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LEADERSHIP DEVELOPMENT FOR WOMEN AT THE DEPARTMENT OF HOME AFFAIRS

By

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A research report submitted to the Wits School of Governance, in partial fulfilment of the requirements for the Master's Degree of Management in the field of Public and Development Management

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Johannesburg

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ABSTRACT

The researcher's main purpose of the study was to investigate reasons and challenges contributing to the slow progression of women into top leadership positions at the National Department of Home Affairs. Secondly, it aimed to present findings on reasons for the slow progression of women into top management positions; thirdly, to analyse and interpret the findings; and lastly, to recommend strategies for consideration.

In the Department of Home Affairs (DHA), the researcher identified a problem of slow progression of women into top leadership positions. Currently, there are more women than men in the Department but this majority number of women in the Department is seen to be occupying the lowest occupational levels compared to their male counterparts. There is a significant improvement of women representation at senior management level but representation is still skewed at top management level. For example, at top management level the DHA comprises 12.5 per cent women compared to 87.5 per cent men. This is despite the available laws developed by government to close the gender gap and to eliminate gender discrimination.

The research methodology employed for the purposes of this study was of a qualitative nature and the findings were presented in the narrative rather than in numbers. An interpretivist social science approach underpinned by phenomenology was adopted for this study. The data collection methods utilised for this study were participant observations, interviews and document analysis. These methods were also qualitative in their nature. In this study a combination of primary and secondary data was used. The original data collected by the researcher through interviews was used as primary data. Data collected by someone other than a researcher, which is secondary data, was also used. Examples of secondary data used were

departmental policies, departmental reports, plans, minutes of the meetings, Acts and lastly previous research work on similar studies was also reviewed. The type of sampling used was non-probability sampling. The researcher also used special selection criteria to identify the most suitable individuals considered to be representative of the population to participate in the study.

There were recurring themes that emerged during the data collection and the most common themes were around policy development where unavailability of gender policies and/or policy advocacy sessions was mentioned as a contributing factor, while implementation and monitoring and evaluation of these policies was mentioned as another challenge. The lack or absence of career development and succession plans in particular was described as contributing to slow progression and poor retention of women in the Department. Lack of reasonable accommodation of women's reproductive roles, gender discrimination and poor governance also came out strongly as serious issues that aggravate the problem in the Department. It was concluded that unless this issue is addressed, the lack of progression of women in the DHA will persist.

DECLARATION

I, Mbalentle Mlokothi, Student number 887012, confirm that I am a student registered for Masters in Management in Public & Development Management in the year 2016.

I hereby declare the following:

I confirm that this is my own unaided work. I have followed the required conventions in referencing the thoughts and ideas of others. I am aware that plagiarism (the use of someone else's work without their permission and/or without acknowledging the original source) is wrong. I understand that the University of the Witwatersrand may take disciplinary action against me if there is a belief that this is not my own unaided work or that I have failed to correctly acknowledge the source of the ideas or words in my writing. I also acknowledge that this work has not been submitted before for degree or examination purposes in any other tertiary institution.

Signature: _____

Date: _____

ACKNOWLEDGEMENTS & DEDICATION

I wish to acknowledge and dedicate this research to my lovely husband, Mr Vuyo Mlokothi and my two children, Toivo and Soko Mlokothi, for their understanding and support throughout my studies, not forgetting their time that I have stolen from them while I was working day in and day out trying to accomplish the task.

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CHAPTER 1
INTRODUCTION

1.1 INTRODUCTION

This research will examine women leadership development at the South African National Department of Home Affairs (DHA). The study investigated possible causes of the deficit in gender equality (gender inequality) at top management level at the National Department of Home Affairs as a workplace. According to the World Economic Forum Report on global gender gaps (2005:1), gender inequality:

> *refers to that stage of human social development at which the rights, responsibilities and opportunities of individuals will not be determined by the fact of being born male or female, in other words, a stage when both men and women realize their full potential.*

Worldwide it is reported that gender inequality is in existence in all countries (World Economic Forum Report, 2005). In South Africa, in terms of the Employment Equity Act 55 of 1998, equity in the workplace means a workforce that best reflects the demographics of the society with regard to race and gender.

Internationally, it is reported that more often than not, women occupy what is termed “feminized” professions, such as nursing, teaching, office work, care of the elderly and disabled, and they are more likely to stay in these lower job levels longer than men. Attaining gender equality is reported as being very slow, despite the various impressive successes, intense initiatives and efforts made by many agencies and organizations. According to the World Economic Forum Report of 2005, women represent at least one half of the global population; and as of 2000, women were employed in approximately equal numbers as their male

counterparts. However, the total number of these women represented at managerial positions remains limited. The International Labour Organization (ILO) of 2002 showed slow and uneven progress around women obtaining an equitable share of managerial positions, ranging between 20 per cent and 40 per cent in 48 out of 63 countries (World Economic Forum Report, 2005). According to the Grant Thornton International Business Report, women constitute 24 per cent of senior management roles internationally (World Development Report, 2014). Kochanowski (2010) explains that in the United States women occupy more than 40 per cent of all managerial positions but despite this documented evidence there is still a shortage of women representation at the top leadership levels and on corporate boards of directors. This deficit is greater in many other countries than the United States.

The 2014 Global Gender Gap continues to report on equity gaps between women and men across and within regions and in nine years of available data from 111 reported countries, there is limited improvement in closing the gender equality gaps in employment. Currently, the global gender gap for economic participation and opportunity is 60 per cent from 56 per cent in 2006; this is a 4 per cent increase over a period of more than seven years. Iceland continues to lead the overall rankings in the Global Gender Gap Index for the sixth consecutive year, followed by Finland, Norway and Sweden. It is worth noting that in this index, northern European countries dominate the top ten countries. It would appear that in order to close equity gaps, concerted efforts are required and there is much work still to be done. The worst performing countries like the United Kingdom should draw on lessons from the top ten countries (World Economic Forum Report, 2014).

In 2000 at the Millennium Summit, the United Nations (UN) undertook to implement eight agreed Millennium Development Goals (MDGs) that would reduce poverty by 2015. Following the Summit, United Nations

member states and international organizations committed to achieving these goals which included the promotion of gender equality and empowerment of women as Goal 3. This goal is crucial for the achievement of other developmental objectives such as poverty reduction which in turn will accelerate economic growth to benefit not only the current generation but future generations as well (Australian Aid Government Strategy, 2011).

In Africa, Agenda 2063 was developed as a vision for future generations and the continent. Agenda 2063 consists of seven “aspirations”. Aspiration Six speaks to women and youth. According to Aspiration Six, Africa aspires to people-driven development that will realise the potential of its women and youth by 2063. Africa wants to see women and youth as change agents, and therefore aspires to fight all elements of gender discrimination. According to Agenda 2063, it is expected that women will occupy at least 50 per cent of public offices and managerial positions in the private and public sectors by 2063 (Africa Agenda 2063, 2014).

In 2009 the African Heads of State and governments developed the African Union (AU) Gender Policy in order to accelerate the realization of gender equality goals and eliminate gender discrimination, stereotypes and sexism. The main aim of the policy is to provide direction and serve as a guide for gender mainstreaming and women empowerment policies in Africa. The recognition of women as leaders in all areas of development and their participation in decision-making is central to the development of this policy (African Union Gender Policy, 2009).

In South Africa, Section 9 of the South African Constitution guarantees everyone a fundamental right to equality. In 1998 the Employment Equity Act 55 of 1998 (EEA) was enacted in South Africa which brought about, amongst other things, the creation of a diverse and equitable workforce. The fundamental purpose of the Act is to achieve workplace equity and

equality through the elimination of unfair discrimination in the workplace and by implementing the necessary Affirmative Action (AA) measures to redress disadvantages in employment experienced by designated groups (black people, women, and people living with disabilities) and their equitable representation in all categories and levels in the workplace (Employment Equity Act 55 of 1998). South Africa's National Development Plan (NDP) which is the country's development vision (Vision 2030) aims to address gender inequities and inequality by 2030 (SA NDP, 2030).

Despite these laws, strategies, policies and programmes from the United Nations, the African Union, the South African government and civil society at large in promoting equal opportunity for all, internationally and in South Africa in particular it remains a challenge to attain gender equity in the labour market. This leaves many questions in relation to policy implementation, monitoring and evaluation, lack of accountability and leadership to drive the policy and strategy, and the extent to which women may be creating barriers for themselves by not taking advantage of the opportunities offered to them.

The researcher investigated the reasons for the slow progress of women into top management positions as well as the women's initiatives in taking advantage of the leadership development programmes that are aimed at helping them to advance into these positions at the DHA in particular. The identified causes will serve as a useful guide for policy development in the DHA as well as a guide for future researchers. This is important because if it is not addressed it may lead to extreme inequalities in the workplace which, according to Dupper, Bhoola and Garbers (2009: 2), could result in social unrest and crime, undermine growth and development efforts, and contribute to inefficiencies in the labour market.

The World Economic Forum strongly regards the advancement of women as a significant strategic issue which should be at the top of every country's agenda. Research suggests that women tend to add value to organizations when they are placed in strategic leadership positions as they are considered to be more advanced in negotiating, empathizing and working behind the scenes to facilitate better co-operation in the workplace. This in turn leads to a broader consumer base and ultimately to increased productivity and competitiveness (World Bank Report, 2014).

1.2 BACKGROUND TO THE STUDY

Colonialism, sexism, continued unequal education and the apartheid system in South Africa deprived black people and women of all races from obtaining an equal education and equal opportunity to compete for employment opportunities. Within the national labour market there are differences in both occupational and income levels which put women at a serious disadvantage. Income distribution in South Africa is ranked among the most unequal in the world, with women, and particularly black women, the most affected (Dupper, *et al*., 2009). Burmeister (*City Press*, 3 May 2015) attests to this truism as she points out that *"Women earn less than men for similar work and despite initiatives to reduce gender inequality, the pay gap increased from 33% in 2009 to 38% last year (2014)".*

In acknowledging the injustices of the past, in 1996 the Constitution was developed and adopted as a supreme law of the Republic of South Africa and provides a tool to redress the imbalances of the past. Chapter 2 (Section 9) of the Constitution guarantees to everyone a fundamental right to equality. Since the Constitution was implemented, the abovementioned rights have found expression in legislation such as the Labour Relations Act (LRA) 66 of 1995, Skills Development Act (SDA) 97 of 1998, Skills Development Levies (SDL) Act 9 of 1999, Employment Equity Act 9 (EEA) 55 of 1998, and others (SA Constitution 108 of 1996).

Amongst these Acts, the EEA 55 of 1998, as amended, was passed as the primary statute that regulates equality and discrimination in employment with a special focus on women, amongst other groups, by promoting the right of equality, and reducing unfair discrimination in the workplace by ensuring the implementation of the EEA to correct and redress the results of discrimination so as to achieve a diverse workforce which is broadly representative of all South Africans (EEA preamble, 1998). The government departments, amongst other organizations in South Africa, are required to comply with the provisions of this Act and the Department of Labour has been tasked with monitoring the implementation of this Act.

In South Africa, despite these laws, the challenge remains the efficient and effective implementation thereof, with women being the most vulnerable group. A survey conducted by Statistics South Africa (2011) indicates that the largest number of employed women occupies unskilled and clerical occupations. According to the survey report more men are more likely to occupy managerial positions as opposed to women, suggesting that men are more likely to be decision-makers in their professional lives when compared to women (Statistics SA, 2011).

The study has been conducted in the DHA where the progression of women to top management level is still a challenge. Women have made slow and uneven progress in attaining top managerial positions when compared to their male counterparts in the Department. The researcher was interested to know the causes of this slow progression. The location of the study was the National DHA with provincial offices in all nine provinces of the country as well as smaller regional offices. The mission of the Department is the efficient determination and safeguarding of the identity and status of citizens and the regulation of immigration to ensure security, promote development and fulfil the country's international obligations (DHA Annual Report, 2013). It had a total staff complement of about 10,000 employees which is made up of 60 per cent women and 40

per cent men, with 46 per cent of women at senior management level and 54 per cent of men at this level. At top management level, there was 22 per cent women representation and 78 per cent men representation, including one woman in an acting post. If this post were to be excluded, women would have constituted only 12.5 per cent and men would have constituted 87.5 per cent. Furthermore, people with disabilities comprised only 1.43 per cent of the entire workforce (DHA EE Report, 2017).

1.3 PROBLEM STATEMENT

In the DHA there has been a noticeably slow progression of women into top management positions. As mentioned above the DHA had a total staff complement of about 10,000; 60 per cent were women and 40 per cent were men. The senior management of the Department of Home Affairs was made up of 46 per cent women as opposed to 54 per cent men at this level and at top management level the DHA comprised of 12.5 per cent women compared to 87.5 per cent men. The entire workforce of the DHA included only 1.43 per cent of people with disabilities (DHA EE Report, 2017).

Various studies have been conducted to identify possible barriers to women progressing into top leadership positions in both the private and the public sectors and remedies to these barriers have been explored and discussed, however the researcher is not aware of any related studies done in DHA in particular. The government has enacted legislation to support these remedies. Empowerment programmes, policies and strategies which are informed by the legislation have been developed to capacitate and advance women in the DHA but the reasons for the slow progression of women into top management positions as well as women's initiatives in particular to take advantage of these are not clear and this constrains planning processes and strategy development to deal with this issue.

A study was therefore considered useful to establish the causes of the slow progress of women into top leadership positions, and the initiatives taken by women to take advantage of these laws, policies, programmes and strategies that are aimed at advancing them into leadership positions. These will serve as a useful guide for future policies, programmes, plans and strategy development in the DHA.

1.4 PURPOSE STATEMENT

The main purpose of this research was to investigate why women are progressing too slowly into top leadership positions at the DHA, to identify the reasons for that slow progression and to recommend strategies for consideration to address the matter.

1.5 RESEARCH QUESTION

The main research question was: Why are women at the DHA progressing slowly into top leadership positions?

Sub- Questions:

The sub-questions are:

1.5.1 Is this due to policy implementation i.e. poor governance or lack of accountable leadership?

1.5.2 Are women taking the fullest advantage of these policies and programmes aimed at supporting their advancement?

CHAPTER 2
LITERATURE REVIEW

2.1. INTRODUCTION

The research problem for this study was the noticeably slow progression of women into top management positions at the DHA. The main purpose of this research was therefore to investigate why women were progressing very slowly into top leadership positions at the DHA. Laws, policies, programmes and strategies have been developed to support the advancement of women but it is not clear whether women were taking advantage of these programmes. The second purpose of this research was to investigate women's initiatives in taking advantage of the leadership development programmes that are aimed at helping them to advance into these leadership positions. Previous literature on the possible barriers to women leadership development and the programmes and strategies developed to remedy them was reviewed. Furthermore, the literature on how women take advantage of these programmes and strategies was reviewed.

In this research the relevant literature was reviewed to inform the researcher's study. According to Collins *et a*l. (2010) in Wagner *et al*. (2012: 29), literature review is:

> *an interpretation of a selection of relevant published and/or unpublished information that is available on a specific topic from one of four models (i.e. documents, discussion, observations, and drawings/photographs/ videos) that optimally involves summarization, analysis, evaluation, and synthesis of the information.*

In conducting their reviews, literature reviewers should be active rather than passive, they must be able to select a representative sample to represent the body of knowledge that is related to the topic under study, each source of information must be clearly and accurately described and examined and its important features determined. Furthermore, the quality, validity and appropriateness of each source of information must be assessed and lastly, all the information summarized, analysed and evaluated into a narrative called the literature review write-up must be combined (Wagner *et al*., 2012: 29).

In addition to selecting a research method when conducting a study, conducting a literature review becomes important in the research process as it familiarizes the researcher with previous findings of the related topics (Wagner *et al*., 2012). For Creswell (2003), literature review assists the researcher with the limitations of his or her scope of inquiry as well as conveying the significance of a topic under study to the readers and benchmarking for comparing the results of the study with other findings.

2.2 ANALYTICAL FRAMEWORK

2.2.1 Theory 1: Gender stereotyping theory

There is an invisible barrier to women advancement and that is gender stereotypes which are encountered amongst both males and females. Sabattini (2006) defined gender stereotypes as “cognitive shortcuts” or generalizations that are shared within cultures and help to differentiate between women and men in order to make sense of the complex social world. For Sabattini (2006: 1), gender stereotypes can be problematic as they tend to over-simplify reality, particularly the complex behaviours, and they emphasize crucial differences. Ginige (2007: 3), on the other hand, defines gender stereotypes as:

> *categorical beliefs regarding the traits and behavioural characteristics ascribed to individuals based on their gender. They serve as expectations about the attributes and behaviours of individual group members.*

According to the study conducted by McKinsey (2007) as cited in Mjoli (2013), the existence of entrenched beliefs about gender roles, both in the corporate world and in families, were identified and these beliefs were seen as barriers to women's advancement into leadership positions. McRae (2005) cited in Kochanowski (2010) observes that these barriers also include the societally acceptable beliefs that men are born to be leaders whereas women are meant to be supporters of men in their leadership endeavours. Appelbaum, Audet and Miller (2002) attest to this, and state that for men leadership is biologically determined, behaviourally demonstrated and inborn. According to Mjoli (2013), both women and men perceive business management as men's work and believe that women lack the required confidence and ability to lead and manage businesses. It is therefore worth noting that gender stereotypes result in women being overlooked for leadership positions irrespective of their strong credentials (Mjoli, 2013).

In the combined research report on the Women of Africa Leadership Development programme which was conducted in three African countries, Kenya, Liberia and Cote d'Ivoire, in all three countries family and the general management of the home are seen as women's responsibilities. In Kenya, the leadership role is associated with men and men themselves are unsupportive of spouses' leadership endeavours. Across all three countries women are discouraged in pursuing their education interests and as a result they do not complete higher levels of education; this denies them an opportunity to be formally employed. In Kenya and Cote d'Ivoire, women are finding it difficult to inherit and accumulate wealth because of the country's current laws and this once again denies women the

opportunity of competing for leadership positions. In these countries, men are still considered to be the principal decision-makers and even if a woman does occupy a leadership position, decisions are still made by men. In Kenya, women leadership positions are inherited rather than being filled on merit and only well-connected women are appointed into these positions. These findings are an indication that on the African continent there are barriers to the advancement of women (Andela, Escandon, Garlo and Kamungi, 2007-2008).

Extensive research conducted on gender differences and similarities showed that there is no difference between women and men; they are more similar than different, and the research showed more variations among women and men than between them (Sabattini, 2006). Cleveland (2000) cited in Mjoli (2013: 15) identifies the myths that have failed to recognize the systematic barriers to women's advancement to leadership positions. The following are these identified myths: good leaders, regardless of gender would lead in a particular way; women lacked the focus needed to become good leaders; there is nothing holding women back from becoming leaders in the private sector; and underlying gender biases.

According to Cleveland (2000) as cited in Mjoli (2013), the first myth failed to recognize the inherent differences in women and men leadership styles as women have inherent ability to lead which they acquire through their performance of traditional roles of nurturing and raising future leaders. The second myth failed to recognize women's ability to multi-task as well as their good interpersonal skills which may give organizations a competitive advantage. The third myth denied the non-advancement of women into leadership positions in the private sector even though there is documented evidence of women under-representation at leadership levels in companies such as the Fortune 500 companies. Lastly, masculinity as opposed to femininity was regarded as an important leadership trait which

gave men an advantage over women and in instances where women occupy leadership positions they were expected to imitate their male counterparts by adopting their leadership styles. Failure to do so was considered weak (Cleveland, 2000 as cited in Mjoli, 2013).

2.2.2 Theory 2: Glass Ceiling Theory

Oakley (2000) in her article “Gender based barriers to Senior Management positions: Understanding the scarcity of female CEOs” observed the low representation of women in CEO positions in large corporations even though the number of women represented at middle management level has increased rapidly over the years. Oakley’s observation came two decades after Schwartz’s prediction about the achievement of women’s equitable representation in top leadership positions. Oakley examines what has been described as “the glass ceiling” which is defined as an invisible employment barrier that prevents women from advancing into leadership positions in large organizations. For Weidenfeller (2012: 365) the glass ceiling is:

> *an invisible barrier to advancement based on attitudinal or organizational biases.*

Various studies were conducted to examine the glass ceiling theory and suggested that it comes in various forms of gender bias; therefore, it is not one ceiling or wall in one spot (Kilian, Hukai & McCarty, 2005; MacRae, 2005; Oakley, 2000; cited in Kochanowski, 2010). In addition to the glass ceiling, the literature also points to the existence of glass walls which are defined as lateral barriers that limit women’s progress into leadership positions (Weidenfeller, 2012). It is also worth noting that Chugh and Sahgal (2007) cites gender stereotyping and the glass ceiling as the most recurring themes when examining reasons for women’s non-advancement into leadership positions.

