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Representation of women in senior management positions: Department of Environmental Affairs and Tourism

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CHAPTER ONE

INTRODUCTION TO THE RESEARCH

1. INTRODUCTION

Women have been protesting against gender equality for centuries to reform institutions, laws and cultures that exclude them from participation in decision making process. This was evident across the world, for example women's protest against unfair exploitative treatment at the hands of the monarchy and political leaders in the eighteen century in China, and nineteen century in India (Kingman and Sweetman, 2005, p.2). These authors maintain that to achieve political independent, women decided to form women's movement that helped them to speak with one voice. In Pakistan for instance, women's movements challenged the law of 1979 *Hudood* Ordinances discriminated against them.

A worldwide challenge to gender equality within countries is now more visible as feminist organisations and other organisations interested in women equality continue to fight for institutional reforms and legislative changes to promote the aspirations of women. Gender equality is seen as fair and just distribution of opportunities and resources between men and women (Motsoahae, 2006, p.ix). This has radically changed the role of women in society around the world. Women are now encouraged to take a more active role outside the nucleus family to pursue full time careers in various fields like in business, politics and education among others (Boko, Lutz and Kimuna, 2005, p.122).

The importance of women's contribution to growth and development in Africa is now recognised and well documented. However, political, legal and cultural barriers to women's full

participation in economic and political arena remain in place in many, if not most, African countries. This is also the case in societies undergoing free market reforms including Latin America, Asia and Eastern Europe (Boko, Lutz and Kimuna, 2005, p.122). According to these authors, this is also the case in societies undergoing free market reforms including Latin America, Asia and Eastern Europe. Furthermore, women are underrepresented in both formal private sector and public sector (Brest, 2001, p.1 and Business Women's Association (BWA), 2007, p.12.).

The recent study conducted by Economic Empowerment rating Agency reveals that progress with respect to gender equality in the private sector has been exceptionally slow (Bauer and Briton, 2006, p.3). On the other hand, the pace of change in relation to women professionals and managers has often been slow with uneven progress in different countries and cultures (Wirth, 2001, p.1). This is also confirmed by the International Conference on Population and Development that, ''women are underrepresented in the decision making structures of both the government and the private sector''. (DPSA Country Report, 2003, p.21). Furthermore, the conference decided that changes will have to be tracked, and many administrative and cultural practices that still discriminate against women have to be abolished.

This study starts from the premise that women continue to be underrepresented in the public service, particularly at senior management levels in some government departments. In examining why this is so, the study draws both empirical research and personal experiences of management in the South African government national department. Further, the research seeks to investigate the slow inclusion of women in senior management level

mainly grade 13 to 14 (Director and Chief Director level) in the national department. The area of focus, in essence is the Department of Environmental Affairs and tourism (DEAT). The study excludes top management level such as Deputy Director General and Director General because very few women reach this level of management. The key themes examined are gender equality, diversity management, gender and development. These themes are important in the evolution and development of gender equality especially in South Africa. The researcher noted progress made to include women in top management positions at the level of Director General and Deputy Director General in this department though this is not the area of focus in this study.

The low level of advancement of women in management in South Africa as indicated in the 2007 census of Business Women Association and stated by Joint Initiative on Priority Skills Acquisition (JIPSA) is of particular concern in light of the critical shortage of managerial skills in the country. In order to make progress towards equity the research need to identify why there are not more women senior managers at Director and Chief Director positions in this national government department.

The current South African government stresses for the inclusion of women at decision making levels both in the public service and private sector. For example former State President Thabo Mbeki reviewed the government's obligation to the principles of employment equity and the goals of making the public service really representative and inclusive. The former President Mbeki reiterated this in 2005 in his state of the nation address that ''the capacity and organisation of the state was critical to the achievement of national identified priorities''.

This was reinforced by the Cabinet of South Africa in November 2005 when they adopted a revised employment equity target of 50 percent women representation at all levels in the Senior Management Service (SMS) by the 31 March 2009 (Cabinet Memo 86A, 2005). In addition, Cabinet adopted the gender and governance plan of action to monitor progress on women's empowerment and gender equity in the public service (DPSA, 2007, p.10).

In spite of such declarations, at some government departments there are fewer women than men in senior management positions. This reflects a problem of misalignment between the government policies and implementation of employment equity policies in government departments. The problem also resulted from lack of proper coordination between policy formulators (Ministers) and Heads of Departments (HoD) as stated by Motsoahae (2000, p.49). According to Dunn (1994, p.5) it is important to note that policy implementation most often fails in developing countries because of insufficient institutional arrangements for monitoring and evaluation of progress. The study will assist in identifying such achievements and obstacles to the implementation of the gender equity plan in DEAT.

1.1 BACKGROUND TO THE RESEARCH

1.1.1 Background to gender discrimination

Since 1995 women in South Africa have been moving steadily into occupations, professions and managerial jobs previously reserved for men. This includes occupations in mining, science and technology. Their access to education and training continues to improve providing many with the necessary qualifications to obtain jobs in senior management (Wirth, 2007, p.7).

