely to show behavioural support and facilitate diversity implementation with greater focus, persistence and effort (Emuze & James, 2013), cited in Veldsman (2013).

2.3   Diversity Management

Diversity issues are dealt with through a workplace diversity management process, which incorporates and values differences of employees, thus enabling every employee to be used optimally (RSA National DPSA, 2010). Given that organisations evolve over time with changes that usually affect the demographics, functions, and other crucial components of the organisation, it is imperative that organisations continuously find ways to reinvent, self-reflect, and evaluate their structures, culture and systems (Brooks, 2007). These self-reflections should coincide with the changes organisations experience so that diversity measures and workplace diversity are also addressed. Moreover, self-reflection of organisations must be aligned to new changes and developments of an organisation, so that it also allows the organisation to stay relevant within its current context. In support of Brook's (2007) views of diversity management, Veldsman (2013) highlights that diversity management initiatives aim at balancing the effects of exclusion in the work environment caused by inborn and learnt individual attributes and/or diversity dimensions.

In light of the above discussion on diversity, it is important to note that diversity and diversity management are not synonymous concepts. The concept of diversity informs how organisations should ideally enforce diversity management in organisations. There is an inherent practise for organisations to focus on differences when engaging in diversity management issues. Race and gender are the primary focus of corporate diversity management programmes. According to Cilliers (2007:33):

> [D]iversity management is behavioural science research, theory, and methods used to manage organisational change and stability process that support diversity in organisations. It is aimed at eliminating oppression based on race, gender, sexual orientation and others human differences.

The aim of diversity is to redress biased disparities within organisations and the contributing factors of the disparities. Therefore, one can conclude that diversity management aims to reduce activities and relationships that heighten boundaries within organisations, thereby creating a process of integrating whilst managing differences in order to co-exist, function and work with and amongst each other harmoniously. As a

result, diversity management is an essential process in the re-engineering of the culture and practises in organisation, as it catalyses the required change for an integrated workforce and interventions (Dickens, 1994). According to Brooks (2007:30-31), in order to ensure effective diversity management in the workplace there are five guiding principles that should be adopted by an organisation:

a) Ensure that management is held accountable for failure and/or the success of full implementation of diversity;

b) Continuously align, reassess, exam and restructure the culture, structures and system of the organisation to fit its current context and/or demographics;

c) Staff profiling should be monitored and used as a fundamental guide to achieve a diverse workplace;

d) Capacitate employees with diversity workshops and/or training so that they are able to embrace and understand inborn and secondary attributes of individuals;

e) Have internal advocacy programs and forums that continuously spearhead a leading role in ensuring workplace diversity is attained and sustained.

The biggest challenge for diversity management in any given context is entrenched social behaviour acquired through socialisation. Veldsman (2013:36) asserts, "Organisational attention to contextual factors, including managerial values, levels of minority representation in management is necessary to enhance the efficacy of diversity initiatives". For an organisation to effectively continuously operate and serve within diverse communities, diversity management is an essential component that needs to be managed. Moreover, Mazur (2010:9) argues that:

Organisations that are able to attract, retain, and keep faith of minority groups in their employment through fair and equitable career advancement treatment gain competitive advantage and derive high quality human resources dividends.

2.3.1 Advantages and Disadvantages of Diversity

Like any other phenomena in society there are a number of advantages and disadvantages that are experienced by heterogeneous organisations relating to diversity. It is therefore essential that management take measures to ensure that diversity within

the work environment is managed effectively, to minimise the negative effects. Mazur (2010) summarises some advantages as follows:

- Attract and retain the best talent;
- Be able to serve diverse communities and clientele;
- Better problem solving;
- Have a better chance of being able to extract and expand meaning and display multiple perspectives and interpretation in dealing with complex issues; and
- Possess more organisational flexibility thereby is able to better adopt to change

Conversely, Mazur (2010) also notes that diverse organisations that do not manage diversity effectively are more prone to experience challenges, such as:

- Problem solving may be costly in times and resources due to getting a broader consultation process;
- May be difficult to arrive to a particular agreement;
- May have higher turnover and absenteeism;
- Low employee morale; Continuously divert financial and human resources to deal with disputes; and
- Loss of good employees, which results in having to defray additional resources to identify and recruit new talent to replace them

In light of the above, according to Schuman, Steeh and Bobo (1997), cited in DiTomasa, Parks-Yancy & Post (2011) diversity management could also be categorised under the *principles of equal treatment verses implementation of equal treatment* as the two measures are not synonymous nor does one translate to the other. In practise, individuals who in theory are supportive of *principles of equal treatment* can simultaneously oppose the implementation of policies, initiatives, and programmes, such as EE, affirmative action, and gender equity and/or gender equality measures designed to enhance equal treatment (DiTomasa, Parks-Yancy & Post, 2011). As a result, diversity management in the workplace should focus on addressing and redressing issues of diversity optimally, by adopting a process of inclusion that involves and enables organisations to leverage diversity.

Notwithstanding the above discussion and given the definition of diversity and diversity management noted above, the next section will briefly discuss concepts, theories and phenomena that affect the primary dimension of subject identities informed by primary unique inborn attributes, such as gender. It will specifically discuss gender equality in the labour market as it effects women's advancement into senior positions with reference to specific theories, concepts, and phenomena that enhance and/or challenge gender equality measures.

2.4   The Invisible Artificial Barrier Phenomenon

The work of Steyn and White (2011:1) asserts that, within the gender equality discourse, *invisible nets, labyrinths, old boys club,* and *glass ceilings* are some of the common metaphors that have been used to define obstacles encountered by women in their career advancement trajectory. According to Oakley (2000), Mello and Phago (2007), Eagly and Carli (2007), Kochanowski (2010) and Rusaw (2011), these metaphors are some of the traditional and cultural norms referring to invisible, artificial yet equally visible informal gender bias in the labour market.

According to Eagly and Carli (2007) and Kochanowski (2010), the first recorded use of the glass-ceiling concept was in an article written by Hymowitz and Schellhart for the *Wall Street Journal* in 1986. By definition, a *glass ceiling* is a conceptual invisible artificial barrier that inhibits the progress of women when advancing into senior positions of authority in the labour market (Kochanowski, 2010). Mello and Phago (2007) also state that the glass-ceiling phenomenon is one of the informal invisible artificial barriers obscuring the evolution of women in the labour market. Similarly, a study by Women Watch (2007) further indicates that the glass-ceiling phenomenon is a common invisible prohibiting practise that perpetuates and hinders the realisation of gender equality within organisations. Contrary to Kochanowski (2010), and Mello and Phago (2007), Oakley (2000) states that, the notion that the glass ceiling is an invisible artificial barrier is not in its entirety true. Oakley notes that the visibility of the glass ceiling can be seen in the gender representation disparities between males and females

in senior management positions. Moreover, Auster (1993) cited from Oakley (2000) also states that the glass-ceiling phenomenon is a visible and inclusive universal form of gender bias occurring in both open and closed places.

On a different note, Allais (2005) cited in Mello & Phago, (2007) argues that the removal of the glass-ceiling will result in meeting gender equality transformation - a deduction that implies that the removal of the glass ceiling is the ultimate solution for women's career advancement. This inferred notion is refuted by Eagly and Carli (2007) who point out that it is perhaps more appropriate to define the obstacle of women's advancement into senior positions as a *labyrinth*, as overcoming the glass ceiling is not the ultimate nor absolute solution for all career advancement predicaments faced by women. As per Eagly and Carli's (2007:64) view, "a better metaphor for what confronts women in their professional endeavours is the labyrinth". By definition, a labyrinth is an intricate and indirect trajectory originating from classical Greek mythology designed and built by the legendary artificer Daedalus, with the sole purpose to keep away and confine persons who enter it from escaping it (Algeo, 2001).

Consequently, Eagly and Carli (2007) argue that as a metaphor the *labyrinth* conveys the idea of a complex journey that requires the overcoming and conquering of a number of challenges, which is more applicable to career advancement barriers faced by women in the domain of gender inequality in the labour market. In the current age of feminism and an ideally gender sensitive society, it is no longer beneficial to explain and attribute women's challenges in the labour market solely to the glass-ceiling metaphor. According to Eagly and Carli (2007), the *glass-ceiling* phenomenon is not an absolute barrier to accessing and advancing women into senior positions in an organisation. Society has seen a number of women break through this ceiling; therefore, it is appropriate to consider the changes of circumstances and the environmental context of career advancement challenges experienced by females in the twentieth century. The challenge of career advancement for women encompasses, and is inclusive of, a number of complex varieties of obstacles and is essentially a multifaceted conundrum feuded by sociocultural norms and expectations.

2.5   Gender Mainstreaming

Biologically, the needs of women and men differ in a number of ways, thus policies should not omit these factors. In the South African public sector, gender mainstreaming has been adopted as the strategy through which gender equality and women's empowerment can be achieved (RSA National DPSA, 2006). It first entered the ambit of the South African public sector discourse in the early 1990s and, according to the definition provided by the United Nations Economic and Social Council (UN ECOSOC) (ECOSOC Agreed Conclusions, 1997:2), gender mainstreaming 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'* .

Rippenaar-Joseph (2009:26) further states that:
> *'Gender mainstreaming is a process through which to establish both formal and substantive gender equality in an organisation. It recognises that this process happens in a masculinist society favouring men and their interests ... Gender Mainstreaming should be integrated into a broad organisational transformation process, which reconceptualises and/or re-invents the entire organisation as it interrogates and undoes its deep structures'*.

Therefore, mainstreaming is not merely a process for implications, nor is it just about women's and men's concerns and experiences in aspects of design, implementation, monitoring, and evaluation of policies and programmes. It is also about affecting gender equality that is a true reflection of gender demographics and the integration of gender issues (Office on the Status of Women, 2000). The gender mainstreaming approach is considered as a multi-track strategy that is better suited to attain gradual, sustainable gender transformation at all levels of society, government and private organisations

(Sadie, 2005). This is a necessary response to the multi-facet factors contributing to the glass ceiling, labyrinth, and old boys' club phenomenon.

Similarly, Riccuci (2009) cited in Peters (2011:234) also notes that social equity should be "integrated into the overall strategic goals of the organisation" as it can be an essential tool in enhancing the attainment of substantive equality. The objective of gender mainstreaming is to address gender equality issues from a developmental culture with long-term impacts. If properly implemented it should transform and influence the organisational culture and management to be gender sensitive, thus changing gender stereotypes and norms. However, mainstreaming strategies are predominantly difficult to institute in areas and institutions that are patriarchal, such as the public sphere, areas of governance, financial, science, and engineering. Therefore, to effectively implement gender mainstreaming in these areas, partnerships with various gender equality advocates, sector experts, and male and female constituencies is essential. This view has been further echoed by UN Women (2014:31):

> *'The inclusion of women's views and experience legitimises the objective and capitalises on their skills; leads to more effective gender mainstreaming and better outcomes in terms of gender equality and women's empowerment; enhance ownership and priority setting in the gender development agenda; encompasses and builds meaningful collaboration'* .

As a result, gender mainstreaming becomes an essential process in achieving gender equality due to its conceptual and operational framework. It is a set of context-specific gender transformative approaches and institutional processes adopted to attain substantive long-term objectives of gender equality (UN Women, 2014). Consequently, gender mainstreaming should address the structural foundations of gender-biased inequalities and breach the gap of gender disparities.

Moreover, according to Saulnier, Bentley, Gregor, MacNiel, Rathwell and Skinner (1999:5), "[a] mainstreaming approach should not marginalize differential gender impacts. Rather, core policy decisions, institutional structures, and resource allocations should incorporate women's views and priorities." It is important that gender

mainstreaming is driven from top management and reflected in strategic values of the organisation with both male and female managers/leadership being the main drivers. As such, adopting a top-down approach system of management is essentially ideal and appropriate in instilling gender mainstreaming in an organisation. However, it is important to note that gender mainstreaming alone cannot achieve gender equality, nor can it attain substantive impact on gender equality on its own. As highlighted in its definition above, it is merely a means used to achieve a vital aspect of the design, implementation, monitoring, and evaluation of policies and programmes that aim to attain both formal and substantive gender equality in an organisation.

2.6   The Role of Men in Affecting Gender Equality

Most aspects in society are not gender neutral and social notions have played an integral part in shaping the role of women and men in society. Social norms and hierarchies deeply imbedded within society incapacitate the best policies and plans to advance gender equality. As it stands, a number of socially constructed ideologies often justify men's supremacy over women on grounds of religion, culture, tradition and sex (Sandys, 2008). Furthermore, most gender-biased measures, chiefly patriarchy concepts in society, are perpetuated by men's unwillingness to shift the status quo of gender inequalities. Men have been predominantly socialised to exercise preponderant power in nearly every domain of their lives and those around them. According to Connell (2003:3):

'[T]he existing pattern of gender inequality — men's predominant control of economic assets, political power, cultural authority and armed forces — means that men (often specific groups of men) control most of the resources required to implement women's claims for justice' .

Therefore, to dismantle this institutionalised patriarchy domination, it is essential and unavoidable that men should play a vital role in this process. To do away with patriarchy, men must lead initiatives in changing their behaviours on issues of gender equality, which cascade into the socialisation process of the younger generation of men (Mlambo-Ngcuka, 2015). Men need to be more actively engaged and involved in the

debate and gender transformation process of achieving long-term sustainable gender equality measures and outcomes. Changing the behaviour of men can play an important role in changing gender relations and inequalities within society (Mannell, 2014). A number of gender transformation programmes often overlook the essential role that men play in gender equality. For one thing, attainment of gender equality necessitates new patterns of masculinity, as ideas of masculinity and power relations between women and men are shaped and influenced by institutions, such as the family and division of labour (Sandys, 2008).

The family is one of the most influential institutions that institutes and shapes the baseline of societal norms. Men traditionally spearhead families as the head, and decision-makers, of the household. However, there have been colossal changes and diversification of the structural formation of the family, as well as in the roles of sexes within the family structure (Schneer & Reitman, 1993). The changes of the role of sexes in the family structure have challenged and reconstructed paternal and maternal responsibilities in a household, with most changes predominantly seen in the maternal side. Consequently, the restructuring of the family has opened up opportunities for the traditional ideas of gender relations to be challenged and reformed (Sandys, 2008).

In the end, gender equality and gender mainstreaming approaches will not be effective in closing the gaps of gender equality in the workplace without active participation of men, as a large proportion of the gender inequality gap is perpetuated by patriarchy and the mental state of what society and men perceive to be ideal managers. This view may also be equally extended to the involvement of women. Women need to be actively involved in empowering themselves through the adoption of different means, which encompass both individual and collective approaches of empowerment.

2.7   De Jure Verses De Facto Gender Equality

The historical legacy of a patriarchal society essentially influences the formal and informal gender relations, which have transcended into the sphere of the workplace (Office on the Status of Women, 2000). According to Fick (2000), it is important to distinguish between substantive and formal equality value, as they do not necessarily translate to the same outcomes, nor are they tantamount. There are different occurrences

in gender equality, mainly '*de jure* verses *de facto*' (formal verses substantive). South Africa has done exceptionally well in terms of meeting the requirements of *de jure* equality through administering legislation and policies that set clear objectives on where government stands on gender equality. However, the same view cannot be said in relation to accomplishing *de facto* equality, as implementation of policies and legislations is still a challenge. According to Albertyn and Goldbait (1998) cited in Fick (2000:27), "equality as a value is inspirational, while as a right needs to be interpreted to give effect to its transformative nature". Correspondingly, Rippenaar-Joseph (2009:22) states that:

> *'Substantive equality entails translating formal equality into practice by ensuring that women not only have equality of opportunity and treatment but also have access to these opportunity and treatments by removing the societal barriers that currently prevent them from doing so' .*

In understanding the implications of substantive equality, one need to take cognisance that gender inequality is a systematically organised challenge deeply embedded and aggravated by stereotypes in society (Fick, 2000). Therefore, to give effect to substantive equality, there is a need to assess social, political, and economic positioning of women and men in society, which should reveal socio-economic, political disparities and power imbalances (Fick, 2000). A number of gender issues that perpetuate gender inequalities are interrelated and, in some cases, interdependent. These vary from feminisation of poverty, gender violence related to physical and psychological abuse, health (e.g. HIV/AIDS), women's access to basic needs and resources, infrastructure, employment, education, and politics (Office on the Status of Women, 2000). Thus, policy implementation and gender initiatives should not only focus on the numbers game. To address gender equality levels as a practical measure requires a wider gender sensitisation approach, as opposed to only increasing appointed numbers of females in leadership positions (Chauraya, 2012). Policies should develop a culture of gender sensitive institutions, as robust policies and legislations do not necessarily translate to substantive equality in institutions.

It is imperative that organisations, and gender equity policy and initiatives move away from 'tokenism' when appointing women into leadership in order to meet affirmative action or equity statistics (Oakley, 2000; Mello & Phago, 2007; and Nkoana, 2010). The objective should be to evaluate the impact and outcomes of having women in leadership positions on a broader scale. Attaining equity targets should not be the only ultimate objective; it should rather be a subversive means to achieving substantive gender mainstreaming, equity and equality. Furthermore, there is an incorrect assumption of the relationship between an increase in women's involvement in strategic political decision-making positions and strategic administrative decision-making positions. An increase in women's involvement in strategic political decision-making positions is not synonymous with increased representation at an administrative level – a point often overlooked. The public sphere consists of politics, administration, and the public; thus, there should be a clear distinction of positions of authority, influence, and decision-making at these various levels.

2.8   Gender Equity, Women's Empowerment and Achieving Gender Equality

In order to achieve gender equality, it is important that women be enabled to take up their power, rights, and opportunities within society. Gender equity, women's empowerment, and gender equality are related concepts that intricately intertwine but are equally distinctive. According to United Nations (2011:2), 'gender equality is when women and men enjoy equal rights, opportunities, and entitlements in all facets of life'. Conversely, gender equity entails the process of 'fairness and impartial treatment of women and men in terms of access to rights, benefits, obligations, and opportunities' (United Nations, 2011). Consequently, one can argue that gender equality implies an equal balance of power between men and women, whilst gender equity implies fairness in treatment between men and women.

Given that society has long obscured women's rights, benefits and opportunities in the labour market and other facets of life, there is an essential requirement that women must first be empowered to attain a level where gender equity may be instituted. Women's

empowerment entails the process of distributing power (UN Women, 2014). According to Grown (2008:95) women's empowerment is *'the ability of women to control their own destiny, that is, to make decisions, and affect outcomes of importance to themselves, for themselves and their families'*. It is an extensive process to create and enhance the capacity of women so that they can make decisions for their personal benefit and be able to transform these decisions into desired actions and outcomes. Central to the concept of empowerment is the idea of power and, within the context of women's empowerment, the core of empowerment lies in the ability of women to have the power to control their own choices and roles in society (Team Work, 2015). These choices and roles can be in the form of having access to resources and opportunities, and the capability to use these resources and opportunities effectively.

As a result, women's empowerment affords women the capability to access their rights, resources, and opportunities, thereby being able to elevate power relations. Therefore, to achieve gender equality women must be empowered with the means to effectively benefit from rights, opportunities, and resources. Consequently, women's empowerment and gender equity are essential apparatus and processes for achieving gender equality. It is important to note that women's empowerment is a gender equity process that creates a level field for attaining gender equality, whilst the purpose of gender equity is to level the playing field so that gender transformation and gender equality are achieved. Given the above description on the intricate intertwinement of gender equality, gender equity and women's empowerment are therefore central to the achievement of gender equality.

Notwithstanding the abovementioned, principles of equality between men and women should also be integrated into the socialisation process of society; a statement further reiterated by Professor Dane Athene Donald, female president of the British Science Association (The Daily Telegraph, 2015). For one thing, there is a need to differentiate between long-term and intermediate outcomes of gender equality and how to achieve them. The successful promulgation of legislations that addresses gender equality can be considered as a short-term outcome. Gender sensitive societies that are key stakeholders

in effecting gender equality, and substantive participation of women in decision-making structures and positions yields a long-term outcome (UN Women, 2014). The drafting, promulgation, assenting and enacting of legislation/s that enhance and advocate for gender equality can be achieved in a shorter space of time and is not tantamount to gender equality, nor does it independently alter patriarch practises. It merely creates an enabling environment for critical changes to occur in support of a gender equal society and environment. However, socialising societies to be gender sensitive and to treat women in an equal manner to men is a lengthy transformation process. Enacting legislation that establishes this process forces societies to afford women and men equal treatment.

In view of that, legislation that aims to redress gender equality should be perceived as a catalyst precursor and enabler for achieving substantive gender equality. A catalyst precursor is essentially a means to an end: the first process in the right direction. At the end of the day, the ultimate objective is for transformation of gender equality to translate to substantive measurable targets and reflect progress in development (Chauraya, 2012). The successes of gender equality should be measured by its contribution to intermediary and long-term effects on policies, legislations, institutions and communities; and ultimately increase consciousness and informed decision-making for women.

2.9   Measures and Indicators of Gender Equality and Women's Empowerment

Given the above-mentioned context of gender equity and gender equality discourse, it is important to note that gender equity and the empowerment of women happens within a number of contexts, and is influenced by different subjects and domains. Gender equality is multi-dimensional and multi-sectoral with different levels of combinations. Gender equality is multi-dimensional in that it should address issues of capabilities, security, and access to resources and opportunities, amongst others. Conversely, it encompasses multi-sector aggregations consisting of different groups, such as households, society, economy and markets (Buvini´c, Morrison, Ofosu-Amaah &

Sjöblom, 2008). If society is to achieve gender equality and the empowerment of women, there is a need to challenge and change fundamental social norms that influence, and are influenced by, these purviews (Fick, 2000; Taylor, 2000). Therefore, it is essential that, in order to accelerate meeting gender equality objectives, changes should take form in all relevant purviews.

Furthermore, it is important to note that gender equality and women's empowerment are not tantamount and, as a result, they cannot be treated as such. Gender inequality is a result of the process of socialisation that men and women undergo to learn predominant traditional societal norms associated with behaviours and exceptions of the different sexes. These traditional societal norms encompass a system of power based on the framework of sociocultural definitions of masculinity and femininity (Sandys, 2008; Rusaw, 2011). As such, gender equality indicators predominantly measure the status of women comparatively to that of men, whereas women's empowerment indicators focus on measuring holistic changes in women's well-being. Grown (2008:96) states that:

> *Measuring the process of women's empowerment is more difficult, as most available indicators tend to measure the enabling factors or conditions for/of empowerment, such as labour force participation, female literacy or school enrolment, and political representation by women.*

As a result, there are a number of difficulties associated with measuring gender equality and women's empowerment. Paucity of, and gaps in, available data across all domains restricts the development of critical indicators of gender inequalities and women's empowerment. Furthermore, there is also the issue of establishing international homogenised, inclusive, and accurate measurements of achieving gender equality and women's empowerment that fit the different contexts of all countries (Grown, 2008). Finding and reaching consensus on a standardised measurement is problematic due to the difficulties associated with identifying and aggregating domains of gender equality and women's empowerment that are relevant in different countries and their socio-economic contexts. For one thing, the ability to measure a multi-dimensional process

that takes place over time is equally challenging (Grown, 2008). As Malhotra, Schuler and Boender (2002:18) assert:

> *'A shift in women's ability to visit a health centre without getting permission from a male household member may be a sign of women's empowerment in rural Bangladesh but not in, for example urban Peru'.*

There should be cognises towards the notion that multi-dimensional processes involved in meeting gender equality and empowerment of women do not occur at the same rate. The achievement of some aspects can take a relatively short time, whilst the development of other aspects may be over a lengthy period and take decades to achieve (Grown, 2008).

In light of the above, the international community, under the ambit of the UN, has endorsed a set of goals and indicators that may be used to determine and measure implementation levels of gender equality and women's empowerment. The Millennium Summit held at the UN headquarters in New York 2000, endorsed by 189 countries, resulted in the Millennium Declaration, which led to the development of the Millennium Development Goals (MDGs). The aim and objective of the declaration is to provide nations with, and commit them to, a common goal of creating conducive environments for the development and elimination of poverty (United Nations General Assembly, 2000). Subsequent to the ratification of the Millennium Declaration there were eight development goals identified as keys domains and areas that need to be addressed in order to enhance development and eliminate poverty. Each goal has a set of indicator/s that is used to measure the progress and achievement of implementing and promoting each goal's objective. Of the eight goals identified, goal three focuses on the promotion of gender equality and the empowerment of women. For the purpose of this thesis, only goal three will be focused on, which, as per definition of the Millennium Declaration, is to "eliminate gender disparity in primary and secondary education preferably by 2005, and in all levels of education no later than 2015" (United Nations General Assembly, 2000); and (Buvini´c. & Morrison, 2008).