Hymowitz and Schellhardt (1986) were the first writers to refer to the glass ceiling phenomenon in the *Wall Street Journal*. This prompted many studies to affirm the existence of barriers and their nature in relation to women's advancement into leadership positions. Thereafter in 1991 a Federal Glass Ceiling Commission was established to research and investigate the glass ceiling phenomenon and findings concurred with the existence of a glass ceiling (Kochanowski, 2010).

Oakley (2000) suggests two different categories that explain the barriers that result in a glass ceiling, namely corporate practices (first category) and behavioural and cultural practices (second category).

Schwartz (1980) cited in Kochanowski (2010: 7), observes that it will very likely take at least two decades for the number of women in upper management to assume significant proportions and another five to ten years after that for these women to acquire experience and move up to the officer level, where they can obtain the broad perspective that is so desirable for the corporate board's planning function.

2.2.2.1 Corporate practices as barriers to Women Advancement

The major components of the glass ceiling that prevent women from advancing to senior leadership positions are corporate policies and practices in training and career development, promotion and compensation.

a) **Training, Career Development and Promotion:** In general, women lack experience in the fields of Marketing, Operations and Manufacturing which are regarded as important for their advancement into leadership positions and which must be offered to them by mid-career. This is not addressed as a policy issue and it only manifests when women must be promoted into senior

positions where they are then automatically excluded from the competition. This lack of experienced women is disputed by the poll of senior female executives, as it is stated that there are many women who are ready for promotion but who do not advance to senior levels. Women, particularly those at middle management level, cite the biasness in provision of performance-based feedback between themselves and their male counterparts who are privileged to get this kind of feedback. For them this is another barrier to their advancement (Oakley, 2000).

b) ***Compensation Practices:*** Previous studies indicated compensation disparities between women and men, where women at the top are most likely to be paid far less than men even though they are doing the same job. Generally, all women in managerial levels irrespective of seniority are paid less than their male counterparts. This practice is regarded as another barrier to women advancement in organizations (Oakley, 2000).

2.2.2.2 Behavioural and Cultural Practices

According to Oakley (2000), the major components of the glass ceiling that prevent women from advancing to senior leadership positions go beyond the corporate policies and practices in training and career development, promotion and compensation. This includes the impact of gender-based behavioural and cultural dynamics. Stereotyping is often cited by women executives as the most important behavioural barrier to their advancement. This has been discussed above as it is a recurring theme in relation to the non-advancement of women into leadership positions. Oakley (2000) further notes the following as other behavioural and cultural explanations for the very low numbers of women in leadership positions: behavioural double-binds, communication, leadership styles, ‘old boy’

networks, tokenism, and differing male and female attitudes towards power.

a) **Behavioural Double Binds:** This is a behavioural norm which involves a situation where one cannot win or succeed irrespective of efforts made to win. This double bind phenomenon has been used as a tool of oppression by those who have power to oppress the powerless and more often than not women are the victims. There is also what is called the femininity or competency bind, which involves acting in a manner deemed to be non-feminine in order to be regarded as competent. An instance of this for women in leadership positions is the expectation that they must be tough and authoritative like their male counterparts and this is a pre-condition for them to be taken seriously even though they are perceived negatively when they do so (Oakley, 2000).

b) **Gender and Communication styles:** The less aggressive and assertive women's communication style is often misinterpreted and devalued by men as being unacceptable in most senior levels of organizations. These communication and linguistic styles are associated with socialization where girls are socialized to be less confident than boys and this works to women's disadvantage as their promotion up the corporate ladder largely depends on their confidence and their linguistic style. Women's politeness is regarded as lack of self-confidence and inability to exercise authority and this compels women to change their personality by imitating men so as to be viewed as strong, decisive and in control (Oakley, 2000).

c) **Gender-based Stereotypes**: As discussed above.

d) **Preferred Leadership Styles:** As alluded to above, the cultural stereotype of leadership is its association with manhood and this is yet another impediment to women who aspire to be leaders. This kind of stereotype persists despite various studies which have found few differences in the inborn female and male management abilities. As diversity and networking increase in the global economy, organizations or corporations can capitalize on these differences and men and women can learn from each other. For example, men can learn a more compassionate and relationship-oriented leadership style from women and women can learn more directive and assertive leadership so that they utilize it when the situation calls for such an approach (Oakley, 2000).

e) **Women and Power:** Men may often experience powerlessness when around women due to their unconscious association with women as mothers who had authority and power over them during infancy and childhood (Oakley, 2000).

f) **Old Boy Networks and Maintaining the Status Quo:** Women are regarded as change agents and as a result men perceive them as threats to 'old boy' networks. An influx of women into leadership positions will threaten the current status quo which is putting men at an advantage over women. Old boy networks are an informal male social system which excludes powerless men and all women from being members. Competency-based (informal) testing is used to eliminate women from this system and women are mostly subjected to it more than men. A critical mass of women moving into senior positions also poses a threat to expanding men's salaries that are already under attack by the media and general public (Oakley, 2000).

g) **Tokenism in Top Management Circles:** Oakley (2000) found that gender ratio in organizations influences group behaviour. She further stated that groups with less representation tend to exhibit markedly different behaviours between dominants and tokens and women in senior management are always in token positions. Tokens are more often than not pressurized and under scrutiny due to their visibility and that lead to serious performance pressures. The performance pressures together with psychological pressures impact negatively on women's feelings and attitudes. This tokenism also becomes a barrier to women's advancement as it makes it difficult for them to get the information they require from informal sources and networks (Oakley, 2000).

According to Townsend (1997) cited in Weyer (2007), obstacles to women's advancement are unintentional; it is gender that appears to be impacting negatively on women's advancement. For Weyer (2007), there are three categories in which theories and models account for the emergence of gender-related behaviours and thus the creation of the glass ceiling can fall into:

i. Biological explanations theory;
ii. Socialization explanation theory; and
iii. Structural/Cultural explanations theory.

On the other hand, Weidenfeller (2012) suggests organizational obstacles, interpersonal difficulties and personal challenges as other explanations for women's limited progress.

i) **Biological theory**: This acknowledges the existence of stable biological differences between men and women which are as a result of psychological dispositions. More recently, biological explanation theory is no longer popular as it has been overtaken by socialization and structural

or cultural explanation theory which are the most accepted explanation for gender differences (Weyer, 2007).

(ii & iii) **Socialization and Structural or Cultural explanation theory:** These are constructionist accounts of gender differences. The constructionists argue that biological differences hold various meanings across different cultures, and inequality between genders maintains and produces societal expectations. On the other hand, socialization theorists argue that gender identity and differences are based on socialization because they are acquired through developmental life stages. According to structural or cultural models, leadership differences attributed to gender are as a result of social structures, systems and arrangements that channel and define gender differences due to discrepancies in status and power (Weyer, 2007: 484).

2.2.3. Remedies to the barriers

Hopkins, O'Neil and Bilimoria (2008) states that in providing insights into aspects of leadership, organizations must continuously develop both women and men if they want to have a competitive advantage in the global economy. They observe that women and men are more similar than different and the only differences that exist between them are biological, neurological and psychological. For Weidenfeller (2012), women are relatively similar to men in terms of their behaviour and effectiveness and organizations should take advantage of these differences as they may be a resource. Meta-analyses and individual studies found that women tend to be more participative and less autocratic compared to men. Appelbaum *et al*. (2002) explains that organizations stand to lose a lot by failing to develop their female employees as this denies them the unique talents and perspectives that women can bring to the organization, and they lose money they spend in investing in women through training. According to Weidenfeller (2012), organizations realize that the glass ceiling and glass

walls are detrimental to their success as they can be costly due to lost productivity among women with stagnant careers as well as a result of turnover costs. If they want to be productive and competitive, organizations should view diversity and inclusion seriously by effectively developing, advancing and retaining women (Weidenfeller, 2012).

It has been recognized that women and men may have conflicting views on career success; women tend to associate career success as an interest in intrinsically rewarding roles, personal achievements, self-development, and work-life balance, whereas men tend to associate success with higher incomes, climbing the corporate ladder, and high status. Hopkins *et al.* (2008) suggests the advancement of strategies to resolve challenges faced by women who aspire to be leaders and those that are already in leadership. They have identified seven formal and informal leadership development best practices for women as possible remedies to the above identified barriers. According to them, these best practices should capacitate women to acquire experience, knowledge, skills and ability opportunities (Hopkins *et al.,* 2008). These best practices are assessment, training and education, coaching, mentoring, networking, experiential learning and career planning and are discussed further below.

2.2.3.1 Training and Education Programmes

Hopkins *et al.* (2008) explains that capacity building in terms of knowledge, skills and education through training has been considered the best empowerment strategy to develop leadership skills; this has yielded good results for women in particular. For example, Feldman (1989) cited in Hopkins *et al*. (2008) reports the results of the Women in Colour Project which was created by US West, a Colorado-based telecommunications company which indicates that 46 per cent of the attendees were promoted at once. Specialized leadership training for women as opposed to other leadership trainings in the organization is crucial as they help women to develop good relations with other women.

2.2.3.2 Coaching and Mentoring Programmes

Lack of coaching and mentoring programmes has been cited above as one of the barriers to women advancing into leadership positions as they form part of informal training and on-the-job training. This type of training has been seen as adding value to people development, and women in particular. These programmes can help women in deciding about their careers as they take into account different life roles; these roles may sometimes force a woman to prioritize family by resigning from work and this will have an impact on leadership development. The relative importance of challenge, balance and authenticity differ as women go through various stages of their careers. Similarly, O'Neil and Bilimoria (2005) cited in Hopkins *et al*. (2008:355) observes that "…the careers of women tend to fall within three age-related phases: the idealistic achievement phase, the pragmatic endurance phase, and the inventive contribution phase. At each of these phases, women will require a differential coaching focus on issues of achievement and confidence, work–life balance, and sustaining a developmental perspective toward personal and professional contributions".

People with mentors become more effective and efficient and are more satisfied with their jobs than those who have no mentors at all. It has been found that men tend to have more mentors through their careers than women and this is associated with their career success. Various explanations such as under-representation of women at top management which creates a problem of same-sex mentors and the reluctance of women in those positions to mentor other women have been provided in order to make sense of this finding (Hopkins *et al*., 2008).

2.2.3.3. Networking

According to Brass, Galaskiewicz, Greve and Tsai (2004) cited in Hopkins *et al*. (2008), networking is believed to benefit women on the following

outcomes of interpersonal networks: increased influence and power; access to job opportunities, information and expertise; and job performance. The multiple roles that women play may reduce their opportunities to network; this is supported by a catalyst survey from 2004 which reported that 46 per cent of women managers mentioned exclusion from formal networks as barriers to their career advancement, as opposed to 18 per cent of men. This suggests that network platforms should be created for women so as to support them in their leadership development (Hopkins *et al*., 2008).

2.2.3.4. Experiential Learning and Career Planning

To help women advance to leadership positions, exposure to on-the-job learning is crucial as this exposure is related to progressive leadership attainment. In a study of male and female executives, Lyness and Thompson (2000) cited in Hopkins *et al*. (2008) reports that challenging job assignments, transition to new job responsibilities and job mobility translates into future leadership opportunities but women have less access to these. Women must also do career planning so that they not only rely on internal promotions for their development, and organizations should assist in this regard by teaching women strategic career and succession planning and discussing career pathing and future advancement opportunities with women (Hopkins *et al*., 2008).

Having examined the recommended leadership development best practices which should inform women leadership development strategies for women in an organization, the question to ponder is how women are taking advantage of these, as Hopkins *et al*. (2008:360) explains that, *"*effective leadership development must exist simultaneously at both individual and organizational levels".

Development of employees is a reciprocal responsibility, meaning that women should also assume responsibility for their own development.

2.3 CONCEPTUAL FRAMEWORK

2.3.1. Theory of Representative Bureaucracy

Kingsley suggested a “representative bureaucracy” theory in 1944. This theory started with the analysis of the British Civil Service before and after World War 2. In this theory, Kingsley had taken cognizance that the British Civil Service was more interested in fulfilling the interests of the elected party since they shared origins and backgrounds. Initially, the focus of this theory was on class but later race and gender was also included. The main idea of this theory is a civil workforce that reflects the demographic composition of the country’s citizens. For Kingsley, there is no group that can be given power which does not reflect the demography of the society; he believed that those in power should resemble the masses (Meyer, 2014).

Mosher (1968) cited in Meyer (2014) introduces two concepts of “representative bureaucracy”, namely Passive representation and Active representation. Passive representation is also referred to as “Symbolic representation”. Passive or Symbolic representation is defined as the,

> *extent to which the bureaucracy mirrors the demographic composition of the country and with regard to gender, it is the number of female public servants that mirror the number of women in the society* (Meyer, 2014: 1048).

On the other hand, Active representation refers to policy formulation, implementation and outcomes by public servants on behalf of the general public. Active representation also refers to:

> *administrators pressing for the interests and desires of whom they are presumed to represent* (Mosher, 1982 cited in Meyer, 2014:1048).

The assumption here is that women's representation in the bureaucracy will automatically lead to the fulfilment of women's wishes to be better served (Meyer, 2014).

2.3.2. Gender Inequality and Barriers

Historically, women have been regarded as inferior to men and this has created serious inequalities between women and men in all levels of the society. Women were denied the opportunity to compete equally with men for managerial positions. This has happened not only in South Africa but worldwide and has attracted global attention (Mello and Phago, 2007). As a result, in South Africa and internationally, gender equality policies and laws such as Affirmative Action (AA) and the White Paper on Transformation of Public Service (WPTPS) were developed, aimed at creating an enabling environment for women's participation in the workplace as well as addressing the imbalances of the past so as to help women to advance. South Africa went a step further by publicly declaring its support and commitment to women empowerment through the following programmes: Convention on the Elimination of all forms of Discrimination against Women (CEDAW), the United Nations Millennium Declaration, Millennium Development Goals (MDGs), Commonwealth Plan of Action on Gender Equality, Framework for transforming Gender Relations, and South Africa's National Policy Framework for Women's Empowerment and Gender Equality. Despite this, gender discrimination remains a serious challenge. In South Africa the focus was on destroying racial discrimination, and gender discrimination was ignored for a long time thereby contributing to gender inequality in the country which also found traction in the workplace (Meyer, 2014). Section 9 of the Constitution prohibits gender, sex and race discrimination and chapter 10, Section 195(1) (i) of the Constitution stipulates that:

> *Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness and the need to redress the imbalances of the past to achieve broad representation* (RSA, 1996: 1331).

The development of favourable policies and laws yielded a significant increase of up to 50 per cent female participation in the workforce of many developed countries. Women themselves have taken advantage of this by improving their education so as to catch up with their male counterparts in the job market but despite these policies, laws and improved educational qualifications, women still struggle to advance into leadership positions, and men are still favoured (Mjoli, 2013). In South Africa women representation in the workforce increased from 14 per cent in 2003 to 20.6 per cent in 2013. Women in senior management positions increased from 22.3 per cent to 29.9 per cent over the same period. According to the Commission for Employment Equity in South Africa, this improvement is attributed to the country's enabling legislation on gender (*City Press*, May 3, 2015: 8). In the United Kingdom, the United States, the European Union, Australia and in South Africa, the number of women serving on corporate boards and those employed as chief executive officers is still unacceptably low and most of the listed companies in these countries had no women representation whatsoever in 2010 on their boards (Mjoli, 2013).

Gender laws and policies were developed by most national governments in order to support gender equality in all spheres of society. However, public and private sector organizations limit monitoring and compliance only to the head count. The failure of these organizations to embrace gender equality as a strategic issue led to slow progress in the achievement of gender diverse leadership in the workplace. These organizations failed to recognize a woman's potential in improving

organizational performance and competitiveness (Mjoli, 2013). According to a University of Michigan study, organizations that have women representation in their top management levels perform better than those who have only men (Weidenfeller, 2012). The White Paper on Affirmative Action in the Public Service supports Weidenfeller's view as it argues that:

> *a more representative public service will result in improved responsiveness and effectiveness, improving the relationship between the bureaucracy and citizens*
> (Meyer, 2014:1050).

In line with the argument put forward by the representative bureaucracy theory, the policy states that more women in senior positions means workplace sensitisation on gender issues and more responsive delivery to women (Meyer, 2014). South Africa's National Development Plan (NDP: 2030) states that economic transformation and social cohesion will be achieved by empowering women through skills development and achieving equitable representation in all occupational categories and levels in the workplace.

A question for consideration is why women are still not progressing into these leadership positions in the workplace with policies, laws and improved educational qualifications in place. Vinnicombe, *et al.* (2010) cited in Mjoli (2013) analyses the gender performance of the UK-FTSE companies over a period of five years in order to understand the reasons behind the slow advancement of women on to boards and chief executive of the FTSE 100 listed companies in the United Kingdom. The results of the analysis revealed the following: appointment of women on boards would unnecessarily expand the size of the boards; shortage of experienced women for appointment to these positions even though there are currently women on these boards who can be developed for appointment on these boards; fewer current board members vacating these positions; appointment of women with limited or no board

experience will compromise their standards; and recruitment consultants for new board members were not briefed about the need to appoint women and as a result their search concentrated more on prior board experience which automatically excluded women (Vinnicombe, *et al.,* 2010 in Mjoli, 2013).

Vinnicombe, *et al*. (2010) in Mjoli (2013) further states that though there seems to be slow progress in improving gender diversity on boards, there are promising developments in the achievement of gender diversity on boards of UK-FTSE 100 companies which are: most board chairpersons had acknowledged that the presence of women on boards has a positive impact on the behaviour of men on boards as men tend to behave better in the presence of their female counterparts; women are frank in addressing issues, and they are not afraid to ask questions; women bring unique skills and leadership styles which bring a different perspective and mind-set to the boards; and women constitute the fastest growing market for consumer products and services, which could give boards a competitive advantage when appointing more women (Vinnicombe, *et al.,* 2010, in Mjoli, 2013).

Mjoli (2013) further mentions the existence of technical and organizational barriers to women advancement into leadership positions and these will be discussed below.

2.3.2.1 Technical Barriers

a) **Work and family life balance:** It is argued that women tend to take more time off from work due to the child-bearing and nurturing roles and responsibilities they play in the family. These roles and responsibilities also lead to career interruptions when women take maternity leave and this further result in a decrease in earnings and slow career progression for women. The same roles and responsibilities often limit women's mobility to attend courses and

conferences which are crucial for their career advancement. Women in their career lifetime must continually strive to strike a balance between work and family which is often difficult to do (Mjoli, 2013).

b) **Job placement**: There is biasness in appointing women into strategic leadership positions, and they are often appointed in support positions that do not boost their career profiles. Weidenfeller (2012) realises that general management and line experience is a prerequisite for development as an enterprise leader and future career progression into leadership positions, yet women are denied these roles and this may result in them not being in the talent pool when succession decisions are made. Furthermore, these career paths do not accommodate women's reproductive roles and this makes it difficult for women to advance into leadership positions particularly during their child-rearing stage (Mjoli, 2013).

c) **Networking:** Women find it difficult to network and establish formal professional relationships which are necessary for their career advancement due to the various roles they have to play. This further creates a problem for women, particularly when competing for top positions as they lack close relationships and influence with both internal and external stakeholders of their organizations (Mjoli, 2013).