Despite major progress, workplace discrimination persists and is taking place on new forms as stated by the International Labour Organisation (ILO) (2007, p. 15). The climb is often tougher for women aspiring to get places in business and women making their way up the corporate ladder (Van der Merwe, 1979, p.49). According to the latter author, the challenge we face is to identify ''where discrimination exists to what extent and what damage it is doing in the workplace and how the situation can be improved''. The author further informed that this is another step for breaking through the barriers holding back women empowerment. The author also argues that until the problem of economic discrimination is resolved, sex discrimination will continue to have a fertile breeding ground in the workplace (Van Der Merwe, 1979, p.4).

Many countries have addressed the problem of slow inclusion of women in senior management positions by introducing legislation to address some of the ill-effects derived from decades of discrimination and prejudice. The local and global situation discussed in this study illustrated below, demonstrate how far countries like South Africa, the African continent and global world have attempted to address the issue of gender equality.

1.1.2 South African situation on gender equality

In South Africa, under the African National Congress (ANC) leadership, women had to fight for their inclusion in the negotiation talks called the Convention for Democratic South Africa (CODESA) as they were formally excluded from decision-making by the apartheid system that institutionalised discrimination.

Prior to 1994, the legislative environment did not provide conditions for the inclusion of women in senior management positions. In 1994, it was the explicit intention of the government to change these conditions. The period from 1994 to 1995 was spent on the review, update and the development of new policies across all government departments including *inter alia*, the Republic of South African Constitution Act 108 of 1996, the White Paper on Affirmative Action in the Public Service (1995) and the Employment Equity Act No 55 of 1998 as amended in 8 August 2008.

The 1994 elections in South Africa generally brought significant changes in the social, political and economic environment. Gender equality was guaranteed under the South African Constitution Act of 1996 (Act 108 of 1996), with formal institutions to support the constitutional democracy. For example, the Bill of Rights proclaims the equality of all and prohibits discrimination on a number of enumerated grounds including race, gender, sex, pregnancy and marital status. The Constitution Act of 1996 also sets the legal framework for national policies. The national policies for the advancement of gender equality were promulgated. Primary among these for women is the formulation of the National Policy Framework for Women's Empowerment and Gender Equality as finalised in 2000. The policy outlines the principles for government to achieve the mainstreaming of gender equality.

South Africa's open democracy confronted government with several challenges, including capacity building in the development of gender equality programmes in all spheres of government, (the national, provincial and local). Government identified women as one of the targeted sectors, to ensure that women's development and empowerment are not marginalised.

On the other hand, the Department of Public Service and Administration (DPSA), was mandated by government to formulate government policies. The organisation is also mandated to develop a long-term strategy for women's empowerment and gender equality within the public sector guided by legislation such as the Employment Equity Act of 1998

The government developed affirmative action programme as provided in the new constitution. The programme aims to implement measures that enable women to achieve their full potential. For example through eliminating all forms of discrimination and disparities based on gender and equal representation in decision making bodies. The affirmative action measures in general include issues such as diversity in the workforce based on equality and respect for all people. It attempt to eliminate employment barriers including unfair discrimination (Employment Equity Act, 1998, p.2). The Act is designed to ensure that suitably qualified people from designated groups (black, coloured, Indian, women and disabled people) have equal employment opportunities and are represented in all levels in the workforce, and barriers are identified and eliminated. Dunn (1987, p.28) states that policy referred to the intentions declared by parties in an election.

Furthermore, in 2005 Cabinet adopted a revised employment equity target of fifty percent of women at all levels of Senior Management Service (SMS) by 31 March 2009 (Cabinet Memo 86A of 2000). Cabinet revised these targets every three years. This is the baseline which the department should aim to achieve. This goes beyond just numbers to include the elements of empowerment, development and leadership as stated by the DPSA.

In addition, Cabinet supported the development of a Gender and Government Plan of Action (PoA) that would ensure extensive progress is made on women's empowerment and gender equity in the public service (Strategic Framework, 2006-2015, p.9). This is a sign of government's desire to create gender balance in decision making. Every public service department is obliged to formulate a separate employment equity policy and plan also appoints the person in charge of the plan with reporting framework in place.

The increase in women's political participation is due to government working in partnership with all interested stakeholders internally and externally including political organisations, women movements and other civil movements locally and internationally. These movements have been actively involved for decades in the struggle for national liberation and social emancipation of women.

This study demonstrates that challenges faced by South African national department are global problems that need government intervention to guide the change process.

Although gender specialist like Piliso Seroke the chairperson of Gender Commission (South Africa, 2007, p.1) argue that ''South Africa still has a long way to go in becoming gender sensitive''. The report will be incomplete without the international perspective on women equality. Researcher's experience in management revealed that in some national departments, there are few women represented in the upper echelons of decision making process in South Africa. This was demonstrated in several inter departmental government meetings where each department is required to be represented by a senior manager either at the director or chief director level.