As previously mentioned, indicators have been identified to determine the implementation levels of MDGs. By definition, an indicator is an approximated

numerical value or scale that is concise and evocative to its target audience (Buviniˊc & Morrison, 2008). It must be able to maintain and meet standards of objectivity and validity, with the ability to clearly indicate and identify factors that cause changes in the indicator for which impact can be demonstrated (Grown, 2008). Buviniˊc & Morrison (2008) further note that there are four domains that indicators of gender equality and women's empowerment should measure: capability, security, resources, and opportunity. These areas are predominantly essential in fast tracking and yielding substantive measures of gender equality and women's empowerment. Consequently, there are four official indicators proposed by the Millennium Development Goal 3 (MDG3); namely the

> *'ratio of girls' to boys' enrolment in primary, secondary and tertiary education; ratio of literate females to literate males amongst 15 to 24 year olds; share of women in non-agricultural wage employment; and the proportion of parliamentary seats held by women'* (Morrison, Sabarwal, & Sjöblom, 2008:34).

However, growing arguments have highlighted that the above-mentioned MDG3 indicators do not comprehensively measure all domains essential in meeting gender equality and women's empowerment (Morrison *et al.*, 2008). As a result, the Task Force 3 of the UN Millennium Project has proposed potential indicators for capturing gender equality and women's empowerment that should replace the official MDG3 indictors. These are:

a) education;
b) sexual and reproductive health and rights;
c) infrastructure;
d) property rights;
e) employment;
f) participation in national parliaments and local government bodies; and
g) violence against women (Grown, Gupta & Pande, 2005).

Consequently, the proposed expansion of the indicators of gender equality and women's empowerment has been widely accepted. The support of the proposed

expansion has been primarily due to the view that indicators identified by the MDG3 largely focus on the baseline measures required in closing gender disparities. However, they neglect to provide a comprehensive and substantive overview of desired outcomes of gender equality and women's empowerment should the indicators be achieved. The primary goal of MDG indicators should be to provide a baseline for internationally accepted standards of women's empowerment and gender equality, irrespective of countries' context and economic dynamics. Countries should take individual responsibility to domesticate standards/indicators for their local context, thereby ensuring globally desired targets are in line with local realities. For example, levels of empowerment of women in Peru will not be the same as those in Bangladesh. Lastly, to successfully meet and implement substantive gender equality and women's empowerment, it is important that gender equality measures and indicators incorporate a multi-faceted, multi-dimensional, and multi-sectoral approach and strategies comprehensive enough to simultaneously address issues of gender discourse, such as the glass ceiling and labyrinth phenomena; the role of men and women in effecting gender equality; and gender mainstreaming.

2.10   Framework for Closing the Gap in Gender Equality

To summarise the aforementioned context of successful measures of gender equality discourse, the literature reviewed has highlighted some of the essential requirements and criteria for successful implementation of gender equality. In the previous sections, a number of subjects that form part of the challenges and solutions that women face in the labour market were highlighted; it has also been noted that a number of these initiatives, process, and conditions need to be met in order for gender equality to be achieved.

Gender equality and career advancement for women encompasses, and is inclusive of, a number of complex varieties of obstacles – essentially a multifaceted conundrum feuded by sociocultural norms and expectations. As already mentioned, gender equality happens within an intricate context, influenced by different subjects and domains. It is multi-dimensional and multi-sectoral with different levels of combinations, which must

address issues of capabilities, security, and access to resources and opportunities. As it stands, progress (or paucity) of equitable representation of black people, women and people with disabilities at higher occupational levels remains extremely limited (Du Toit, 2014). Gender inequalities occur in both open and closed places; therefore, initiatives to address these should be instituted in both open and closed spaces, meaning that workspaces and social norms need to be part of the solution in addressing inequalities. Criterion for successful gender equality, particularly in the workspace, should:

- Adopt mainstreaming initiatives that institute gender equality sensitive programmes, policies and practices in organisations;
- Develop shared institutional policies, programmes and initiatives linked to gender mainstreaming objectives relevant to both sexes in an organisation;
- Create inclusive partnerships with men to promote equality for women;
- Capacitate and strengthen individual and collective approaches of empowerment of women;
- Create partnerships with various gender equality advocates, sector experts, men and women constituencies; and
- Transcend formal equality into practical equality by ensuring that women have equality of opportunity, resources, and treatment.

In light of the above, gender equality measures and indicators must enhance the prominence of women comparatively to men, whilst women's empowerment must focus on measuring holistic changes in women's well-being. However, these factors should not be seen as a prescriptive implementation procedure for successful gender equality, as context is an essential part of successful gender equality. Nonetheless, it is crucial to note that gender equality cannot happen in the absence of gender empowerment and gender transformation in any given context. Successful implementation of the advancement of women and gender equality lies in the cooperation of a variety of elements within a large framework that recognises the interdependence and interrelation of the elements.

2.11   Conclusion

This chapter outlined some of the key concepts and theories essential in gender equality discourse. It highlighted some of the measures, theories, and frameworks essential in creating gender equality. The gender equality discourse is filled with a number of analogies, metaphors, and conceptual theories that are used to emphasise its impact and the challenges that surround it. As a result, gender equality is noted as a contentiously broad subject, influenced, and cemented by a host of issues and actions that occur universally in domestic and industrial spaces. It is therefore essential that efforts to redress gender inequalities involve multifaceted solutions that consider the different platforms that perpetuate gender inequality that need to be addressed.

The discussion in the chapter also briefly noted that the need to address sociocultural norms and expectations imposed by societal norms and practises is primary to an appropriate solution for the gender inequality conundrum. As a result, gender mainstreaming has been highlighted as one of numerous strategies that may be utilised to attain gradual, sustainable gender equality in all levels of society, government, and private organisations. Furthermore, gender equality redress measures and initiatives should be inclusive of approaches that recognise the role of men in effecting gender equality; the adoption of measures that differentiate between *de jure* and *de facto* gender equality; and the need to empower, capacitate and develop women. Thus, a framework for success includes the following:

- Diversity and diversity management approaches;
- Adoption of gender mainstreaming approaches;
- Developing shared institutional policies, programmes and initiatives;
- Creating inclusive partnerships with men to promote equality for women;
- Capacitating and strengthening individual and collective approaches of empowerment of women;
- Creating partnerships with various gender equality advocates, sector experts, as well as men and women constituencies;
- Transcending formal equality into practical equality by ensuring that women have equality in opportunity, resources, and treatment.

CHAPTER THREE

LEGISLATIVE AND POLICY FRAMEWORK OF THE GENDER EQUALITY AGENDA

3.1 Introduction

The commitment of broader society is essential for the advancement of women and affirming of gender equality objectives in all policies and programmes at national, regional, and international levels. It is primarily the responsibility of governments, institutions, and broader society to ensure the realisation of gender equality. Therefore, sustainable *de facto* implementation of gender equality requires the involvement of diverse stakeholders. These stakeholders include communities, non-government organisations, non-profit organisations, private and public sector institutions, as well as political entities from regional, national, sub-national, and international contexts (Drechsler & Jutting, 2008). Conversely, the South African government has adopted a variety of broad-based domestic and international standards to design and guide its strategic framework for gender equality. These include, amongst others:

- The Women's Charter of 1954;
- The Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW);
- The Protocol to African Charter on Human and People's Rights (ACHP);
- The Beijing Declaration and Platform for Action of 1995;
- The Southern African Development Community (SADC) Declaration on Gender and Development;
- The Constitution of the Republic of South Africa, 1996; and
- South Africa's National Policy Framework for Women's Empowerment and Gender Equality.

The significance of the international and domestic gender equality policy framework and legislation lies in the ability of the different policies to influence, guide and monitor

gender equality implementation. However, there is a challenge often experienced in the implementation of gender policies, as it is a multidimensional domain that is often complex, contested and politicised (Valk, 2000). Below is a brief overview of the objectives of some key international and national policies, agreements and treaties essential in attaining gender equality. Furthermore, the section will also discuss the policy context and legal framework of South Africa in implementing gender equality and the barriers experienced.

3.2   International Gender Equality framework

3.2.1   Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

In 1979, the General Assembly of the United Nations adopted the CEDAW, which entered into force in 1981. CEDAW acts as a global Bill of Rights for women's empowerment by setting up national action agendas for ending gender discrimination and creates a framework for attaining gender equality objectives on a global scale (United Nations, 1979). Furthermore, CEDAW sets international standards of equality between men and women, whilst obliging countries to take active participation and measures to eliminate gender discrimination in all facets of life (United Nations, 1995). Countries that have ratified CEDAW are officially bound and obligated to implement its provisions. Moreover, nations that have consented to the CEDAW agreement are obliged to provide reports on their progress in implementing the provisions every four years.

3.2.2   Protocol of African Charter on Human and People's Rights (ACHPR) on the Rights of Women in Africa and African Charter on Human Rights

The Protocol of African Charter on Human and People's Rights was first adopted in 1981 in Nairobi and entered into force on the 21 October 1986, which is today internationally recognised as African Human Rights Day. Whilst it is seen as the human rights treaty for Africa, ACHPR is also formally referred to as the Banjul Charter, with

the objective of promoting and protecting human rights and basic freedoms in the African continent.

In 1987, soon after the establishment of the Banjul Charter, the African Commission on Human and People's Rights was established to play an oversight and interpretative role for the Charter. The aim of the African Commission on Human and People's Rights is to play the role of a quasi-judicial organ for the African Union (AU) (Schulman, 2013). Supplementary to the African Commission on Human and People's Rights, the Protocol on African Court of Justice and Human Rights was established in 1998 and officially became effective from 2005. The role of the African Court is to complement the protective mandate of the African Commission.

Furthermore, in 2003 the AU adopted the Protocol on the Rights of Women in Africa to give effect to articles 2, 9 and 18 of the Banjul Charter of 1981. The Protocol on the Rights of Women in Africa came into force in 2005 and focused on expanding the role and responsibilities that nations should play in the process of eliminating gender discrimination through legislative, institutional and other measures deemed fit (African Union, 2003).

3.2.3   Beijing Declaration and Platform for Action (BDPFA) of 1995

It has been 21 years since the international community adopted and committed to BDPFA. BDPFA is an international, intergovernmental blueprint for women's empowerment and advancement, first established at the United Nation's landmark world conference on women, held in Beijing in 1995 (RSA National Department of Women, 2015). It is one of the key global documents adopted by different countries to ensure empowerment of women globally, and covers 12 critical key areas identified as matters of concern for action in the advancement of women and gender equality. These vary from issues of poverty, violence, health, and access to power and decision-making.

BDPFA is essentially an agenda for women's empowerment aimed at accelerating implementation strategies for the advancement of women; removing obstacles of

women's participation in all spheres of life at an equal scale to that of men, be it in politics, the economy, social or cultural activities (United Nations, 1995). As a result, a number of the 12 critical areas identified in the BDPFA correspond to the 1994 Women's Charter for Effective Equality, which is informed by the Women's Charter of 1954 (RSA National Department of Women, 2015). Furthermore, BDPFA also reaffirms and upholds commitment to CEDAW.

3.2.4 Southern African Development Community (SADC) Protocol on Gender and Development

According to the preamble of the Southern African Development Community (SADC) Protocol on Gender and Development (hereafter referred to as the SADC Protocol), integration and mainstreaming of gender issues is key to the sustainable development of the SADC region (SADC, 2008). The SADC Protocol was first adopted in 1997 to eliminate gender inequalities and promote equal enjoyment of rights in the African region. The purpose of the SADC Protocol is for nations to harmonise their national legislation, policies, strategies and programmes with that of regional, continental, and international instruments for the empowerment of women and gender equality (SADC, 2008). Furthermore, the protocol also aims to consolidate and create synergy between the various commitments on gender equality and equity made at regional, continental, and international levels. Conversely, it also aims to progress various gender equality and equity commitments into comprehensive regional instruments that enhance the process of attaining *de facto* gender equality (SADC, 2008). This would be done through a process that encompasses protecting and interpreting the rights of women from a holistic approach in the work, family, community and other spaces of life. The SADC Protocol also states that by 2015 a target of 50% representation of women in decision-making position in the public and private sector should be met (SADC, 2008). However, the deadline has come and gone with the set target still not being met. The protocol also refers to addressing some of the principles highlighted in the Beijing Declaration and Platform for Action agreement.

3.3   Overview of the South African Public Sector and Human Resource Transformation

According to research by Roux (2002), transformation may be defined as the creation of a completely new paradigm, namely through reforms or restructuring of all structures, systems, management, human resources, policies, and leadership of an organisation. It is about changing socially constructed relations that influence the state of mind and cultural norms in organisations and institutions, which affect men and women differently. This statement is further argued and supported by Taylor (2000), who denounces that transformation is not just a mere exchange of one system for another. The culture of an organisation needs to be conducive to the implementation of the transformation, thereby changing its culture.

According to Miller (2005), the South Africa government inherited a public service that was seriously plagued with problems. The impact of apartheid created a public service that lacked legitimacy, professionalism, representation and a democratic developmental culture. In order to move forward, the challenge for the post-apartheid government was to change the culture of the public service so that it could establish the democratic principles indicated in the South African Constitution of 1996 and statutory frameworks. Similarly, Fraser-Moleketi (2006) further states that the process of reform, restructuring and transformation has been complex and not without its problems and challenges. The goal of government is to democratise state institutions, redress inequality, and extend services to all.

Since the beginning of the democratic dispensation, government has introduced a number of measures and reform initiatives to transform human resource management in the public sphere. In order to achieve effective and efficient human resource transformation, certain mandatory measures had to be put in place. This required the introduction of developmental legislation and a policy framework that aim to address and redress the imbalances of the past in human resources; hence, the introduction of the Employment Equity Act No. 55 of 1998 and the Promotion of Equality and Prevention of Unfair Discrimination Act No. 4 of 2000.

3.4   National Framework

3.4.1   Women's Charter of 1954, and Women's Charter for Effective Equality, 1994

There is a general burden on women to initiate the process of removing socially constructed purviews developed over generations between men and women. These socially constructed purviews have the effect of keeping women in positions of inferiority and subordination. A number of initiatives and frameworks, such as the Women's Charter of 1954 and the Women's Charter for Effective Equality of 1994, have been developed to redress imbalances created by these social constructs.

The Women's Charter for Effective Equality in conjunction with the South African Constitution of 1996 envisaged and flagged establishment of structures and mechanisms, such as the national Office of the Status of Women (OSW); the Commission on Gender Equality (CGE); and a multi-party women's caucus. Part of the objectives set out in the Women's Charter for Effective Equality is to develop structures and mechanisms that focus on mainstreaming gender in all legislation, government policies, and activities (Adams, 2001). Moreover, the preamble of the Women's Charter of 1954 also asserts that there must be:

> *'Removal of customs that discriminate against women and that deprive us in any way of our inherent right to the advantages, responsibilities and opportunities that society offers to any one section of the population'* (Federation of South African Women (FEDSAW), 1954).

3.4.2   South African Constitution of 1996

The South African Constitution of 1996 draws its influence, principles of gender equality from a range of international, human rights protocols, and agreements. These international agreements include CEDAW, ACHP, SADC Declaration on Gender and Development and BDPFA (RSA, 2015). Furthermore, international human rights and

Chapter two of the South African Constitution of 1996 (the Bill of Rights) envisaged and guides gender equality objectives for the South African agenda (RSA, 1996). This includes institutions such as the CGE and Human Rights Commission, who advocate, protect, and interpret gender equality rights in South Africa.

3.4.3   The Employment Equity Act No. 55 of 1998 and Promotion of Equality and Prevention of Unfair Discrimination Act No. 4 of 2000

3.4.3.1   Employment Equity Act No. 55 of 1998

The purpose and aim of the Employment Equity Act No. 55 of 1998 (hereafter referred to as the EE Act of 1998) is to ensure a representative workplace, and equal and fair treatment of employees in both the public and private sector. The EE Act of 1998 illegalises unfair discrimination of individuals, whilst engaging and advocating for employers to plan and implement employment equity plans (RSA, 1998). The envisaged objective of this plan is to allow an employer to reasonably set out a clear way to attain employment equity. Furthermore, EE plans must assist organisations in eliminating unfair discrimination in the workplace, and attaining equitable representation of employees from designated groups by means of affirmative action measures. The recent amendments to the EE Act of 1998 have also added the issue of equal work for equal pay, a topic that addresses the requirement to avoid discrimination between employees who perform work of equal value. This is a concern that is often experienced by previously disadvantaged groups who perform and are responsible for the same duties as the previously advantaged groups, but are remunerated at a lower value (Van Heerden & Van Wyk, 2014).

3.4.3.2   Skills Development Act No. 97 of 1998

Complementary to the EE Act is the Skills Development Act No. 97 of 1998, which provides a mandatory institutional framework allowing for the development and training of employees in organisations. In order to meet the objectives set out in the

Skills Development Act No.97 of 1998, the Human Resources Development Strategy for South Africa (HRD-SA) was developed. The HRD-SA (RSA, 2009):

> *... refers to the formal and explicit activities which will enhance the ability of all individuals to reach their full potential. By enhancing the skills, knowledge and abilities of individual, HRD-SA serves to improve the productivity of people in their areas of work whether these are formal or informal settings* (RSA, 2009).

3.4.3.3   Promotion of Equality and Prevention of Unfair Discrimination Act No. 4 of 2000

Subsequent to the enactment of the EE Act of 1998 and the Skills Development Act of 1998 was the promulgation of the Promotion of Equality and Prevention of Unfair Discrimination Act No. 4 of 2000 (hereafter referred to as the PEPUD Act of 2000). Section 9(4) of the Constitution of 1996 envisaged and gave effect to the PEPUD Act of 2000. The preamble of the PEPUD Act of 2000 states that the consolidation of democracy requires the eradication of social and economic inequalities that are systematic in nature, and generated in the history of colonialism, apartheid and patriarchy (RSA, 2000). The objective of the PEPUD Act of 2000 is to redress conditions of social and economic inequality by upholding the values of human dignity, equality, freedom and social justice (RSA, 2000). In addition, redressing conditions of social and economic inequalities should result in the attainment of a non-racial, non-sexist society that meets and complies with international equality obligations ratified by South Africa in international treaties, laws, agreements, and/or resolutions. Moreover, Section 14 of the PEPUD Act of 2000 speaks to issues of fair and unfair discrimination – sentiments echoed in the EE Act of 1998. According to Section 1(1) of the PEPUD Act of 2000, the definition of discrimination is:

> *'Any act or mission including a policy, law, rule, practice, condition or situation which directly or indirectly – (a) imposes burdens, obligations or disadvantages; or (b) withholds benefits, opportunities or disadvantages from any person on one or more of the prohibited grounds'* (RSA, 2000).

Furthermore, the PEPUD Act of 2000 also states that it is important to note that not all discriminations are unfair if employed to protect or advance persons or categorise persons who have been previously disadvantaged. Fair discrimination may be adopted to address and redress inequalities created by past and present systematic discrimination and unfairness (RSA, 2000). Discrimination is just if applied to create a balance and redress imbalances of inequalities in gender representation, disability, race, and other grounds. The OSW (2000) asserts that equal treatment of men and women does not mean treating men and women in exactly the same way, in a gender blind fashion, as this perpetuates gender disparities that favour men. Equal treatment refers to meeting the specific and distinctive needs of the different categories of women and men, as they are not necessarily homogenous, as biological disparities exist between sexes (OSW, 2000).

3.4.3   National Policy Framework for Women's Empowerment and Gender Equality

The South African government has established a National Policy Framework for Women's Empowerment and Gender Equality, also known as the National Gender Machinery (hereafter referred to as WEGE). WEGE is an integrated mechanism inclusive of various stakeholders and structures in different levels of state, society and statutory bodies (RSA National Department of Women, 2015). The aim of the WEGE is to transform attitudes and behaviour of society in ways that are conducive to equal and meaningful participation of sexes (OSW, 2000). It also outlines the vision for gender equality, advocates and facilitates mechanisms for gender equality, gender transformation, advancement, and empowerment of women. Additionally, WEGE serves as a national guideline to remedy and redress the atrocities of apartheid and patriarch against women, where women were perceived to be inferior to men based on their biological make-up. For one thing, WEGE expresses that gender transformation should be the centre of business as opposed to being dealt with as an ad-hoc objective.

WEGE also highlights that meeting gender equality is a two-tier process. Firstly, it must address basic needs and, secondly, strategic needs. In communities inundated by high

levels of inequalities and economic differences, the attainment of basic needs is equally important as finding the balance with strategic needs. Therefore, meeting basic needs should be a precursor and precondition to attaining strategic needs. As mentioned in the prevailing chapter, women's empowerment is an essential first step to achieve gender equality. Women's empowerment creates and builds critical individual or self-confidence essential in transforming gender relations and addressing underlying and structural causes of subordination and submissiveness of the female sex (OSW, 2000). It aims to address the basic, practical needs associated with welfare and social needs. On the other hand, the gender and development approach aims at addressing the strategic needs of women, particularly needs associated with the division of labour in the market place. Therefore, one can argue that women's empowerment is a precondition and precursor to gender and development (OSW, 2000).

3.4.4   Commission for Gender Equality (CGE)

The South African Constitution of 1996 makes provision for the establishment of independent state institutions authorised with the responsibility of supporting constitutional democracy. The establishment of said institutions is to build and ensure the aspiration of a free and equal society in all fundamental and factual aspects of life. The CGE is one of the six independent constitutional institutions relied upon and established in this capacity. The CGE has primarily been mandated with the promotion, protection, development, and attainment of gender equality in South Africa (RSA, 1996).

In keeping with the aforementioned delegation, The CGE has been tasked with performing functions nation-wide, such as monitoring and evaluating institutional gender practises; investigating complaints on gender related issues; and conducting, researching, educating, lobbying, advising, and reporting on issues concerning gender equality in South Africa (South Africa Media and Gender Institute, 2013). As a result, one of the key objectives of the CGE is to assess the impact and implementation levels of EE and affirmative action measures within entities. As it stands, South Africa faces a scarcity challenge on the availability of up-to-date gender disaggregated data and the

allocation of expenditure for gender equality and empowerment initiatives (Kithatu-Kiwekete, 2011; Hanson, Kararach & Shaw, 2012). Thus, there is a limit to the availability of up-to-date gender audits used to hold governments and institutions accountable on meeting gender equity targets and reducing gender transformations gaps. Moreover, the CGE must also perform the role of conducting evaluations on gender equality policies; the status of women and gender across the South African workplace; and produce annual reports on the status of EE in the South African workforce (RSA, 1996; South Africa Media and Gender Institute, 2013).

According to the 2011 Gender Equity and Employment Report commissioned by CGE, in the Western Cape racially disaggregated representation statistics indicated that "… at top management, Africans represented only 18,5%, while Whites represented 65,4%, with women making up only 19,1% of this occupation level" (South Africa Media and Gender Institute, 2013:5). The 15th Commission for Employment Equity Annual Report 2014-2015 also further indicated that within the local government workforce profile '27.8% of females occupied top management positions; and 29.4% occupied senior management positions' (Republic of South Africa Department of Labour, 2015). Comparatively, statistics for the 17th Commission for Employment Equity Annual Report 2016-2017 indicates that in the local government workforce profile at top management levels males across all races and nationals consisted of 73.5% whilst females were at 26.5%. In the senior management levels gender representation for males was at 68.7% and females were 31.1%. (RSA National Department of Labour, 2017). This indicates that in the senior management levels female representation has increased 1.7% between the financial year 2014-2015 and 2016-2017. Furthermore, the 2014-2015 Commission report also indicates that the primary challenges facing EE transformations in the work market encompasses and can be attributed to:

a) Poor accountability, enforcement and compliance measures for non-compliance of EE targets;

b) Poor understanding of the EE Act and EE obligations;

c) Lack of commitment towards promoting gender equality in the workplace;

d) Scarcity of skills and adequate quality support on how to promote and achieve desired levels of EE compliance; and

e) Misguided responsibility and perception on who is responsible for the implementation of EE within institutions (South Africa Media and Gender Institute, 2013).