2.3.2.2 Organizational Barriers

a) **Lack of organizational buy-in:** According to the findings of the McKinsey global survey, lack of awareness or concern for gender balanced leadership as a strategic priority was a main barrier to the implementation of gender-diverse leadership teams, and this was

more common amongst middle managers (McKinsey & Co, 2010, cited in Mjoli, 2013).

b) **Non-functioning of institutions dedicated to promoting gender equity:** In South Africa, institutions such as the Commission for Gender Equality, Ministry of Women, People with Disabilities and Children, and the Department of Labour have not been functioning optimally, and their mandates overlap. All of them have been given the mandate to monitor and evaluate the function of gender equity and equality and there are no clear targets from which a programme of action could be developed. This leads to unnecessary confusion and conflict between these institutions (NDP: 2030).

c) **Recognition of the skills and experience of women:** Women in their perceived roles and responsibilities that they play in society acquire skills and experiences such as communication, ability to influence others, empowering others, respect for differences and commitment to social transformation, but these are often not recognized as credible leadership skills by employers. These acquired leadership skills should be adapted to the business context (Mjoli, 2013).

d) **Unequal pay for the same work:** In general women are paid much less than their male counterparts even though their work is the same and requires the same qualifications and experience. According to Mjoli (2013), this is due to women's inability to negotiate their own salaries. Women believe that pay aligns with performance and as a result when they exceed their performance targets they expect salary increments (Mjoli, 2013). According to Burmeister, in South Africa the gender pay gap increased from 33 per cent in 2009 to 38 per cent in 2014 despite initiatives taken to

counter gender inequality. Women work for free for four-and-a-half months a year compared to men due to the fact that women earn less than two-thirds of what their male counterparts earn for the same work. According to the World Economic Forum Report there is no country that has performed well in closing the gender gap; as a result, it is estimated that it will take 81 years to achieve gender parity due to the current slow rate of progress. In the mid-2000s the gender parity gap narrowed but has since increased (City Press, May 3, 2015: 8).

e) **Gender diversity in the workplace perceived as a women's issue**: Women's participation in the workforce has improved over the years due to policies on gender equality and laws but this has not resulted in equal participation of women in leadership positions. Representation of women at this level is still a challenge despite the existence of these laws and policies. Women are expected to change their behaviour in order to fit into a male-dominated organizational culture which does not necessarily accommodate their multiple roles. Because of this, organizations tend to lose most of their talented women who leave before their promotion to senior positions. Women's advancement into leadership positions is regarded as a compliance issue by organizations rather than a potential source of fresh ideas, creativity and innovation brought by women in the workplace. It is further argued that organizations that considered women's employment in leadership positions as a compliance issue failed to attract and retain talented women. On the other hand, gender diversity in the workplace is perceived as a women's issue, and most organizations and countries appoint women to lead gender diversity programmes. While women are busy addressing gender inequality issues, their male counterparts focus on important strategic issues which help them to advance even more into leadership positions (Mjoli, 2013).

f) **Focus on 'fixing' women:** Mjoli (2013) argues that most gender equality programmes had been focusing more on fixing women to imitate male leadership styles which are considered as examples of good leadership. Wittenberg-Cox and Maitland (2009) cited in Mjoli (2013), in their book entitled, *Why women mean business*, argue that companies should be focusing more on addressing gender barriers that impede women from advancing into leadership positions rather than developing gender empowerment programmes on networking and development which are aimed at changing how women function. According to the NDP (2030), everyone should be given equal opportunity as it reduces the impact of factors such as gender and poverty on people's life chances. Equal opportunity and inclusion ensure that success in life depends on people's choices, efforts and talents and not their birth circumstances. Equalising opportunity and building capabilities requires equal access to quality basic services such as education and health, and social infrastructure that will produce greater numbers of skilled female work entrants (NDP, 2030).

g) **Poor retention of women leaders at senior management level**: Organizations do not delegate major assignments to women, succession planning is biased towards men and there is unwillingness amongst the male senior management to coach and mentor women for senior leadership positions. All these factors contribute to women's voluntary termination particularly those in middle management level and this poses a further challenge in relation to the shortage of female role models at senior levels as well as a shortage of female leaders with necessary experience required for appointment to leadership positions. Another important factor in the poor retention of women is the absence of monitoring and evaluation tools to assess the full utilization of women's talent

in organizations. This poses a high risk of under-utilization of this significant talent pool (Mjoli, 2013).

2.3.3 Gender inequality: Does good governance and accountable leadership matter?

Fukuyama (2011:16) in his book, "*Origins of political order"* states three political elements which he believes are necessary ingredients for good governance: stable state, rule of law, and accountability. He further states a need for a stable balance between the three elements in order to ensure successful modern liberal democracy which is about the state exercise of power according to the will of the citizens (accountability) and according to the rule of law. According to Albert and Passmore (2008: 8), citizens should be involved in the making of decisions that will affect their lives and should play an active role by helping government to implement those decisions. De Villiers (2001: 9) notes that this will result in the achievement of public value. According to Benington (2009), public value is all about customer satisfaction, what adds value to the citizens and what strengthens it; for them it is achieved when the exercise of state power is utilized to meet the needs of the entire citizenry.

According to Matshabaphala (2014:1009), good governance is:

> *a process of decision-making, as it normally happens with the planning activities in any organization and the implementation of the action plans for effective and efficient delivery of services.*

Fukuyama (2013) as cited in Matshabaphala (2014) observes that the decision-making and implementation activities must be done transparently in accordance with the open system paradigm. In other words, democracy, participation, transparency, responsiveness, equity and consensus orientation are aligned with good governance. For Matshabaphala (2014), good governance goes together with both ethics and accountable

leadership. Accountable leadership is required for good governance; therefore, it is this type of leadership calibre that the public service requires for effective and efficient public service delivery (Matshabaphala, 2014). Bell (2006) as cited in Matshabaphala (2014) notes that leaders that possess both character and competence are required in the public service.

In the interests of good governance, correct appointments of staff in the public service must be made; in other words, public service appointments must be solely based on merit and not on political connections as the appointment of such people may simply embarrass the government through lack of competency. Matshabaphala (2014: 1015) explains that, “Good governance also refers to ensuring that the right appointments are made and that they are made in a transparent manner”.

According to Sebola (2014), good governance refers to the manner in which public service goods are delivered, that is whether they are delivered in an effective, transparent and accountable manner. He further states that administrative policies that are respected by both citizens and politicians must be developed in order to ensure good administration which he views as part of good governance. There is also a need for strengthening the Performance Management System for good governance in the public service. Furthermore, in order to promote good governance and ensure accountable leadership for carrying out responsibilities in the public service, systems, structures and processes such as audit structure and offices must be strengthened. In addition to this, setting up of performance standards which will be audited through monitoring and evaluation is also imperative for effective and efficient public service (Matshabaphala, 2014).

As previously mentioned, capable and accountable leadership is necessary for good governance. South Africa’s National Development

Plan (NDP: 2030) refers to the development of a “capable state” which requires capable and accountable cadres to ensure public service delivery. Groenewald (2014) as cited in Matshabaphala (2014: 1011), observes that capable and accountable leaders are those who, “share their energy, expertise and resources in an open system milieu”.

Groenewald (2014a, 2014b, 2014c) suggests that accountable leadership refers to leadership that responds to the challenges of an ever-changing world and that is prepared to move both people and organizations towards a new order.

According to Matshabaphala (2014:1011), “every community in the world has its concepts of how the world works and that is referred to as ontology (the nature of reality) and cosmology (the development of the universe as an orderly system)”. He further states that beyond metaphysical accounts there are socio-political philosophies that communities in the world have and these are both descriptive and normative in character. The ancient philosophers believed that things in the world are because they are pre-determined by supernatural forces. Furthermore, the closed systems philosophies include traditionalism and monadology. Monadology philosophy is about justification of people and societies as separate. On the other hand, the concept of traditionalism points to unending traditional world views even in the work place. Hence there are people who are comfortable with the current state on the basis or logic of the continuance of tradition. This happens even if it means denying opportunities to people with better skills and potential to enhance quality public service, and the South African public service is not excluded from this (Matshabaphala, 2014).

Matshabaphala (2014) notes “insider-outsider” dichotomies which he refers to as the existence of right-leaning groups dominating an organization and creating a shield to protect their own interests which are

counter to those of alien world views. It is this kind of practice, amongst others, that has the potential of compromising the good governance which is crucial for public service. Transparency in both procurement and deployment of resources does not exist in the public service as Matshabaphala (2014:1013) explains that, *"*once there is a lack of trust, transparency, democracy and consensus, good governance will inevitably be compromised".

Transparency and openness are key to good governance. The modern world has many well informed and empowered people (Matshabaphala, 2014). Groenewald (2014a, 2014b, 2014c) strongly believes that side-lining these people by keeping them as outsiders in a closed system does not help organizations to grow or to be competitive but instead it puts them at a disadvantage. Therefore, he suggests that organizations need to draw more on such people's inputs in an open system context.

Public service challenges that relate to open and closed systems or insider-outsider dichotomies require leadership. This calls for finding new ways of governance and leadership. For Matshabaphala (2014: 1015), leadership entails:

> *the commitment to making the world, and the universe of public service and the world of work, a better place for others in an open systems setting.*

This commitment is required from all South Africans, who must all have roles as responsible and active citizens. They must be the agents of their own development as government cannot do it alone. Good governance requires strong leadership and active and responsible citizenry across society (NDP, 2030).

2.4 CONCLUSION

This chapter provided the literature reviewed for the study, where as a starting point the definition and the importance of literature review was provided. The literature reviewed is divided into analytical and conceptual frameworks.

CHAPTER 3
RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter explains how the research will be conducted, in other words it will demonstrate the type of methodology appropriate for the study (Qualitative/Quantitative/Mixed), research designs, the method of data collection (Interviews/Questionnaires/Experiments) as well as the techniques for analysing the data. The research setting where the study will be conducted will be explained. The ethical considerations will be clarified.

3.2 RESEARCH PARADIGMS

A qualitative research methodology was used for this study. Wagner, Kawulich and Garner (2012: 8) defines qualitative methodology as a research design that collects and interprets information using words and pictures rather than figures. It is mainly utilized for the purposes of exploring, describing, identifying or explaining social phenomena. The qualitative method was used as the main research strategy because the research findings were presented in words rather than in numbers and the nature of the phenomenon was not suitable for the quantitative approach. In addition, the data collection methods employed for study were observations, interviews, and document analysis and these methods were also qualitative in their nature (Wagner, *et al.,* 2012).

The study had adopted an interpretivist social science approach because the purpose of the study was to understand the causes of the slow progression of women into top management positions at the Department

of Home Affairs by analysing the participants' interpretation of their own environment (Bryman, 2012).

3.3 RESEARCH DESIGN

The research design used was not a case study because the focus was not on one branch of the DHA. The study was conducted in all branches of the Department. The design that was used therefore was a basic interpretative qualitative approach underpinned by phenomenology since the researcher's purpose was to seek to understand and describe the constructed meaning and experiences about the gender disparities in top management at the DHA as perceived by the participants, and the study did not seek to change the world. Another reason for using an interpretative qualitative approach was that the researcher was the primary instrument for data collection and data analysis. Furthermore, basic interpretative study has more often than not characteristics of a qualitative research design and in this type of study the researcher did not necessary suspend own judgment (Merriam, 1998).

Inductive reasoning was used because the explanation was derived by first collecting information through interviews, observations and document analysis which were analysed in order to identify repetitive patterns or similar responses. The outcome is a descriptive meaning as it explains women's initiative in their advancement in the DHA (Wagner *et al.,* 2012).

3.4 DATA COLLECTION STRATEGY

3.4.1 Primary Data

According to Flick (2007), there are four basic methodological approaches in collecting or producing qualitative data, namely structured, unstructured and semi-structured observation and interviews, public and private documents such as minutes of the meetings, newspapers, journals, and

audio-visual materials such as photographs, videotapes and films. The interviews can be face-to-face (one-on-one in person) or telephonic or focus groups (interviewing participants in a group). Since the purpose of the study was to investigate women's slow progression into top management positions at the DHA in Gauteng, the data collection method which is three-fold was found to be more relevant for this study.

Firstly, participant observation was used; the researcher was the observer as she is part of the department under study and this allowed the researcher to have first-hand information and experience with participants. Participant observation also allowed the researcher to have access to what people do as opposed to what they claim they do as the information was recorded as it was revealed (Ghauri & Gronhaug, 2002).

The second data collection method used for this study was semi-structured interviews which according to Wagner *et al.* (2012) are interviews with step-by-step guides with key questions to be posed to the participant, but which also allow issues to be explored as they arise. The questions asked were generally open-ended and were intended to elicit views and opinions from sixteen individual participants from top management level, senior management level and middle management level as well as implementers of Recruitment and Selection (R&S), Employment Equity (EE) and Human Resources Development (HRD) programmes and plans. Questions that were posed were informed by the literature review and these were compared with the research problem in order to test consistency as well as to see if the questions are thorough and correct enough to elicit what the researcher wanted. Firstly, the questions were drafted and were pre-tested as a pilot study. Interviews were conducted in the participants' offices which was the environment they were familiar with and most convenient for them. Each interview took about an hour to one-and-a-half hours and the duration of the interviews was clearly communicated beforehand. Tape-recording and written coded

notes were used as main recording methods; tape recordings were later transcribed. The participants' permission and consent to use tape-recording was obtained before interviews (Wagner *et al.,* 2012).

3.4.2 Secondary Data

Thirdly and lastly, for the purposes of gathering more data the secondary data which are the documents such as Departmental Strategic Plans, Annual Reports, minutes of meetings, journals, periodicals, NDP, National Growth Path (NGP), Presidential pronouncements, Public Service mandates and legislation were also used as secondary data. These documents were found useful for data collection as they were easily accessible and unobtrusive sources of information and were written evidence which represented the data that is thoughtful as it was compiled by some of the participants (Creswell, 2003). The relevant literature, which is defined by Wagner et. al (2012) as a written report based on an analytical interpretation of the available literature on a particular topic, was also reviewed to collect data. The data analysis was done at the same time as the data collection so as to allow the researcher to make adjustments along the way and to test emerging concepts, themes and categories against subsequent data.

3.4.3 Ethical Issues in Data Collection

The permission to conduct research was requested in writing from the Director-General (DG) for the DHA. The participants were informed both telephonically and in writing about the interviews and in the communication the following was covered: purpose of the study, short problem statement, a brief description of the required information, reasons for and importance of the research, duration of the interviews, as well as the time and place of the interviews. The purpose of this was to help the participants understand the nature of the research and its possible impact on them as well as to

demonstrate respect towards them. As mentioned earlier, the participants were also asked if they were comfortable with tape-recording and if they wanted the interview to be treated with strict confidentiality. Where participants agreed, the researcher assured confidentiality of all the information received and where necessary a signed written assurance of confidentiality was given to avoid any harm to the participants. Participants were granted full right to ask questions, obtain a copy of the report and to have their privacy assured. To ensure voluntary participation, participants were not forced to participate in the study if they were not comfortable to do so, and participants who wanted to withdraw were allowed to do so (Wagner *et al*., 2012).

3.5 SAMPLING STRATEGY AND CRITERIA

In this study a combination of primary and secondary data was used. The original data collected by the researcher through interviews was used as primary data. Data collected by someone other than a researcher, which is secondary data, was also used. Examples of secondary data used were departmental policies, departmental reports, plans, minutes of the meetings, Acts and lastly previous research work on similar studies was also reviewed.

According to Salkind (2013: 10), it is difficult, costly and impractical to conduct research based on responses of the entire population under study. The most practical and cost-effective way of gathering data is through sampling which he defines as:

> *"a smaller group of data which is a portion or subset of the entire population under study"* (Salkind, 2013: 10).

Wagner *et al*. (2012) states that the prerequisite for sampling is a sampling frame which he defines as a list of all the individuals in the population. He further points out that, once a sampling frame is obtained, a decision on

the size of the sample and the method of sampling required to undertake the study must then be defined.

Therefore, for the purposes of this study − which was to investigate women's slow progress into top management positions at the DHA − non-probability sampling which, according to Wagner, *et al.* (2012) is non-random, was used to collect data. Probability sampling was found not to be best suited to this kind of study due to its nature of random sampling. Non-probability sampling was therefore used because not everyone in the population under study had an equal and independent chance of being included in the sample and participants were included on the basis of their willingness and availability to participate in the study.

There are various types of non-probability sampling but for this study, a combination of quota and purposive sampling was used, for the reason that the researcher used her own experience to identify the participants considered as relevant in identifying causes of women's slow progression into top management positions at the DHA. Furthermore, the researcher also used special selection criteria to identify the most suitable individuals considered to be representative of the population to participate in the study (Wagner, *et al.,* 2012). Snowball sampling, which is also called chain referral sampling (Mack, Woodsong, MacQueen & Namey, 2011), was used as there were some participants with whom the researcher had made contact and who referred the researcher to other people that they considered to be very knowledgeable about the subject.

There are three populations represented in the sample, namely the population in top management, i.e. Director-General (DG) and Deputy Director-Generals (DDGs), the population in senior management (Chief Directors, Directors and Deputy Directors) as well as officials responsible for R&S, EE and HRD, so the individuals from each of the sub-populations were interviewed. For these sub-populations, the stratified random

samplings were used as they were too large and therefore a simple random sampling was done within each of the sub-populations. The sub-populations were divided according to gender, so the random sample of men and of women was drawn from each sub-population. The stratified random sampling is one of the types of probability sampling; therefore, a combination of probability and non-probability sampling was used in this study (Wagner, *et al*., 2012).

The study sought to investigate women's slow progression into top management positions at the DHA. To establish and understand this, various officials in the Department were interviewed to share their own progression experiences as well their succession programmes and plans. They shared their views, perceptions and experiences as to why they were unable to progress into top management and how they were taking advantage of programmes offered to empower and advance them in the DHA. Some officials who were direct implementers of recruitment and selection were also interviewed because they were important as participants in the implementation of R&S, EE and HRD plans and programmes in the department.

3.6 VALIDITY AND RELIABILITY OF THE DATA

According to Wagner, *et al.* (2012), comparatively, validity and reliability are more important in a quantitative study than in a qualitative study. Qualitative researchers are not unduly concerned with accurate measurements; they make use of terms like credibility and trustworthiness instead of reliability and validity. Furthermore, the researcher's research design must ensure credibility, transferability, dependability and confirmability as indicators of trustworthiness of data.

In order to ensure transferability, all versions of data were kept in their original form and to ensure credibility of data, the researcher had undertaken persistent observations. Various sources and methods of data

collection such as literature review were used as additional ways of ensuring trustworthiness of data. The interviewees were given the data collected during the interview so as to confirm accurate capturing or misrepresentation of data. The interview responses of one participant were used to inform the next interviews to confirm similar views (Wagner, *et al*., 2012).

A combination of observation and interviews were used to ensure triangulation of data so as to increase the trustworthiness of the study. According to Wagner, *et al.* (2012), triangulation is only possible when different methods, instruments and sources of information gathering are being used to measure the same thing, so observations were used to test the accounts given in the interviews. The triangulation of data gathered through interviews, observation and documentation has been done. This data has been compared to check inconsistencies.

3.7 LIMITATIONS

The researcher was an employee of the department under study and this might create biasness which may affect objectivity in the process as she already has preconceived ideas about the subject under study. The researcher's role was that of participant observer. This may have played a role when data was analysed and interpreted and triangulation and peer review was thus done continuously. The study was limited to the DHA and non-random sampling was done. The findings of this study cannot be inferred to other areas or population outside this department. Another anticipated limitation was access to data due to confidentiality issues.

3.8 ETHICAL CONSIDERATIONS

Ethical considerations should be at the core of any research process from the design and implementation to the final report write-up. Participants' concerns should always be at the forefront of the researcher's plans and

actions at all times during the course of the study. The main purpose of ethical consideration in research is to protect the human rights and dignity of the participants. The following attributes of ethical research were observed by the researcher before and during the research study: Informed consent, Deception, Confidentiality, Gate-keeping and avoiding harm to the participants.

As already mentioned in the data collection strategy, the permission to conduct research was requested in writing from the Director-General, DHA. For the purposes of ethical consideration, the participants were informed both telephonically and in writing about the interviews and in the communication the following was covered: purpose of the study, short problem statement, a brief description of the required information, reasons and importance of the research, duration of the interview, as well as the time and place of the interview. Participants were asked if they were comfortable with tape-recording and confidentiality was assured through written agreement. Participants were informed of their right to withdraw at any time during the study if they wished to. All the participants were thanked for their time and information that they shared or provided.

3.9 DATA ANALYSIS AND INTERPRETATION

According to Creswell (2003), data analysis is about giving sense to the collected data, preparing data for analysis, conducting different analysis, moving deeper into understanding data, and representing and interpreting data. The data analysed is the primary data collected during observations and interviews, secondary data documents and journal articles. The analysis of data involved transcribing of interviews, scanning material, and sorting and arrangement of data. This was done by listening to the recordings and capturing data into a journal. After the transcription, the data was coded using computer software and this was done after each interview while these were still fresh in the interviewer's mind. Coding can

be explained as “the process of organizing the material into “chunks” before bringing meaning to those “chunks” (Rossman & Rallis, 1998: 171, cited in Creswell, 2003: 192). It involves taking text data or pictures, segmenting sentences (or paragraphs) or images into categories, and labelling those categories with a term, often a term based in the actual language of the participant (called an in vivo term)” (Creswell, 2003: 192).