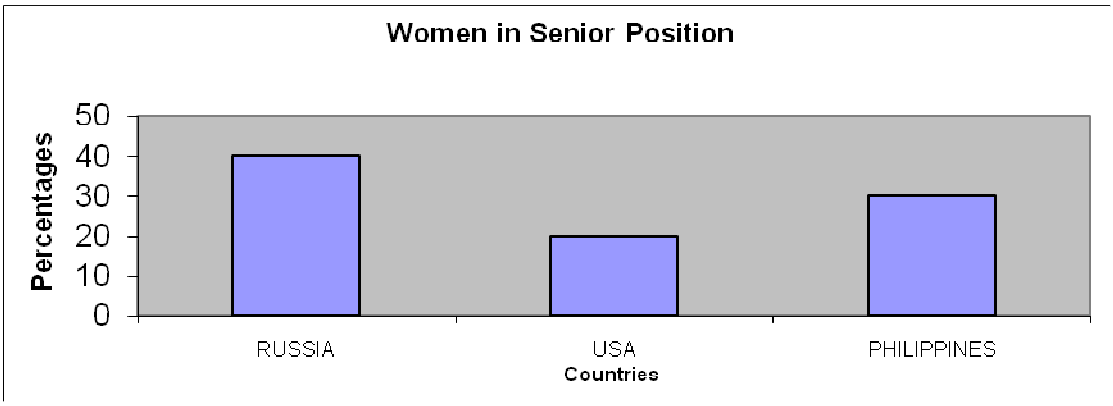
Out of thirty eight national government departments, about eight departments would be represented by women while all other departments' representatives would be men.

1.1.3 International perspective on gender equality

The United Nations Development Fund for Women (UNIFEM) report that some progress has been made in countries like the Canada, Norway, Sweden and the United States of America (USA). In the USA in 1999 women obtained fifty one percent of executive management positions in the 500 largest companies compared to 2.4 percent in 1996 (ILO, 2007, p.1). While Grant Thornton International Business Report (IBR)[1] disagrees with the ILO report, arguing that "although seventy percent of businesses in the USA employ women in senior management positions, women only hold twenty percent of total senior management jobs. Furthermore, Grant Thornton Executive Director on policy mentioned that ''it is disappointing that the participation of women in business management has not increased drastically over the last three years'' (IBR, 2004, p.1). According to the IBR report, leading country to approach full gender parity include the Philippines followed by Russia with 40 percent of management posts filled by women followed by the Philippines as illustrated in the graph in page 10, figure 1.

1 The Grant Thornton International is a non –practising international umbrella organisation. It is one of the world leading organisations of independently owned and managed accounting and consulting firms, providing tax, assurance, specialist business advice to privately held business and public interest entities.

Figure 1: Women in senior management positions



Source: Grant Thornton International Business Report (2004)

On the other hand, USA is still struggling to include more women at this level. Authors like van Der Merwe (1979, p.12) strongly believe that ''even in Russia with its wide base of female professional personnel, the number of women decreases at the upper echelon of decision making." Powell (1993, P.1) in support of van Der Merwe, state that the proportion of women holding senior management positions is very small. This view is supported by Business Women Association (2007, p.21) when they reveal that women are significantly under represented in top corporate leadership positions. On the other hand the South African Labour Survey (2006, p. 10) state that the degree in which women are represented in decision making does not reflect their influence and importance in the economy. It is important to find out how the African continent is implementing gender equality to promote the aspirations of women.

1.1.4 Continental perspective on gender equality

In the African continent there is good news in some countries like Rwanda emerging from conflict after the 1994 genocide.

The country included women in rebuilding the nation and framing the new constitution. Women are involved in the process of creating new policy frameworks, governing structures, and new democratic cultures. Presently women are in key positions in Rwanda. For example in the course of just one election the percentage of women in Rwanda's National legislature had jumped to 48.8 percent (Bauer and Britton, 2006, p.1). The President and CEO of the Centre for Development and Population Activities-CEDPA, Richardson intimated that the Minister of Justice is a woman, as are several cabinet members. The Rwanda situation demonstrate that where there is a will there is a way, genocide have not stop the Rwandese achieving gender equality and women representation in decision making.

The commitment to fight gender discrimination is debated regularly at international conferences like the National Consultative Conference on Gender Equity Southern African Development Community (SADC Protocol held on 11 April 2007). The aim of the conference was to elevate the declaration on gender and development to a formal agreement. On the other hand, the intention on the ground is far from meeting the expectations. Real obstacles remain, where women are still concentrated in the low level of work throughout the workplace. Another concern is that breaking through the "glass ceiling" [2] still appears for all but a select few (DPSA, 2007 p. 15). This led the researcher to investigate the research problem for the slow inclusion of women in senior management positions in DEAT as stated in the next section.

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[2] The term glass ceiling refers to the 'invisible barriers that stand between women in their rise to senior management positions for example, employment rules, regulations and performance evaluation system tend to be gender biased and stewed towards males'

1.2 PROBLEM STATEMENT

Gender equality is an approach or a means to promote gender equality especially in South Africa's national departments. In terms of South Africa's Employment Equity Act, No 55 of 1998, all government departments are tasked with the responsibility to implement gender equality policies and programmes. The National Defence Force, National Intelligence Agency and South African Secret Service are excluded.