The CGE is therefore an essential institution for guiding, safeguarding, and ensuring that South Africa achieves its gender equity goals and objectives.

3.5   Conclusion

It is irrefutable that gender equality discourse requires commitment from a diverse host of stakeholders. By way of discussion, this chapter summarised some of the key international and national legislative frameworks, treaties, and platforms that advocate and aim to create an environment that is conducive to attaining gender equality. The chapter presented overview objectives of some of the key international and national policies, agreements, and treaties that are essential in advocating for the attainment of gender equality. Furthermore, it has discussed the policy context and legal framework of South Africa in implementing gender equality and the barriers that are experienced. It highlighted that the significance of the international and domestic community's gender equality policy framework and legislation stems from its ability to influence, guide and monitor gender equality implementations. The different frameworks should create sustainable *de facto* gender equality outcomes. Subsequently, the South African government has adopted a variety of broad-based domestic and international standards to design and guide its strategic framework for gender equality.

CHAPTER FOUR

CONTEXTUAL FRAMEWORK OF THE CITY OF CAPE TOWN'S GENDER STRATEGY

4. Introduction

Given the aforementioned international and domestic EE policy frameworks, as well as the legislative context of gender equality and women's empowerment, this chapter focuses on the contextual framework of the City specifically the internal policy and gender equality mechanisms adopted by the City for measures of gender equality.

4.1 City of Cape Town Gender Equality Policy Context

The City is one of eight metropolitan councils constituted in the local government tier of South Africa. According to the City's Department of Strategic Development Information and Geographic Information Systems (2012), as of 2011 the City's Metropolitan area had an estimated total population of 3 860 589, of which 51% are female and 49% male (City of Cape Town, 2012). In terms of employee structures, of the 3.8 million residents of the Cape Metro, the City has a staff complement of ±27 000 employees with a total budget of R41 034 million for the financial year of 2016/17. R34 545 Million (84.2%) of that budget is allocated for operating expenses and R6 489 million (15.8%) to the capital budget (City of Cape Town, 2016). Below is an overview of the staff profile of the City as of 31 August 2016 as per occupational levels, race and gender composition.

4.1.1   Demographic profile of the City of Cape Town Employees

Table 4.1 below is the statistically breakdown of the Cape Metro's population disaggregated in terms of sex and race. The demographic profile of the Cape Metro population is based on the 2011 national census compiled from data released by Statistics South Africa.

Table 4.1: Demographic profile of the City of Cape Town Population

Cape Town Population	Male		Female		Total	
	Figures	**%**	**Figures**	**%**	**Figures**	**%**
Asian	26 155	0.7%	25 631	0.7%	51 786	1.4%
Other	42 097	1.1%	30 087	0.8%	72 184	1.9%
White	280 133	7.5%	305 698	8.2%	585 831	15.7%
African	722 755	19.3%	722 184	19.3%	1 444 939	38.6%
Coloured	759 559	20.3%	825 727	22.1%	1 585 286	42.4%
Totals	1 830 699	48.9%	1 909 327	51.1%	3 740 026	100.0%

Source: City of Cape Town's Department of Strategic Development Information and Geographic Information Systems (2012)

4.1.2   City of Cape Town Staff Profile as of August 2016

Table 4.2 below is an overview of the staff profile of the City's employee as of August 2016. The EE unit provided the data contained in the Table 4.2. It is a disaggregated overview of the staff complement as per the different occupational levels in the City. The occupational levels have been arranged to reflect gender and racial representation within the different occupational levels. This breakdown also indicates the actual targets as currently occupied in the occupational levels, the proposed overall targets for balance representation and short/over representation targets, which is the difference between actual and proposed overall targets in the respective occupational levels. The difference in the occupational levels is either short or over represented. Values in the short/over representation target category that are positive indicate that the target for that said category in under represented by the numerical value noted. Short/over representation targets that are preceded by negative signs indicate that the specific category of gender and or racial group is overrepresented in that occupational level.

Table 4.2: Overall City of Cape Town Staff Profile as of August 2016 Based on Occupational Levels													
OCCUPATIONAL LEVELS													
		Female				**Female Total**		**Male**				**Male Total**	**Grand Total**
		African	**Coloured**	**Indian**	**White**			**African**	**Coloured**	**Indian**	**White**		
Benchmark target/% (as per Western Cape provincial statistics)		16.20%	22.35%	0.46%	8.30%	47.31%		19.09%	23.85%	0.63%	9.12%	52.69%	100.00%
1000 Top Management (T23+)	Actual	2	0	0	2	4	Actual	0	2	0	4	6	10
		20.00%	0.00%	0.00%	20.00%	40.00%		0.00%	20.00%	0.00%	40.00%	60.00%	100.00%
Target Short/Over (negative indicates an over representation from the set target)		**0**	**2**	**0**	**-1**			**2**	**0**	**0**	**-3**		
Proposed Overall Target		2	2	0	1	5		2	2	0	1	5	10
2000 Senior Management (T19 - 22)	Actual	6	6	0	9	21	Actual	11	21	4	34	70	91
		6.59%	6.59%	0.00%	9.89%	23.08%		12.09%	23.08%	4.40%	37.36%	76.92%	100.00%
Target Short/Over		**9**	**14**	**0**	**-1**			**6**	**1**	**-3**	**-26**		
Proposed Overall Target		15	20	0	8	43		17	22	1	8	48	91
3000 Professionally Qualified and Experienced (T14 - T18)	Actual	109	252	17	226	604	Actual	164	600	28	611	1403	2007
		5.43%	12.56%	0.85%	11.26%	30.09%		8.17%	29.90%	1.40%	30.44%	69.91%	100.00%
Target Short/Over		**216**	**197**	**-8**	**-59**			**219**	**-121**	**-15**	**-428**		

Proposed Overall Target		325	449	9	167	950		383	479	13	183	1057	2007
4000 Skilled Technical and Academically qualified (T9 - T13)	Actual	1097	1627	21	475	3220	Actual	973	2964	39	787	4763	7983
		13.74%	20.38%	0.26%	5.95%	40.34%		12.19%	37.13%	0.49%	9.86%	59.66%	100.00%
Target Short/Over		**196**	**157**	**16**	**188**			**551**	**-1060**	**11**	**-59**		
Proposed Overall Target		1293	1784	37	663	3777		1524	1904	50	728	4206	7983
5000 Semi Skilled and discretionary decision (T5 - T8)	Actual	1221	2204	24	327	3776	Actual	1637	3634	24	297	5592	9368
		13.03%	23.53%	0.26%	3.49%	40.31%		17.47%	38.79%	0.26%	3.17%	59.69%	100.00%
Target Short /Over		**297**	**-110**	**19**	**451**			**151**	**-1400**	**35**	**557**		
Proposed Overall Target		1518	2094	43	778	4432		1788	2234	59	854	4936	9368
6000 Unskilled and Defined Decision-making (T1 - T4)	Actual	829	931	3	8	1771	Actual	2178	3345	7	39	5569	7340
		11.29%	12.68%	0.04%	0.11%	24.13%		29.67%	45.57%	0.10%	0.53%	75.87%	100.00%
Target Short/Over		**360**	**709**	**31**	**601**			**-777**	**-1594**	**39**	**630**		
Proposed Overall Target		1189	1640	34	609	3473		1401	1751	46	669	3867	7340
Actual Race/Gender Rep		12.18%	18.73%	0.24%	3.91%	35.06%		18.52%	39.43%	0.38%	6.61%	64.94%	100.00%
Grand Total		**3264**	**5020**	**65**	**1047**	9396		**4963**	**10566**	**102**	**1772**	17403	**26799**

4.1.3   Summary of disaggregated graphs of the City of Cape Town's Staff Profile

Figures 4.1 to 4.6 below have been generated from data tabulated in Table 4.2. Proposed overall targets refers to the ideal statistical representation for the respective racial and gender categories whilst, actual targets refers to the current representation values. Actual targets can either be short and or over represented. If the Actual targets that is higher than proposed overall target, denotes that the level of representation is the proposed overall target is above the City's ideal level of representation in that category. Actual target below the proposed overall target indicates that the representation in that respective category is underrepresented and recruitment is requires in that category target.

Figure 4.1 below is the numerical representation of both males and females staff members based on race. As of August 2016, the male population of the City's staff member complement consisted of 10566 Coloured, 4963 African, 1772 White, and 102 India. Female staff members' representation consisted of 5020 Coloured, 3264 African, 1047 White, and 65 Indian.
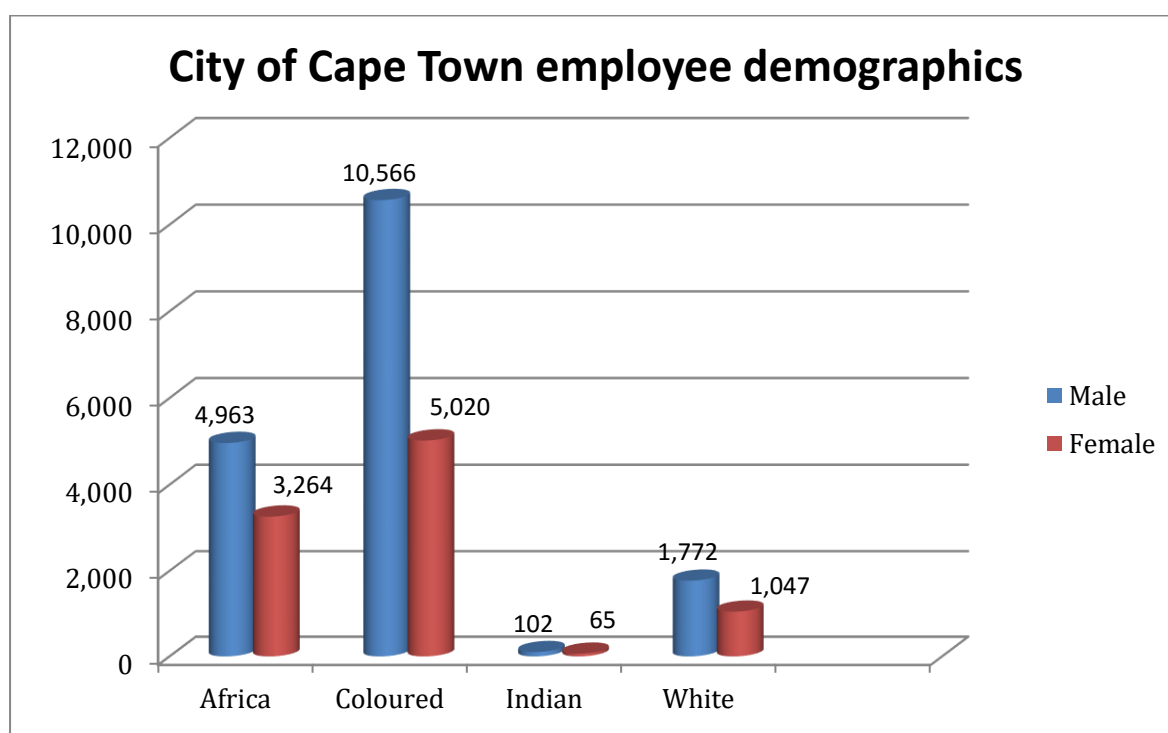
Figure 4.1: Demographic profile of the City of Cape Town Employees

Figure 4.2 below is a summary of female versus male representation in the different occupational and T levels across the City. Data extracted from Table 4.2, indicated that in the occupational level graded and remunerated at T levels 1-4 females representation was 24.13%, whilst male were at 75.8%. Employee representation in the semi-skilled occupational level remunerated and graded at T levels 5-8, the female population consisted of 40.31% and males representation was 59.69% of the population. In the occupational level of academically skilled employees remunerated at T levels 9-13, 59.66% of the population was male and female were at 40.34%. In the professionally qualified occupational level remunerated at T levels 14-18, male representation was at 69.91%, whilst females were at 30.09%. In the senior management category with employees remunerated between T levels 19-22, 76.96% were males and 23.08% consisted of the female populations. The senior management category was the occupational category with the highest gap gender representation. Representation levels within top management remunerated at T level 23+ demonstrated that 60% of the population were male and 40% were female, a slight reduction from the 76.96% male, and 23.08% female representation at the senior management occupational level.

Figure 4.2: Female versus Male Representation in all Occupational Levels

Females versus Males Representation in all Occupational Levels

Occupational Level	Males	Females
6000 Unskilled (T4-1)	75.87%	24.13%
5000 Semi skilled (T8-5)	59.69%	40.31%
4000 Academically Skilled (T13-T9)	59.66%	40.34%
3000 Professionally Qualified (T18-14)	69.91%	30.09%
2000 Senior management (T19-22)	76.92%	23.08%
1000 Top Management (T23+)	60.00%	40.00%
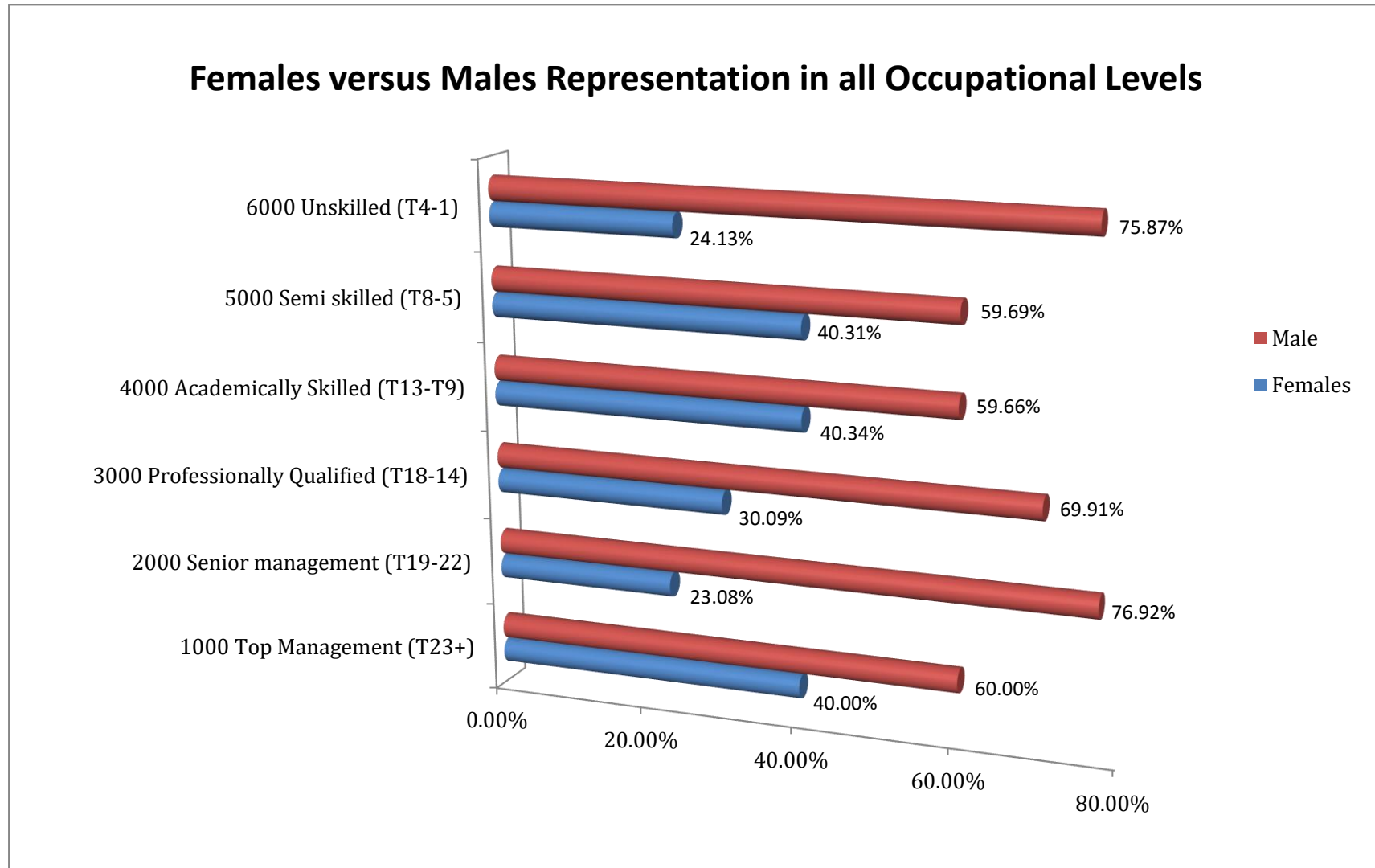
Figure 4.3 below, is a statistical break down of data on male representation in terms of benchmark versus actual targets. As can be seen in Figure 4.3 across the City's occupational levels, 39.43% of the male staff complement is represented by Coloured males; African males represent 18.52%; 6.61 % are White and 0.38% are Indian males. The benchmark targets however, indicate that the male Coloured population is generally overrepresented by 15.58% as the benchmark representation levels are set at 23.85%. Benchmark targets for all male population groups (White, Africa, and Indian) indicate that they were underrepresented. The African population is underrepresented by 0.57%, as the set benchmark is 19.09%; White males were underrepresented by 2.51% with the benchmark target set at 9.12%; and lastly the India population in underrepresented by 0.25% with the ideal benchmark target set at 0.63%.
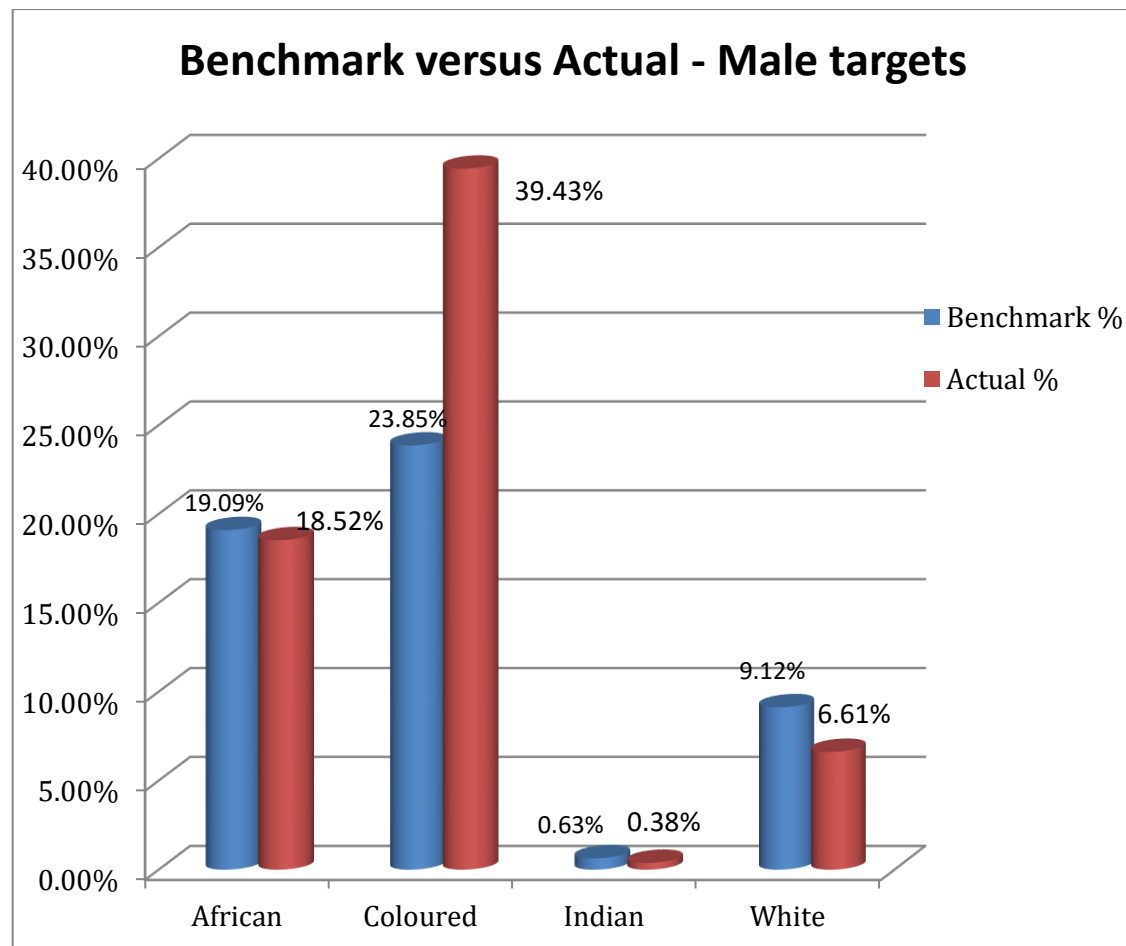
Figure 4.3: Benchmark versus actual – Male target

Figure 4.4 below is the statistical breaks down of the data on female representation in terms of benchmark targets versus actual targets. As can be seen in Figure 4.4 the actual targets across the City's occupational levels, 18.73% of the female staff complement is represented by Coloured females; 12.18% is African; 3.91 % White and 0.24% is Indian. The statistic of actual targets versus the benchmark targets indicated that the female Coloured population is generally underrepresented by 3.62% as the desired benchmark targets is set at 22.35%. The pattern of underrepresentation was also observed in the other racial groups. The African population is underrepresented by 4.02% as the required set benchmark is 16.20%; White sat at an underrepresented of 4.39% with the desired benchmark target set at 8.30%; and lastly the India reflected an underrepresented of 0.22% with the ideal benchmark target set at 0.46%. As such, females in the City were predominantly underrepresented irrespective of racial lines.
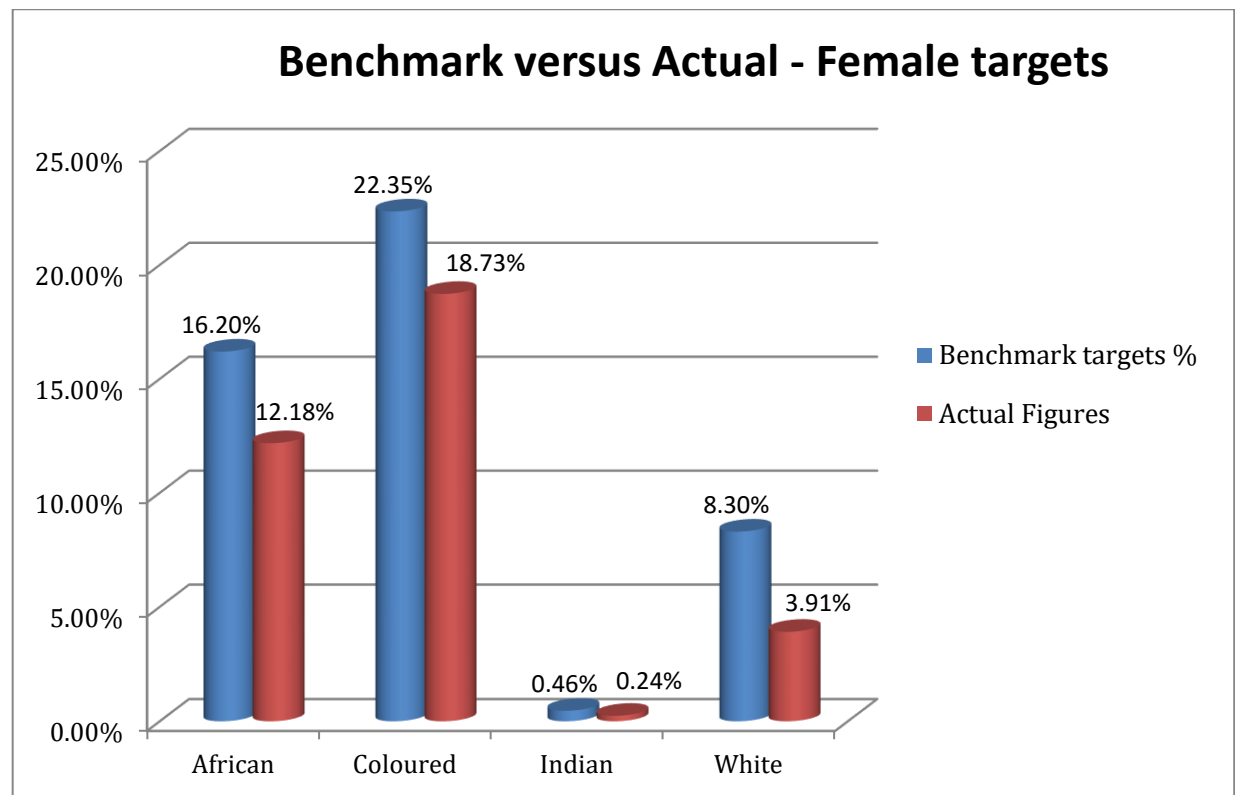
Figure 4.4: Benchmark versus actual – Female targets