The types of codes that were used were subjects’ ways of thinking about people and objects, activity codes, pre-assigned coding schemes as well as relationship and social structure code and were done to generate themes, topics, ideas, concepts and keywords. After coding, themes were generated. The themes generated from the literature were barriers to women leadership development, availability, understanding and use of women leadership development strategies and discrimination of women in the workplace. Some themes were derived from the interviews, observations and documents and these were policy development and leadership dilemma. At the end of the data analysis, the interpretation of data was done. To validate the accuracy of data triangulation with various forms of data collected, member checking was considered (Creswell, 2003).

3.10 RESEARCH OUTLINE

The outline of the research report is as follows:
Chapter 1: Introduction; Background; Problem Statement, Purpose, Purpose Statement, Research Question; **Chapter 2:** Literature Review; **Chapter 3:** Research Methodology; **Chapter 4:** Presentation of the Research Findings; **Chapter 5**: Interpretation & Analysis of the Research Findings; and **Chapter 6**: Conclusion & Recommendations.

3.11. CONCLUSION

This chapter described the research methodology utilised for the study. This was a qualitative research study underpinned by phenomenology, a basic interpretative research methodology, since its main purpose was to understand the essence of people's experiences as perceived by the participants. Participant observation, semi-structured interviews and secondary data such as departmental strategic plans and policies were the primary data collection method for this study.

In order to ensure credibility, transferability, dependability and confirmability as indicators of trustworthiness of data, all versions of data were kept in their original form, the researcher had undertaken detailed observations, and various sources and methods of data collection such as literature review were used as additional ways of ensuring trustworthiness of data. The interviewees were given the data collected during the interview to confirm accurate capturing or misrepresentation of data. The interview responses of one participant were used to inform the next interviews to confirm similar views.

With regard to ethical considerations, permission was obtained from the Director General, consent was obtained from the participants, and anonymity and confidentiality were guaranteed.

CHAPTER 4
RESEARCH FINDINGS

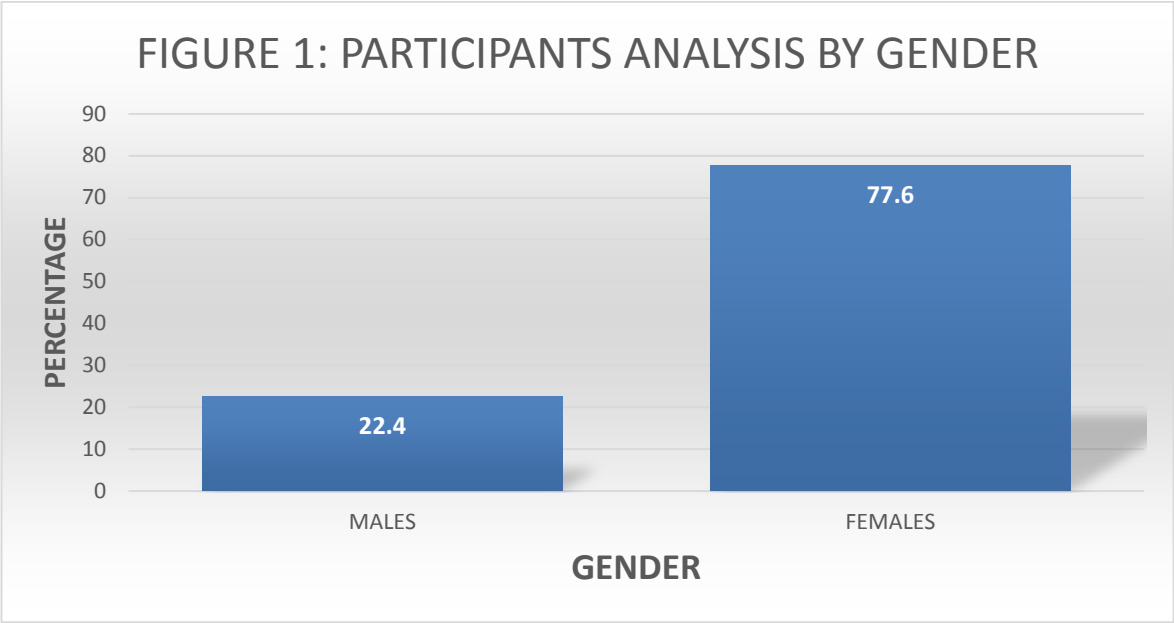
4.1 INTRODUCTION

This chapter will describe the findings of the study undertaken to investigate why women are progressing slowly into top leadership positions at the Department of Home Affairs (DHA). A qualitative research methodology was used for this study. An interpretivist social science approach underpinned by phenomenology was adopted because the purpose of the study was to understand the causes and constructed meaning and experiences for the slow progression of women into top management positions at the DHA. The data collection methods employed for study was participant observations, interviews and document analysis; these methods were also qualitative in their nature (Wagner et al., 2012). In-depth interviews were conducted with 18 participants across the Department. This chapter will commence by presenting the biographical profile of the participants, followed by the presentation of questions that were asked during the interviews. Lastly, the results of the findings gathered will be provided based on three theories: (1) gender stereotyping; (2) glass ceiling and glass wall; and (3) governance and leadership.

4.2. BIOGRAPHICAL PROFILE OF THE PARTICIPANTS

Figure 1 below presents the biographical information of participants, including the graphical statistics on the gender and occupational levels.

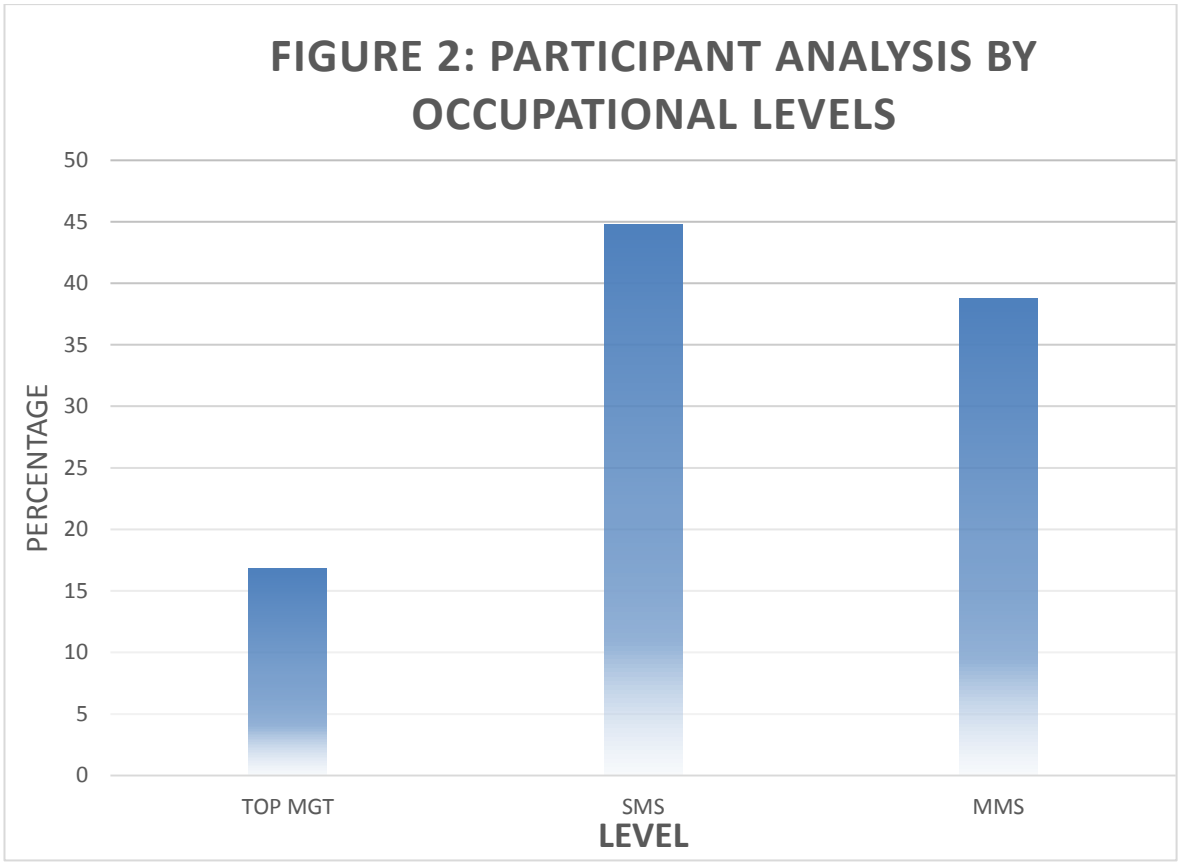
Figure 1: Participant Analysis by Gender



Source: Interviews, 2017 (Own)

Figure 1 depicts the participants' gender distribution. Of the 18 participants interviewed, women comprised 77.6% and men 22.4% per cent. More women than men were interviewed due to the nature of the study itself which seeks to investigate why women are not progressing into leadership position in DHA, so the feelings and experiences of females were central. Secondly, subject experts were interviewed which happened to be predominantly female.

Figure 2: Participant Analysis by Occupational Levels



Source: Interviews, 2017 (Own)

Figure 2 depicts the occupational levels of the participants. The majority of participants were at Senior Management level (SMS), followed by those at Middle Management Level (MMS). The fewest participants were at Top Management and this was due to them being a minority in the Department.

4.3 SUMMARY OF RESEARCH QUESTIONS

For data collection during the study, one hour to one and a half hour interviews were conducted, a combination of open and closed ended questions were asked of the respondents. The questionnaire was divided into three themes which were derived from the analytical and conceptual framework, namely: Gender Stereotyping, Glass Walls and Ceilings as

well as Governance and Leadership. A full questionnaire is provided as Annexure F.

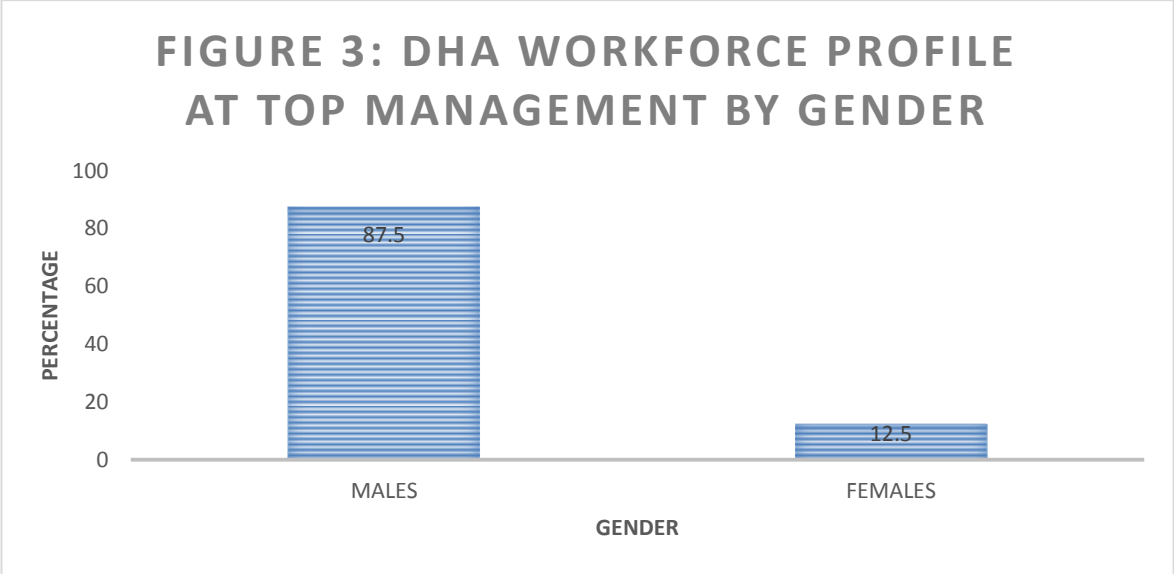
4.4. THE CONTEXT

In the DHA there was a noticeably slow progression of women into top management positions. The DHA had a total staff complement of about 10,000, of which 60% were women and 40% were men. The senior management of the Department of Home Affairs comprised 46% women and 54% men at this level. At top management level the DHA comprised 12.5% women compared to 87.5% men. The entire workforce of the DHA included only 1.43% of people with disabilities (DHA EE Report, 2015).

4.4.1. Graphical Illustration of the situation

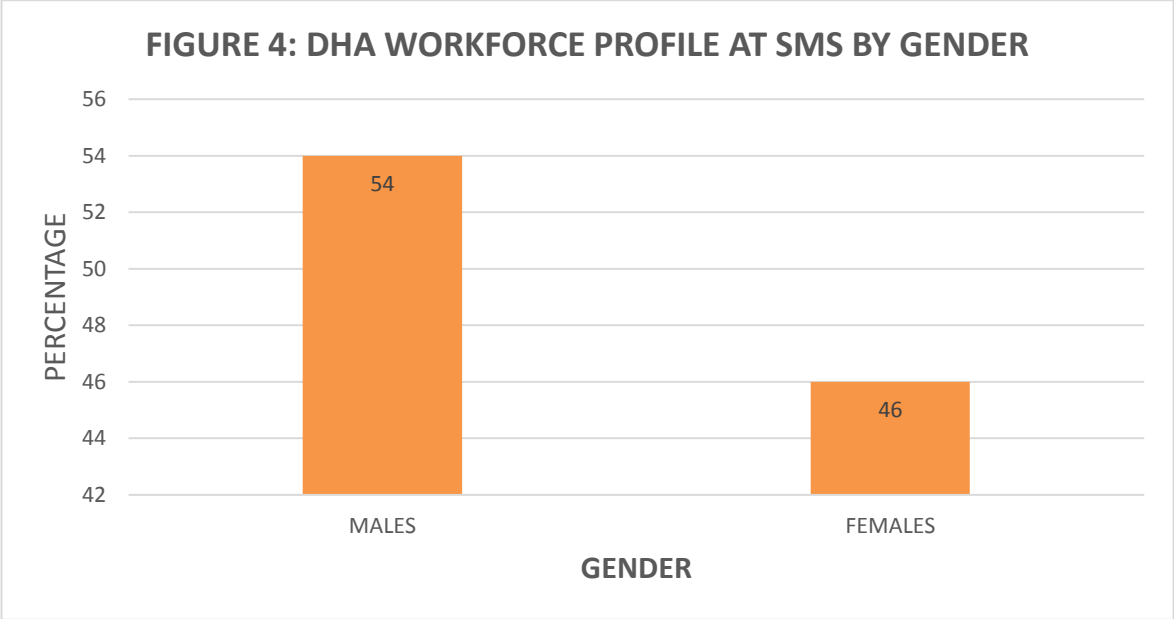
Figure 3 below indicates that in the DHA men account for 87.5% at Top Management level and women account for only 12.5% at this level. This is despite women being the majority in the Department.

Figure 3: DHA Workforce Profile at Senior Management by Gender



Source: DHA EE Report, 2017

Figure 4: DHA Workforce Profile at SMS by Gender



Source: DHA EE Report, 2017

There is a slight difference between male employees (54%) in Senior Management, while females account for 45% as can be seen in Figure 4. These figures can be viewed as positive, because with career progression and promotions, these employees would be readily available to move to Top Management level. Therefore, if women are afforded appropriate opportunities they are more likely to move to Top Management positions.

4.5. FINDINGS: INTERVIEWS WITH GOVERNMENT OFFICIALS

4.5.1. Theory 1: Gender Stereotyping Theory

In theory 1, there is a belief amongst some participants that there is a difference between men and women leaders, in that women tend to draw on their emotions whereas men tend to draw on their intellect in dealing with situations, and that this tendency might have a detrimental effect on a woman's ability to lead effectively and efficiently. This was attributed to women's role of being a mother. It was agreed that this personality trait is sometimes good in the leadership environment but has often proven to be a problem in their careers. In reflecting on the myth that "women lack the focus needed to become good leaders" (Cleveland, 2000), the majority of participants strongly disagreed with the myth. They indicated that women who had undergone training and development to enhance their leadership skills had become excellent leaders. In sharing their views regarding the ability of women to multi-task and their innate possession of good interpersonal skills which tend to add value when placed in strategic positions, most participants strongly agreed with that, although some participants disagreed and made mention of women's inability to manage other women which had resulted in them refusing or finding it difficult to work with other women and preferring to work with men. Furthermore, regarding the perceived ability of women to multi-task, most participants agreed that this may increase the organization's productivity and competitiveness and if that is coupled with recognition and necessary

support by the employer organizations could have positive outcomes. On the other hand, there were some participants who considered women's ability to multi-task as a risk in the organization, in that they believe that dealing with many things at the same time may lead to serious mistakes which may cost the organization heavily, and that it is preferable to deal with one task at a time and do it thoroughly.

With regard to women's inherent ability to lead which they acquire through their performance of traditional roles of nurturing and raising future leaders (Cleveland, 2000), many participants strongly disagreed with this and articulated that not all women are born with this ability. They further pointed out that even with those who were born with this ability, if continuous training and development to enhance this inborn ability to lead is not done in early childhood development, it might be difficult to master it in adulthood. Participants 1 and 4, however, strongly agreed with the fact that women have an inherent ability to lead. These participants indicated that women have a strong ability to multi-task and they are highly skilled when it comes to life orientation as they are also home teachers to their children and partners. They further pointed out that homes with mothers are easily identifiable through with the presence of warmth and love as opposed to those homes that are run by fathers alone. Participant 4 observed that there is a benefit when you develop a woman in that when "You develop a woman, the whole nation is developed", meaning that women are capable of sharing and multiplying what they have. This participant also quoted the words of William Golding, British novelist, playwright and poet, who had once said:

> *I think women are foolish to pretend they are equal to men. They are far superior and always have been. Whatever you give a woman, she will make greater. If you give her a sperm, she will give you a baby. If you give her a house, she will give you a home. If you give her groceries, she will give you a meal. If you give her a smile,*

she will give you her heart. She multiplies and enlarges what is given to her.

Participants, in sharing their experiences, made numerous references to the effect that in the Department, masculinity as opposed to femininity is regarded as an important leadership trait which was attributed to the Department being mostly led by older men who have been culturally oriented as such in their upbringing. This is in fact the general view even among other women themselves. Some participants provided examples of men who expect them to serve them with tea and coffee during breaks in the Executive Committee (EXCO) or Management meetings. Thus, workshops to transform people's mind-sets and cultural orientations are not only desirable but a real necessity in the Department otherwise such problems will persist. Women participants in particular, as well as some men participants strongly disagreed with this notion, and regarded it as stereotyping.

4.5.2. Theory 2: Glass Ceiling & Glass Wall Theory

The second theory that was examined was the theory of the glass ceiling and glass wall which Weidenfeller (2012:365), defines as "an invisible barrier to advancement based on attitudinal or organizational biases". This theory demonstrated a slow shift from women occupying what is termed a feminised position such as non-operational work to occupying operational positions. The participants indicated that the Department is divided into three business units which are Civic services, Immigration services and corporate services, of which the first two make up the core business of the Department. In sharing their experiences, the participants mentioned that previously it was common practice that women are appointed in non-operational positions like Human resources management but in the last few years slow changes have been noticed, and women are now being appointed in operational or technical positions. One example is seen in a

position of a Deputy Director-General which is occupied by a woman and her predecessor who vacated this position almost two years previously was also a woman. Most women expressed concerns regarding the availability of plans of action to appoint more women into operational positions, including being trained and developed in these operational positions. Various instances were mentioned where operational positions were advertised and were filled by men due to unavailability of suitable women candidates. The bursary policy is in place but it is silent about this issue, meaning that there is no funding or bursary programme biased towards women or which states that women will get first preference. Instead it seems biased towards those who do not have tertiary qualifications and are more likely to be in the entry levels of occupation.