Research indicates that the task seems difficult to implement in most national departments. This is illustrated by the low level of representation of women in management positions particularly black women who were excluded and disadvantaged in terms of race and gender.

The research focuses on all women as white women were also discriminated against in the past.

The fewer women in senior management positions in some national government departments reflect a problem that needs further research to enable South Africa to realise its dream of women emancipation in the upper echelons of decision-making.

1.3 PURPOSE STATEMENT

The objective of this research is to gain some insight into the reasons for the apparent lack of advancement of women in managerial positions at the level of director to chief director. In the light of that, this study will concentrate on factors contributing to the under representation of women in management positions within South African National Department of Environmental Affairs and Tourism.

1.4 RESEARCH QUESTIONS

The research will also explore the following areas:

- What is the role played by the National Department of Environmental Affairs and Tourism in the implementation of policies relating to the inclusion of women in management positions?
- What are the existing barriers regarding employment of women in senior management positions?
- What training and development programmes are in place for the development of women?

1.5 SIGNIFICANCE OF THE RESEARCH

At the end, this study is intended to illustrate the challenges faced by DEAT in the implementation of the equity policies.

Whether South Africa's verbal commitment to gender equality has really been matched by implementation of programmes on the ground is investigated further in this research.

Scientific study on this topic has been undertaken by many researchers including (Modisane, 2000), places emphasis on barriers in the employment of people with disability. The findings in this research indicate that barriers towards the employment of people with disability still exist and attitudes play a major role. In this study disability is not the area of focus as many scholars covered the topic in details. Noted in this research is also the delay in the implementation of policies in many government provincial offices that lead to the slow inclusion of women in management positions.

Lengosane (2000) focuses on the inclusion of gender equality in the information and communication technology an area previously

reserved and dominated by men. The policy implementation tools and techniques were highlighted as one of the key factors to be modified in order to empower women venturing in this challenging field.

On the other hand (Motsoahae, 2000) looked at factors contributing to lack of progress in mainstreaming gender in provincial departments. The researcher sight factors such as lack of a coordinated approach by the coordinators of gender equity namely the Office of the Premier mandated with this function. Brest (1999), discusses the gender based perceptions of managerial competencies in the life assurance industry. Brest also noted that attitudinal and cultural change in the workplace play a major role in relation to gender equity. The OSW's office is still been criticised in this research for lack of authority and coordinated approach to guide the programme of gender mainstreaming as discussed later in the study. This form part of the discussion of this study as the office is expected to lead and coordinate the gender equality programme in national departments. The researcher also acknowledge that attitude is still an impediment that prevent most competent senior women managers to reach the top, as will be discussed later in this study

Other researchers like Boko, Lutz and Kimuna (2005) discuss gender equality as both the cause and consequences of poverty and underdevelopment as stated in the United Nations Millennium Development Goals (MDG, number 3) and African Union (AU) declarations on gender mainstreaming. The developing countries are the most affected countries including Latin America, Africa and India. Boko and other authors, who link gender equality to development, state that the most effective ways to ensure

increased and sustainable development in Africa is to empower women politically, economically and educationally to enable them to actively partake in various levels of decision making process. According to these authors the aim of sustainable development is' to meet the needs of the present generation without compromising the ability of future generations to meet heir own needs' (Boko, Lutz and Kimuna 2005, p.124).

Available literature on the above issue focuses mainly on provincial governments in the areas of gender and disability (Modisane, 2000). None of the scholar's mentioned above conducted research on gender equality in a national government department, a knowledge gap that this study will further research as national departments play a major role in policy implementation service delivery.

Data is also drawn from studies commissioned worldwide by various multilateral institutions like the AU, SADC, UN, European Union (EU), social research programmes most of which are focusing in Africa and other developing countries. Approaches and the role of civil society to promote gender equality will also be considered.

1.6 Summary

South Africa like most countries in the continent and the world at large is gradually making women's representation in senior management realisable. The situation in Rwanda is encouraging and set a good example to other countries as they promote the interests of women. In the international arena researchers present contradicting views one group stress that there is improvement as more women are represented in companies' senior management positions. While the Grant Thornton International Business

Report and van Der Merwe refutes this argument because not enough women are represented in senior management positions both in private and public service as stated by Boko and Briton. This is discussed in details in the next chapter of literature review.

The above discussion and the stated research problem, clearly illustrates that it is important to understand the exact nature of gender mainstreaming and gender equity in DEAT. To achieve this goal, it is important for the researcher to understand what is meant by and gender equity in the South African context taking global and continental experiences into account to benchmark with the best countries like Sweden and Rwanda.

1.7 STRUCTURE OF THE REPORT

The structure of the research is organised into seven parts to provide a road map that takes the reader on a journey from learning what is gender equality how women are represented in decision making process in South African national department of Environmental Affairs and Tourism also known as DEAT. Furthermore the research aim to evaluate progress made on gender equality since the last research was conducted on the topic in 2000. This include challenges women in senior management are facing and sell the importance for the inclusion of women in decision making to the government as well as in my organisation. The following chapters support these seven areas.