Figure 4.5 below illustrates a comparative of actual female and male employees' target across the City is disaggregated along racial lines. As can be seen below within the Coloured employees' population males currently occupy 39.43% of the employees' population whilst females represented 18.73%. African males were represented by 18.52% of the employee population with females represented at 12.18%. White male representation reflected a 6.61% of the City's employees with females represented by 3.91%. Lastly, Indian male employees consisted of 0.38% and females were 0.24% of the employee population. It is evident from the statistical breakdown that the males' population is highly represented within the City in comparison to females. The pattern of overrepresentation is across all racial lines with females also under represented across
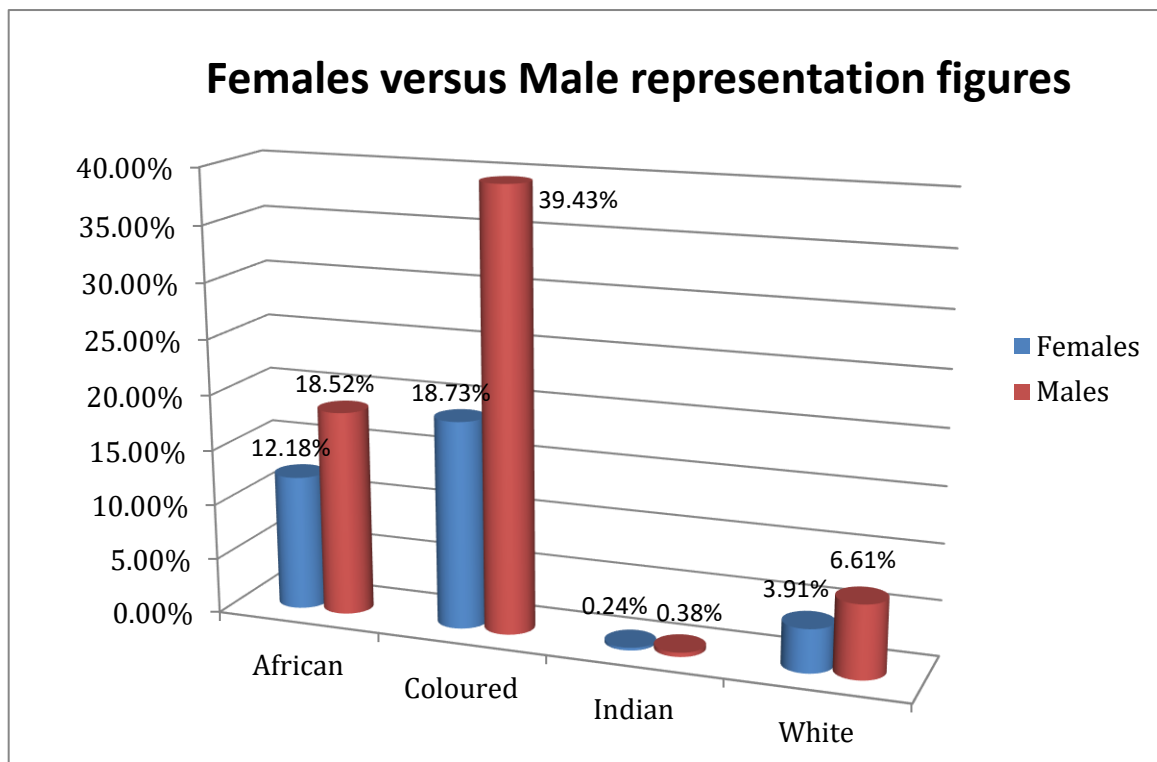
Figure 4.5: Females versus Male Representation Figures

4.1.4   Professional Qualified and Experienced (T14-T18) Employee Staff Profile

Table 4.3 below is data extracted from Table 4.2, which reflects gender and racial representation of individuals within the Professional Qualified and Experienced (T14-T18) Occupational level. Table 4.3 has been disaggregated in terms of gender representation in actual targets; proposed overall targets and; short and or over representation targets. A consolidated value of the respective racial groups is indicated in column 6 of the table under the heading Total. A relationship exists between the respective categories as male proposed overall targets minus male actual targets reflects the value of short and or over representation targets in the male category. The same process would apply in establishing the coloration of female proposed overall targets minus female actual targets reflects the value of short and or over representation targets in the male category. As such, male representation in the actual target category irrespective of race consists of 1403 employees whilst actual targets for females totalled a number of 604 employees within the Professional Qualified and Experienced (T14-T18) Occupational level. The total number of representatives in the proposed overall target category for males is 1058 and the female total value is 950. Within the short/over representation target male figures indicate an over representation of 345 employees and females have an under representation of 346 employees.

Table 4.3: Professional Qualified and Experienced (T14-T18) Employee Profile as of August 2016

Professionally Qualified and Experienced (T14 - T18) (negative indicates an over representation from the proposed overall target)					
	Africa	**Coloured**	**Indian**	**White**	**Total**
Male Actual targets	164	600	28	611	**1403**
Female Actual targets	109	252	17	226	**604**
Male Proposed Overall Target	383	479	13	183	**1058**
Female Proposed Overall Target	325	449	9	167	**950**
Male Short/Over representation targets	219	-121	-15	-428	**-345**
Female Short/ Under representation targets	216	197	-8	-59	**346**

Figure 4.6 below illustrates a comparative graph of the difference in representation between males and females for actual targets; proposed overall targets and short and or over representation targets. As can be seen below, actual representation levels of males in the Professional Qualified and Experienced (T14-T18) occupational level consisted of 1403 employees. 604 Employees represent female in the same category. Targets in the proposed overall category indicate that the proposed representation level for males is 1058 employees whilst for females it is 950 employees. As such, there is a clear indication that male representatives in the professionally qualified and experienced (T14-T18) are overrepresented, whilst females are underrepresented. Figures indicate that 345 employees over represent males in Professional Qualified and Experienced (T14-T18) occupational level whilst females are underrepresented by 346 employees.

Figure 4.4: Professional Qualified and Experienced (T14-T18) Females versus Male Representation Figures

Professionally Qualified and Experienced (T14 - T18) (negative indicates an over representation from the proposed overall target)
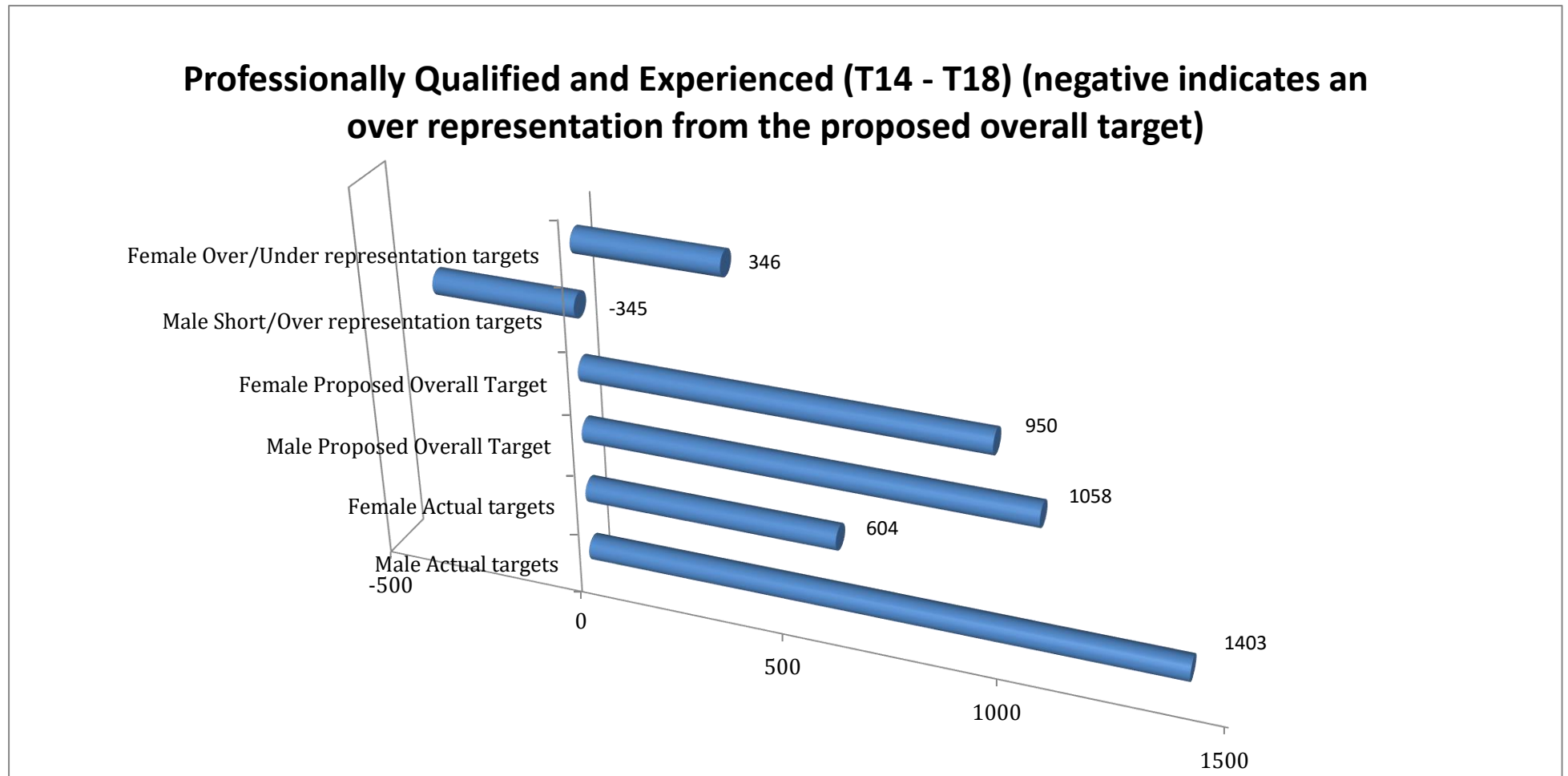
4.2 The City's Women' Empowerment and Gender Equality Policy

To adopt gender inclusive practises, the City has set broad guidelines aligned with international and national standards of equality in order to achieve its gender equality objectives. As a result, the City's gender equality policies, systems, and procedures are based on international and national frameworks and protocols that embrace the principles and guidelines of gender equality. According to the City's Women Empowerment and Gender Equality Policy (also referred to as the Gender Policy Framework) (2004), its purpose is to "establish a clear vision and set of mainstreaming guidelines for the City in the development of services, policies, procedures and practices based on equality between women and men" (City of Cape Town, 2004:4). The framework indicates that, in order to realise the vision of equality between men and women, there is a need to develop practical and strategic interventions that ensure and foster the empowerment of women.

The City's gender policy framework does not prescribe specific action plans and implementation strategies; instead, it focuses on ascribing and developing holistic strategic objectives of gender equality across the City. The universal approach for attaining gender equality has been adopted in the form of broad strategic objectives established to guide the different directorates and departments within the City when executing their duties. It is proposed that each directorate develops detailed action plans and implementation strategies so that they are SMART (specific, measurable, achievable, realistic and timeous) and can contribute to the overall holistic gender equality target of the City. This process includes, *inter alia*, activities of monitoring, evaluation, and reporting objectives that must occur on an on-going and regular basis. As a result, each directorate and department is accountable and responsible for ensuring that gender equality objectives are achieved within their core business sector and service areas under continuous monitoring and evaluation conducted by the EE department and other external stakeholders. Additionally, according to the City's gender equality policy framework (2004), it is the onus of all executive heads and senior managers of each department to:

- Ensure the creation of an enabling environment within the City and the provision of services that are gender sensitive and meet the specific gender needs of women and men;

- Increase the skills, knowledge and awareness of officials and politicians within the City of Cape Town to ensure their ability to transform culture and practices of the organisation;

- Development and promotion of a cohesive and effective network of structures, organisations and groups to promote gender equality and the empowerment of women;

- Develop partnerships both internal and external to the City of Cape Town;

- Ensure the delivery of capacity-building, awareness and training programmes within civil society;

- Develop strategies to impact on the internal human resource policies to ensure the empowerment of female employees and the promotion of gender equality within the City of Cape Town; and

- Ensure that the City conducts and utilises gender research to inform the design and delivery of services and strategies (City of Cape Town, 2004:13-16).

The above-mentioned are the broad strategic objectives of the City and each consists of a set of conceptual aims that must be addressed and/or achieved. Intrinsically, each service directorate and department within the City is accountable and responsible for the development and implementation of its own set of key indicators and targets, with the EE unit tasked to advocate, monitor and evaluate this process (City of Cape Town, 2004). Therefore, equality targets and indicators will vary depending on the nature, core business and disaggregate of labour distribution of each directorate.

4.3 The City's Internal Employment Equity Policy and Women Employees Empowerment Strategy

In society, gender inequality is a predominantly widespread phenomenon dominated by an inherently accepted patriarch. In view of this, organisations have to inculcate a culture and practise of gender equity within their strategic objectives and plans in order to cast out this behaviour. The City has not been exempt from the need to adopt this practice; thus, it has developed an EE policy and empowerment strategy that focuses on the needs and advancement of people from designated groups within the organisation.

Like most strategic objectives, the City's EE policy has been established to create, foster, and enable an environment that meets requirements for a specific purpose. For the City, the main purpose of the EE policy is:

- To transform and maintain council as a non-racial and non-sexist institution that provides redress to previously disadvantaged individuals;
- To identify and abolish all barriers and practises including unfair discrimination that hampers the employment and/or advancement of employees;
- To implement affirmative action measures to redress the disadvantages in employment experienced by individuals from the disadvantaged groups, namely black people (Africans, Coloureds, and Indians), women, and persons with disabilities;
- To optimise the potential of all employees in order to achieve organisational transformation goals in serving the community. In doing so this policy strives to improve staff development and effectiveness and the development of team spirit;
- To foster diversity in the City through the introduction of diversity initiatives; and
- To ensure that all people of South Africa are adequately and appropriately represented within the City's workplace (City of Cape Town, 2005:2).

However, to achieve the abovementioned resolutions, there are measures that the EE policy (City of Cape Town, 2005:2) must simultaneously address. These include:

- Prohibit and combat unfair discrimination and harassment among employees;
- Create an organisational culture that is built on the foundations of diversity, equality and dignity for all in the workplace;
- Promote the equitable representation of persons from designated groups and disadvantaged persons at every organisational level;
- Accommodate the reasonable needs of designated persons and groups;
- Prepare the ground for successful change through appropriate and on-going investment in people by means of training and education;
- Match best practice benchmark for employment equity; and
- Set up the necessary forums required to champion employment equity, diversity and disability awareness and interventions in the workplace (City of Cape Town, 2005:2).

The implementation of the aforementioned resolutions is an on-going process that involved establishing EE focus groups across the City. The task of the EE focus groups are to coordinate key projects pertaining to skills development, EE, and disability issues in the workplace (City of Cape Town, 2005). Composition of the respective focus group entail no more than 12 representatives presiding over the same duration as that of the EE plan, with representatives inclusive of members from the EE office, line departments and unions (City of Cape Town, 2005). Given that the City is a constitutionally recognised organ of state, the EE plan and policy also apply affirmative action measures in order to achieve a workplace that is an equitable representation of the demographics of the Western Cape Province (City of Cape Town, 2009 (a)). Therefore, skills development and the recruitment, selection and appointment of policies and procedures should be reflective of EE objectives. As such, EE targets form an essential component of performance measurement particularly for senior and top management across the organisation.

4.4 Overview of the City of Cape Town's Employment Equity Plan (2015-2019)

According to City's EE Plan 2015-2019, the City takes pride in prioritising EE in executing its core business in order to contribute and enable the advancement of a society that is gender sensitive and equitable economically and gender wise (City of Cape Town, 2015). Through its EE plan it aims to purge conventional stereotypes associated with disability, gender and race, and to create a culture of inclusiveness and equal opportunities for designated groups (City of Cape Town, 2009 (a)). As such, there must be efforts to provide specific opportunities to develop designated groups in areas where they lack skills and representation. Correspondingly, the City recognises the need to institute gender, diversity, and affirmative action initiatives that cultivate a culture of inclusiveness that recognises and celebrates the diversity of people.

With this in mind, the City's holistic EE plan focuses on disaggregating and aligning EE targets based on the individual directorates current staff profile, envisaged targets for appointments, and training and development in each year of the life span of the EE plan (City of Cape Town, 2015). The City's holistic EE plan takes into consideration the status quo of its preceding EE plan (2010-2015), and must therefore reflect on the achievements, shortfalls, and gap variance of these plans in order to adjust and or set new targets. As a result, mentoring and coaching plans, training and development of staff, personal development plans (PDPs), and succession plans were some of the identified resultant of the shortfalls and gap variance experienced from the previous EE plan of 2010-2015. As such for the current EE plan of 2015-2019, these have also been identified as areas of concern that need attention in the current 2015-2019 EE plan. The 2015-2019 EE plan will therefore pursue compliance of these areas.

As previously indicated, the setting of EE targets is primarily influenced by the current demographics of the economically active population of Cape Town and labour force profile of the respective directorates, which in turn informs the broader targets of the city as an institution. It is, therefore, important that management of the different directorates, as the key business and process owners of the activities of the respective directorates, take ownership of, and accountability for, ensuring that EE targets of their

respective directorates are achieved which would then contribute to the achievement of the City's holistic EE plan targets. As it stands, the development of the current EE plan takes into cognisance:

- Holistic employee turnover;
- Expected growth in each directorate;
- Identifies where designated persons are currently positioned within directorates;
- Identifies designated persons with the potential for growth in their jobs/designations;
- Planned retirements in the next five years (City of Cape Town, 2009 (a)).

Consequently, the development of action plans towards meeting EE targets must consider these factors and the implications. The attainment of EE targets of the respective directorates is therefore crucial as, according to the City's February 2015 to June 2019 EE plan (City of Cape Town, 2015), the underlying purpose and holistic target objective of the entire City's EE plan is to:

- Promote the equitable representation of suitably qualified persons from designated groups in all occupational levels of the organisation – in line with the Economics Active Population of the Western Cape Province;
- To guide the implementation of affirmative action programmes that support employment equity targets, based on provincial demographics representation, in a fair process;
- Promote equal opportunity and fair treatment in employment through the elimination of unfair discrimination;
- To redress the disadvantages in employment experienced by people of designated groups so as to promote their equitable representation in all levels in the workplace;
- To reasonably accommodate staff with disabilities and female staff wherever possible, in order to promote their participation in all levels of the organisation;
- To establish procedures for the implementation of the employment equity plan;
- To establish a basis for the City of Cape Town to use diversity and cultural differences between employees as a competitive advantage by ensuring that

initiatives to achieve employment equity are effective and enhance the performance and productivity of employees in the organisation;

- To encourage the provision of opportunities for all employees to grow, develop and be promoted on merit;

- To identify barriers to the achievement of employment equity in the workplace and identifying mechanisms through which these barriers can be overcome;

- Assign responsibility for the monitoring of progress in the implementation of the individual directorates EE targets and the City's holistic EE plan targets and

- To support the City in making progress towards key targets with regards to EE, including:

   a) Realising the target of 47.3% representation of women with the actual target as of August 2016 sitting at 35.06% (off target by 12.24%);

   b) Realising the target of 2% representation of people with disabilities;

   c) Ensuring that new appointments and internal staff development, promotions, and/or advancement support a target of 90% representation by designated groups (as per the regional demographics of the Western Cape); and

   d) Ensuring that appointments in levels 1 to 3 (T-levels 17-25) as per the National Key Performance Indicators (NKPI levels 1-3) support a target of 90% representation by designated groups. This would be introduced on an incremental basis commencing at:

       ➢ 80% in the year 2015-2016

       ➢ 85% in the year 2016-2017

       ➢ 90% in the year 2017-2019 (City of Cape Town, 2015:5-6).

4.5 The City's Internal Empowerment and Implementation Strategy for Designated Groups

As indicated above, a number of initiatives and strategies may be adopted to nurture and ensure augmented implementation of the 2015-2019 EE plan. Consequently, the City has established an implementation strategy to affect the attainment of the holistic

EE plan and its objectives. This section will focus on providing an overview of the proposed empowerment and implementation strategy.

Gender discrimination and inequality is not always easily identifiable as it is often established by inherently acceptable social constructs and perceptions that society has come to accept and normalise (Grown, 2008). As mentioned in the prevailing chapters, there remains an enormous social divide between power relations of men and women. These remain entrenched in daily activities and are also transferred and found within the workplace. The technique by which gender relations are defined and operationalised is predominantly influenced by gender stereotypes formed outside of the work environment but also manifest in all walks of life. As a result, women tend to be overrepresented in positions that are synonymous with support roles, whilst underrepresented in areas and positions that command authority and decision-making (City of Cape Town, 2009(b)). Therefore, to transform socially instilled gender relations, roles and behaviours, there is a need to redefine entrenched responsibilities and behaviours that create and perpetuate gender inequality. In an endeavour to improve EE, the City has established an EE implementation strategy to redefine these roles within its internal structures and operations.

According to the City's EE implementation and empowerment strategy, EE is not merely a tool to redress inequities; it is also a strategic measure to enhance crosscutting and widespread human resource capacity within an organisation (City of Cape Town, 2005). The EE implementation and empowerment strategy identifies a number of processes and initiatives that need implementation to meet its EE targets and objectives. These include, *inter alia*, augmenting:

- EE and diversity management awareness targeted at all staff;
- Setting and incorporating targets into the service delivery budget and implementation plans (SDBIPs);
- The EE department monitoring and providing guidance to directorates/departments in meeting their targets;
- Increasing talent management for effective succession planning and skills transferal;

- Rigorously applying EE compliant procedures in the recruitment and selection process;

- Outlining conditions where deviation from acquiring EE targets may be pertinent;

- Promoting the appointment and retention of people with disabilities through recruitment processes, and forming partnerships with organisations representing people with disabilities; and

- Developing and investing in skills audits, PDPs, work skills plans (WSP), succession plans, skills shortage through education, training, and development as a key lever of workplace diversity (City of Cape Town, 2015).

The initiatives and process will involve stakeholders and role players who will be responsible for the implementation and monitoring of the different areas of the strategies and interventions. For implementation purposes, the key stakeholders and business/process owners of the strategies and interventions would be the EE department, line departments, Directors, Executive Directors and City Manager, and human resources (City of Cape Town, 2015). The different forums are assigned internal monitoring and evaluation. These include the EE forum, Local Labour Forum; Directorate Labour Forum; Corporate Gender Forum; Bargaining Council Employment Equity, and Education, Training and Development Forum; EE department; as well as City manager, Directors and Executive Directors of the respective departments. In addition, external stakeholders, such as the Department of Labour, EE Commission, and CGE, would also monitor targets on a quarterly and annual basis. Below is a consolidated overview of the internal stakeholders' roles and responsibilities in monitoring and evaluating the implementation plan.

Table 4.5: The City's Internal Stakeholders' Roles and Responsibilities in Monitoring and Evaluating the Implementation Plan

Stakeholder	Role/responsibility
Employment equity forum representative	• Ensure he/she participates in each EE forum meeting; • Voice differences of opinion or understanding in interpreting the law as well as the Plan; • Communicate key points of interest to the rest of the employees as per their specific representation level; • Commit 100% attendance at all EE forum meetings; • Monitoring of EE Plan and targets; and • Observer in selection interviews.
Employment equity forum Chairperson	• Monitoring all appointments/recruitment; • Evaluate the implementation of the plan for all non-numerical goals; • Implement the non-numerical goals as planned/scheduled; • Spend EE budget appropriately; • Monitor the communication to the rest of the workforce; and • Observe.
Assigned Employment Equity Director/Level 3 Manager	• Monitor annual numerical targets; • Monitor annual non-numerical targets; • Evaluate/monitor the EE form chairperson and her duties; • Obtain an EE plan budget for each year of the EE plan for both numerical and non-numerical goals/targets; • Recommend annual plans; • Sign off annual submissions (EEA2 and EEA4)
City Manager	• Monitor progress on all of the above; and • Hold all of the above structures accountable for delivering/implementing the EE plan.

Source: Employment Equity Plan for City of Cape Town (2015-2019).