Most women participants further revealed that there was no reasonable accommodation which is provided to them in order to accommodate their reproductive role which means that even if they were to be appointed in these positions they would find it difficult to strike a balance between those responsibilities and their personal responsibilities, leading to the possibility of being considered incompetent. They indicated that these roles usually come with the expectation that working after regular working hours will be required and this will interfere with their parental roles and responsibilities. There is no approved gender policy in the department which should be addressing such issues as well as issues of gender mainstreaming in Departmental programmes and daily operations. However, some women participants felt that there was reasonable accommodation provided by the Department to accommodate women's reproductive roles; they mentioned the four months' maternity leave granted to women as well as prenatal leave granted for doctors' visits during pregnancy. Furthermore, these women felt that the Department pays people to put their children in aftercare facilities that are available around the Department, and that parents should take responsibility and not make their childcare the

Department's responsibility. One participant when asked the question on reasonable accommodation responded as follows:

> *I do not believe that as a woman I must be reasonably accommodated, why must I be reasonably accommodated? Department must just allow me to do my job to the best of my ability in the same way as my male counterpart because we both parents, I must not be allowed to go home at 16H00 because I am a woman but I must be allowed because I am a parent and my male counterpart should also be allowed because we are both parents, it must not be my reproductive side as a woman that must dictate my knock off time. I think as women we must stop playing victims.*

In addition to the above, some women participants expressed their concern about lack of or insufficient networking sessions or platforms for women so as to establish professional relationships which is key to their own career development. The only networking platform which is available to them is the Public Service Women Management week seminar which is only for one day in a year and which excludes women below Senior Management services (SMS). Similarly, some women felt that women themselves should not be waiting for the department to establish these sessions for them but they should take the responsibility to establish the platforms for themselves. The women at Top Management should also be using the power that they have by taking that lead to help other women through establishing networking sessions for their female counterparts.

4.5.3. Theory 3: Governance & Leadership

The first question posed to participants was about the challenges or reasons for women not developing in Top Management level in DHA. There were a number of reasons and challenges mentioned by the participants in relation to the gender gap in DHA. Firstly, a common reason described by all participants was the existence of the gender gap in other

government departments as well as in private companies which have led to them poaching potential candidates from the DHA. Most of these participants described the unavailability of the career development plan for women in DHA as one of the contributing factors to the Department's gender gap. Participant 1 talked about the business landscape of the Department which is a uniquely hostile business environment in which it operates and the way in which it is structured. The participant mentioned that there is too much to be done by the Department, there is a lot of legislation to be administered by this department, the Department carries functionality that could be better placed elsewhere in other Departments or organs of state and as a result of all this it becomes difficult to get a suitable candidate, whether male or female, who will be able to master all these functionalities. Secondly, the same participant together with other 4 participants mentioned the existence of gender stereotyping challenges in the Department, particular at SMS level where there is a perception that men are performing better than women; this could be another contributing factor to women not developing into Top Management positions in the DHA. Regarding the above, Participant 1 said the following:

> *I strongly do not agree that men perform better than females. I believe as a woman I can outperform a man in certain respects and a man can outperform me in other respects, men and women complement each other. I am very happy to be a woman God created me to be, I embrace entirely who I am, I don't feel I need to compete with men but to complement each other. Your ability to perform is not determined by what you are (your gender) but is determined by whether you are placed (occupation/job) where you supposed and meant to be and that's whether you are a man or a woman. Each person can be a star performer if optimally placed where God designed him or her to be. Women and men are wired differently opposite to each other with a purpose of complementing each other.*

“Power in the wrong hands” was mentioned as another challenge where people abused their power and authority that comes with their job titles. They believe that there are authorities that are holding positions that were not meant for them and they don’t understand their purpose, roles, responsibility and accountability that comes with their positions (job mismatch) and as a result they become reckless in carrying out their responsibilities.

Three participants mentioned that in the Department there are a number of young women in the talent pipeline who will climb up the career ladder very quickly and at a certain level they decide that they do not want to climb up the ladder any further due to their social circumstances. They feel that these leadership positions come with demands and additional responsibilities that interfere with their reproductive roles and this in turn impacts negatively on the talent pipeline ready to be developed into leadership positions in the Department.

A majority of the participants (15 out of 18 participants) raised the absence of succession planning to retain talent in the Department as another challenge, as there is no knowledge harvesting initiative by the Department to formalise a framework through which knowledge and skills are transferred to the next level of any chain of command at least three years in advance of a person (at Top Management) pre-empting them to leave the Department as possible replacements to ensure that the Department has a talent pool to recruit from in case of vacancies. There is also no incentive framework to encourage people to coach and mentor for the purposes of transferring skills other people in the Department. Some participants explained that they do not require incentives to coach and mentor their fellow colleagues; all they need is a structured programme or framework for them to do so which is currently not there. The nature of the appointments to Deputy-Director General (DDG) posts which is permanent was raised as a serious contributing factor to the problem as people

appear to be comfortable in these positions which could be contract positions and that could encourage them to perform for the renewal of their contracts or leave if they do not perform and create space for women that are less represented at that level.

Participants described government policies as a contributing factor to this challenge, and they made an example of the DPSA directive (policy) regulating appointments of Senior Management in Public Service which requires a certain number of years for a person to be eligible to be appointed at senior management level. This is a problem for women who were for a long time deprived of leadership opportunities. The misalignment of government policies to the National laws, for example, DPSA directive vs. Section 20 of Employment Equity Act (EEA) or the tendency of not reading policies in conjunction with other policies, and in particular National policies, was also raised by participants as another contributing factor to the gender gap challenge. For example, the DPSA directive on appointment of Senior Managers in the Public Service, states that 5 – 10 years' experience as a minimum entry requirement at this level and on the other hand in terms of Section 20(3) of EEA 55 of 1998 as amended, "a person who is suitably qualified is a person who has one or a combination of the following: Formal Qualification, Prior Learning, Relevant Experience and a Capacity to acquire, within a reasonable time, the ability to do the job". In other words, if the DPSA directive is read in conjunction with this act, there is nothing that stops the Department from appointing a person with less than 5 – 10 years' experience if he or she meets one of Section 20 (3) requirements. In addition, the Public Service Regulations Act, which regulates the appointments in the Public Services also puts limits in terms of the maximum salary that you can offer when you want to attract and/or retain an official into the organization. As result the Department loses women with the potential to be leaders and those who could be utilised to mentor and coach other women in order to prepare them for these roles. The country's economic downturn which led

to the Department's inability to fill vacancies due to unavailability of funds and budgetary constraints was also viewed as a factor contributing to the slow progression of women into leadership positions.

Whilst there are already about 45% of women at senior management level, there are few who qualify to be appointed at Top management level due to policy requirements. Unfortunately even these policies do not cater for women who were historically disadvantaged and as such men remain at an advantage. The DPSA directive which informs policies for the appointment of Senior Managers in the Public Service was described as having negative implications on the appointment of women into leadership positions.

Some participants raised the lack of experienced women as a challenge and an example was made that it took 60 months to recruit a woman for a particular SMS post in the Department due to this. Some participants disagreed with that and said experienced women are there but they are being overlooked by those in power in the Department and that some women who are experienced are not interested in advancing further due to them not being reasonably accommodated to take care of their reproductive roles. A further point was the inability of women to properly capture their skills and knowledge in their Curriculum Vitae to be marketable as well as them failing to present themselves well in interviews.

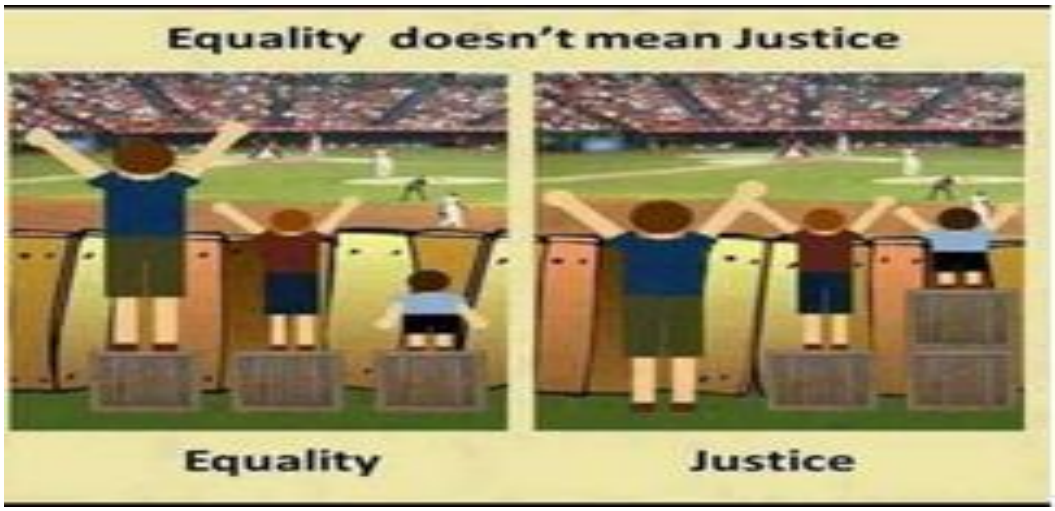
A question was posed on turnover rate at SMS level between males and females in the department. The question sought to understand whether the poor retention of women in the Department was another contributing factor to the gender gap at Top Management level. Ten (10) participants indicated that there are more women leaving the Department than men and this was supported by turnover statistics as presented in Table 2 below. This was perceived as being caused by the lack of recognition of

women for Top Management positions. Four (4) participants indicated that the turnover rate between men and women at SMS level in the Department was more or less the same but because women are fewer in number at this level it resonates more when a female leaves than when a man leaves. Four (4) participants indicated that they do not know the turnover rate between men and women SMS but said they know that the women leave because they do not see career path for themselves in the Department. There is a need for a Leadership Development framework in the Department. They further revealed that the problem was that with each woman leaving the Department the gender gap continued to widen since they were already few in numbers at senior management level and there were limited efforts made by the Department to retain these women. Furthermore, the participants revealed that there was little inducement for the women to stay in the Department and they tend to leave as soon they see some opportunities outside. Participants further indicated that there is no clarity on the filling of the EE gaps in the department, there are different views or understanding of these equity targets, such as what equity target must be chased, Department wide targets versus the Business unit's targets.

Furthermore, participants revealed the need for training and development, coaching, mentoring, networking, and attraction and retention policies that are aimed at addressing the developmental gaps of women as well as women's reproductive needs. All participants indicated that attracting suitably qualified women in the Department is not a challenge, whereas retaining them is, as is adhering to its promise to being "an employer of choice". The available training and development policies and programmes such as the Leadership forum, amongst others, which are currently in place, were considered to be lacking focus as they were perceived as catering for both women and men equally with clauses that specify women will be given first preference, which benefits men who are already

historically advantaged. One participant said: “Equal treatment for unequal people is unequal” and this is illustrated by the image below.

Image 1: Equal Treatment of Unequal People is Unequal



Source: Manyi’s Presentation in IPM Conference, 2015

The first part of Image 1 shows three unequal people given an equal step or box to get onto in order to reach the top. Even though they were given equal boxes to step on some of them still could not reach the top. The second part of the image shows unequal people given boxes to step on based on their height, the tallest one is not given a box and the shortest one is given two boxes to stand on.

A common challenge described by almost all participants with regard to these policies is the actual implementation, monitoring and evaluation of the impact of these policies in the Department. Participants raised concerns about the irrelevance of the available policies in the Department as they are not reviewed as and when there is a need. There is a high degree of misalignment of these policies with current legislation. There is no leadership drive to get the policies reviewed, people don’t know the law, and do not read the relevant legislation governing their work environment. In addition, participants, particularly women participants,

raised their concerns about the unavailability of monitoring and evaluation tools to assess the full utilisation of women's talent in the Department. Regarding the consistency in development of policies in the Department, the framework for policy development to ensure consistency and uniformity was developed and approved but implementation remains a problem. Similarly, participants mentioned a lack of accountability or consequence management for non-adherence to, or deviation from, these policies. An example cited in this regard was when the Director- General (DG) of the Department issued an Employment Equity Directive in 2015, which ring-fenced all SMS posts in the Department to be filled by women to close the gender parity gap. This was never implemented, and the Department continued employing men. It is worth noting that the recommendations went past the same DG who issued the directive without questioning it. The male participants who had already reached Top Management revealed a strong desire to mentor women but described a lack or absence of structured mentorship programmes in the Department as a challenge to achieving this.

Numerous references were made about the lack of policy advocacy sessions in the Department; policies are in place but are not known by the users. In reflecting their experiences, participants mentioned that there was no post training analysis conducted to assess the impact of training provided and there is no alignment of policy implementation with performance, for example, the inclusion of Employment Equity targets in the senior manager's performance agreements or generic operational plans. This contributes to problems in relation to holding people accountable. Consequence management cannot be done if there was no agreement or contracting around those issues. The EE plan is related to numerical targets that are being pursued and not a training plan in the EE plan.

In reflecting on their experiences, participants made reference to women's failure to take advantage of the few opportunities and platforms provided to them by the Department as well as their failure in uplifting each other. Numerous references were made about women who would recommend a man rather than another woman for training and where women who are in leadership positions had demonstrated their preference to work with men rather than with other women. Some participants said they would take advantage of the programmes if they were there, they are very keen to have them but these are unfortunately not in existence.

Participants were concerned about the fact that women's advancement was regarded as a compliance issue in the Department rather than as a potential source of fresh ideas and creativity and innovation brought by women in the Department. Efforts to attract and retain women were thus reduced into achieving Employment Equity targets.

With regard to whether the Department is challenging the elements of gender discrimination or not, there were differing views on the matter. Some participants were uncertain about whether the Department was doing this since there are no structured programmes in place. They mentioned that there is invisible gender discrimination in Department as seen by the significant gender gap at Top Management level. Some participants felt that even the Department's advertisements for posts were discriminatory in the way they are crafted, as explained by participants, who said that "5 to 10 years' experience in a related field", means that if you have experience in a different field you will not be considered and "willingness to travel and to work extended hours" poses a threat to women who must nurture their reproductive roles and as a result they might end up not applying".

Very few participants indicated that the Department is really fighting elements of gender discrimination by adopting the Anti-Discrimination and

Diversity Management Policy which responds to Section 9 of the Constitution. They further mentioned the availability of the Employment Equity Policy which seeks to eliminate gender discrimination in the workplace.

Regarding the income gaps among men and women, almost 80% of participants agreed on the non-existence of pay gaps between men and women in the DHA and that was ascribed to the availability of clear pay differentiation structure which regulates salaries in the Public Service. The other 20% of participants disagreed about the non-existence of pay gaps between men and women who perform similar functions, noting that men are likely to be paid more than their female counterparts as they sometimes negotiate to retain their high packages from the Private sector when they join the Public service.

4.6. PARTICIPANT OBSERVATION

As part of the data collection in this study, participant observation was utilised. During the study, the researcher played the role of active observer, due to the fact that the researcher was an employee of the Department and is a woman. The following are the researcher's observations during the study.

There were no elements of gender stereotyping observed by the researcher in the Department but there were perceptions among women employees that they are being undermined by men and that men were viewed as performing better than women. The researcher did not observe any differences between women and men. She believed that they are more similar than different. The researcher observed that various women in and outside the Department are very good leaders.

The researcher observed the following as the important areas of study and occupations for advancement into leadership positions in the DHA and

which are not addressed as policy issues: Immigration Services; Civics Services; and Law and Information Technology.

With regard to women not developing into Leadership positions in the Department, it was observed that there were few women ready to be promoted to this level despite the fact that there were already 45.20% of women at SMS level. The reason for this was observed to be women's turnover which is as a result of them not being taken seriously by the Department and not necessarily due to lack of experienced and qualified women. Statistics South Africa data indicates a significant increase of qualified women who may also be more qualified than men. The general feeling amongst women in the Department was that there were few policies to uplift them and those that are available were favouring men who were already privileged. The EE policy is not properly implemented, monitored and evaluated. Relevant officials who are expected to be implementers of this policy were not held accountable for non-implementation or poor implementation and this was exacerbated by non-alignment of policy implementation with Performance Agreements, particularly at SMS level. Furthermore, a desire to mentor others was observed amongst the senior managers and those already at Top Management but a lack of structured mentoring programmes was discouraging. Lastly, regarding the gender pay gaps, there were no pay gaps observed or that are known between women and men and this was ascribed to the available policies to regulate the remuneration of Public Servants in South Africa.

4.7. EXAMINATION OF RECORDS FOR CROSS-VALIDATION

It is necessary in research to examine the validity of research data to ensure that information published is a true reflection of what the participants said and to ensure the accuracy of results. For the purposes of this study, some participants were selected and were given the collected data to verify and examine to check if the findings included in the

study are captured exactly the way they were supplied to the researcher. All the participants had confirmed the information reported as being valid and did not see elements of falsification or misrepresentation.

4.8. CONCLUSION

This chapter was a presentation of the research findings collected through interviews and participant observation conducted within the DHA. The findings are a true reflection of the opinions and perceptions of DHA officials regarding their experiences with Women Leadership Development in the Department. There were diverse views noted during the interviews among the participants but similar themes emerged amongst the participants.

The following were the most common themes that emerged and they will be discussed and summarised in the next chapter: Policy development (Development, Advocacy/Communication, Implementation, Monitoring, evaluation and review, misalignment, malicious compliance), Talent Development and Retention, Gender Stereotyping, Reasonably Accommodation, Gender Discrimination and Leadership dilemma (Accountability).

However, it is worth noting that the above themes will not be discussed individually below as they are interrelated. Two main themes will be discussed: Leadership Dilemma and Policy Development which incorporates Policy Advocacy/Communication, Implementation, Monitoring, evaluation and review, misalignment, malicious compliance, Talent Development and Retention, Gender Stereotyping, Reasonable Accommodation and Gender Discrimination.

CHAPTER 5
INTERPRETATION AND ANALYSIS OF THE RESEARCH FINDINGS

5.1 INTRODUCTION

This chapter provides analysis and interpretation of the research findings of the study. The problem in the DHA was a noticeably slow progression of women into top management positions. The DHA had a total staff complement of about 10 000, of which 60% were women and 40% were men. The senior management of the Department of Home Affairs comprises 46 per cent women and 54% men at this level and at top management level the DHA comprised 12.5% women and 87.5% men. The entire workforce of the DHA included only 1.43% of people with disabilities (DHA EE Report, 2015).