Chapter one: Introduction - This chapter serves as an introduction to the research. It provides a historical overview and definition of the problem statement and the research questions which is the cornerstone of this study.

The discussion addresses the evolution of gender equality from the South African perspective, and how it is implemented in DEAT. The chapter also highlight the global trends on women emancipation and how countries have performed thus far. Further, outlines the research theme, propositions, research problem, literature overview, research method and the sources utilised in the areas of gender based research.

Chapter two: Background of the Organisation - Deals with the background of the organisation under study, the mandate, vision, mission and objective in relation to gender equity. How DEAT implement, monitor and evaluate gender plan to improve the representation of women in senior management positions. Review gender process, policies, their effectiveness and how they are aligned to government gender equality programme.

Chapter three: Literature Review - This chapter covers significant prior research in support of gender equality. It also explores the area of gender equity and diversity management differences and necessitated a review of significant prior gender equity research from a number of theoretical perspectives.

The results of significant prior study in the above areas, and their implications for this research, are discussed. The literature discussed themes such as gender equality recruitment and selection, training and development monitoring and evaluation, barriers and challenges faced by women citing international, continental and local experiences.

Chapter four: Research Methodology - This section explores the research design and methodology used in investigating the research questions outlined above. Specifically, it discusses the

design of the research interview used for data collection, as well as reasons for using those methods. The problem statement and purpose of the research is also discussed in details.

Chapter five: Data Presentation - presents research results and discusses various findings and views of individual interviewees as presented in the literature review.

Chapter six: Data Analysis- deals with analysis, interpretation and the discussion of the research results, that is in accordance with the research interview guide and the research questions:

Chapter seven: Conclusion and Recommendations- the study concludes with the main findings which are drawn from the interpretation of the results. This chapter sells the importance and benefits of including women in decision making and recommendations, additional insight and prospect for further research on gender equality.

CHAPTER TWO

BACKGROUND OF THE ORGANISATION

2. INTRODUCTION

This chapter discusses the activities of DEAT that cover the legal mandate, objectives and mission of the department in the implementation of gender equity programmes. The last part deals with monitoring and evaluation both by the organisation itself and external stakeholders that monitors and evaluates compliance to gender representation.

How DEAT put this into practice to empower and develop women to reach decision making level is the focus of this study. Another important Act is the South Africa Constitution Act of 1994 as elaborated below. DEAT in conducting gender equity programme is guided by the following legislations.

2.1 BACKGROUND OF THE ORGANISATION

2.1.1 The South Africa Constitution Act No 108, of 1994

The South Africa Constitution Act No 108, of 1994 requires amongst other things, that composition of the public service be broadly representative of South African society with women in the majority. The Constitution states that 'all people are equal and discrimination of a person on the basis of sex and gender is not allowed'. Among the important clauses is the advancement of gender equality clause in the Bill of Rights which says that ''legislative and other measures may be taken to protect people who were disadvantaged'' (1994, p.12). It also makes other important provisions, such as the support of women development and empowerment as stated in article three that promote access of these women to training and basic education which the state must

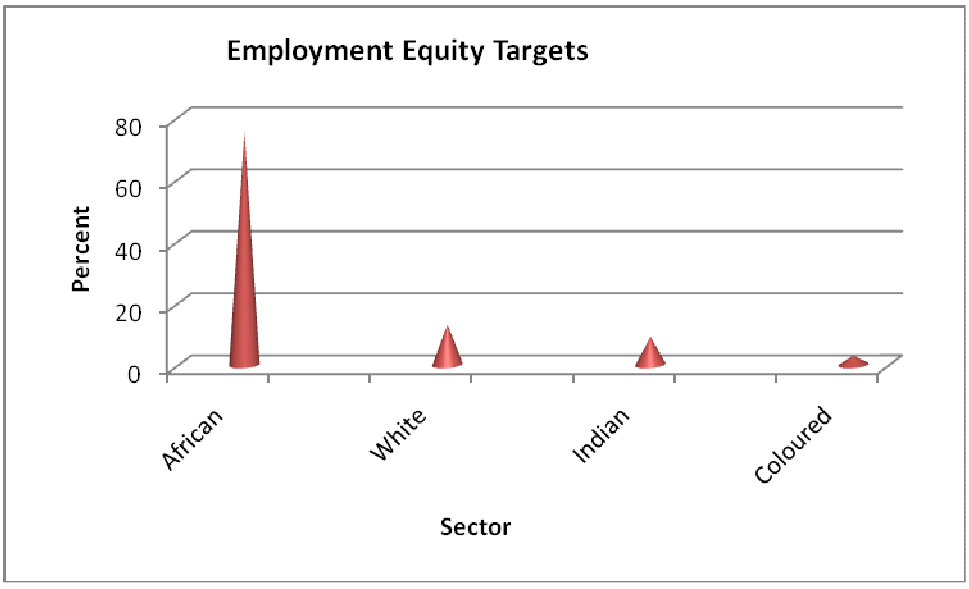
take reasonable measures to make it available and accessible to all people especially women.