The objective of the EE unit is to advocate for a diverse and equally represented workforce. This objective is achieved by ensuring that the EE unit provides Citywide direction, monitors and evaluates compliance and implementation of EE legislations

and objectives flowing from such. As can be noted from Table 4.4 some of the core objectives of the EE units' involve the process of monitoring and evaluating the implementation of the EE plan on a quarterly basis.

4.6 Conclusion

The City of Cape Town operates within the local sphere of government in South African, consisting of a large diverse population. As a result, the City's staff complement consists of a large population aimed at servicing the citizens. It is, therefore, important that the representation of City's staff complement consist of a diverse group, where women are also afforded the opportunity and platform to be represented equally. This chapter has highlighted some of the EE framework measures adopted by the City to create and ensure a diverse workplace with a gender inclusive environment. These measures include the adoption of set broad strategic objectives guided by, and aligned with, international and national standards of equality in order to achieve a diverse work environment. Furthermore, the chapter has underlined that under the leadership and direction of the executive director each directorate and department is tasked with the responsibility of ensuring a diverse staff profile and, as such, action plans and implementation strategies are developed to be SMART (specific, measurable, achievable, realistic, and timeous) and contribute to the overall gender equality target of the City. A further outline on whether the measures indicated in this chapter have been met would be discussed in chapter seven.

CHAPTER FIVE

PRESENTATION OF PERCEPTION SURVEY AND INTERVIEW FINDINGS

5.1 Introduction

The preceding chapters provided the context and background for the current chapter, which outlines the results obtained from the research. Firstly, it will present the composition of the population's sample and, thereafter, will analyse and discuss the content brought forward and data collected.

The research investigation consists of two components: firstly, it assessed DGIS practitioners' perceptions and selected managers' assertion of gender equality, specifically on the advancement of women to management positions. The second component looks at the City's data in terms of the internal EE framework of the City. The City's organisational data is supplemented by interviews conducted with three senior managers and two senior DGIS practitioners. Furthermore, the City's internal EE framework was analysed against the data generated from the interviews and perception survey responses.

The research methodology is both qualitative and quantitative in nature and includes primary and secondary data. A sample consisting of the purposive technique was adopted, with the sample selection of the participants based from two of the eleven directorates within the City. The sample took into account the participants roles on advocating, monitoring, and evaluating gender equality in the City. The target population for the survey questionnaire were DGIS practitioners, and selected managers. The study adopted three data-collection techniques, which were short self-administered survey questionnaire to DGIS practitioners; basic semi-structured interviews with three managers and two senior DGIS practitioners; and a review of the City's internal EE framework documents. The investigator also utilised additional secondary data-collection techniques, such as newspaper articles, statistical reports,

official human resource documents and reported matters pertaining to gender equality implementation in the City. Below is the presentation of results of the research.

5.2 Presentation of Findings

This section provides an overview on the general information of the research participants. Participants of the research have been categorised into two groups – participants of the survey questionnaire and interview participants. As such, the findings are presented according to these two categories. Furthermore, the section also sets out the results of the (a) six DGIS practitioners' perception survey and (b) two senior DGIS practitioners and three senior managers' interview data in separate subsections. Data was collected in three ways: analysis of EE framework documents; semi-structured interviews conducted with the three senior managers; and two senior DGIS practitioners; and a gender equality perception survey self-administered by six DGIS practitioners.

5.2.1   Descriptive demographics of research participants

For the survey questionnaire, demographics are presented in terms of gender, age, level of education, pay scale levels, and years of service. Interview participants' demographics have been qualitatively summarised according to the directorates, and designation of participants who took part in the interviews.

5.2.1.1   Survey questionnaire participants

The population sample for the survey questionnaire participants consisted of 6 (100%) DGIS practitioners of which 3 (50%) were males and 3 (50%) females. Of the original sample population, all six practitioners responded. As a result, the baseline on which the presentation and analysis of the research findings works is a reflection of the full sample population of six responses. Below are the qualitative results of different areas of the demographics and the results of the participants who responded, disaggregated in terms of demographics.

5.2.1.1.1 Gender

Survey questionnaires were distributed to the DGIS unit practitioners in the City. As previously indicated, the City has six practitioners in the DGIS unit of which three are male and three are female. All practitioners responded to the survey questionnaire, thus making the gender composition 50% male and 50% female representation.

5.2.1.1.2 Age

As part of the aggregation of the demographics, practitioners were requested to indicate their age, which has been placed into categories. All five practitioners completed this section of the survey. Practitioners' age group varied within 30-60 years of age. The youngest practitioner is aged 32 years with the oldest at 57 years old. Majority of the practitioners are between the age 0f 40-50 years f age as four of the practitioners placed their age category within this age group.

5.2.1.1.3 Level of education

DGIS practitioners were also requested to complete three areas in terms of levels of education completed. This measured whether they had completed Grade 12, undergraduate studies and, any postgraduate studies. Furthermore, the survey questionnaire also requested that they specific their area of studies. The results indicated a number of different qualification levels such as Grade 12; national diplomas; advance diplomas; bachelor degrees; honours degrees; and Master's degrees. All practitioners completed Grade 12; two practitioners had national diploma, one in the performing arts, and the other in Human resources. One practitioner indicated that they had an advance diploma in adult education. Four had completed a bachelor's degree in the field of social sciences, social work, and two with B-Tech in business administration. For postgraduate studies, two practitioners completed postgraduate diplomas in Organisational Management, and one in Library and Information Studies. Furthermore, two practitioners had completed honours degrees in the field of Administration, and Social work. Lastly, only one practitioner had completed Master's degrees in the field of Women and Gender Studies.

5.2.1.1.4 Job levels/designation

Given that, the DGIS unit is small, the difference and variety insofar as the job levels and designation of the practitioners is minimal. Practitioners' designation levels were consisted of junior and middle management positions, such as professional officers (POs); assistant professional officers (APOs). Of the six practitioners' five are professional officers and one is an assistant professional officer.

5.2.1.1.5 Pay scales

In terms of pay scale, the pay scale levels varied between T10-T13, with T10 being the lowest. Four of the practitioners were remunerated at T13, one at T12 and another at T10, thus making the mostly highly remunerated grade being a T13 for the DGIS practitioners.

5.2.1.1.6 Years of service

The DGIS practitioners' levels of experienced and years in service varied in terms of their current position within the City. The years of experience differed from two years to 5 years in service within their specific position. Two practitioners had two years of service; two practitioners were four years in service; one practitioner had five years in service; and one practitioner omitted to indicate their number of years in service..

5.2.1.2   Interview participants demographics

Two DGIS seniors and the three selected managers were from two departments, the EE unit and human resource training and development. The gender composition of the interviewees consisted of two male and three females. Of the five interviewees, three were managers responsible for a managing a unit and or departments and two were DGIS senior practitioners. The interviewees' designations were two senior DGIS practitioners; a Director/level 3 manager of EE unit (formally an independent department during the interview process); the Head of DGIS unit and lastly the manager of human resource training and development. The EE unit has an oversight and advice role on the appointment of staff members. Depending on the occupational level, a DGIS practitioner, Head DGIS, and or Manager EE unit as a representative of the EE unit is supposed (but not always the case) to be invited and sit in the recruitment and selection,

approve the shortlist, and form part of the interview panel. Ideal processes indicate that the EE unit should be in a position to influence gender equality representation from the initial stages of the recruitment process. Conversely, the manager of training and development is the custodian of the training and development of internal employees in the City. The training and development manager is the cost centre manager responsible for the city's overall budget for education and training measures designed to empowerment employees' skills and development.

5.2.2 Descriptive breakdown of data generated from survey questionnaire

Below is a summary of the data generated from the DGIS practitioners' perception survey. Data is collated into themes and areas of discussion.

5.2.2.1 Descriptive analysis of perception survey results

The DGIS practitioners' perception survey consisted of 21 statements, through which practitioners indicated their perceived notions by way of grading the statement on a Likert scale. These statements have been categorised into six thematic areas. The thematic areas are grouped as follows *perceptions on gender disparities*; *organisational culture and gender inclusiveness*; *the implementation of gender equality frameworks*; *relevance of gender equality to the City*; *the enhancement of gender equality in management*; and *the development, empowerment and opportunity*. Furthermore, some statements are categorised into more than one thematic area. DGIS practitioners' were requested to state whether they agreed, were unsure, or disagreed with the different statements. The survey questionnaire also has three opened ended questions where practitioners were requested to provide a response. Below are the results of survey questionnaire within the different thematic areas.

5.2.2.1.1 Theme 1: Perceptions of Gender Disparities

Theme one consisted of two statements that practitioners had to individually rate their perception in the form of a Likert scale. The first statement within theme one reads as follows: '*Gender equity, meaning a condition of fairness in relations between women and men leading to a situation where each has equal status, rights, levels of*

responsibility, and access to power and resources, has been achieved in the City'. Two practitioners agreed with the statement, three disagreed, and one indicated they were unsure. The follow up statement in theme one shows reads: *'Gender equality, meaning that men and women enjoy equal rights, entitlements, responsibilities, and opportunities, has been achieved for the most part in the City'.* For this statement, two practitioners agreed with the statement, one was unsure, and three disagreed with the statement.

Of the DGIS responses a single practitioners indicated they are not aware of the status of gender equality and or gender equality in the City. The practitioner who indicates uncertainty of the achievement of gender equality and gender equity indirectly expresses that they had no view on the matter of gender equality and or gender equity be it an informed or uninformed perception. The results of the rest of the practitioners indicates that an equal number of practitioners were indifferent on the achievement of gender equality and gender equity in the City. Two practitioners agreed it had been met, whilst two also indicated it had not been met. As such, the perception on achievement of gender equality and gender equity amongst practitioners marginally varied. The extent of the variation will be correlated further inline to the other statements put before the practitioners in the research.

Table 5.1: Theme one – Gender Equality and Gender Equity Perception Statements

Theme 1	Agree	Unsure	Disagree
'Gender equity, meaning a condition of fairness in relations between women and men leading to a situation where each has equal status, rights, levels of responsibility, and access to power and resources, has been achieved in the City'	2	1	3
'Gender equality, meaning that men and women enjoy equal rights, entitlements, responsibilities, and opportunities, has been achieved for the most part in the City'	2	1	3
Quantitative overview of responses	**4**	**2**	**6**

5.2.2.1.2 Theme 2: Perceptions of Organisational Culture and Gender Inclusiveness

Theme two consisted of five statements that were put before the practitioners. The first statement of theme two alleged that *'the City has a gender equal, inclusive culture in matters of career development - meaning individuals are able to advance and or progress in their career trajectory irrespective of their gender identity'*. Results collected from the practitioners' survey questionnaire indicated that three practitioners agreed with the statement; two disagreed with the statement and one was unsure. The second statement reads; *'the City adopts strategies that encourage participation and appointment of women into decision-making processes and positions'*. Responses collated from the survey questionnaire revealed that three practitioners agreed with this view, two disagreed with this view, and one was unsure. The third statement in this theme read as follows, '*Diversity management initiatives are aligned to create and encourage a gender inclusive culture in the City'*. One practitioner indicated that they agreed with the statement and five practitioners were unsure. The fourth statement put forward that '*there is buy-in from management to achieve gender equality'*. Two practitioners agreed that there was buy-in from management; two disagreed that there was no buy-in from management; and two practitioners was unsure. The fifth and final statement within theme two put forward that *'there was buy-in from staff to achieve gender equality'*. The responses for this statement were identical to that of the fifth statement. Two practitioners agreed with the statement; two disagreed with the statement; and two practitioners were unsure.

An overall assessment of the statements in Theme two focus on practitioners perceptions relating the adoption of gender inclusive culture and or practise in the City. A holistic quantitative overview of the responses indicates that a correlation across all the statements of Theme two, practitioners predominantly indicated high levels of uncertainty to the notion of gender inclusive culture being adopted, comparatively to the number of responses aligned to responses of practitioners who agreed and or disagreed with the different statements (see Theme 2, Table 5.4 below).

Table 5.2: Theme two – Gender Inclusiveness Culture Statements

Theme 2	Agree	Unsure	Disagree
The City has a gender equal, inclusive culture in matters of career development - meaning individuals are able to advance and or progress in their career trajectory irrespective of their gender identity'	3	1	2
The City adopts strategies that encourage participation and appointment of women into decision-making processes and positions	3	1	2
Diversity management initiatives are aligned to create and encourage a gender inclusive culture in the City'	1	5	0
There is buy-in from management to achieve gender equality	2	2	2
There was buy-in from staff to achieve gender equality	2	2	2
Quantitative overview of responses	**11**	**11**	**8**

5.2.2.1.3 Theme 3: Perceptions on the Implementation of Gender Equality Frameworks

Theme three covered six statements that assessed perceptions on the overall implementation of the gender equality measures, strategies and or frameworks in the City. The first statement of theme three read as follows; *'gender equality policies, strategies, and/or plans enhance effective implementation of gender equality in the City'*. Responses from practitioners indicated that four practitioners disagreed with this notion, one practitioner agreed with the statement, and one practitioner was unsure. The second statement put forward that *'The City adopts gender mainstreaming approaches meaning the process of assessing the implications for women and men of any planned actions form an integral dimension of the design, implementation, monitoring and evaluation of policies, programmes, and or procedures policies in recruitment and selection practices'*. Three practitioners disagreed with this statement, two were unsure and one indicated that they agree with the statement. Statement three of theme three

reads as follows: '*the City adopts strategies that encourage participation and appointment of women into decision-making processes and positions'*.

As previously noted some of the statements have been represented in more than one thematic area. The third statement of theme three is one of the statements that fall within this classification. The responses on statement three were as follows, three practitioners agreed with it, two practitioners were in disagreement, and one was unsure of the statement. The fourth statement was '*strategies to recruit and promote women into management positions are implemented successfully'*. Five practitioners disagreed, and one was unsure. Furthermore, practitioners were also requested to rate their perception in relations to the following statement; *'the City adopts mainstreaming initiatives that institute gender equality sensitive programmes, policies and practices'.* Four practitioners agreed, and two were of a contrary view as they disagreed with the statement. The final statement suggested that; 'a*s per City's Women Employees Empowerment Strategy, initiatives that focus on capacitating and strengthening individual and collective approaches of empowerment are adopted'.* The practitioners' response revealed that three practitioners disagreed with the suggested statement, one was unsure and two were in agreement with the suggested view.

The holistic assertion of Theme three statements was to assess the implementation and or effectiveness of the EE framework for the benefit of advancing women into senior management positions. A holistic overview of practitioners' results indicated that practitioner predominantly disagreed the City's EE framework was effectively implemented.

Table 5.3: Theme three – Implementation of EE Framework Statements

Theme 3	Agree	Unsure	Disagree
Gender equality policies, strategies, and/or plans enhance effective implementation of gender equality in the City	1	1	4

The City adopts gender mainstreaming approaches meaning the process of assessing the implications for women and men of any planned actions form an integral dimension of the design, implementation, monitoring and evaluation of policies, programmes, and or procedures policies in recruitment and selection practices'	1	2	3
The City adopts strategies that encourage participation and appointment of women into decision-making processes and positions'	3	1	2
Strategies to recruit and promote women into management positions are implemented successfully	0	1	5
The City adopts mainstreaming initiatives that institute gender equality sensitive programmes, policies and practices	4	0	2
As per City's Women Employees Empowerment Strategy, initiatives that focus on capacitating and strengthening individual and collective approaches of empowerment are adopted'	2	1	3
Quantitative overview of responses	**11**	**6**	**19**

5.2.2.1.4 Theme 4: Prioritisation and Relevance of Gender Equality to the City

Theme four assessed the prioritisation and relevance of gender equality in the City. Seven statements were cited in the theme that practitioners had to rate. Three of the seven statements were also part of the statements put before practitioners in theme two. Statement one proclaimed that: '*Gender equality, meaning equal enjoyment of rights, entitlements, responsibilities and opportunities of women and men, is relevant to the mandate of the City*'. The results of the ratings were as follows – five practitioners and one was unsure. A follow up statement on the prioritisation of gender equality practitioners were required to rate the following statement: '*Gender equality is a priority for the City'*. Results were noted as follows – three agreed, and three disagreed. Statement three was the following statement; '*Gender equality in management positions is considered a priority for organisational development in the City*'. One practitioner agreed that gender equality in management positions was a priority for organisational development, three practitioners were unsure, and two practitioners indicated that they disagreed with the statement. The fourth statement in theme four cited that; '*Employment equity workshops are well attended by staff members'.* Four

practitioners' survey results revealed that they disagreed with the statement, whilst two practitioners agreed that EE workshops were well attended.

The fifth statement within theme four cited that; '*the City has existing partnerships and gender equality dialogues with external gender equality advocates, sector experts, men and women constituencies such as Unions, NPOs, NGOs'*. Response from the data collected indicated that four practitioners agreed with this view and two practitioners were in disagreement. Statement six and seven were also categorised in theme two as well as theme four. The statements read as follows; *'there is buy-in from management to achieve gender equality';* and *'there is buy-in from staff to achieve gender equality'.* The responses collected from these statements were also identical in that, for both the sixth and seventh statement, two practitioners agreed with the notion that was put forward, two practitioners was unsure and two practitioners were in disagreement.

Theme four statements focused on assessing the narrow and broad focuses on the prioritisation of advancing women into management positions. Overall across the responses indicated that practitioners perceived that the City prioritised advancement of women into management positions be it through levels of buy-in, existing partnerships and or relevance of the City's mandate.

Table 5.4: Theme four – Statements on the Prioritisation, Relevance, and Buy-in

Theme 4	Agree	Unsure	Disagree
Gender equality, meaning equal enjoyment of rights, entitlements, responsibilities and opportunities of women and men, is relevant to the mandate of the City	5	1	0
Gender equality is a priority for the City	3	0	3
Gender equality in management positions is considered a priority for organisational development in the City	1	3	2
Employment Equity workshops are well attended by staff members	2	0	4

The City has existing partnerships and gender equality dialogues with external gender equality advocates, sector experts, men and women constituencies such as Unions, NPOs, NGOs	**4**	**0**	**2**
There is buy-in from management to achieve gender equality	**2**	**2**	**2**
There is buy-in from staff to achieve gender equality	**2**	**2**	**2**
Quantitative overview of responses	**19**	**8**	**15**

5.2.2.1.5 Theme 5: Perception on Enhancement Measures of Gender Equality in Management

Theme five measured the different ways that female representation in senior management positions can be adopted and or enhanced in senior management positions. Consequently, two statements were cited to assess enhancement measures for gender equality in the City. Statement one of theme five read as follows: '*Recruitment and selection criteria and procedures consider gender equality in appointing senior managers, and/or for decision-making and leadership position.*' The results for the statement were as follows – two practitioners agreed; two were unsure; and two practitioners disagreed with the assertion. The second statement of theme five read as follows: *'There should be a quota system which guarantees a fixed proportion of positions for women in senior management by adopting differential treatment in the appointment of women in senior management positions in order to combat past and present discriminations against women'.* From the data collected on the second statement of theme five, four practitioners' responses noted that they agreed that there should a quota system in order to appointment women in senior management positions; and two disagreed with assertion.

Theme five statements summarily looked at practitioners' perception on the consideration of differential treatment in recruitment and selection process in order to enhance women's advancement. An overview of the quantitative responses indicates that practitioners were in favour of differential treatment and that it had been considered in recruitment and selection procedures.

Table 5.5: Theme five – Statements of Differential Treatment

Theme 5	Agree	Unsure	Disagree
Recruitment and selection criteria and procedures consider gender equality in appointing senior managers, and/or for decision-making and leadership position	2	2	2
There should be a quota system which guarantees a fixed proportion of positions for women in senior management by adopting differential treatment in the appointment of women in senior management positions in order to combat past and present discriminations against women	4	0	2
Quantitative overview of responses	**6**	**2**	**14**

5.2.2.1.6 Theme 6: Perception of the Development, Empowerment and Advancement Opportunities

Theme six consisted of three statements. Statement one in theme six put forward that; '*Gender roles meaning behaviours, tasks and responsibilities that society deems appropriate for men and women, influence the appointment and progression of women into senior management position'*. In relation to this statement, two practitioners agreed; one was unsure; and three disagreed. Statement two which was also noted in theme three alleged that; '*As per City's Women Employees Empowerment Strategy, initiatives that focus on capacitating and strengthening individual and collective approaches of empowerment are adopted'*. Based on the results of the survey questionnaire, practitioners' responses indicated that two practitioners agreed with this notion; one was unsure; and three disagreed. The follow up statement three alluded that; '*The City's structures and systems are continuously aligned, reassessed, and or restructured to fit its staff members demographical profile'*. For this statement two practitioners agreed; one was unsure, two disagreed, and one practitioner omitted to indicate their perception for the statement.

Theme six's statements focused on assessing perceptions on the aspects of development, empowerment, and advancement opportunities in the City. Overall responses on the different statements indicated that practitioners predominantly

disagreed that development; empowerment, and advancement opportunities neither focused, influenced, and or continuously were aligned to accommodate the changes in the City.

Table 5.6: Theme six – Statements Relating to Development, Empowerment, and Advancement Opportunities

Theme 6	Agree	Unsure	Disagree
Gender roles meaning behaviours, tasks and responsibilities that society deems appropriate for men and women, influence the appointment and progression of women into senior management position	2	1	3
As per City's Women Employees Empowerment Strategy, initiatives that focus on capacitating and strengthening individual and collective approaches of empowerment are adopted'	2	1	3
The City's structures and systems are continuously aligned, reassessed, and or restructured to fit its staff members demographical profile	2	1	2
Quantitative overview of responses	**6**	**3**	**7**

5.2.3 Descriptive Breakdown of Data Generated from Interview Discussions

The interview consisted of 15 pre-prepared questions that formed the guiding basis of the interview discussion. However, given that the interviews were semi-structured, supplementary questions were also utilised. The additional questions were primarily based on responses provided by interviewees, and were used to clarify areas where specific issues or answers were discussed. As such, additional questions that did not form part of the original interview question were not the same for all interviewees. The full set of interview questions is included as Appendix A.

The interview questions and discussions focused on aspects of the City's EE framework, organisational policies, human resources training and development

measures, and organisational culture. Findings have been categorised into themes and areas of discussion that emanated from the engagements. Challenges, issues, and successes were highlighted in the interview discussions. However, for the purposes of this research the data generated from the discussions has been collated into themes and focus areas. The areas primarily focused on issues pertaining to the City's EE framework, organisational policies, human resources training and development measures, and organisational culture. The results of the data collated from the discussions are highlighted below.

5.2.3.1   Gender Disparities

To ascertain levels of gender disparity and representation in the City, questions relating to aspects of gender parity and representation were addressed to interviewees. These questions, *inter alia*, read as follows:

- What is the overall gender representation in senior management positions in the City?
- Is sex parity an objective in terms of how men and women are appointed across all positions?
- What is the sex parity in decision-making versus support functions?
- In what area in the workspace are women most lagging in terms of representation? What is the main reason for the inequality?

The responses to the above questions highlight and provide insight into gender representation in senior management, as well as the City as a whole. Management indicated that it was important to note the context of the City's current staffing profile in terms of assessing its gender equity and gender equality levels (Interviewee A, 2016). Gender equity, gender equality, and representation were a work in progress, as the City's former administration (prior to the year 2000 and the amalgamation of the different municipalities into the City of Cape Town) was male dominated. As a result, it has been difficult to break away from the staff profiles inherited from former administrations (Interviewee A, 2016). There are administrative undertakings towards equal representation of sexes but progress is slow and, as such, it has been a challenge to get the results of balanced gender representation in the different designations, and

specifically in senior management positions. Nonetheless, there has been peripheral improvement, with women recruited, trained, and appointed into senior positions, but the pace at which this is happening is still a challenge (Interviewee B, 2016). Furthermore, current staff profiles of each respective department and directorates are generated and distributed to line departments on a monthly basis. The objective of this task is to allow departments and/or directorate to consult and consider the targets based on their current staff profile when filling vacancies and talent management. However, the monthly statistics provided to line departments by the EE unit are not always considered as the guiding basis for closing the gender gap in the respective departments (Interviewee C, 2016).