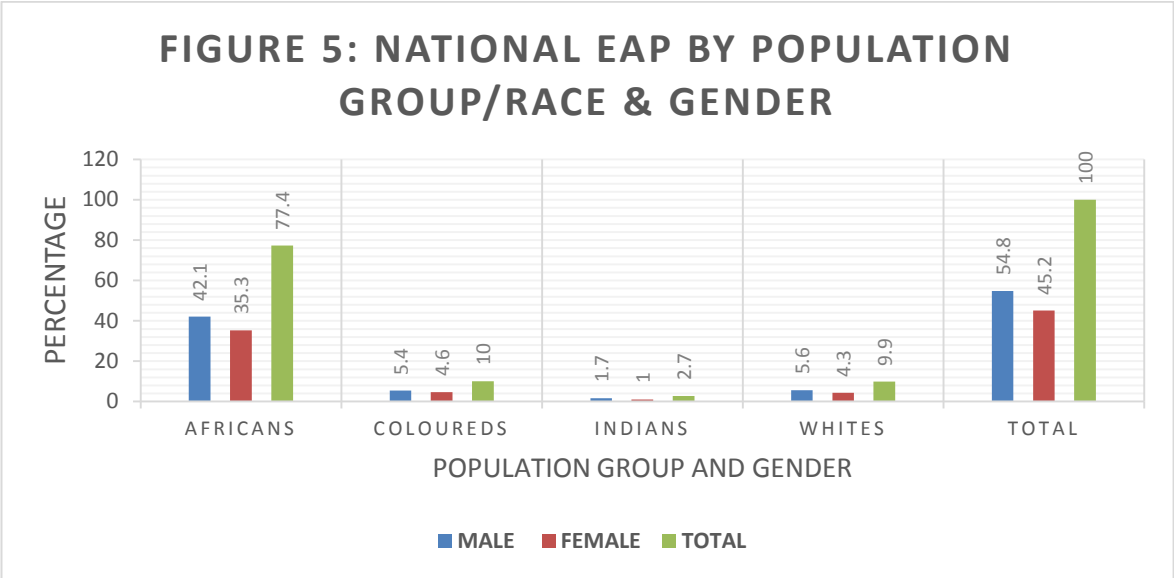
5.1.1 Graphical Illustration of the problem

Table 1: National EAP by Population Group/Race & Gender

Population Group	Male	Female	Total
African	42.1 %	35.3%	77.4%
Coloureds	5.4%	4.6%	10.0%
Indian	1.7%	1.0%	2.7%
White	5.6%	4.3%	9.9%
Total	54.8%	45.2%	100.0%

Source: Statistics South Africa, (QLFS 3rd Quarter, 2015)

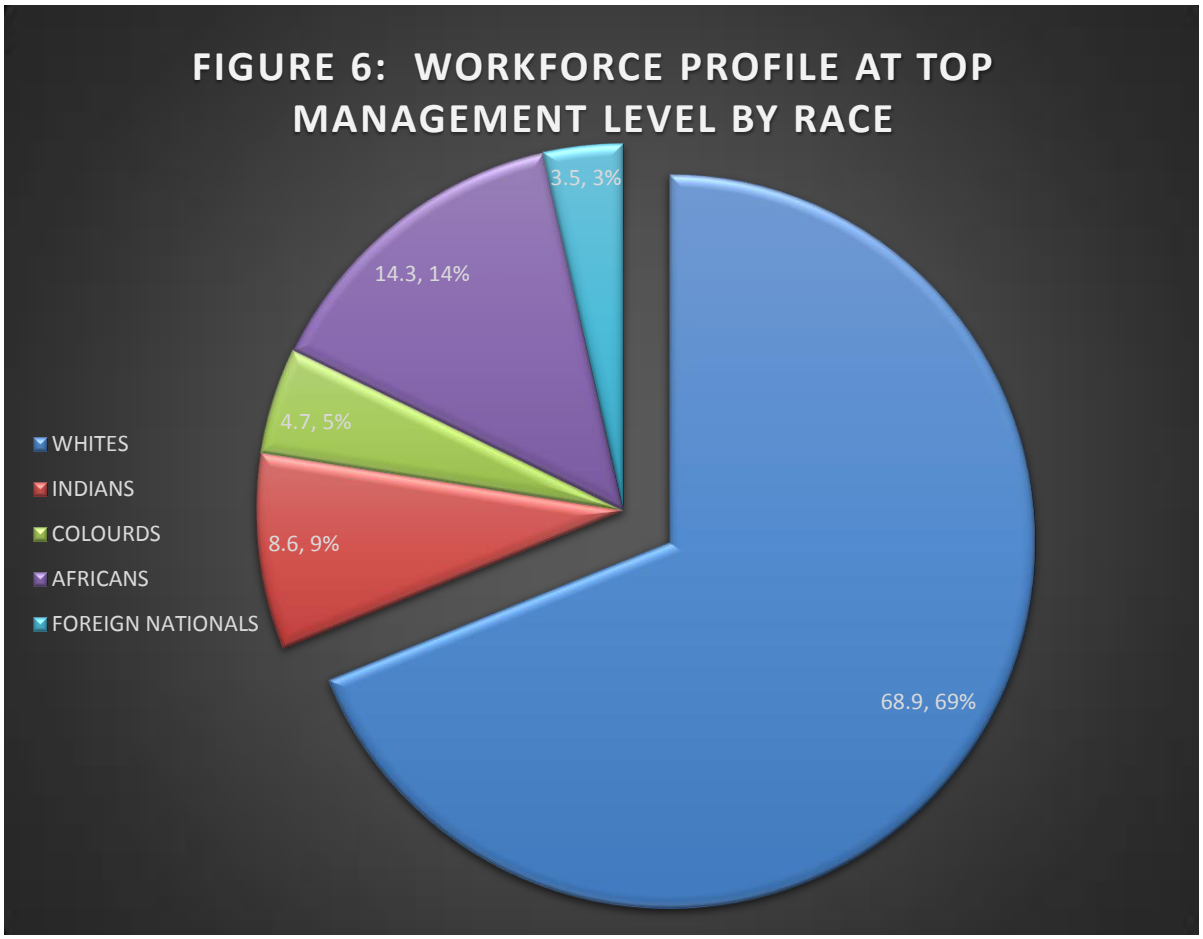
Figure 5: National EAP by Population Group/Race & Gender



Source: Statistics South Africa, (QLFS 3rd Quarter, 2015)

Table 1 and Figure 5 above depict the Economically Active population (EAP) which is based on the Quarterly Labour Force Survey (QLFS) published by Statistics South Africa. The EAP is a population employed and unemployed seeking employment and includes people between the ages of 15 and 64 years. It is used to guide employers in the analysis of their workforce so as to determine the degree of under-representation of the designated groups and it furthermore assists them in setting their numerical goals and targets in order to achieve an equitable representative workforce **(16th CEE Report, 2015-2016).**

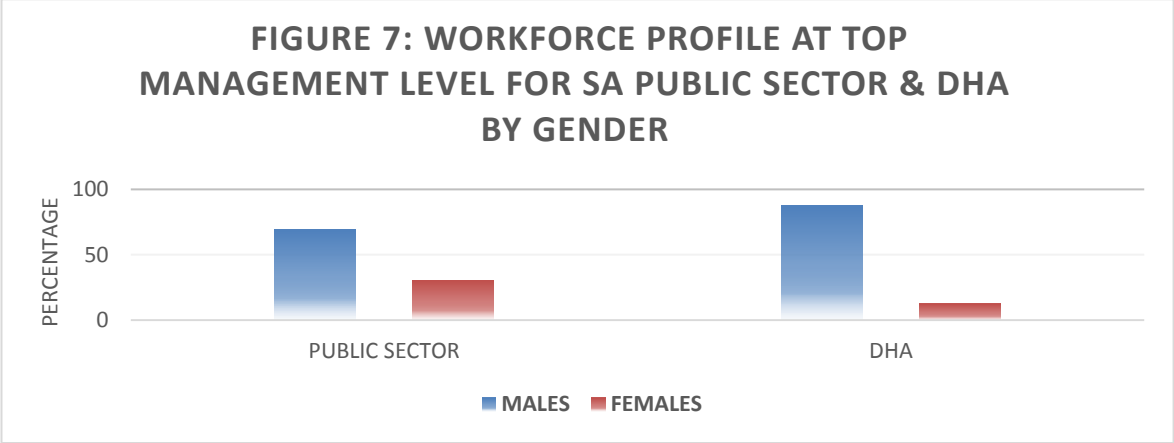
Figure 6: Workforce Profile at Top Management Level by Race



Source: Statistics South Africa, (QLFS 3rd Quarter, 2015)

Figure 6 depicts the workforce profile by race at the Top Management level. The White and Indian groups as opposed to other racial groups at this level were more than six times and three times respectively their EAP as per Table 1 and Figure 1 above. Africans and Coloureds are under-represented as per the EAP **(16th CEE Report, 2015-2016).**

Figure 7: Workforce Profile at Top Management Level for SA Public Sector & DHA by Gender

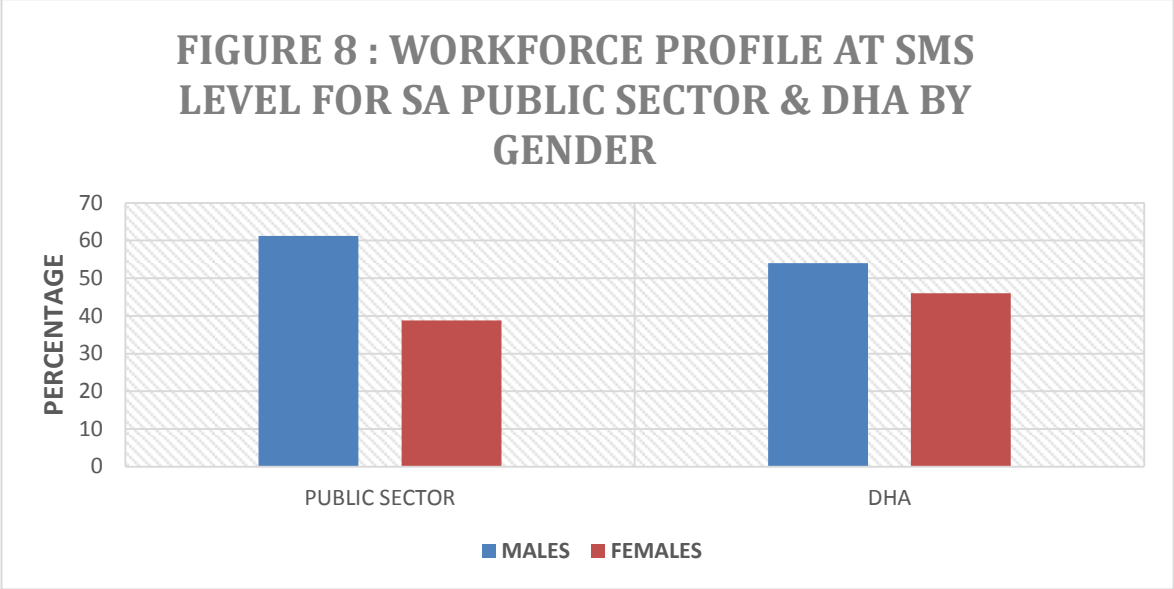


Source: Statistics South Africa, (QLFS 3rd Quarter, 2015) & DHA EE Report, 2017

Figure 7 above shows that the Top Management in both the Public Sector at large and in the DHA in particular is mostly populated by males who constitute 54.8% of the EAP while females constitute 45.2%. At present females constitute only 20.1% of top management in the Public Sector, and 12.5% of top management in DHA, not even half of the EAP **(16th CEE Report, 2015-2016 and DHA EE Report, 2017).**

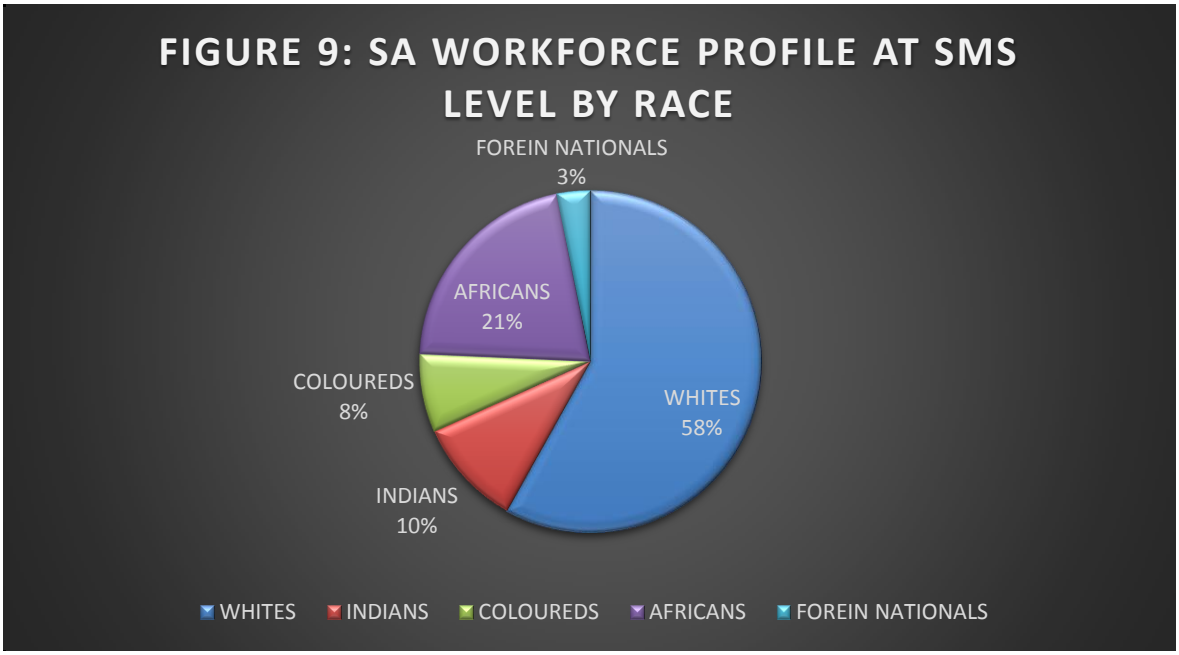
Figure 8 below indicates that more than two-thirds of employees (61.2%) in Public Sector Senior Management are male while women account for only 38.8%. In the DHA males constitute 54% as opposed to 46% females at Senior Management level. The statistics at this level indicate noticeable progress towards women progressing into Senior Management positions and with career progression and promotions, these females would provide a pool for Top Management appointments. This does not seem to be happening or at least happening at a desirable pace. The question to be engaged is where they go if not into senior management **(16th CEE Report, 2015-2016; DHA EE Report, 2017).**

Figure 8: Workforce Profile at SMA Level for SA Public Sector & DHA by Gender



Source: Statistics South Africa, (QLFS 3rd Quarter, 2015); DHA EE Report, 2017

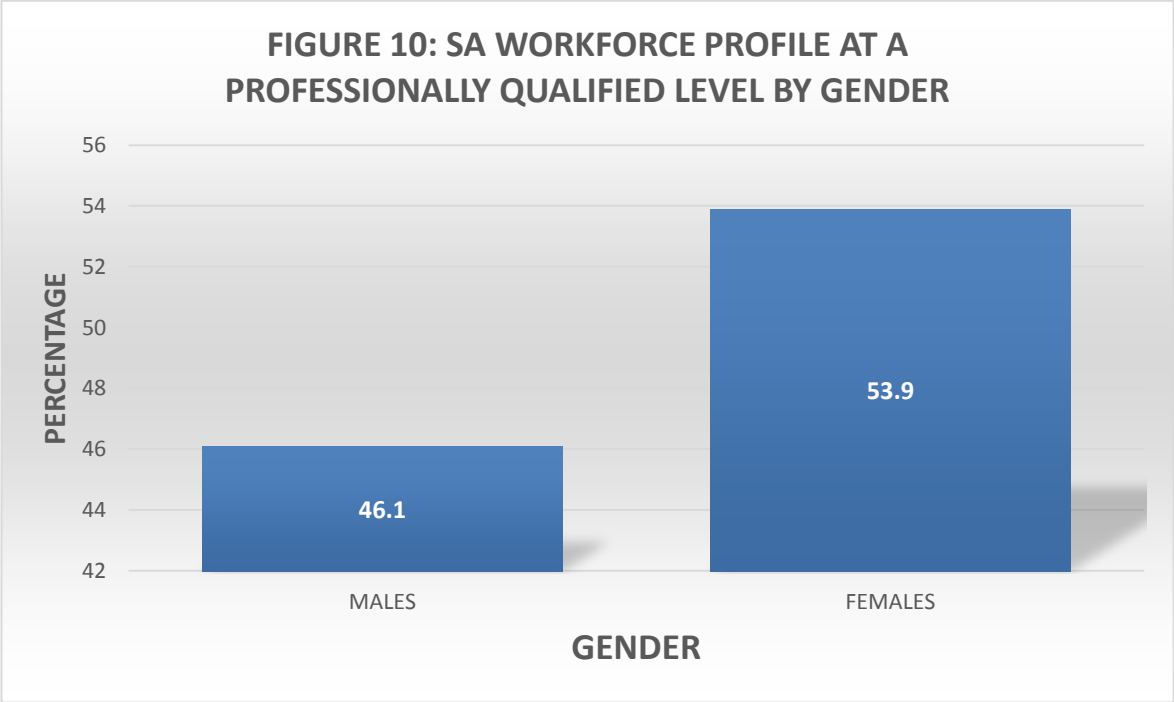
Figure 9: SA Workforce Profile at SMS Level by Race



Source: Statistics South Africa (QLFS 3rd Quarter, 2015)

As can be seen in Figure 9 above, the White group continues to dominate at this level, with all other groups under-represented; this due to historical imbalances created by the apartheid government. The process to reverse this situation is proceeding slowly (16th CEE Report, 2015-2016).

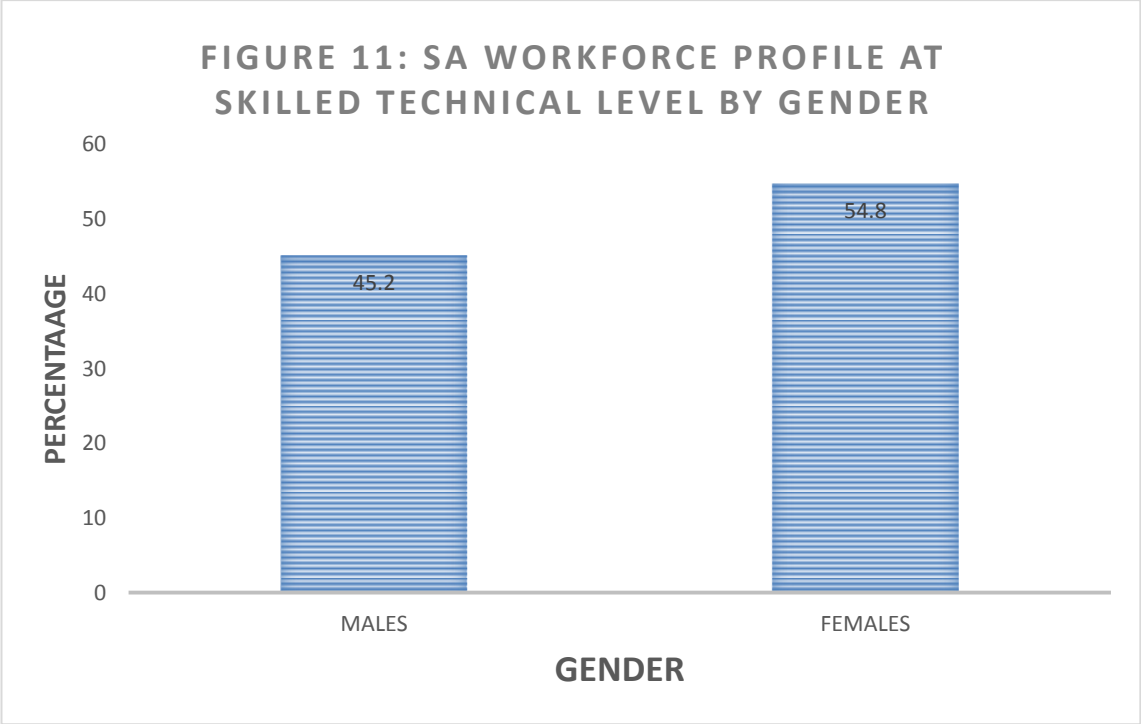
Figure 10: SA Workforce Profile at a Professionally Qualified Level by gender



Source: Statistics South Africa (QLFS 3rd Quarter, 2015)

According to Figure 10 above, there is a noticeable gradual improvement in the representation of females at a Professional level. The females show 53.9% representation at a professionally qualified level compared to males with 46.1% representation. This raises the question of why, if women are now professionally qualified, they are not seen in Top Management **(16th CEE Report, 2015-2016).**

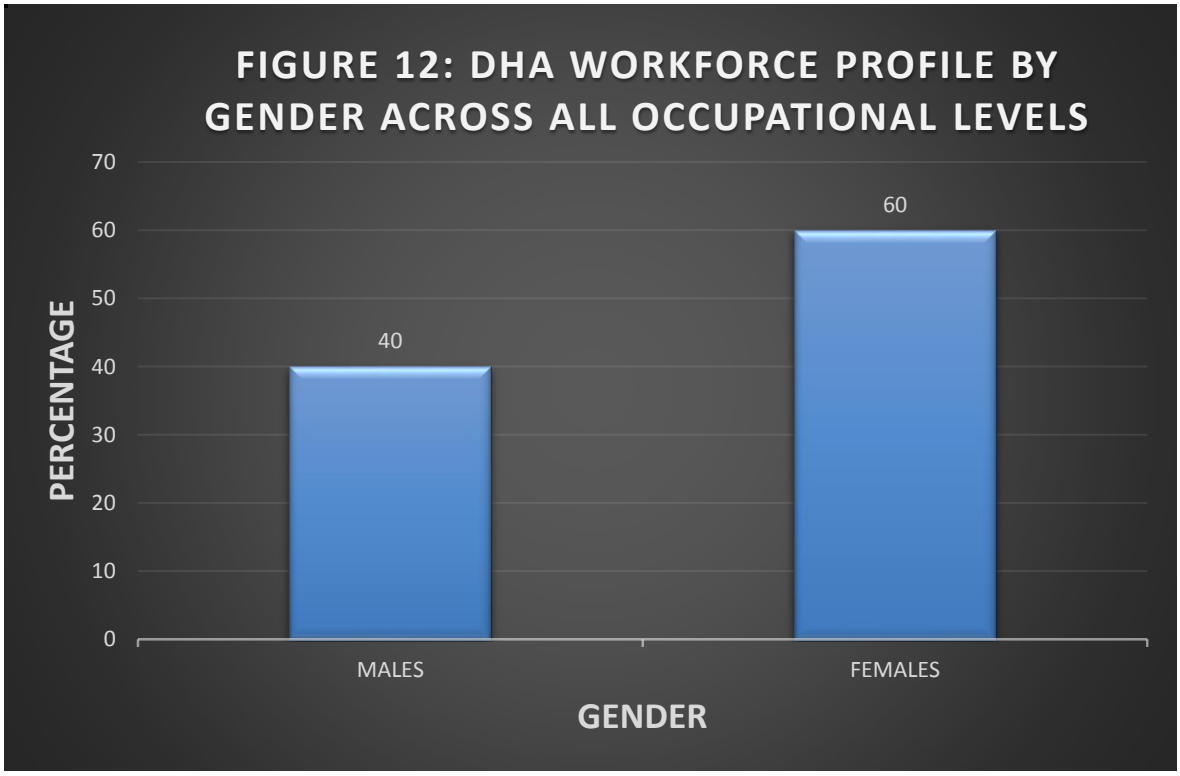
Figure 11: SA Workforce Profile at Skilled Technical Level by gender



Source: Statistics South Africa (QLFS 3rd Quarter, 2015)

Figure 11 shows gender EAP at the skilled technical level as it appeared in Table 1 and Figure 1 above, with females constituting 54.8% and males 45.2% **(16th CEE Report, 2015-2016).**

Figure 12: DHA Workforce Profile by Gender across all Occupational Levels



Source: DHA EE Report, 2017

Figure 12 above shows a strong representation of females (60%) compared to male representation (40%) in the DHA but this ratio shifts higher up the occupational level scale **(DHA EE Report, 2017).**

Table 2: DHA Staff Turnover Rate at SMS Level

GENDER	STAFF COMPLEMENT AS AT 1 APRIL 2016	NUMBER OF TERMINATIONS	TURNOVER RATE
FEMALE	75	8	10.70%
MALE	89	4	4.50%
TOTAL	**164**	**12**	**7.30%**

Source: Persal Report, February 2017

5.2. CONCEPTUAL FRAMEWORK – SUMMARY

The conceptual framework within which this research is conducted is premised on the theory of “Representative Bureaucracy”, gender inequality and barriers as well as governance and leadership. Representative bureaucracy has two variants, active and passive. The passive variant postulates that representation of a group within a bureaucracy flows from societal demographic trends while the active variant says that it is a result of policy driven actions. The context in which these analytical tools will be employed is firstly that women have for centuries been regarded as inferior to their male counterparts. Secondly, in response to the centuries of discrimination against women, South Africa has a constitution, several laws and policies that actively require the empowerment of women in the workplace and society in general.