This has led to the enactment of the Public Service Act of 1994 as presented in the next section.

2.2.2 The Public Service Act No 103, of 1994

The Act requires departments to develop and implement an affirmative action programme to improve the representation of women in senior management. The government presented the composition of the workforce for each racial group as follows 75 percent Africans, 13 whites, three coloureds and 9 Indians as tabulated below:

Figure 2: Employment equity targets



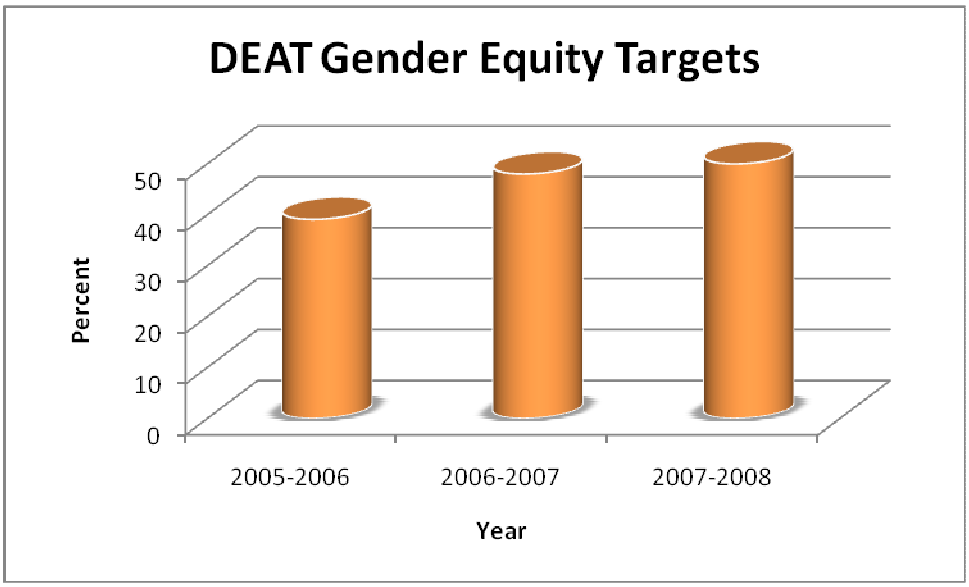
Source: DPSA Strategic Framework 2006-2015

Figure 2 shows the demographic representation of South Africa's racial groups as presented above.

This illustrates the government willingness and determination to ensure that the number of women in senior management position increase until such time gender parity is achieved (Presidency, 1994,

p.9). Based on the above quota, the Employment Equity Act compels each department to formulate gender policy to guide the process of gender equity. The organisation need to align gender equality programme with existing management practices in an effort to achieve the set numeric equity targets and to make sure they are achieved within the stipulated time frame. To achieve the set target, the organisation set numerical targets for women as follows. This targets include the year the organisation plan to achieve numerical goals refer to the table below.

Figure 3: DEAT Gender Equity targets



Year	Sector
2005-2006	39.1
2006-2007	48
2007-2008	50

Source: DEAT Strategic Plan 2005-2010

Table 3 shows the gender equity targets set by the organisation for three successive years. From 2005 the target was set at 39.1 percent, in 2006 it was 48 percent and in 2008 the gender target

was 50 percent to align to the requirements of the legislation. These targets were not achieved as planned.

Another important Act is the White paper on Transformation of the Public Service of 1995.

2.1.2 The White paper on Transformation of the Public Service of 1995

It promotes and protects human dignity and human rights of all public servant including women. The framework includes the plan on how to increase the number of women at senior management level. For example it requires organisations to employ 50 percent representation of women at senior management. It also describes the special measures to be implemented in reaching this target. The framework stresses the need to empower and develops women to increase their numbers in management positions. The framework also highlights the eight principles on gender equality by which the HoD is contracted as part of their performance agreement. According to the DPSA the HoD is evaluated annually on how the organisation complied with the eight principles in appendix 4.

2.1.3 The Employment Equity Act No 55, of 1998 (EEA)

The Act was amended in August 2008. Section 20 of this Act, requires the departments to implement positive measures to make certain that women have equal employment opportunities.

These measures are stipulated in s13 that include elimination of employment barriers like unfair discrimination and encourage diverse and representative workforce. . The HoD is also required to provide managers with adequate resources to perform the above function. For example it empowers human resource development to create conducive employment opportunities for women to compete for senior management positions (Chapter two of the

EEA). Furthermore, Head of Department is expected to establish and maintain internal controls and reporting systems to monitor and evaluate gender programmes in terms of s16(a).and DPSA(2007, p.10), DEAT Strategic Plan, 2005-2010, p15). It is important for the organisation to always consult with employees on issues of gender equality as required by section 16.