5.2.3.2   Gender Equality Measures and Frameworks, Institutional Practises and Policies, and Organisational Culture

The baseline question relating to the City's practise, policies, organisational culture, and gender equality measures and frameworks were also assessed. The areas of discussion in this section of the interviews were mostly interrelated and interviewees were asked the below questions:

- Does the City have written gender policies that affirm its commitment to gender equality? If so, how are staff members made aware of these policies?
- Is there a strategy or action plan in place to address issues of gender inequality at all levels of the institution, and how is this being implemented?
- How or do existing business/institutional rules and decision-making procedures reflect on the commitment to gender equality?
- How can business rules and decision-making procedures sustain/create an environment of gender equality?
- What are the constraints/challenges experienced by the City in retaining either women or men in their positions? Are there any exit surveys or interviews conducted? If so, has this data been analysed, by sex and function?
- Is there an internal senior-level gender task team monitoring and holding the City accountable for gender mainstreaming in relation to both technical work and administrative procedures?

Data collated from these questions noted that the City does not have a gender equality specific policy and/or strategy. Gender equality is addressed with other aspects of EE under the ambit of the EE policy and strategy, EE plan, and women empowerment strategy with implementation bestowed to line management in the respective departments as part of their function (Interviewee A, (2016) and Interviewee B, (2016). According to Interviewee E (2017) and Interviewee D (2016), there is some degree of commitment to gender equality enhancement; however, there are shortfalls concerning proper action plans that result in attainable gender equality deliverables and implementation. The EE unit has an advisory status on how line management implements these responsibilities, however the advisory status has no recourse process if line managers fails to follow advise (Interviewee A, 2016 and Interviewee D, 2016). Interviewee C (2016) also highlighted that there was dissimilarity in establishing whether gender equality strategies are effectively adopted. The EE department responsible for monitoring this function indicated that there were shortfalls. As it stands, success plans, which are an ideal tool for enhancing gender equality insofar as representation in the City, are often overlooked and/or do not exist in some departments (Interviewee C, 2016).

Furthermore, there is minimal influence on business rules in terms of gender equality prioritisation and relevance in the City as a whole (Interviewee A, 2016). Two interviewees pointed out that prioritisation of gender equality is influenced by political intervention, as well as the organisational culture. According to Brown (1998) 'organisational culture is patterns of beliefs, values, and learned ways of coping with experience that have developed during the course of an organisation's history, and which tend to manifest in its material arrangements and in the behaviours of its members'. It is basic assumptions developed by a given group in an organisation often unwritten and nonverbal but portrayed in how things are done. The City's organisational culture entails practises of transactional management style; inflexible working hours non-accommodative to single and or working mothers; staying longer at the office after office hours; immediate availability and access to employees and presentism (Interviewee d, 2016). The organisational culture of the City often make it difficult to prioritise gender issues, and gender equality often finds itself at the bottom

of the list of issues that the City needs to prioritise (Interviewee A, 2016 and Interviewee B, 2016). Additionally, Interviewee A (2016) highlighted that poor enforcement and accountability implications from internal and external monitoring agencies, such as the Department of Labour, also contributed to the paucity of prioritisation of gender equality. The City's practises turned out to be formal compliance issues verses substantive measures, a case in point being, gender balancing in positions is mostly considered in junior and/or unskilled positions (Interviewee A, 2016).

Moreover, Interviewee C (2016) and Interviewee D (2016) emphasised that organisational culture and gender inclusiveness were a challenge. The organisational culture of the City is twofold – at the executive and director levels there were high levels of political influence, whilst, at the middle and junior management levels it is the organisational culture that is a challenge. Most of the City's directorates are predominantly male and so is the operational environment. The organisational culture of the City was not reviewed and/or realigned after the amalgamation of the different former municipalities (Interviewee C, 2016; Interviewee D, 2016; Interviewee E 2017; and Interviewee A, 2016). Moreover, Interviewee B (2016) noted that the male dominated culture was also visible in the number of sexual harassment cases reported. Interviewee B (2016) noted there were a number of disciplinary actions reported to the EE department where cases involved exhorting conduct of a sexual nature, advancement, and or innuendos. Consequently, women in the City adapt to the male-dominated culture and/or operating environment, which is difficult. Women appointed into senior positions find themselves isolated and habitually have to adopt a male persona (Interviewee E, 2017).

5.2.3.3   Development, Empowerment and Enhancement

Interviewees also addressed matters pertaining to development, empowerment, and enhancement opportunities in the City; specifically, how they contribute to the progression and or advancement of women into senior positions. The following questions were used as the baseline for the discussion:

- Does the organisation have succession plans? Do departments have succession plans, and are the plans aligned to the EE plan and meetings its set targets?

- How is the capacity of staff members developed to put gender equality policies into operation in their daily duties/work environment?

- How does the City ensure equal benefits for women and men in staff training and development activities?

- What does it take to advance in the City? (a) Is the criteria/s written down? Is there a difference between what is written down and what is practiced? (b) If any, does the implementation of the advancement process differ for women and men?

- Are there proactive strategies implemented to recruit or promote women into senior management positions?

Interviewee E (2017) indicated that intervention measures designed for development, empowerment, and advancement opportunities are not disaggregated based on gender, as distinction is not made insofar as gender breakdown for training opportunities. There are no designated strategies that focus on recruiting and promoting women into management positions (Interviewee E, 2017). The City has an advancement policy and procedure that is applicable to all staff members and to different designations. Nonetheless, there are generic targets with departments independently tasked with the internal development of interventions to empower, develop, and capacitate staff members (Interviewee A, 2016). Most developmental training programmes are supposed to be informed by WSP and it is the obligation of line managers in consultation with employees to determine training and development measures that are suitable for the WSP of individual employees. Interviewees E (2017); Interviewee D (2016) and Interviewee C (2016); however, indicated that there are current challenges within this process. Employees have raised concerns that line managers do not often consult employees on the training and development initiatives added in their WSP, or often approve training initiatives that are not developmental for career stream progressions of employees.

However, there are some departments (Information Systems and Technology; Safety and Security; Communications; and Finance) particularly those with gender forums who have done their gender analysis and identified areas where there is a gap in gender representation in the different occupational streams. As a redress measure these department try to priorities women by ring-fencing funds to provide training for the identified groups (Interviewee B, 2016). These trainings are specifically for women in areas where they are underrepresented or do not have the prerequisites skills to apply for positions that are dominated by males. Furthermore, Interviewee E (2016) indicated that majority of departments have no succession plans. Departments who adopt the approach of succession plans are often practises driven by individual line managers versus having succession plans that are part of the strategic planning process of that department. As such, it is challenging to ascertain or conduct an audit quantifying exactly how many departments have succession plans. A holistic overview of the City indicates that there are no succession plans put in place within the respective departments (Interviewee E, 2017).

Interviewee C (2016) and Interviewee D (2016) alluded that EE workshops were used at intervention measures to capacitate staff members about gender equality policies and how can they be operationalised into their daily duties/work environment. On the matter of advancement criteria, all interviewees (Interviewee A, (2016); Interviewee B, (2016); Interviewee C, (2016); Interviewee D, (2016); and Interviewee E, (2017) indicated that training initiatives and advancement criteria follow the same approach. They focus on individuals and are not disaggregated with the intention of developing and or progressing one sex over the other. There are different requirements in the respective departments that need to be met for employees to be able to advance into senior positions and these criteria's do not look at gender equality representation.

5.3 Conclusion

This chapter has presented the findings of the research. The investigation of the study entailed assessing interventions and self-administered surveys to a population sample of 6 DGIS practitioners', as well as interviews with two DGIS senior practitioners, and

three managers two from the EE unit and one from HR Training and Development. The interviews were on a one of one basis and survey questionnaires were self-administered by individual DGIS practitioners. Data collected through the surveys and the interviews has been presented above. The collated findings of the data consisted of areas, such as gender disparities; gender equality measures and frameworks; institutional practise and policies; and the development, empowerment, and enhancement measures. The next chapter will focus on the holistic interpretation and analysis of the findings within the context of existing literature.

CHAPTER SIX

INFERENTIAL INTERPRETATION, AND ANALYIS OF THE FINDINGS

6.1 Introduction

The previous chapter summarised the findings of the perception survey, as well as interviews data. Given the interrelatedness of the different statements that have been organised according to themes, the analysis, and interpretation of the different statements will be discussed in a theme perspective. Data was analysed to identify, explore, and correlate DGIS practitioners' perceptions of women's progression into senior management positions; the responses from interviewees and the assessment of the City's EE framework. This chapter focuses on correlating, interpreting, and analysing the data generated from the interviewees, the City's EE framework, and survey questionnaires.

Data was collected through three methods: a short self-administered survey, semi-structured interviews, and a review of the City's internal employment statistics and EE framework. Given that the research focused on assessing advancement of women into senior management positions, the target sample population for the self-administered survey were DGIS practitioners whom, based on their function and roles as gender equality advocate and champions should have a better understanding on the current state of gender equality in the City. This assumption surmised on the basis that the DGIS unit has the responsibility of advocating, monitoring, evaluating, and championing gender equality in the City. Interviews were conducted with two senior DGIS practitioners and three managers (two from the EE unit and one from HR training and development) who are responsible and/or involved in the oversight processes of advocating, monitoring, evaluating gender equality, and training and development aspects. To supplement the interviews and survey questionnaires data, internally EE framework documents were also reviewed in chapter four and will be further discussed. Six self-administered survey questionnaires were distributed and six were received back. Five interviews were individually held with – two senior DGIS practitioners; a

DGIS Head; the Human Resources Training and Development manager and the Director/Level 3 manager of the DGIS (formally manager of EE unit). Documents reviewed form part of the City's EE framework. They consisted of the Women's Empowerment and Gender Equality Policy Discussion Document (2004); Employment Equity Policy (2005); Employment Equity Plan for City of Cape Town 2010-2015 (2009); Employment Equity Plan for City of Cape Town 2015-2019 (2015); Women Empowerment Strategy for Staff within the City of Cape Town (2009) and lastly, the City of Cape Town's August 2016 staff profile. The surveys and interviews consisted of two sections:

- Section 1 contained questions related to demographic information of the respondents and or interviewee.
- Section 2 focused on organisational policies, human resources policies and practises, the City's organisational culture, prioritisation of gender equality, adoption, and implementation of gender equality strategies and or measures.

6.2 Discussion of Findings

The statements of the perception survey were converted and aligned into interview questions for the individual interviews held with the two senior DGIS practitioners and three managers. As such, the subject of discussion in the interviews coincides with the statements of the perception survey. For correlation purposes, the data has been organised into different themes, and these were categorised into mutual subject areas. The areas are gender disparity; organisational culture and gender inclusiveness; the adoption and implementation of gender equality frameworks; prioritisation and relevance of gender equality in the City; the enhancement of gender equality in management; and, lastly, the training, development, empowerment, and advancement of women in the City. Below is an inferential interpretation and analysis of the responses that were provided by research participants both survey and interview participants.

6.2.1 Demographic Overview Description of Survey Questionnaire and Interview Participants

In chapter five descriptive data was generated to contextualise the demographic variables of the research sample population. The demographic variable consists of gender, age, level of education, designations, pay scale levels, and years of service.

Correlations concerning gender, age, designation and years of service in the current position often have a significant role in how an individual responds to a set of questions and or statements. However, in this study research findings indicate that gender, neither level of education, nor pay scale levels had adverse impact on the practitioners and managers responses. Variables that affected the responses for both DGIS practitioners and interviewees were the years of service and the designations. Practitioners and managers with longer years of service in their roles indicated that gender inequality, specifically the advancement of women into senior positions was an issue, whilst practitioners with two years of services indicated they were unsure on the status of gender equality in the City. The basis of this notion is that longer serving employees are more inclined to have a better understating of an institution and the challenges it faces due to their long-standing service. Furthermore, longer service employees tend to have high levels of negative attitudes in comparison to newly serving employees. Managers comparatively to practitioners were also able to substantiate their responses due to their strategic involvement on some of EE framework and its implementation.

6.2.2 Gender Disparity

The first theme determined the extent of gender equality and gender equity within the City, by assessing the individual responses to the statements and questions put before DGIS practitioners and interviewees. Results of DGIS practitioners' survey responses presented in chapter five and in Table 5.1 affirmed that DGIS practitioners shared comparable sentiments on the achievement of gender equality and gender equity. As can be seen from Table 5.1, three DGIS practitioners disagreed that gender equity in the City had been met; two practitioners indicated it had been met; and one practitioner who was unsure. On the statement of gender equality, three DGIS practitioners

disagreed that gender equality for the most part in the City had been attained; two practitioners agreed it was attained, and one was unsure. Consequently, of the six DGIS practitioners responses (three out of six) of the practitioners were of the perception that relations between men and women that leads to equal status, rights, levels of responsibility, and access to power and resources has not been achieved. As such, theme one responses inferred that some DGIS practitioners were of the view that there is subjectivity in gender equality and gender equity in the City. Achievement of gender equity creates an anecdotal perception that there is fairness in treatment between men and women, which is not absolute. Gender equity is effective in conditions where gender equality exists. In the current labour markets to achieve gender equality in management positions for women, gender inequity in the form of affirmative differential treatment in favour of women needs to be adopted.

Individual interviews with two DGIS senior practitioners and selected manager's assertions on the state of gender equity and gender equality achievement in the City were discussed. Gender equality was measured in the context of the staffing profile, particularly gender equality representation in management occupational levels. Interviewee data deduced that it is important to note the context of the City in terms of assessing its gender equity and gender equality levels. Interviewee B (2016) highlighted that gender equity and gender equality in the City is a work in progress, as the City inherited a former administration (prior to the year 2000 and the amalgamation of the different municipalities into the City of Cape Town) that was male dominated. Therefore, it has been difficult to break away from staff profiles inherited from the former administrations employee profile.

The legacy of the City is that women were previously disadvantaged, where they were lower in workplace representation numbers and predominantly in areas where they did not influence decision-making; hence, people with the longest service in management positions within the City are still predominantly male (Interviewee E, 2017). Nonetheless, there are endeavours to have balanced representation of the sexes but progress is slow and the fact that South Africa's economically active population statistically guides the workplace gives a slight advantage to men (Interviewee E, 2017).

Given this context, it has been a challenge to get the results of balanced gender representation in the different designations and specifically in senior management positions. However, there has been marginal improvement, with women being recruited, trained, and appointed into senior positions but the pace at which that is happening is a challenge (Interviewee A, 2016). Fast-tracking and accelerating changes that will produce balanced gender representation and gender equality across designation levels is a challenge that can be qualified by the dominant male workforce perpetuated by the low staff turnover, as the City cannot suddenly expel 10 000 males to make way for equal gender representation (Interviewee B, 2016). The August 2016 occupational levels staffing profile affirms this notion.

According to gender representation of August 2016, in the occupational level of academically skilled employees remunerated at T levels 9-13, 59.66% of the population was male and female were 40.34%. Review of staffing profile presented that, the higher the T levels increased so did the gender representation gap (See Table 4.2). In the professionally qualified occupational level remunerated at T levels 14-18, male representation was at 69.91%, whilst females were at 30.09%. In the senior management category with employees remunerated between T levels 19-22, 76.96% were males and 23.08% consisted of the female populations. The senior management category was the occupational category with the highest gap gender representation. Representation levels within top management remunerated at T level 23+ demonstrated that 60% of the population were male and 40% were female, a slight reduction from the 76.96% male, and 23.08% female representation at the senior management occupational level.

From the perspective of trying to close and/or balance the gap in gender disparities, Interviewee C (2016) indicated line managers in the respective departments and directorates received their current staff profiles on a monthly basis. The objective of this task is to allow departments and/or directorates to consult and consider the targets based on their current staff profile when filling vacancies. Interviewee D (2016), Interviewee A (2016), and Interviewee C (2016) further expressed that, what has been observed is that, when the shortlisting process is compiled, it is not necessarily

compiled in relation to the targets that exist in each department, and HR practitioners and line managers involved in this process often disregard the desired targets. Consequently, data generated from the interviewees, the DGIS practitioners' survey and staffing profile data indicated that there disparity on the fairness in treatment between men and women insofar as career progression is concerned.

6.2.3   Organisational Culture and Gender Inclusiveness

Having established insights on gender equity and gender equality, the next unit of analysis sought to assess the City's organisational culture and gender inclusiveness. Individual DGIS practitioners' survey and interviewees' responses to the statements on the City's organisational culture and gender inclusiveness varied.

DGIS practitioners' responses on two of the statements presented in Table 5.2 relating to gender inclusiveness and adoption of strategies that encourage appointment of women into senior positions were identical. Three DGIS practitioners' survey responses agreed that *the City has a gender inclusive culture in matters of career development,* and that *the City adopts strategies that encourage participation and appointment of women into decision-making positions'*. However, two DGIS practitioners disagreed with both statements; whilst one practitioner indicated they were unclear. Conversely, five DGIS practitioners' survey responses indicated they were undecided if diversity management initiatives were aligned to the City's organisational culture. In essence, DGIS practitioners' responses surmised that they were not aware of any correlations on the use of diversity management initiatives to perpetuate a gender inclusive organisational culture in the City. Literature reviewed in chapter two, argued that diversity management is behavioural science research, theory, and methods based on race, gender, sexual orientation and others human differences (Cilliers (2007:33). It is an essential means through which organisation could, re-invent, influence, and create a gender inclusive organisational culture. Furthermore, Veldsman (2013) also noted that diversity management initiatives are essential in balancing the effects of exclusion in the work environment caused by inborn and learnt individual attributes and/or diversity dimensions. As such, diversity management initiatives could be utilised as measures of creating and encouraging a gender inclusive culture within the City.

Management and staff buy-in in achieving gender equality was also measured in theme two with the context of buy-in as a measure of organisational culture and inclusiveness. DGIS practitioners' responses on buy-in from staff and management balanced across perceptions. Two DGIS practitioners agreed there was buy-in from the perspective of management as well as staff. Two practitioners were also of the view that there was no buy-in from management or staff, whilst two more DGIS practitioners were undecided on the matter. Given the intricacy in determining and quantifying buy-in as a quantifiable action, the balance in DGIS practitioners' responses is not outside context. Buy-in as a quantifiable action is challenging, however, it can be discernible in the context of prioritisation and relevance as a different measure. As such, gender equality buy-in was similarly assessed in theme four in the context of prioritisation and relevance of gender equality in the City.

Interviewees' data provided context and a broader perspective on the City's organisational culture and gender inclusiveness. Interviewees' discussions offered dissimilar data to that generated from DGIS practitioners' survey responses. Interviewees first highlighted that the culture of the City has as equal importance as other formalised internal systems and procedures relating to employees however, the City's organisational culture and gender inclusiveness were a challenge. Interviewee B (2016) and Interviewee C (2016) denoted that is challenging to influence employees' socially inborn and externally learnt behaviours that influence the work environment, given that, organisational culture and gender inclusion are areas that are non-tangible nor prescriptive but are realised through behavioural actions and practises. Interviewee A (2016) expressed that the City's culture was twofold – at the executive and senior management levels there is a lot of political interference as political leadership has a greater role in the appointment of these vacancies, while at the middle and junior management levels it is the City's organisational culture that is a challenge. Majority of City's directorates are predominantly male dominated and so is its operational environment (Interviewee A, 2016). Interviewee B (2016) further noted that a male dominated organisational culture that restricted women's progression was also identified by the levels of sexual harassment cases recorded in the City. Reported

employee relations cases indicated that sexual harassment involving sexual advancement and or innuendos was a concern.

After the year 2000's amalgamation of the different former unicity municipalities, the City omitted to review and or realigned its organisational culture in order to create an accommodative gender inclusive organisational culture for both men and women based on its newly formed demographic profile. A male dominated culture persisted and male-dominated morals and values exist in most directorates, which perpetuate the maintenance of an organisational culture that is not amiable to women, especially in top and senior management levels (Interviewee A, 2016). Consequently, women in the City have to adapt to the male dominant culture and/or operating environment in order to progress (Interviewee A, 2016). The culture is such that women appointed into management positions find themselves isolated (Interviewee E, 2017). Women who have succeeded have to learn to internalise the male persona, and adapt to the male-dominant culture. Moreover, Interviewee E (2017) highlighted that individuals, specifically women who manage to stay in the senior management levels, are individuals who joined the City years ago, therefore have been socialised into the culture of the City through their career trajectory. They have learnt to adopt and internalise the male persona in order to progress in their career streams. As a result, the City's organisational culture creates an environment where gender inclusiveness is challenging towards women.

Given the above discussion, in relations to Rippenaar-Joseph's (2009) definition of gender-mainstreaming one can argue that gender-mainstreaming approaches, which DGIS findings indicated had been adopted, have not been effective in the City. Rippenaar-Joseph (2009) states, gender-mainstreaming approaches recognise that formal and substantive gender equality process happens in a masculinist society favouring men and their interests. Therefore broad organisational transformation needs to occur, which integrates, reconceptualises, and/or re-invents the entire organisation as it interrogates and undoes its deep structures (Rippenaar-Joseph, 2009). In most cases, the structures that Rippenaar-Joseph (2009) refers to are predominantly the basis for a gender inclusive organisational culture and practises.

In summary, three out of six DGSI practitioners' responses surmised that the City had a gender inclusive culture and that it adopted strategies that encourage participation and appointment of women into decision making positions, whilst two disagreed, and one was undecided. Conversely, staffing profile statistics disaggregated based on gender at occupational levels and data collated from interviewees emphasised a contrary insight. Staffing profile data presented that men were overrepresented in occupational levels, whilst females were underrepresented. This observation interpreted in the context on gender disparity and gender inclusiveness indicates that the City's environment favours males comparatively to females. Supplementary, interviewees articulated that overrepresentation of males in the City indirectly influenced and perpetuated a male dominant organisational culture that is not gender inclusive towards females. An analysis of the opposing notions correlated and interpreted deduced that, though the City has a gender inclusive and adopted strategies that encourage participation and appointment of women into decision-making positions, these processes did not cascade to effect gender equality in in occupational levels particularly in management positions. Measures adopted did not affect EE targets in the desired manner.

6.2.4   The Implementation of Gender Equality Frameworks

Theme three focused on notions pertaining to the implementation of gender equality through different approaches, processes, and initiatives. Table 5.3 in chapter five summarises the subjects cited to DGIS practitioners for their perception on this theme.

Subjects cited in theme three assessed DGIS practitioners' perceptions on the scope of gender mainstreaming; participations and encouragement strategies; recruitment and promotion; and individual and collective approaches that empower and capacitate women into management positions. DGIS practitioners indicated their perceptions on the effective implementation of strategies, policies, and or plans for purposes of enhancing and promoting women into management positions. DGIS practitioners' survey responses on the effective implementation of policies, strategies, and/or plans that enhance gender equality in the City, correlated with that, strategies to recruit and promote women into management positions successful implementation (see Table 5.3). For both statement most of DGIS practitioners disagreed that neither of the statements

had been successfully and or effectively implemented. Moreover, three DGIS practitioners' perceptions similarly affirmed that initiatives that focus on capacitating and strengthening individual and collective approaches of empowerment were not adopted either.

Gender equality implementation frameworks were also assessed through gender mainstreaming. Conversely, results relating to the adoption of gender-mainstreaming approaches were in conflict to that on effective implementation of strategies, policies, and or plans. As can be seen in Table 5.3, four of DGIS practitioners' survey responses agreed that gender-mainstreaming initiatives that institute gender equality sensitive programmes, policies, and practises were adopted, even though, three DGIS practitioners had similarly inferred that gender-mainstreaming approaches in recruitment and selection practises were not adopted. An overview of the above responses surmises that DGIS practitioners are of the view that gender mainstreaming is adopted in instituting gender equality; however, the same could not be said in practise of recruitment and selection. An interpretation of the DGIS practitioners' survey data results signify that the challenge persisted in achieving effective and or successful implementation of the initiatives, strategies, policies, and or plans. Analysis of the responses deduced that adoption of initiatives, strategies, policies, and or plans was not the apparent challenge.