As part of the conceptual framework the existence of technical and organisational barriers to the progress of women was noted. At the technical level there was the matter of work and family balance, job placement and networking. Work and family balance was said to be about women being denied leadership opportunities on account of their family responsibilities such as child-bearing and other traditional family roles such as housekeeping. Job placement was about women not being provided with opportunities to develop their competencies and as a result they were overlooked when vacancies occur. Networking referred to the challenge women have, because of their traditional family roles, to network and therefore position themselves for the leadership positions as and when they arise.

Furthermore, organisational barriers encompassed a number of issues, including lack of organisational buy-in which was a lack of concern for gender equity as a strategic priority. There was also inefficiency of institutions, such as the gender commission, tasked with gender equity

functions. There was a lack of recognition of the soft skill and competencies that women acquire in their work life.

An issue of unequal pay for the same work was also pointed out. For example, women were paid less than their male counterparts for the same work. There was a perception that gender issues in the workplace are women's issues and not organisational issues. Organisations were viewed as being modelled to suit men and women are expected to conform to those norms. This led to another barrier being discussed, that the training of women was tailored to them fitting in with the "male" culture rather than enhancing their leadership capacity. There was a lack of trust in women leading women and not being entrusted with major projects which deprived them of the needed experience to showcase their abilities.

Lastly, and most importantly, the impact of good governance and accountable leadership on gender equity was discussed. The argument was that good governance and accountable leadership play a critical role in advancing gender equity in any organization.

5.3. ANALYSIS OF THE IDENTIFIED THEMES

The following were the recurring themes derived from the interviews, observations and literature during the study:

5.3.1. Policy development

In responding to why there was slow progression of women into leadership positions in the DHA, almost all the participants mentioned the absence of policies in the Department, particularly policies aimed at addressing the challenge. In other words, policy development arose as one of the themes during the interviews. The Department failed to identify and define problems that required the development of a policy or policies. Few participants mentioned that there were policies like the Employment Equity

Policy but the implementation, monitoring, evaluation and review was not done effectively and efficiently in the Department. Furthermore, policy communication/advocacy to the stakeholders emerged as a theme during interviews. Policy advocacy is one of the crucial steps in the process of policy development but this was ignored by the Department and as a result the available policies are not known in the Department by the stakeholders. Policy communication or advocacy is important to gather input and feedback from relevant stakeholders so as to inform the policy content and this could be done through meetings, emails, or workshops. If policy communication is not done properly, it could lead to development of policies that are not addressing the real problem because policy communication assists in clearly defining the challenges that necessitate the development of the policy. Once the policy writer is satisfied that he or she has gathered all the necessary inputs then the policy can be adopted. Policy communication should not end immediately the inputs are gathered but once the policy is adopted, communication should once again take place throughout the Department and amongst stakeholders. Continuous training around the adopted policy should be done to ensure that employees are fully informed and aware of the policy as this will facilitate better implementation. Poor communication of the policy may fail all the intended outcomes of the policy; this appears to be the case in the DHA.

Another theme that emerged was a lack of policy implementation in the Department; in other words policy development is regarded as a compliance issue in the Department and not as a tool to resolve problems or as a tool for quality improvement. Implementation goes with monitoring, so if implementation is not done then monitoring cannot be undertaken. This applies also to the review of policies. The implementation of the policy must be monitored and evaluated. Policies require adjustments from time to time so as to check whether the policy is still relevant or not and whether it is aligned to the relevant legislation. Participants mentioned that the Department has old policies that are no longer relevant, and

policies are not aligned to the latest legislative developments. It is a general norm in policy development that a review date for policy is decided in advance, for example within two or three years of implementation.

During the interviews, the lack of talent development and retention policy or strategy and gender policy emerged as one of the major themes amongst the participants. These policies are necessary to address the gender gap at Top Management in the Department but with the absence of policy consultation in the Department, policy developers will not know the stakeholder needs that necessitate the development of these policies. There is a need for officials or committees responsible for policy development in the Department to co-ordinate policy development and to ensure consistency and uniformity in how Departmental policies are developed. This official or committee can also look at issues of policy implementation and review in the Department.

Lastly, gender stereotyping, gender discrimination and lack of reasonable accommodation for women's reproductive roles also emerged as recurring themes during the interviews and should be addressed through policy development.

5.3.2. Leadership dilemma

Leadership arose as another recurring theme during the interviews where all participants mentioned poor leadership as the main cause for slow progression of women into Leadership positions in the DHA. Mills, 2010:1 & 335) in his book "Why Africa is Poor" noted that:

> *The main reason why Africa's people are poor is because their leaders have made this choice. Our problems are man-made. Therefore, they may be solved by man. No problem of human destiny is beyond human beings.*

The participants observed that one of reasons for the gender gap at Top Management was “power in the wrong hands”. They explained that officials abused their power and authority that comes with their job titles. They believe that there are personnel who occupy positions for which they are not suited and where they do not fully understand the purpose, roles, responsibility and accountability that come with their positions (job mismatch) and as a result they become reckless in carrying out their responsibilities. This means that the leadership of the Department has effectively made this choice; it is thus a result of human inadequacy and can only be solved by those people who caused it. Participants also mentioned the unavailability of policies or non- implementation of policies as another contributing factor to the problem. There was a perception that leaders were not appointed on the basis of merit and performance. It is worth noting that Policy Development in any organization is a management or a leadership responsibility and it is a sign of good governance, meaning that if this problem exists in the Department, the leadership of the Department must be held accountable. There appears to be a lack of visionary leadership and good governance in the DHA.

Talent Development was mentioned by most participants as another challenge which contributes to the slow progress of women into leadership positions in the Department. Talent development is the responsibility of leadership as Maxwell (2000:205) explains: “It takes a leader to raise a leader”. Furthermore, he observes that, “Leaders who develop followers grow their organisation only one person at a time. But leaders who develop leaders multiply their growth, because for every leader they develop, they also receive all of that leader’s followers. Add ten followers to your organization, and you have the power of ten people. Add ten leaders to your organization and you have the power of ten leaders times all the followers and leaders they influence and that’s the difference between addition and multiplication” (Maxwell, 2000:333). The Department needs to develop a pool of people with strong leadership capabilities that

as leadership can demonstrate a combination of both leadership and management skills that will create required strategies, and give direction by mentoring and modelling the way and leading by example. These leaders in their role as managers should do proper planning, set standards and create structures that will enable service delivery. They must measure standards through monitoring and evaluation processes and ensure plan execution. In their leadership roles, these leaders must direct their employees, realign them when they get lost and they must be able to motivate and inspire them to enhance the Department's performance. Lastly, the leadership should set strategies, conduct proper analysis, analyse the environment in which its operating under so as to be able to set clear and attainable vision and mission of the Department, and identify strengths, weaknesses, opportunities and threats. It must then capitalise on the strengths and take cognisance of opportunities, and devise strategies to deal with their weaknesses and threats. Structures to support service delivery should be developed and the systems must be in place that will develop skills, motivate women and analyse departmental culture in order to develop strategies for departmental culture change. Lastly, the DHA requires leaders with a combination of Organizational (good governance, efficiency and effectiveness) and Personal (Emotional Intelligence and public leadership (ability to inspire others) qualities.

5.4. CONCLUSION

This chapter presented the analysis and interpretation of the research findings, providing both the narrative and graphical presentation of the research problem, followed by a brief summary of the conceptual framework. The identified themes were analysed on the basis of two identified themes namely Policy Development and Leadership Dilemma. The final chapter of the research report provides the conclusion and recommendations.

CHAPTER 6
CONCLUSION & RECOMMENDATIONS

6.1. INTRODUCTION

The conclusion and recommendations of the study will be provided in this chapter. It commences by outlining the purpose of the study, followed by the literature review, research methodology presentation of the findings, and interpretation and analysis of the findings summaries. Lastly, the recommendations that could be adopted for consideration by DHA will be presented.

6.1.1. Purpose statement

The main purpose of this research was to investigate why women are making slow progression into top leadership positions at the Department of Home Affairs; secondly it aimed to present findings on the reasons for slow progression of women into top management positions; thirdly, it analysed and interpreted the findings; and fourthly, it provided recommendations for improved implementation of strategies for consideration by the DHA.

6.2. LITERATURE REVIEW - SUMMARY

Literature relevant to the research problem and the research questions was reviewed, evaluated and analysed. The literature provided the basis for the analysis of results derived from this research study. The literature surveyed covered two broad areas: analytical framework and conceptual framework. In relation to the analytical framework, three (3) theories were discussed. Firstly, it was the gender stereotyping theory. Genige (2007) defines it in terms of beliefs that are generalised to define the role of each sex. Sabattini (2006) identifies the challenges that it presents to women

and their opportunities for advancement in that women are bracketed in certain roles that are seldom in leadership. Mjoli (2013) argued that gender stereotyping presents barriers for women to advance in leadership roles. Men are generally stereotyped into leadership roles while women are confined to supporting and nurturing roles. Appelbaum (et.al. 2002) shared the same view in relation to the disadvantage that gender stereotyping places on women. Research in Kenya, Liberia and Cote d'Ivoire confirm the same results in those countries and that men, in those countries, are generally unsupportive of women's endeavours to climb the leadership ladder. Gender stereotyping invariably produces myths about women's abilities. These are, though without any sound basis, often perpetuated as legitimate reasons for retaining women in non-leadership roles.

The second theory was the Glass Ceiling theory which Weidenfeller (2012) describes as the existence of certain organisational attitudes toward women that prevent women from being advanced beyond certain positions. Chugh and Sahgal (2007) point out that the glass ceiling and the gender stereotyping theories are related.

Oakley (2000) notes that the glass ceiling behaviour manifests itself in two categories, that is, corporate practises and behavioural and cultural practises. Cultural practise manifests itself as a barrier to women's advancement in a number of ways. Oakley suggests that women are deprived of training and development in areas such as marketing, operations and manufacturing, which are critical for their advancement into leadership positions. Another corporate practise, according to Oakley, is that of paying women less than men for the same type of work.

The second category of practise is behavioural and cultural practise. The literature revealed the following practises as contributing to the glass ceiling phenomenon. Oakley (2000) established that women were often in a double bind, meaning that irrespective of what they do they are not given

the credit that is due to them. Oakley (2000) suggests that women were expected to exhibit the characteristics of men, such as aggression, arrogance and competitiveness, as a measure of their competence in leadership. Oakley (2000) also identifies the “Old Boys Network” as an exclusionary system that serves to nurture men into leaders at the expense of women who are invariably excluded from it. Another behaviour that Oakley identifies was that of making women token appointments in leadership roles. When the occasional woman is placed in a position of power they are often placed under undue pressure of expectations which has an adverse impact on their ability to cope with the position.

Weyer (2007) advances another theory to the effect that the lack of advancement by women was not as a result of external factors as discussed in the two preceding theories but is as a result of the innate abilities of women. The arguments were that women’s lack of leadership advance can also be explained in terms of their physiology. The variations to this theory were that women are socialised in society into certain roles which are not part of mainstream leadership.

Additionally, there were remedies that various authors proposed to these challenges. It was pointed out that it is in the best interests of organisations to develop both men and women in order to be competitive. Weidenfeller (2012) argues that in any event there is no difference between men and women in terms of their effectiveness in relation to organisational goals. Hopkins *et al. (2008)* proposes several strategies that could be put in place to help the advancement of women into leadership. The first was that women must be offered training and development in critical areas that will enhance their leadership abilities. The second was coaching and mentoring which will enhance the ability of women to add value to their organisations. The third was networking which is believed to enhance the influence and power of women and their

opportunities in the workplace and thus it was suggested that more opportunities for networking should be opened up for women.

The fourth strategy would be to expose women to on the job training and it was argued that exposure to difficult on the job assignments increases the chances of a woman to obtaining a leadership positions.

The conceptual framework has already been discussed under section 5.3 above and it was based on the theory of “Representative Bureaucracy” theory. Gender inequality and barriers as well as governance and leadership were also included under this theory. It was pointed out that there are technical and organizational barriers to women advancement and that good governance and excellent visionary leaders were required for gender equity to be achieved.

6.3. RESEARCH METHODOLOGY - SUMMARY

The research methodology sought to explain the research methods employed in the study. For the purposes of this study the qualitative research method was used as it is suitable for exploring, describing, identifying and/or explaining social phenomena. Data was collected through observations, personal interviews and the analysis of documents. Once the data was collated it was analysed and interpreted.

The study was confined to the National Department of Home Affairs and covered all departments. Data was collected about the slow progression of women into top management of the DHA. The collected data was interpreted and inferences were drawn to arrive at conclusions that responded to the research questions.

Different types of data were employed for the study, namely primary data and secondary data. Two methods were employed in the collection of data. These were (1) observations which enabled the researcher to gain

first-hand information on the participants and to make her own observation of scenarios as opposed to receiving secondary information; and (2) semi-structured interviews where 18 participants were selected from amongst Top management, senior management, middle management and subject experts. The interviews were conducted in the participants' respective offices so as not to remove them from their environment during the interview. The nature of the questions put to the interview participants were open-ended and were informed by the analysis of the literature reviewed.

The questions were pre-tested in a pilot study. The participants participated in an interview of 1 to 1.5 hours that was mechanically recorded. The recordings were transcribed. The second type of data collected was secondary data, including documents available at the DHA or in the general public domain that were considered to be relevant to the research questions. Secondary data was analysed for relevance.

Given that the research involved personal contact with participants, an ethical clearance was obtained prior to the commencement of the study. Prior to the commencement of interviews appropriate steps were taken to ensure that the interviewees gave their informed consent. The steps taken included advising them of the purpose of the interview and the study, telephonically, in writing and in person during the interview. Their consent was obtained prior to commencing with the interviews. They were advised about confidentiality and were given a written assurance of anonymity and confidentiality. Interviewees were also appraised of their right to terminate their participation at any time should they wish to do so.

For purposes of conducting the interviews, a sample of the population was made. A non-probability sampling which was non-random was used to collect data. Willingness to participate and availability were the criteria used for selection. It was also necessary that the sample be representative

of the various managerial levels and section that was determined to have relevant insight. There was a quota of interviewees from each level of management and the R&S section.

There was persistence in the observations in order to ensure credibility. Interview participants were given the opportunity to review the data collected in order to ensure accuracy. A combination of the observations and interviews were triangulated to ensure greater trustworthiness of the data.

6.4. PRESENTATION OF THE FINDINGS – SUMMARY

The majority of participants interviewed were females at Senior Management level and subject matter experts in the DHA. The data was collected through interviews and the structured and open-ended questions were used during the interviews.

The situation at present shows that of the total staff complement of 10 000, 60% of these are women. However, 87.5% of the top management are men with women making up 12.5%. At senior management level, which is the level below top management, 45% of the positions are taken up by women.

The participants interviewed believed that women tend to use their hearts while men use their minds in dealing with situations. The participants thought that this impacted negatively on the ability of women to lead in such situations and this was attributed to women's nurturing role. The interviewees rejected the notion that women lack focus to be good leaders, and argued that where women were given training and development they turned out to be very good leaders. Women's ability to multi-task was considered an advantage for women in strategic positions. Most participants agreed that the ability to multi-task increases the organisation's productivity. The overwhelming comments were to the effect

that women's nurturing capability is an advantage in the leadership. Masculinity as opposed to femininity was identified as permeating the organisational culture of the DHA and was recognised by the interviewees as one of the reasons for such skewed representation of men in top management.

The findings revealed that the DHA has previous put out a tender to appoint women in non-operational support roles. There is an indication that this trend has been reversed in the last few years. Participants expressed dissatisfaction about the lack of bursary schemes, training and development policies and programmes that favour women. They also identified as an impediment the lack of targeted policies that will reconcile the reproductive needs of women with a career in leadership. This would mean that women in leadership at the DHA would be unlikely to achieve a work-life balance and that will inhibit women's participation in leadership roles. Some participants felt that women must take responsibility for their progress. According to this view the DHA was already providing facilities for women to be able to balance their work and home life better.

From a governance and leadership perspective, the lack of progress for women was attributed to a general lack of strong leadership. Promising candidates were often persuaded to leave the DHA for other opportunities. Lack of career development opportunities targeted at women was also identified as an impediment. Young talented women at times do not aspire to higher leadership roles in order to be able to undertake their other social roles, such as being mothers and bringing up families.

Government policies were also identified as an impediment. The respondents felt that there is a misalignment between the national laws and government policies. This policy incongruence with national laws is a significant contributing factor to women not progressing from senior management. The respondents identified a need for a leadership

development framework. This framework would provide for and incentivise the recruitment and retention of women candidates in leadership positions. Some of the leadership development initiatives currently being employed require improvement and better focus. Respondents also believed that the current policies of the DHA are out-dated. They contend that there is no leadership drive to improve these policies and align them with national legislation. There is also a lack of mentoring and coaching support. Implementation of approved programmes was also identified as a problem. There were few consequences for breaches of approved policies. The respondents indicated that women were slow to take up the few and limited opportunities that are available to them. Women also tended to support the participation of men for training opportunities and to work with men as opposed to other women. These factors also contribute to the current challenges.

Respondents highlighted the tendency for women advancement to be seen in terms of compliance as opposed to a commitment. The majority of respondents were of the view that there is gender discrimination within the DHA. The DHA does not have effective implementation of policies to counter gender discrimination, notwithstanding that such policies are in place.

The researcher made her own active observations in relation to the subject of the research. There was no gender stereotyping observed. The research formed the view that men and women are more similar than different. There are perceptions from women of gender stereotyping but the researcher did not observe any indications of this. The researcher also observed that there are areas the DHA could focus on for the development of potential female leaders. These are immigration service, civics services and law and information technology. The biggest challenge to women progressing in the leadership chain is the high rate of turnover by women. Women leave the DHA because they are not afforded the same respect or

regard as their male counterparts. There is a perception that the existing policies favour men over women. There is also a strong desire for mentoring and coaching for women in the Department.