To align with EEA, DEAT guarantee the rights of women in the Strategic Plan (2005-2010, p.70). The organisation also encouraged the participation of ''staff at all levels to own the gender equality programme with top management commitment and support''.
The situation on the ground differs from the strategic plan as the majority of women are not actively involved in gender equity programmes. Ms Manamela Employment Equity Executive Manager from the Department of Labour (2007, p.39) agree with the researcher that in most organisations there is ''no or adequate consultation with employees''. Motsoahae (2000, p.49) also confirmed this in her research when she stress,, there is lack of proper consultation with staff on issues that directly affect them. The discussion below focuses on how DEAT aligned itself with the Cabinet decision and the EEA requirements on gender equality.

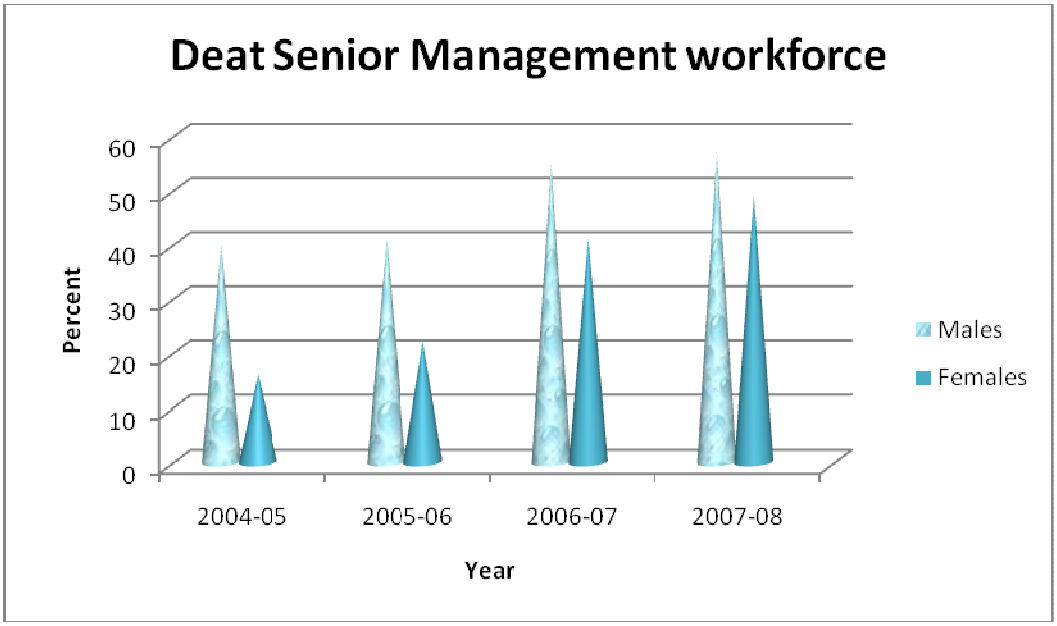
2.2 DEAT Gender equity process

2.2.1 DEAT Mandate on gender equality

According to the organisation strategic plan (2007-2008, p.15) the mission of DEAT is to include more women in senior management level. Their vision is to have a diverse management workforce with 50 percent of women represented in senior management positions. Furthermore, DEAT aim to address gender equity through the affirmative action plan. The plan aim to transform the workforce to make it more representatives with more women employed in senior

management positions. The following is the composition of DEAT senior management as supplied by the Department of labour.

Figure 4: DEAT senior management workforce



YEAR	MALES	FEMALES	TOTAL
2004-05	40	16	56
2005-06	41	22	63
2006-07	55	41	96
2007-08	57	49	106

Source: Department of Labour 2004-2008

Figure 4 show the composition and promotion of men and women to senior management since 2004. In 2004, DEAT senior managers were fifty six spread as follows: forty males entered senior management level as compared to sixteen women on that particular year. On the other hand in 2005 only one male manager was promoted and the total of male senior managers increased to forty one. Female promotion increased to twenty two with six additional promotions of women to higher management level.

There was an increase of fourteen male senior managers to make the total of males to be fifty five in 2006. In terms of females, nineteen were promoted to make the total number of women to increase to forty one, still below male representation. In 2007 there were fifty seven males as compared to forty nine females in senior management. Therefore there are more males than female senior managers contrary to the strategic planning. The table indicate male employees dominate most senior management positions.

On the other hand, there is some improvement as compared to 1995 because women are gradually moving up the corporate ladder though progress is too slow as confirmed in the interviews discussed in chapter five. This is in line with the literature review in which authors like Wirth (2007, p.7) confirm the underrepresentation of women in senior management positions.

Concern is also raised by both the literature review and interview participants that women who make it to the top are deployed at the entry level of management (Lekota, 2007, p.8). For example in DEAT this category constitutes 50 percent of management positions. The situation changes as one move up the corporate ladder.

The other critical area is how the organisation communicate gender equality programme to ensure the decision reaches majority of women.

2.2.3. *System of communication*

According to research findings the organisation management style is top down approach. This assists DEAT to communicate and share all government objectives, programmes and gender equality plans and report back to the entire workforce.