Theme three's focus was further engaged on a broader context with individual interviewees. All interviewees (Interviewee A, 2016; Interviewee B, 2016; Interviewee C, 2016; Interviewee D, 2016; and Interviewee E, 2017) as a point of departure indicated that the City does not have designated strategies that recruit and promote women into management positions nor does it have a gender equality specific policy and/or strategy. It has an advancement policy and procedure that is applicable to all staff members, irrespective of gender. Interviewee A (2016) and Interviewee B (2016) further asserted that gender equality in the City is collectively addressed under the ambit of the EE policy and strategy with other aspects of EE. These aspects included gender diversity workshops, EE plan, and women empowerment strategies. Interviewee D (2016) articulated that the EE department is the custodian of the women's strategy

empowerment, as well as the EE policy and strategy documents, but implementation of the respective plans and strategies happens at line management level. In essence, the role of the EE unit is twofold – firstly, it is to sensitise line management on the implications of EE legislations, as well as introduce programmes that would encourage gender equity and gender equality. Secondly, the EE unit must monitor and evaluate implementation measures relating to EE. However, the implementation of these roles has been met with challenges as these functions are often watered down to observation status (Interviewee A, 2016). Line management in respective departments is responsible for the appointment and filling of vacancies, as well as the balancing of EE targets at a departmental level. The EE unit should oversee how line management implements these responsibilities, as well as oversee elements, such as overall coordination; EE education and awareness raising; and advise line management on desired EE targets.

Moreover, Interviewee A (2016) highlighted that there is a distinct difference between the EE policy and strategy, and the women's empowerment strategy. For the EE policy and strategy there is a City manager directive that determines how certain processes are to be implemented and regulated in a more effective manner in the City. However, as far as the women empowerment strategy is concerned there are shortcomings in terms of effective implementation process and monitoring. Interviewee D (2016) and Interviewee B (2016) highlighted that, the women's empowerment strategy works, but lack effect given the paucity of an implementation process and the current staff profile in management positions in the City. Its shortcoming is that there is no institutionalised tool in terms of implementation, monitoring and evaluating the strategy. Consequently, the monitoring process does not happen in the manner it ought to be happening (Interviewee B, 2016). As a remedial measure, there has been a proposal to update the women's empowerment strategy in order to institutionalise an implementation and monitoring tool (Interviewee B, 2016). As it stands, the only element of monitoring that is currently active is in terms of the targets of employment as there are monthly profiles that allow the EE unit to track movements in employment profiles, whether it is up, down or on target (Interviewee C, 2016). Moreover, organised labour also needs to start championing the cause for gender equality. In organised labour's present advocacy

state, gender equality, and gender equity is not part of their agenda (Interviewee D, 2016). All role players need to be on board in the same page with the commitment to implement gender equality in the City, as it is going to be a one-side battle with everyone else only paying lip service.

Given the abovementioned context on the adoption and implementation of gender equality frameworks, there was an overall agreement from both surveys and interviewee research data collated that gender equality frameworks were not effectively implemented. Data indicated that gender equality initiatives, and strategies are adopted but fail short in effective implementation. As such, the surmised view from overall data is that gender equality frameworks are adopted, but the challenge resides in effectively implementing the frameworks. Interviewee data asserted that be it initiatives are adopted or not, the challenge rose in the effective implementation of these measures. Paucity in institutionalised implementation, monitoring, and evaluation recourse tools rendered EE particularly gender equality measures ineffective.

6.2.5   Prioritisation and Relevance of Gender Equality to the City

Theme four focused on the prioritisation and relevance of gender equality in the City, and the following conclusions were made. Five out of six DGIS practitioner's survey responses settled that gender equality is relevant to the mandate of the City. Responses on the subject of gender equality being a priority affirmed balanced perceptions of DGIS practitioners as three practitioners agreed and three disagreed. Moreover, responses on gender equality buy-in from staff as well as management showed an equal split on perceptions of two practitioners each amongst those who were undecided, agreed, and disagreed. Furthermore, on the consideration of gender equality in management positions for purposes of organisational development, DGIS practitioners' responses were predominantly undecided as survey responses indicated that three practitioners were undecided, one agreed, and two disagreed (see Table 5.4).

An overall assessment of DGIS practitioners' response on theme four surmised that gender equality was relevant to the City as a mandate; however, not necessarily

prioritised in implementation efforts. Furthermore, DGIS survey practitioners' data on buy-in to achieve gender equality from both management and employees indicated that practitioners' views equally diverged between agreeing, uncertain, and disagreement, as two practitioners agreed, two were uncertain, and two more disagreed with the statement. With this in mind, the subject of buy-in was complementary assessed through a different statement. DGIS practitioners correspondingly had to point out whether '*EE workshops are well attended by staff members*' and four DGIS practitioners disagreed with the statement whilst two agreed. By disagreeing, the four DGIS practitioners inferred that not only were EE workshops not well attended, but this was an indication that buy-in to achieve gender equality from staff members was not a priority to staff members and management.

On a different note, four DGIS practitioners also acknowledged that '*the City has existing partnerships and gender equality dialogues with external gender equality advocates, sector experts, men and women constituencies such as Unions, NPOs, NGOs*'(see Table 5.4). Additionally, DGIS practitioners' furnished responses on the consideration of gender equality as a priority in management positions for purposes of organisational development. Data collated from these responses surmised that three DGIS practitioners' were undecided if gender equality is considered a priority for organisational development, two practitioners disagreed, and one practitioner agreed with the view. The overall conclusion of DGIS practitioners' perceptions on theme four is that gender equality was of relevance to the City's mandate, however it lack buy-in and prioritisation, which transpired in the lack and or poor implementation of measures, intended to achieve gender equality.

In light of the above, interviewees data was supplementary assessed to ascertain prioritisation and relevance of gender equality in the City. Data gathered from interviewees provided a contextualised interpretation. According to Interviewee B (2016), there is minimal influence of rules in terms of gender equality prioritisation and relevance in the City. As cited previously in theme two, two mediums influence the prioritisation and relevance of gender equality in the City – the political intervention at the executive levels, and the organisational culture in middle to lower employee levels.

Minimal buy-in from political intervention and the organisational culture of the City often make it very difficult to prioritise gender issues (Interviewee A, 2016 and Interviewee B, 2016). The City, as a sphere closest to the people, often finds itself with a number of service delivery related issues, where gender equality is not measured a priority (Interviewee A, 2016). Consequently, gender equality often finds itself at the bottom of the list of issues that the City needs to prioritise. Against service delivery matter and list of other issues that the City's administrations need to address, gender equality often measures as a peripheral matter.

Additionally, as can be seen in Table 5.4 in chapter five, survey data indicated that partnerships and gender equality dialogues with external gender equality advocates, sector experts, men and women constituencies existed. The data collated from interviewees correspondingly put into perspective the partnership with external stakeholders. Interviewee D (2016) highlighted that poor enforcement and accountability implications from both internal and external monitoring agencies, such as the Department of Labour and Unions management and executive management was poor. Had external parties and executive management committed and prioritised gender equality, gender equality implementation deviations would not occur frequently, other than in extenuating circumstances supported by substantive motivation (Interviewee A, 2016 and Interviewee D, 2016). In its current state, gender equality prioritisation and relevance is provided lip service, 'on paper buy-in' with nominal action plans and shortfalls in implementation (Interviewee D, 2016). As such, EE plans, strategies, and procedures are often legislative compliance measures, as national legislation of EE requires that all organs of state must comply with its clauses. In City practises, prioritisation is an issue of formal compliance and not substantive measures as compliance measures do not translate to substantive gender equality outcomes at ground level (Interviewee A, 2016).

6.2.6   The Enhancement of Gender Equality in Management

In theme five, two statements were utilised to conclude DGIS practitioners' perception on measures of enhancing gender equality in management positions. The perspective of the statements focused on differential treatment, fair discrimination, and recruitment

and selection processes (see Table 5.5). DGIS practitioners supported fair discrimination, created around differential treatment in appointments as measures to enhance gender equality in management positions. Four practitioners agreed with that there should be a quota system introduced in order to guarantee a fixed proportion of vacancies for women in management positions. On the other hand, two practitioners disagreed with the adoption of a fixed quota system as a means of enhancing gender equality in management positions. Conversely, DGIS practitioners similarly indicated divergent responses on the subject of considering recruitment and selection criteria and procedures for gender equality when making appointments in management. Responses equally split with two practitioners agreeing, two undecided and two disagreed.

Holistically, theme five responses comparatively affirmed the responses of theme three, particularly the statement on the notion of the effective implementation of gender equality policies, strategies, and/or plan to enhance gender equality. As previously noted in theme three, four DGIS practitioners indicated disagreement that gender equality policies, strategies, and or plans were effectively implemented (see Table 5.3). DGIS practitioners responses in theme five, assessed in conjunction with the statement on the consideration of recruitment and selection criteria and procedures in appointments at management positions has been reiterated. Theme three responses indicated that DGIS practitioners' were of the view that effective implementation of gender policies and strategies to enhance gender equality were not adopted, so were the responses on theme five insofar as the recruitment and selection criteria and procedures considering gender equality in appointment of senior managers.

Interviewee D (2016) and Interviewee E (2017) articulated that there are a number of process, stakeholders, and process owners essential and involved in the enhancement of gender equality. Contrary to the results of the DGIS practitioners' surveys, data collated from interviews acknowledged similar responses, however not necessarily shared the same interpretations. According to interviewee engagement, there is commitment to some degree to gender equality enhancement. Nonetheless, there are shortfalls, as commitments lack the support of proper action plans with specific deliverables that enhance gender equality. Interviewee E (2017) noted that differential

treatment in favour of women and/or a quota system that guarantees fixed proportions in senior management positions would not solely enhance gender equality in management, particularly given the City's organisation culture. To enhance gender equality, measures adopted and implemented must align to measurable deliverables and institutionalised City processes and practises, such as the organisational culture, succession plans, strategies, and key performance indicators of senior managers.

Moreover, interviewee data also articulated that as far as recruitment and selection is concerned, there is a disjuncture, as shortlisting practitioners and interview panels are not always sensitised to matters of gender equality and the City's gender equality targets (Interviewee C, 2016). Recruitment criteria are standardised and not context specific. HR, particularly the recruitment and selection component, is a critical partner in creating a platform for addressing gender gaps in occupational levels. However, HR does not often understand the perspective of EE, nor does it adopt the vision that undertakes that on top of assisting line managers in recruitment and selection processes, it must also act as supportive custodians of EE so that selection procedures and appointments enhance gender equality (Interviewee C, 2016). As such, gender equality consideration in recruitment and selection procedures is often deficient. Interviewee D, (2016) and Interviewee C, (2016) emphasised that there must be targeted recruitment to attract and retain women in the different occupational levels, particularly where they are underrepresented. Gender equality prioritisation and consideration in recruitment and selection processes is predominantly in junior positions. Considering processes of recruitment and selection as a matter for creating gender balance and closing the gender gap in management positions is not the same as the approach in junior positions (Interviewee A, 2016).

6.2.7   Development, Empowerment and Advancement Opportunities

Theme six consisted of three statements on training and development, empowerment, and advancement to management positions for women. DGIS practitioners' survey responses on the different statements assessed were presented in Table 5.6 of chapter

five. Responses to the statements on training and developing, empowering and advancing women into senior management positions aligned.

DGIS practitioners responded to whether gender roles as deemed by society influenced the appointment and progression of women into senior management position. Additionally, DGIS practitioners had to point out if focuses on *individual and collective approaches of empowerment that focus on capacitating and strengthening skills were adopted*. For both statements, three DGIS practitioners asserted disagreement; two agreed and one was uncertain. DGIS practitioners disagreed with the notions that external work environments, such as the socialisation process of individuals - what society deems appropriate for men and women had influence in the appointment and progression of women into management positions. Essentially, DGIS practitioners' responses indicated that they were of the opinion that the process of appointing both men and women in management positions was objective from social behavioural norms. Two DGIS practitioners' responses indicated that external work environments have an impact on the appointment of men and women in management positions, whilst one was uncertain of the impact of socially deemed roles influencing men and women's appointment in management positions.

Contrary, DGIS practitioners' similarly indicated that focuses on capacitating and strengthening individual and collective approaches of empowerment are not adopted. Thus implying that, societal norms did not influence men and women's progression into management positions. Secondly, neither individual nor collective empowerment approaches were adopted in the City even though the City's Women Employees Empowerment Strategy advocated for such practises. DGIS practitioners' also responded to assessments relating to the City's structures and systems being continuously aligned, reassessed, and or restructured to fit its staff members demographical profile. Responses to the above statement indicated that the DGIS practitioners' perspectives differentiated on a balanced scale. Two DGIS practitioners agreed; two disagreed; one was uncertain; and one omitted response. Noteworthy on the above statement was that, it aligned with gender-mainstreaming approaches statements in theme three, as well as organisational culture statements in theme two.

The DGIS practitioners' responses on the respective themes inferred that structures, systems, and empowerment strategies are not continuously realigned to demographical profiles, thus indicating that gender-mainstreaming approaches are not adopted nor were diversity management initiatives.

Data collated from the interviewees articulated that men often occupied positions deemed muscular in nature, whilst occupations relating to social services were predominantly women (Interviewee E, 2017; & Interviewee A, 2016). To substantiate on socially defined roles influencing appointments, Interviewee E (2017) stated that, the Executive Directors for Community Services and Health were both females, and these areas are primarily associated with focuses of nurture specific activities. As such women in management positions were mostly likely appointed in support and or social service related areas. Furthermore, Interviewee E (2017) indicated that there were no individual and or collective interventions meant to capacitate women even from a training and development perspective, as there is no differentiation insofar as gender breakdown when training opportunities come to the fore. Training development measures are generic, with objectives primarily focused on meeting budgetary requirements. Training and development measures do not align to the needs of the City and/or its strategic objectives (Interviewee E, 201; & Interviewee A, 2016).

Each department and its line mangers are delegated responsibility to empower, develop, and capacitate employees so that they are able to compete favourably in the occupational levels through the WSP (Interviewee D, 2017). Consequently, career development focused training and development platforms available to employees are often WSP. According to the agreements at bargaining council, of the five training areas and employees' training initiative agreed upon, two of the training areas should focus on developmental areas aimed at enhancing individuals' career progression opportunities (Interviewee D, 2017). It is the responsibility of line managers in collaboration with employees to determine what initiatives will be suitable for the WSP of individual employee aligned to the business needs. However, currently the challenge with WSP is that line managers do not often consult employees on the training initiatives added in the WSP, thus adding training initiatives that are not developmental

or constructive towards women's' career progression stream (Interviewee E, 2016; Interviewee A, 2016; & Interviewee B, 2016).

Notwithstanding the above mentioned, Interviewee B (2016) also indicated that the departments with gender forums, who have done their gender analysis and looked at areas where there is a gap in terms of gender representation in the different occupational streams try to prioritise women by having targeted training ring-fence the funding to provide training. These training are for specifically women in areas where they are underrepresented or do not have the prerequisites skills to apply for positions dominated by males (Interviewee B, 2016). Every department does not necessarily adopt this practise, and it is mostly in lower occupational streams. Interviewee D (2016) recommended that succession plans be utilised as supplementary strategy to close the gaps identified in staffing profiles and by EE targets. The use of succession plan would afford line management enough time to train, develop, and capacitate underrepresented candidates. As it stands, success plans are often disregarded and ineffective measures in departments where they exist, whilst in most departments they do not exist (Interviewee D, 2016).

6.3 Assessment of the City's EE Framework Against Gender Equality Success Factors, Measures Identified in the Literature Review

Having collated data from survey questionnaire and interviewees, the research also assessed the City's EE framework against identified success factors of gender equality. The purpose of the assessment is to ascertain if the City's EE framework complies and aligns to proposed catalysis measures for meeting gender equality in the work environment. As previously mentioned, the City's EE framework consists of the Women's Empowerment and Gender Equality Policy Discussion Document (2004); Employment Equity Policy (2005); Employment Equity Plan for City of Cape Town 2010-2015 (2009); Employment Equity Plan for City of Cape Town 2015-2019 (2015); and Women Empowerment Strategy for Staff within the City of Cape Town (2009). In the prevailing chapters, findings indicated that adopting ideal and compatible measures is fundamental for strategies and or processes to be effective. Misalignment and

adoption of incomparable measures can render the most effective frameworks ineffective if the context and environment is not ideal.

In chapter two it was highlighted that gender equity and gender equality happens within a number of contexts, and influenced by different subjects and domains. Moreover, it identified that there are a variety of measures and indicators essential in addressing gender inequality in the labour market. Areas predominantly essential in fast tracking and yielding substantive measures of gender equality and women's empowerment entailed, inter alia, developing and or creating employee proficiency; access to resources and opportunity; and providing security by balancing power relations. Furthermore, the gender equality discourse accentuated that gender equality intensive institutions develop policies, strategies, and or initiatives guided and influenced by gender mainstreaming objectives; create partnerships conducive to promoting gender equality buy-in from all stakeholders; capacitate and strengthen individual and collective approaches of empowerment for women. It is not sufficient to propose and strategies on the process to address gender inequalities when the environment is not conducive to the implementation. For substantive outcomes, frameworks need contextualised environments, approaches, measures, and so forth. Contextualisation necessitates that the environment, either the culture of the institution and or practises be conducive to the process.

Gender equality encompasses, and is inclusive of a number of multifaceted subjects; therefore, the City's framework should adopt a scope that caters to such. To successfully meet and implement substantive gender equality, gender equality measures must assume a multi-faceted, multi-dimensional, and multi-sectoral approach. Strategies ought to be comprehensive to address issues of gender discourse, such as creating gender inclusive organisational cultures; implementation of gender mainstreaming approaches; inculcate a culture of diversity management in City practises; prioritisation of gender equality that transpires in substantive buy-in from staff and management. In light of the above, effective implementation of gender equality transpires in the cooperation and coordination of various components that

recognise the interdependence and interrelation of the components within gender equality.

The City's EE framework aligns, refers, and confers to affording individuals with skills capacity; resources and opportunity; and to some of the measures and indicators essential in meeting gender equality. The City formally subscribe to some of the key measures indicated as essential criterion for closing the gap in gender equality and working towards achieving gender equality. However, even though the City's EE framework subscribes to the measures as indicated in the gender equality discourse, it does not entirely subscribe to the measures in its practise. Findings noted that the gender equality measures are adopted in principal but lacked effect in implementation. As such, the research findings noted that the City's challenge predominantly ascended in the process of implementing the EE framework of the gender equality discourse scope. The City's measures, strategies, and EE redress tools operate in silos, whilst the context of the City's organisational culture and levels of buy-in from stakeholders has not created nor prompted gender equality. A conducive context requires that the City re-engineers its organisational culture and practises; develop gender equality implementation approaches aligned to gender mainstreaming approaches; and inculcate diversity management in its practises.

Moreover, the research findings also note that the City's EE policy highlights that senior management (Executive Directors and Directors) should spearhead the EE agenda, which is inclusive of gender equality within the City. Consequently, the EE policy not only creates a buy-in and advocacy role for management in achieving gender equality, it simultaneously sets management as key drivers of the process. It is management's responsibility to create an enabling environment that is gender sensitive and meets the specific gender needs of women and men; capacitate to transform culture and practices of the City; develop partnerships both internally and externally; and impact on the internal human resource policies to ensure the empowerment of female employees and the promotion of gender equality. Furthermore, chapter four indicated that the City's EE framework does not prescribe specific action plans and implementation strategies

to attaining gender equality. It has strategic objectives that align to the attainment of gender equality in the City as a collective.

Nonetheless, that the universal approach adopted by the City's gender policy framework perpetuates poor levels of implementation of identified gender equality measures and plans. In the findings of the research investigation, the paucity of specific actionable plans emerged as a challenge in effectively implementing gender equality measures. Paucity of measurable goals and action plans reduced gender equality measures to intangible outcomes provided lip service. Management in the respective directorates has been given the mandate to develop detailed action plans, implementation strategies that are SMART (specific, measurable, achievable, realistic, and timeous) and contribute to the holistic gender equality target of the City. However, in practise this process has not been adhered to, hence some departments have succession plans, gender forums whilst others do not have them. Given management's role as per the EE framework in spearheading gender equality, management's paucity of prioritising gender equality perpetuates poor implementation and the minimal trends in effecting substantive gender equality in management levels. Some of the identified measures management has lacked in prioritising included, inter alia; talent management; skills transferal; application of EE compliant procedures in the recruitment and selection process; and developing and investing in skills audits, PDPs, succession plans, skills shortage through education, training, and development as a key lever of workplace diversity.

Additionally, the EE framework similarly states that the City must create and encourage an organisational culture built on the foundations of diversity and promotes equitable representation of persons from designated groups at every occupational level of the City. However, the City's current overall occupational level statistical breakdown indicates this has not been met. Women are still predominantly underrepresentation in senior positions, whilst men are overrepresented in this area.

6.4 Conclusion

This chapter discussed the inferential interpretation and analysis of the findings generated from DGIS practitioners' surveys, individual interview discussions and the City's EE framework. The analysis and interpretation identified, explored, and correlated DGIS practitioners' perception on the progression of women into management positions, that of the City's EE framework, and of interviews with two senior DGIS practitioners and three managers of the City. The responses of DGIS practitioners and interviewees have been categorised into different themes that are related, interrelated, and/or independent. Furthermore, data findings deduced the research variables through correlations.

Overall, there were complementary notions between assertions of interviewees and that of DGIS practitioners' survey responses on the subject of the advancement of women into senior management positions in the City. Therefore, data generated from the interviewees, the DGIS practitioners' survey and staffing profile data indicated that there was paucity of fairness in treatment between men and women, as well as in the enjoyment of rights, entitlement, responsibilities, and opportunities. Conversely, interviewees views were predominantly that gender equality in the City was minimal and internal practises and culture had an influential process in the levels of the advancement rates. As a result, there is a slow pace of advancement of women into senior management position and interviewees asserted that the City could do more if the necessary measures are adopted and effectively implemented. In the next chapter, the implications of the findings will be discussed to determine if there is any correlation to the existing gender equality literature.

CHAPTER 7

CONCLUDING DISCUSSION AND RECOMMENDATIONS

7.1   Introduction

This chapter concludes the research and focuses on discussing the findings and analysis of the research presented in the preceding chapters. It reviews the problem statement in order to correlate it with the findings, and relay the interpretation of the findings in the context of the gender equality discourse.

The purpose of the research was to assess DGIS practitioners' perception and selected managers' views of gender equality, specifically advancement of women into senior management positions. The chapter will briefly provide a summary of the study, as well as its significance. Thereafter, it will focus on discussing the findings and interpretation of the study under the scope of, and relation with, existing literature in order to ascertain and draw conclusion as to whether findings supports or contradict the existing literature. As a result, the chapter contextualises and outlines the implications of the findings and determines the collective meaning, interrelatedness of the findings and discusses how they address the research question. Conclusions and recommendations are interpreted within the context of gender equality literature reviewed.

7.2   Summary of Research

According to Sandys (2008), social behaviour and cultural membership encompass a system of power relations based on sociocultural definitions of masculinity and femininity. Traditionally, in many societies, most women found themselves at the bottom of the hierarchy against males in society. Male-dominant value sets often position women in lower echelons of society even in the domain of the labour market. Given the inherently unequal power relations in the labour market domain, the study has set to assess perceptions on gender equality in relation to the advancement of women into senior management positions. The literature reviewed focused on some of

the key concepts and theories essential in the gender equality discourse and looked at the measures, theories, and frameworks critical in creating a gender equality environment, particularly within the workspace.

The focus of the research was on gender equality at managerial levels within the City. Three assessment methods were adopted for the research. The first method was through engaging DGIS practitioners' perception on the advancement of women into senior management positions. Secondly, interviews were held with two senior DGIS practitioners and three selected managers on matters of gender equality in the City. Lastly, the study assessed and reviewed the City's EE framework. Research results collated through self-administered survey whereby interrelations were observed and established. Relations between the data collected were highlighted through the analysis.

7.3   Significance and Limitations of the Research

While the study acknowledges that efforts to attain gender equality have been made and to a certain extent achieved, it highlighted that a number of concerns and need for measures exist. These measures primarily focused around the different approaches, contexts, and spaces essential in meeting substantive gender equality. As it stands, efforts achieved are primarily formal and lack in transforming and creating tangible outcomes that affect substantive gender equality. In chapter two, the study discussed that gender inequality in the workplace still exists and literature reviewed similarly indicated that spaces outside the workplace (such as inherent roles and responsibilities of males and females in a household) play a role in affecting it; therefore, a number of dimensions need to be part of the solution. The spaces outside the workplace were not analysed in this research.

7.4   Summary of Findings

The perception of DGIS practitioners' on the advancement of women into senior management positions was not straightforward. The City's internal EE framework context differed from the practise of the City, as shown through the City's

demographical profile in occupational levels. Progress was limited and ensued from the paucity of implementation of the EE framework objectives and processes. The City's EE framework implementation challenges were asserted by the gender gap in the levels of gender presentation between males and females in management occupational levels. Paucity of women's advancement into management positions was similarly perpetuated by the organisational culture that encouraged practises such as transactional management style; inflexible working hours non-accommodative to single and or working mothers; and or staying longer at the office after office hours.