6.5. INTERPRETATION & ANALYSIS OF THE FINDINGS - SUMMARY

Having reviewed the statistics in relation to economically active population by race and gender; the South African race profile of Top Management; the gender profile of the work force in the public sector compared to the DHA; the race profile of the Senior Management level in South Africa; the profile of qualified workforce by gender; the profile of the skilled technical workforce by gender; and the gender profile of the DHA workforce across all occupational levels, the following outcomes emerged:

- Women make up 4.2% of the EAP;
- The general workforce and Top Management levels in South Africa is dominated by white persons at 68.9%;
- The representation of women at the Top Management of DHA (at 12.5%) lags far behind the general public sector which is at 25%;
- SMS is still dominated by white persons at 58%;
- Females dominate the South African qualified workforce at 53.9%;
- Females also dominate the Skilled Technical workforce in South Africa at 54.8%;
- Females are the largest group at the DHA at 60%.

A recurring theme in the responses from respondents in the interviews was that the DHA did not have adequate policies to advance women into leadership positions. However, the reality is that the DHA has policies like the EE policy that is useful and could advance the cause of women into leadership positions but it appears that most of the respondents are not aware of these policies. There appears to be a gap in the communication by the DHA of its policies. There is little meaningful advocacy, hence the available policies are not known to the very people who are intended to benefit from them. The DHA should improve the communication of its

policies to stakeholders. It should also aim to regularly obtain inputs on the implementation of the various policies in order that the various policies could be refined and improved from time to time. Communication and advocacy will also increase the chances that the policies would in fact be implemented. At the moment, the lack of communication and advocacy on the existing policies is a major challenge at the DHA.

Another recurring theme that emerged during the interviews was a lack of policy implementation. Policy implementation is seen as a compliance issue rather than as a strategic imperative. The lack of implementation also leads to policies being out-dated because they are not implemented and as a result shortcomings in the policies are not readily identified. Respondents also mentioned as a factor the lack of a talent and retention policy. Such a policy would have been essential in addressing some, if not all, of the reasons for women not progressing to the higher levels of leadership at the DHA. It is recommended that the DHA should constitute a high-level committee that will make policy recommendations and be able to co-ordinate the implementation of existing policies. The DHA should also look at developing comprehensive policies to deal with issues of gender-stereo-typing, gender discrimination and lack of accommodation of women's reproductive needs.

Another challenge which is a contributory factor to women not progressing to leadership positions in the DHA is the leadership of the DHA failing to provide a visionary path. The deficiency in key policy development is an indicator of such poor leadership. The DHA should engage more with talent management and development. There is a need for programmes that will enhance the leadership potential of talented people that are identified from time to time. Women with potential should receive appropriate mentoring and coaching. Furthermore, appropriate effort should be expended to conduct a SWOT analysis on women and leadership within the DHA in order to maximise strengths and

opportunities and minimise threats and weaknesses. This will help in developing an environment that is conducive to the development of women into leadership at the DHA.

6.6. RECOMMENDATIONS

> *Changing the situation requires, of course, leadership to make choices informed by popular needs rather than narrow interests, and to take steps that increased competition and reduce corruption: improving transparency and accountability, reducing trade barriers, ending often politically motivated subsidies and ensuring market based pricing, reducing bureaucracy and simplifying procedures – in short, enabling business to focus on the market rather than government. Leadership not only has to be high quality, but have courage.*
> (Mills, 2010: 32).

The researcher's recommendations to improve the progress of women into leadership positions in the DHA are presented below. It is suggested that if these recommendations are recommended fully by the DHA, the gender gap at Top Management will begin to be addressed.

6.6.1. Conduct a Women Leadership Development Survey

The Department should conduct an extensive women leadership survey to identify and define the problem that contributes to the lack of progress of women into leadership positions in the Department. This survey must also seek to gather as many possible solutions as it can to the identified problems. The findings of this survey may be used as the baseline information.

6.6.2. Establish a Focused Policy Development Forum

> *Money is never the key problem – governance, government capacity, skills, and the right policy set are more important.*
> (Mills, 2010: 131).

The DHA must also look at establishing a structured and focused Policy Development Forum or Committee that will ensure the development, implementation, monitoring, evaluation and review of all women and gender-related policies as well as their alignment with the relevant legislation in the Department. This forum should also be given a mandate to conduct an analysis of the employment policies, practices and procedures as well as the work environment in order to identify the employment barriers that impede women from advancing into leadership positions in the Department and to ensure the elimination of discrimination against women in the Department. Once the analysis is conducted, a report with recommendations should be submitted to Top Management for consideration and implementation. It is necessary that once these recommendations are adopted, they should evolve from the Strategic Plan; in other words, they should be amongst the Department's strategic goals.

6.6.3. Establish the Required Leadership Competencies for DHA

Failure to identify the required leadership competencies by any organization may lead to hiring employees that do not fit with the organization's culture and that may lead to internal challenges. It is thus important that these competencies be identified to inform the recruitment and selection processes in the Department. This could be done by identifying the nature, complexity and the qualification required by the Department. This exercise will ensure that the Department attracts and retains employees with good organizational fit and that there is always a pool of both men and women ready to be promoted to occupy leadership roles at any given time. Once this is established, it could inform the employees' personal development plans in the organization and ensure focused skills and development programmes.

In addition to the establishment of the required leadership competencies for the Department, current and potential leaders within the Department can be identified and developed. However, this cannot be done without identifying the required and expected leadership competencies because these will have to be matched against the identified competencies. The identification of these leaders can be done through the Department's Performance and Development Systems and recruitment and selection processes. The benefit of identifying and developing the potential leaders amongst the employees of the Department is the acceleration of productivity if the promotion is done internally. This is due to the fact that an internal employee does not have to start by learning the organizational culture, people and structures that are required for job execution. Furthermore, this has the potential of boosting employee morale as well as reduction of staff turnover.

6.6.4. Conduct a Skills Audit

It is recommended that the Department conducts a Skills Audit specifically for women in the Department. The identified required leadership competencies should inform this audit. This will help to identify the leadership gaps which must be filled through the structured training and development, coaching and mentorship programmes and will ensure that there are always available Human Resources to fill the vacancies as and when they become available without having a negative impact on the service delivery.

6.6.5. Develop Career Development and Succession Plans

> *A lack of investment in people can lead to underutilisation of the labour potential in the world.*
> (Mills, 2010: 31).

One of the challenges mentioned by almost all the participants during the interviews was the lack of the Career Development and Succession Planning for women in the Department. This was viewed as creating the current gap that is seen in the Top Management of the Department. In addition, the lack of structured Coaching and Mentoring programmes was perceived to be a challenge and was discouraging to those who are willing to coach and mentor others. It is therefore recommended that a structured Succession and Career Development plan be developed in the Department and that structured Coaching and Mentoring should form part of the Career Development and Succession Planning. A policy in this regard is highly recommended and this policy should be monitored closely and should be aligned to the Department's strategic objectives. The availability of Career Development and Succession Plans in the Department benefits both the employees and the Department, in that it boosts the employees' morale and ensures increased productivity, retention of employees as well as availability of a leadership pipeline whenever needed in the Department.

6.6.6. Establish Networking Sessions / Platforms for Women

Participants mentioned the unavailability of women's networking platforms as a challenge to women leadership development. It is therefore recommended that the Department should create these platforms for its women employees as these are essential for their own career development.

6.6.7. Develop and Adopt Retention Policy

According to the findings of the study, attracting potential women leaders in the Department was not a challenge but a challenge was perceived to be the actual retention of those women. If this is the case, it is recommended that there is a need for a retention policy for women in the

Department which will ensure that once women with potential join the Department they are also get retained. In the DHA there was a noticeably slow progression of women into top management positions.

6.7 FURTHER RESEARCH

This section seeks to define the study's unit of analysis for further research. The unit of analysis is defined as the person, subject or object from which the social researcher collects data (Bless and Higson, 1995:4). The subject or object from which the researcher collected data was the slow progress of women into leadership at the DHA. The study sought to explore the reasons and/or challenges causing the gender gap at Top Management in the DHA.

6.8. CONCLUSION

In conclusion, Chapter one of this report focused on the introduction, background to the study, problem statement, purpose statement and the research question. Chapter two outlined the literature review in terms of the analytical and conceptual framework. Following the literature review, chapter three presented the research methodology employed for the study. Chapter four presented the findings of the study and chapter five provided the analysis and the interpretation of the findings. Lastly, chapter six provided the conclusion and the recommendations for the study.

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ANNEXURES

ANNEXURE A: CONSENT FORM

Informed Consent Form

I, the undersigned, confirm that (please tick box as appropriate):

1.	I have read and understood the information about the project, as provided in the Information Sheet.	☐
2.	I have been given the opportunity to ask questions about the project and my participation.	☐
3.	I voluntarily agree to participate in the project.	☐
4.	I understand I can withdraw at any time without giving reasons and that I will not be penalised for withdrawing nor will I be questioned on why I have withdrawn.	☐
5.	The procedures regarding confidentiality have been clearly explained (e.g. use of names, pseudonyms, anonymisation of data, etc.) to me.	☐
6.	Separate terms of consent for interviews, audio, video or other forms of data collection have been explained and provided to me.	☐
7.	The use of the data in research, publications, sharing and archiving has been explained to me.	☐
8.	I understand that other researchers will have access to this data only if they agree to preserve the confidentiality of the data and if they agree to the terms I have specified in this form.	☐
9.	I give consent for Audio recording during the interview (tick whichever is applicable)	Y/ N
10.	Select only **one** of the following: • I would like my name used and understand what I have said or written as part of this study will be used in reports, publications and other research outputs so that anything I have contributed to this project can be recognised. • I do not want my name used in this project.	☐ ☐
11.	I, along with the Researcher, agree to sign and date this informed consent form.	☐

N.B. Please note that the researcher will be also making her own observations during the study.

Participant:

_____ _____

Name Date

Researcher:

_____ _____

Mbalentle Mlokothi Date

ANNEXURE B: PARTICIPANT INFORMATION SHEET

Participant Information Sheet

Title:	**Leadership Development for women at the Department of Home Affairs**	
Locality: **National**		Ethics committee ref.:
Researcher:	**Mrs Mbalentle Mlokothi**	Contact phone number: 0835247446/07609106818 Email: mbali.mlokoti@gmail.com

Introduction

I would like to invite you to participate in this project, which is concerned with the Leadership development of women at the Department of Home Affairs. I am interested in finding out why women in the Department are not developing into to leadership position and whether there are any programmes in place aimed at developing women and if women are taking advantage of them if there are any.

Why am I doing the project?

The project is part of the fulfilment of requirements for my Masters Programme at the Wits School of Governance. The results of the study will be shared with the employer (DHA) as it is hoped that the project could provide reasons for the slow progression of women into Top Leadership position in the Department and recommend some strategies for consideration by the Department.

What will you have to do if you agree to take part?

Return the consent form and the completed questionnaire to me in the envelope or by email so that I know you are interested.

1. We will arrange a time to meet, which is convenient for you and in your own comfortable place if that is appropriate.
2. There will be one, single interview with myself during which I will ask you questions from pre- prepared questionnaire. The interview is expected to last no longer than 1 hour and is a one-off
Event as it will be a follow up on some of your responses you already provided
3. When I have completed the study I will produce a summary of the findings which I will be
more than happy to send you if you are interested.

It is also worth noting that as the researcher, I will also doing some observation for the purposes of triangulation.

How much of your time will participation involve?

One interview lasting not more than 1 hour.

Will your participation in the project remain confidential?

If you agree to take part, your name will not be recorded on the questionnaires and the information
will not be disclosed to other parties unless you agree otherwise. Your responses to the questions will be used for the purpose of this project only. You can be assured that if you take part in the project you will remain anonymous.

What are the advantages of taking part?

You may find the project interesting and enjoy answering questions about leadership development issues that affect women in the Department. Once the study is finished it could provide information to the Department about

strategies to develop women and help them to advance that could be adopted and implemented women. Please also note that an official approval has been granted by the Department to conduct this research and I have also attached a letter of approval for your perusal.

Are there any disadvantages of taking part?

It could be that you are not comfortable talking about women leadership development issues, either than that, there are no other disadvantages known by the researcher

Do you have to take part in the study?

No, your participation in this project is entirely voluntary. You are not obliged to take part, you have
been approached as a member of the Department with a view that you might be interested in taking part, this does not mean you have to. If you do not wish to participate, please indicate so. Similarly, if you do agree to participate you are free to withdraw at any time during the project if you change your mind.

What happens now?

If you agree to take part in this study, you will be asked to sign the Consent Form on the last page of this document and complete the attached questionnaire to the best of your knowledge and as honestly as possible. You can keep a copy of both the Participant Information Sheet and the Consent Form for your record. Please complete the attached consent form and a questionnaire and email back on or before the 18th of November 2016. I will then contact you so we can arrange to meet at a time that is convenient for you for a short interview.

Researcher: Mrs Mbalentle Mlokothi
Postgraduate student, Wits School of Governance
Supervisor: Dr Manamela Matshabaphala
Contact: 011- 717-3508
Email: manamela.matshabaphala@wits.ac.za

ANNEXURE C: ETHICS CLEARANCE CERTIFICATE

Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)
R14/49 Mlokothi

CLEARANCE CERTIFICATE	**PROTOCOL NUMBER: H16/07/19**
PROJECT TITLE	Leadership development for women at the department of Home Affairs
INVESTIGATOR(S)	Mrs M Mlokothi
SCHOOL/DEPARTMENT	Wits School of Governance/
DATE CONSIDERED	22 July 2016
DECISION OF THE COMMITTEE	Approved
EXPIRY DATE	05 October 2019

DATE 06 October 2016 **CHAIRPERSON** J-Knight (Professor J Knight)

cc: Supervisor : Dr M Matshabaphala

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10004, 10th Floor, Senate House, University.

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee. **I agree to completion of a yearly progress report.**

M Mlokothi
Signature

06/10/2016
Date

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES

ANNEXURE D: APPROVAL LETTER OF TITLE

UNIVERSITY OF THE
WITWATERSRAND,
JOHANNESBURG

Private Bag 3 Wits, 2050
Fax: 0270865536132
Tel: 02711 7178007

Reference: Ms Jennifer Mgolodela
E-mail: jennifer.mgolodela@wits.ac.za

23 February 2016
Person No: 887012
PAG

Mrs M Mlokothi
Postnet Suite 140
Private Bag X1569
Glenvista
2058
South Africa

Dear Mrs Mlokothi

Master of Management: Approval of Title

We have pleasure in advising that your proposal entitled *Leadership development for women at the Department of Home Affairs* has been approved. Please note that any amendments to this title have to be endorsed by the Faculty's higher degrees committee and formally approved.

Yours sincerely

Mrs Marike Bosman
Faculty Registrar
Faculty of Commerce, Law & Management

ANNEXURE E: APPROVAL LETTER FROM DHA

ANNEXURE F: INTERVIEW QUESTIONAIRE

A. General

Salary level?

Gender?

Race?

How long have been in DHA? (please state years of experience per management level)

Previous work experience outside DHA?

Highest Qualification?

B. Governance & leadership/Gender Inequality gap closure moving at a slow pacec

1. In the Department there are only **12.5%** women and **87.5%** men at Top Management level (DDG and upwards) which is a serious gender gap and this is despite the fact that there is **45.20%** of women (who could be promoted to close this gap) vs. **54.80%** men already at SMS level, in your view and in general what could be a challenge to women not developing into Top management level?

2. According to the literature reviewed, it is said that there is a lack of experienced women that are ready for promotion. Is that perhaps the reason of this huge gender gap at top management? If yes, why then are you not promoting from the **45.20%** of women already at SMS level, where are these women disappearing to in the organisation?

3. What is the turnover rate of women at SMS level compared to that of their male counterparts? Could it be that poor retention of women senior managers another contributing factor to this gap?
4. Unavailability of Training & Development, Coaching, Mentoring, Networking, attraction & retention and experiential learning policies and programmes biased towards women is also mentioned as another possible cause. Do you have any of these policies in the department; if not is that perhaps one of the causes of this

challenge in the Department, if yes which programmes do you have?

5. If there are any, are women taking advantage of them?
6. Do these policies get implemented, monitored and evaluated?
7. If you have, are these programmes having any impact? If yes, do you think these are sufficient remedies to non-progression of women in the department given the current stats, if no what could be the problem and what else could be done?
8. Is there an alignment of Performance agreements with the implementation of these policies/programmes?
9. Are they being held accountable for the failure to meet targets? (Consequence Management)
10. Unwillingness of male senior managers with necessary experience required for appointment to leadership positions to coach and mentor women for these positions?
11. Is women's advancement regarded as a compliance issue rather than a potential source of fresh ideas, creativity and innovation brought by women in the Department? It is said that organizations fail to attract and retain talented women because of this.
12. Do you have monitoring and evaluation tools to assess the full utilization of women's talent in organizations? If not couldn't be that another cause?
13. If there are any, are women taking advantage of them?
14. Besides the strategies, policies, plans and programmes mentioned above do you have any other initiatives to address the issue, if yes do they have any impact and is the only challenge? If no what are the other challenges leading to this gap?
15. Globally, attaining gender equality is reported as being very slow, women represent at least one half of the global population and as of 2000, women were employed in approximately equal numbers as their male counterparts, however, the total number of these women represented at managerial positions remains inadequate. The International Labour Organization (ILO) of 2002 showed slow and uneven progress with women obtaining an equitable share of managerial positions and this is despite government initiatives to close gender gaps in the workplace, why? (generally)
16. To what extent are you fighting elements of gender discrimination in the Department?
17. In general women are paid far less than their male counterparts even though their work is the same and requires the same qualifications and experience. Is this perhaps the case in the Department?

C. Gender Stereotyping Theory:

There is invisible barrier to women advancement and that is gender stereotypes which are encountered amongst both males and females. Sabattini (2006) defined gender stereotypes as "cognitive shortcuts" or generalizations that are shared within cultures and help to differentiate between women and men in order to make sense of the complex social world. For Sabattini (2006: 1) gender stereotypes can be problematic as they tend to over-simplify reality, particularly the complex behaviours, and they emphasize crucial differences. On the other hand, Ginige (2007: 3) defined gender stereotypes as:

"categorical beliefs regarding the traits and behavioural characteristics ascribed to individuals based on their gender. They serve as expectations about the attributes and behaviours of individual group members".

18. Research conducted on gender differences & similarities showed that there is no difference between women and men leaders, they are more similar than different. Do you agree or disagree, please substantiate your answer?
19. Cleveland (2000) identified the myths that have failed to recognise the systematic barriers to women's advancement to leadership positions. One of the myths is that "women lack the focus needed to become good leaders" at the same time it is said that women have ability to multi-task & possess good interpersonal skills and tend to add value when placed in strategic positions since they are advanced in negotiating and empathising which may increase the organisations productivity and competitiveness. What's to your view about this?
20. Women have an inherent ability to lead which they acquire through their performance of traditional roles of nurturing and raising future leaders, to what extent to you agree or disagree with this?
21. Masculinity as opposed to Feminity is regarded as an important leadership trait, do you agree or disagree, is that perhaps the case in the Department, please substantiate your response?

D. Glass Walls & Ceilings Theory:

Oakley (2000) in her article "Gender based barriers to Senior Management positions: Understanding the scarcity of female

CEOs" observed the low representation of women in CEO positions in large corporations even though the number of women represented at middle management level has grown rapidly over the years. Oakley's observation came two decades after Schwartz's prediction about the achievement of women's equitable representation in top leadership positions. In her article, Oakley examines what has been described as "the glass ceiling" which is defined as an invisible employment barrier that prevents women from advancing into leadership positions in large organizations. For Weidenfeller (2012: 365) the glass ceiling is: "an invisible barrier to advancement based on attitudinal or organizational biases".

Various studies were conducted to examine the glass ceiling theory and suggested that it comes in various forms of gender bias; therefore it is not one ceiling or wall in one spot Kilian, Hukai and McCarty, 2005; MacRae, 2005; Oakley, 2000; cited in Kochanowski, 2010). In addition to the glass ceiling, the literature also points to the existence of glass walls which are defined as lateral barriers that limit women's progress into leadership positions (Weidenfeller, 2012). It is also worth noting that Chugh and Sahgal (2007) cited gender stereotyping and the glass ceiling as the most recurring themes when examining reasons for women's non-advancement into leadership positions.

22. Internationally it is reported that more often than not, women occupy what is termed feminised position such as non-operational office work and stay longer in these positions, yet operational positions are regarded as important for their advancement into leadership positions. As the Department what do you consider as most important areas of study and occupations for advancement into leadership?
23. Are these areas of study and occupations addressed as policy issues or it only manifest when women must be promoted into these Top leadership positions so as to exclude them from competition?
24. Is there any reasonable accommodation provided to women to accommodate women's reproductive roles when appointed in these positions?
25. Does the department provide networking session for women to establish professional relationships which are crucial for their own career development?