Furthermore, given that line managers play an essential role in advancing and promoting individuals into higher positions, the EE department depended on third parties, such as line managers, for the execution of its processes in aligning gender equality, with minimal direct influence in implementation on gender equality enhancement strategic processes. There were levels of uncertainty amongst survey responses on matters of diversity management initiatives being align to the City organisational culture, which indicates that the DGIS unit needs to implement monitoring and evaluation process to ascertain effectiveness of its process. Moreover, there was a strong assertion that the City's organisational culture and practises were contradictory to gender equality strategies and the City's internal EE framework, with levels of buy-in for gender equality measures peripheral, with limited commitments to gender equality objectives at senior management level. As such, the overall assessment of the research findings indicated that there is a correlations on the levels of advancement of women into management positions and matters of gender equality in the City.

7.5   Discussion of Emerging Issues

In the interpretation and analysis of the research, the following factors were discussed as contributing to the perceived limitation of women progressing into senior management positions. Whilst there are a number of elements that contribute to the limitation of women advancing into senior management positions, the discussion only focuses on constrictive elements closely related and influenced by gender. Given the

context of the South African labour market history and dispensation, gender inequality and gender inequity are some of the domains that need much attention. Existing literature on gender equality discourse indicates that for gender equality to be successful achieved a number of measures need to be met. These measures are often multi-dimensional and diverse in nature; a view similarly alluded by findings collated and discussed through the research. For the purpose of this research, the research themes discussed are in the context of the reviewed literature, as well as themes that emerged through the investigation. These themes consist of areas such as:

- Gender disparity;
- Organisational cultures and gender inclusiveness;
- The implementation of gender equality frameworks;
- Prioritisation and relevance of gender equality to the City;
- Rectifying gender inequality; and
- Development, empowerment, and advancement opportunities.

Some findings confirmed that visible and invisible barriers influenced issues and challenges surrounding the advancement of women into management positions. The findings of the research correlated this phenomenon with aspects of organisational culture; access to development, and empowerment opportunities; prioritisation of gender equality; and the implementation of gender equality frameworks. Furthermore, the research process ascertained that constraints and challenges on women's progression is directly and indirectly institutionalised by the organisational culture and practises of the City. These challenges in the gender equality discourse have been categorised and termed in different concepts, such as the theory of the glass ceiling, old boys club, and the labyrinth (Eagly & Carli, 2007).

In order to address challenges relating to the City's organisation culture, gender inclusiveness, and practises, there is a need to adopt diversity management measures that assist in the re-engineering of the City's organisational culture and practises. A City's organisational culture and practise that is unbiased towards one sex over the other. In the prevailing chapters and from the findings collated through the research,

the enjoyment of equal rights, entitlements, responsibilities, and opportunities of men and women in the City were still imbalanced. Gender inequality did not form part of the pivotal dialogues or the prevailing sets of male dominant morals and values in most directorates that perpetuate the maintenance of an organisation culture that is restrictive to women's advancement towards top and senior management levels. Consequently, there is a requirement to develop employees and institutionalise practises with diversity management techniques and measures.

Given the City's context and the changes it has undergone over the past decade, there is a need to self-reflect and re-invent its organisation culture and practises so that they are gender inclusive. Organisation redevelopment should explore redefining the culture of the City, as gender equality is beneficial for both employer and employees. Management must endeavour to understand the implications of organisational culture on gender equality as policies and measures primarily depend on how top management responds to it. Moreover, the City's organisational culture is an essential element in creating effective diversity management processes and approaches. The City's organisational culture is crucial for the implementation and attainment of diversity, as the culture makes or break attempts of creating a diverse work environment. However, the City has overlooked the effectiveness of organisational culture as an important element when administering diversity management practises. Similarly, adopted attitudes and methodologies should inculcate extensive diversity management that augments, *inter alia*, gender, race, culture, religion and language sensitivity in the work environment so that people of different backgrounds and sexes are able to harmoniously co-exist, function, and respect each other's diversity.

Furthermore, gender equality measures need to be fostered, implemented, and monitored from a top management perspective, where empowerment and implementation of redress measures form part of the performance management, WSPs and PDPs of process owners and line management in directorates. Findings of the research also highlight that challenges predominantly manifested in the implementation of gender equality frameworks. Majority of DGIS practitioners and interviewed managers responses surmised that neither implementation of policies, strategies and or

plans for purposes of enhancing gender equality nor that of strategies to recruit and promote women into management positions were effectively implemented. They adopted approaches but failed short in effective implementation. Conversely, interview discussions similarly highlight that the City did not have designated strategies that focus on the recruitment and development of women into senior management positions. There was a blanket approach in terms of development of employees with minimal focus of gender-targeted developments. Existing policies and strategies experienced challenges, due to poor implementation in terms of monitoring and evaluations, thus rendering them less effective. Internal strategies and developmental measures, such as WSP, training needs analysis and PDPs should align to gender equality targets and succession plans so that success plans are instrumental in the process of meetings targets as well as internal advancement and development on staff members. However, to meet the said objectives of the EE plan, it is vital that the EE plan does not operate in isolation from the rest of the gender equality frameworks. A comprehensive range of interventions, implementation measures, and strategies that support workplace and diversity management must be incorporated.

Moreover, poor enforcement and accountability implications from external monitoring agencies in the City contributed to the limited progress of gender equality. Commitment to gender equality enhancement exists to some degree, but commitment encounters shortfalls relating to paucity of proper action plans supported by specific deliverables. Furthermore, internal departments such as HR recruitment and selection essential in the support functions of the execution of EE do not always fully comprehend the broader perspective of EE. Consequently, there must be concerted efforts to institutionalise gender equality measures and bridge the gap between practise and policy by building strong interdepartmental, inter-organisational stakeholder relations and support. For the institutional process to be effective, support and participation of external parties, such as trade unions and other stakeholders, is essential. External stakeholders need to incorporate and enforce labour focused gender equality objectives into their aims, as they are key in the negotiations of workers' rights and/or issues that affect employees. Notwithstanding the abovementioned, the researcher is mindful that the City does not have control insofar as the focus of the external stakeholder's objectives and/or aims.

7.5.1   Gender Disparity

Analysis of survey responses of gender equality and gender equity surmised subjective perceptions. DGIS practitioners were divergent in their views with some practitioners were of unsure of the status; others indicated that equality had been achieved and others agreed that it had not been met. Comparatively the perception on gender equality and gender equity achievements findings collated insights on the relationship and interdependency of gender equality and gender equity. Gender equality and gender equity measures are often addressed as synonymous concepts under a misdirected assumption that gender equality translates to gender equity, which is not the case. The intricacy of the relationship of gender equality and gender equity is such that there needs to be gender equality for gender equity to find its root. Therefore, one can argue that gender equality must precede the existence of gender equity. They are essentially *two side of the same coin* even though they are not synonymous. The relationship of the two concepts is that of a catalytic nature – gender equality creates a platform for gender equity to occur, thus achieving gender equity necessitates an environment with gender equality. However, enhancement of gender equality through other necessary tools such as platforms of development and empowerment need to exist to bridge the gap in gender equity. The existence of gender equality is not self-sufficient to translate to gender equity, as such, an assumption that one leads to the other is incorrect and misguided.

The disparity between the enjoyments of resources comparatively to access resources is clarified by the inherited legacy of the City. Comparative between gender equality and gender equity notably highlight that gender equality and gender equity are independent, interdependent, interrelated, and intricately intertwined. Even so, measures designed to address imbalances in their respective domains often overlook their independence and interrelatedness, hence measures to address them effectively are often not successful.

7.5.2   Organisational Cultures and Gender Inclusiveness

Research findings indicate that, while the City had adopted gender equality focused frameworks, its organisational culture still predominantly promoted gender bias

favourable to men. The City's organisational culture intensifies a gender unequal environment. This was principally because the City did not re-engineer its organisational culture after the introduction of females into senior management positions. There was no realignment of the organisational culture and the increased gender diversified environment. Male-dominated morals and values still exist in most directorates, which perpetuate the maintenance of an organisation culture that is not welcoming to women and made them exposed to sexual harassment related misconduct. Women need to succumb and adapt to the male dominant morals and/or operating environment.

Moreover, the findings also correlated that the City's organisational culture, poor implementation of EE frameworks, and poor advocacy for the advancement of women into senior positions were other key challenges inherent in the barriers limiting women's career progressions. Top management as well as key labour market external stakeholders fail in creating and redeveloping an organisational culture that breaches the gaps in gender inclusive and gender mainstreaming behaviours. External stakeholders, such as local labour forums and councils are often non-vocal in the advocacy. Findings vehemently expressed that effective substantive implementation of gender challenging of the status quo of gender inequality in workspaces. Equality measures require coordinated efforts and agreement from different stakeholders. In the context of government, coordination of inter-organisational relations form an essential constituent in achieving meaningful outcomes for diverse and versatile subject matters such as gender equality. Inter-organisational collaboration is critical, as it will allow a concurrent approach in addressing the issue of poor buy-in and lip service measures from the stakeholders. Research and practise has shown that formal policies, strategies, and procedures work effectively in conditions of coordinated efforts and partnerships, particularly for transverse, diverse, and versatile issues such as gender equality.

7.5.3   The Implementation of Gender Equality Frameworks

Perspective of establishing the implementation of gender equality strategies indicated that gender equality strategies were adopted, even though mobilisation and motivation

for implementing interrelated measures of gender equality were constrained by efforts of coordination and collaboration. Findings noted that stakeholders often adopted measures neither aligned nor complementary to each other for meeting the overall objective of gender equality. Furthermore, findings depicted that the City does not have designated strategies that recruit and promote women into management positions. The ambit of the EE policy and strategies addressed gender equality other measures, such as, gender diversity workshops and a women empowerment strategy. However, the women's empowerment strategy as a gender equality implementation measure experienced shortcomings. It lacked in implementation and recognition as an institutionalised tool for implementation, as well as monitoring and evaluating gender equality measures. Consequently, the implementation and monitoring process did not transpire at the ideal rate. Poor and/or paucity of gender mainstreaming approaches perpetuated the shortfalls. Part of the shortfall resided in the limited visibility and vision of management insofar as advocating the gender equality objectives. Senior management is not forthcoming in driving objectives that spearhead and exert a top-down approach. As a result, management has failed in its role of advocating and creating environments that ensure substantive gender equality, particularly equality that translates to gender representation in senior management positions and in the culture of the institution.

7.5.4   Prioritisation and Relevance of Gender Equality to the City

Respondents of the research expressed mixed views on the different notion expressing prioritisation of gender equality within the City. Prioritisation was assessed through statements that looked at the levels of attendance of gender equality workshops in the City; staff and management buy-in on achievement of gender equality; and relevance of gender equality to the mandate and organisational development. Five survey respondents indicated that gender equality was a priority for the City as a mandate, however interviewees depicted that senior management did not necessarily share the same concerns and prioritisations for the poor levels of progression and advancement of women into senior management positions. Deduced from the findings was that prioritisation of gender equality did not translate to, and/or influence, implementation, and adoption of gender equality strategies. Furthermore, it did not translate to effective

implementation of gender equality strategies. Limited prioritisation of gender equality often resulted in circumvented implementation of gender equality frameworks. Moreover, the divergent view on the prioritisation of gender equality from the findings also indicates that there are different expectation levels for gender equality prioritisation from the respondents. Based on collated data, interviewees had greater expectation levels in contrast to DGIS practitioners whose survey response indicated difference in views in matters of buy-in and priority degree of expectation.

Notwithstanding the abovementioned, prioritisation of resources within the City context is an intricate process as it has to address a number of challenges in more than one domain. These domains primarily consist of being a service delivery provider, a politically influenced and motivated environment, as well as an employer. Consequently, the immense pressure to provide service delivery takes the major focus on the allocation and prioritisation of resources from the three domains. Domains that have neither a direct nor a major effect on service delivery issues is usually not prioritised and gender inequality is often regarded as a secondary issue in the agenda. However, this perception is inaccurate as sustainable gender equality could bring about positive impact in improving service delivery, refocusing services, and bringing a multi-dimensional discourse of an equitable nature into the dialogue around service delivery. For one thing, gender equality is essential to sustainable development, service delivery and an equitable society.

7.5.5   Rectifying Gender Inequality

The historical context of the City in assessing gender equality levels in management positions is essential. Gender equality representation is a work in progress with endeavours adopted to attain equal gender representation. However, these endeavours have not been without their challenges, specifically in balancing representation in senior management designations. Fast-tracking and accelerating changes that produce balanced gender representation across designation levels has been one of these challenges – a challenge that is qualified by the inherited dominant male workforce that is also perpetuated by the low staff turnover. Nonetheless, there has been a marginal

improvement as women are recruited, trained, and appointed into senior positions but the progress has been slow.

Additionally, the City's commitment to gender equality measures is met with shortfalls in proper action plans insofar as support structures with specific deliverables. To create proper action plans gender equality measures must be linked to measurable deliverables and institutionalised processes, such as succession plans and key performance indicators of senior managers, which is not the case. Moreover, in the City there is inconsistency in the adoption of succession plans as a gender equality enhancement tool. As it stands, succession plans are an ineffective measure in departments where they exist, as they are bypassed whilst in some departments they do not exist.

Conversely, gender inequality is supplementary perpetuated by the implementation of non-compatible measures. The misguided understanding of the relationship, interdependency, and interrelatedness of gender equity and gender equality leads to the adoption of non-compatible enhancement tools. As such, it is important that the independency and interrelatedness of gender equality and gender equity is correctly defined. Addressing the identified shortfalls and challenges requires determining ideal approach to adopt, so that misaligned and non-compatibility approaches are avoided. When management adopts an assumption that gender equality translates to gender equity self-sufficiently, it indirectly promotes the adoption of unsuitable redress measures and approaches, which results in adopted approaches being ineffective. Therefore, it is imperative to comprehend the intricacies of the relationship between gender equity and gender equality, so that effective and complimentary redress measures are adopted.

7.5.6   Development, Empowerment, and Advancement Opportunities

On the notion of development, empowerment, and advancement of women into senior management positions there were different views associated to the different areas of developing, empowering, and advancing women into senior management positions. Interviewee findings noted that men often held occupations and functions perceived to

be muscular in nature, whilst occupations relating to social services are attached to women. In relation to training and development perspective, collated data indicated that there were no distinctions made on gender breakdown when training opportunities are implemented. Intervention measures designed for development, empowerment, and advancement opportunities are not disaggregated, and they are generic to all staff members. Training and development measures were influenced by WSPs and PDPs based on individuals, managerial, and budgetary availability.

As already alluded to, gender equity and gender equality are interrelated, therefore for gender equality to be attained, women ought to be empowered and enabled to enjoy the available rights, entitlements, responsibilities, and opportunities. Empowerment, development, and affirmative action measures are some gender equity processes that influence bringing about the desired outcomes for gender equality. Therefore, in a context where gender equality is imbalanced, gender equity measures need to be adopted in order to attain substantive gender equality requirements. For one thing, gender equality cannot materialise in the absence of gender equity, hence the need for investing in direct and indirect empowerment and development tools that enhance gender equality for the targeted population.

Furthermore, formal equality does not self-sufficiently translate to substantive equality that addresses the implementation of gender equality policies, systems, strategies, and procedures. It needs to be realised within an enabling environment so that it can create platforms for desired transformation. The City has adopted an EE strategy as the framework for executing gender equality, but the implementation of the strategy is ineffective, hence the data inferred that the strategy fails to address gaps in gender equality and its strategic objectives. Effective gender equality measures necessitate that individuals have the required space, resources, skills, and capabilities to develop, advance and empower themselves into senior positions. It is self-defeating to have opportunities, rights, and responsibilities when one is unable to effectively utilise them due to limits imposed by capability and/or the environment. The dynamics of power relations must be balanced before equal treatment insofar as gender equality can be instituted; hence, the need for fair discrimination in order to fast track levels of power

relations between men and women to progress gender equality parities. Addressing power dynamics should yield desirable outcomes of development, empowerment, and advancement opportunities.

7.6 Recommendations

Given that the research departed from the view of assessing DGIS practitioners' perceived notions and two senior DGIS practitioners, the EE manager, DGIS Head, and HR Training and Development managers' views on the advancement of women into senior management positions within the City, evidence of the research highlighted some of the findings. Innately addressing perceived notions, whether accurate or misguided, is imperative. Organisations can achieve greater success if perceptions are identified and addressed. Through the investigation and findings of the research, specific measures have been identified to assist in addressing the challenges noted through the research process.

To address perceived and/or actual challenges identified through the research, the following recommendations are proposed by the study. The City must:

- Align institutional practises with gender mainstreaming and diversity management techniques and measures;
- Align and institutionalise HR practices, such as the shortlisting process, with the needs, targets and objectives of departments and/or directorate insofar as filling vacancies and balancing desired targets;
- Implement recruitment strategies that target women;
- Adopt a specific measurable approach for gender equality targets in the respective departments:
- Institutionalise succession plans as a strategy to close the gaps identified in staffing profiles and EE targets as it would also afford line management enough time to train, develop and capacitate underrepresented candidates from internal staff members; and

- To strengthen its role, the EE unit should introduce, develop, monitoring, and evaluation recourse measure that allow the unit to perform its oversight and advocacy functions optimally.
- EE/DGIS unit should also reassess the frequency at which, monitoring of implementation of the EE plan in conducted. Progress on implementation of EE plan targets should be every two months so that recourse measures are considered in due course should implementation be behind targets for proposed annual EE plan objectives.

Fundamental to the effectiveness of the above-recommended processes is the need to formally institutionalise and build the approaches into the overall strategy and vision of the City, which would also ensure that top management is at the forefront of mainstreaming the approaches.

7.7   Conclusion

Slow progress in closing the gender gap representation in senior management correlated to the City's organisational culture and the implementation of strategies designed to address it. The study has shown that the challenge is multi-faceted with a number of areas needing to be addressed. The City needs to reconsider its approach to closing the perceived gender gaps in senior management positions, both from an organisational culture and a management point of view through adopting newly institutionalise paradigms that emphasise gender inclusiveness and gender sensitive culture. Changing the institutional culture through diversity management measures would be the first step to redevelop and reinvent the City's organisational culture. Moreover, an effective method would require management to be at the forefront of this process with interdepartmental coordination and collaborations as a silo mentality is detrimental to the gender equality objective. As such, the approach requires a change management aspect with detailed action plans that guide the corporate strategy, organisational culture and implementation measures.

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APPENDICES

Appendix A: Interview questions

- May you please introduce yourself,
- your position,
- Which department/unit you work for, and what is the role of the department?
- What is your role in the department, and
- How long have you been in this position?

1. Does the City has a strategy or action plan in place to address issues of gender inequality at all levels of the institution, and how is this being implemented?

2. How effective are internal gender equality and equity policies in ensuring that gender equality in the City?

3. Do business rules and decision-making procedures sustain/create an environment of gender equality?

4. How do existing business/institutional rules and decision-making procedures reflect on commitment to gender equality?

5. How does the City's organisational culture support gender equality and or inclusiveness?

6. Does the City have the capacity to recognise and handle organisational resistance to gender issues?

7. Is there an internal senior-level gender task team monitoring and holding the City accountable for gender mainstreaming in the City?

8. Are there proactive strategies implemented to recruit or promote women into senior management positions?

9. How do human resource practices address gender equality goals effectively?

   - Is there an interdepartmental relationship between EE and the HR department who are a critical component of ensuring that EE targets are met?

10. Does the City ensure equal benefits for women and men in staff training, and development activities?

- Is there a needs assessment on training programmes that is disaggregated based on the need to train individuals that are underrepresented in the different occupational levels?

11. Is management trained to institutionalise gender equality in the work environment?

12. Do departments have succession plans, and are the plans aligned to the EE plan and meetings its set targets?

13. Are EE targets disaggregated in terms of gender equality? Is sex parity an objective in terms of how men and women are appointed across all positions?

14. Has the City met its EE targets for the past plan?

15. What are the some of the challenges and obstacles experienced in incorporating gender issues and or equality in the City?

16. Are there constraints/challenges experienced by the City in retaining women in senior positions?

- Is an exit survey or interview conducted? If so, have these data been analysed, by sex and function?

17. Please provide recommendations in enhancing commitment to gender equality implementation practices.

Appendix B: Survey questionnaire

Dear participant

Thank you for taking the time to complete the survey.

Questionnaire responses are anonymous, confidential, and will gather information relating to the DGIS Unit practitioner's perceptions on gender equality in the City of Cape Town (hereafter referred to as the City).

The analyses of the survey will provide information on the perceptions of EE unit practitioners, particularly the appointment and or advancement of women into senior management positions, information that will be used for academic research purposes.

I thank you for responding honestly and in the most complete way possible.

Section   1:   General information

The objective of this section is to collect general information about all respondents.

Directorate	
Designation	
T Level	
Age	
Sex	
Highest secondary school level completed	
Bachelor/undergraduate degree completed	
Post graduate level completed (specify):	
Other, please specify:	
How long have you been on your current position?	

Section 2: Priority perceptions on gender equality and women's empowerment

The objective of this section is to collect information on the perceptions of practitioners relating to gender equality in the City.

Do you agree or disagree with the following statements?	Agree	Unsure	Disagree
1. Gender equality, meaning equal enjoyment of rights, entitlements, responsibilities and opportunities of women and men, is relevant to the mandate of the City.			
2. Gender equity meaning, a condition of fairness in relations between women and men leading to a situation where each has equal status, rights, levels of responsibility, and access to power and resources, has been achieved in the City.			
3. Gender equality, meaning that men and women enjoy equal rights, entitlements, responsibilities, and opportunities has been achieved in the City.			
4. Gender equality is a priority for the City.			
5. The City has a gender equal, inclusive culture in matters of career development - meaning individuals are able to advance and or progress in their career trajectory irrespective of their gender identity.			
6. Gender equality policies, strategies, and/or plans enhance effective implementation of gender equality in the City.			
7. The City adopts gender-mainstreaming approaches meaning the process of assessing the implications for women and men of any planned actions form an integral dimension of the design, implementation, monitoring and evaluation of policies, programmes, and or procedures policies in recruitment and selection practices.			

Do you agree or disagree with the following statements?	Agree	Unsure	Disagree
8. Gender equality in management positions is considered a priority for organisational development in the City.			
9. Gender roles meaning behaviours, tasks and responsibilities that society deems appropriate for men and women, influence the appointment and progression of women into senior management positions.			
10. The City adopts strategies that encourage participation and appointment of women into decision-making processes and positions.			
11. There should be a quota system which guarantees a fixed proportion of positions for women in senior management by adopting differential treatment in the appointment of women in senior management positions in order to combat past and present discriminations against women			
12. Diversity management initiatives are aligned to the City's organisation culture.			
13. Recruitment and selection criteria and procedures consider gender equality targets in appointing senior managers, and/or for decision-making and leadership positions.			
14. Strategies to recruit and promote women into management positions are implemented successfully.			
15. Employment Equity workshops are well attended by staff members.			
16. The City adopts mainstreaming initiatives that institute gender equality sensitive programmes, policies and practices			
17. As per City's Women Employees Empowerment Strategy, initiatives that focus on capacitating and strengthening individual and collective approaches of empowerment are adopted.			

Do you agree or disagree with the following statements?	Agree	Unsure	Disagree
18. The City has existing partnerships and gender equality dialogues with external gender equality advocates, sector experts, men and women constituencies such as Unions, NPOs, NGOs.			
19. There is buy-in from management to achieve gender equality.			
20. There is buy-in from staff to achieve gender equality.			
21. The City's structures and systems are continuously aligned, reassessed, and or restructured to fit its staff members demographical profile			

1.   Is the EE framework of the City successfully implemented, particularly the aspects of gender equality?

2.   What are the challenges/barriers (if any) experienced in implementing or gender equity plans and/or the framework in the City?

3.   How does the City develop (if any) gender mainstreaming objectives?

You have come to the end of the questionnaire. I appreciate the time you have spent answering the above questions. Your response and those of other participants will contribute towards understanding gender equality perceptions within the City of Cape Town. Furthermore, it will contribute towards an academic research, and information that could be useful for driving changes in policies.

Thank you for your time.