The problem with this approach is that it limit the employees participation especially women who rely on layers of management to give report back. On the other hand, it is clear that bottom up communication is not used effectively to allow women to comment on what contribution to make in issues that affect them. This approach is also useful for buy-in, to help employees understand gender equity issues and give feedback to management how gender equality programme is implemented in the organisation. This concern was also raised by Ms Manamela (2007, p.39) when she informed that there are no gender equality forums as envisaged in s16 of the EEA, and it is difficult for the organisation to reach all women and understand how they feel about the programme and progress made. In terms of the EEA s16 there is no broader consultation with employees as issues are discussed generally in the staff forum that do not prioritise women's issues. How then are women empowered to reach management level is another area the study focus on.

The organisation addresses this through recruitment and selection of the right calibre of women. Recruitment methods used by a particular organisation can affect the way in which society perceives that organisation. Recruitment activities largely determines that minority female applicants are readily available for promotion when the need arise. According to research findings, the organisation encourages a more aggressive recruitment method to make sure women are equally represented in management as illustrated below.

2.2.4. Recruitment and selection process

The literature noted that the debates around recruitment and selection had raised important issues, both internally and in

developing world in the period following the end of the Second World War (Powell, 2002, ix). Effective recruitment and selection process should ensure that suitably qualified people from designated groups are given preferential consideration in the filling of posts. This means vacancies created through natural attrition and new posts created by the annual staffing plan should be filled in terms of the equity goals of the organisation (Strategic Plan, 2007-2010, p.70). According to research findings, the organisation encourages a more aggressive method to make sure women are equally represented in management.

The process of recruitment consists of two stages, the first defines the requirements of the job and the second stage is to attract the potential candidate (Nel, 2005, p.145). Even the selection process should link to the first stage of recruitment and be consistently applied in the organisation (Nel, 2005, p.146)).

The study found that the process of recruitment as stated by Nel is in place. It consist of the pre-screening stage that classify the vacant position as an affirmative action position, the criteria approved by the panel consist of line manager, human resource officer, labour relation and staff representative. The function of the panel is to confirm if line management comply with the policy on recruitment. Secondly, the position is advertised internally as affirmative action position, women are given first preference if they comply with all requirements.

The panel sit again after interviews were conducted to confirm the best candidate was selected based on the stipulated requirement of the affirmative action policy. If there is compliance, the panel support the appointment of the candidate. For nonconformity with

the affirmative action policy, the panel refer the file back to line management to correct the defect. Line management make the necessary adjustments and consult again with the panel to confirm the appointment.

Regardless of the process in place women are still under represented especially in core functional areas. This confirm what Powell (1994, p.21) and Kanter (1997, p.12) said that it is the organisational structure that shapes the behaviour of women in the organisation.

Through training formal and informally these women are competent and capable to compete with their male counterparts and also by developing them.

2.2.5. *Training and development programmes*

Training assist the organisation to have a pool of competent women available that can occupy management positions when the need arise. According to literature review training should be part of strategic human resource development. This is the case in DEAT as training is headed by senior Deputy Director General. Training is a process of changing an organisation through planned learning to assist employees to acquire the knowledge and skills needed for the organisation (Rothwel and Kazanas, 1994, p.77). These authors further assert that, training also helps human resource to plan and develop people's skills.

The training and development programme of the organisation is part of the strategic plan and ensures that there is a pool of competent staff available that can take responsibility at senior management to achieve gender objectives discussed above (DEAT Strategic plan, 2007-2010).

The plan stress, the organisation is committed to foster an environment in which employees are constantly learning. The findings reveals that members can take part in internal and external courses, seminars and appropriate academic studies that allows them to develop and gain new perspective in areas that help them in the performance of their duties. DEAT also provide bursary scheme to support employees in their different learning programmes that improve knowledge base of the organisation. According to research, those who completed their studies and training coupled with successful performance, may attain the next level of responsibility or redeployed to a challenging position.

The researcher noted contradictions with regard to training provided to senior managers especially Ms Moremi. The gender equity reports of 2004-2006 indicate there was no training of senior managers in DEAT. The department of Labour highlighted Workplace Skills Plans of most organisations including DEAT are not aligned to employment equity requirements of the employers (2-7, p.38). They further argue that very little of an employer's budget was spent on the skills development of women. According to Ms Manamela, this shows lack of commitment by employers as they did not comply with the basic requirements of the EEA.

Other important areas relates to governance and accountability to ensure systems are in place to realise representation of women in the department. This is covered under monitoring and evaluation programme.

2.2.6. *Monitoring and evaluation programme*

DEAT like all other departments, is required to monitor the implementation of employment equity plan and regularly evaluate,

correct, review and align the programme when the need arise. Monitoring and evaluation are managed functions through which the organisation on an on going basis checks early indications of progress or lack of therefore in the achievements of the set targets. It enables a manager to identify and assess potential problems and successes at an early stage make intervention (Bartle, 2008, p 1).

The study found that the human resource manager is entrusted with the responsibility to monitor and evaluate progress on the implementation of gender equity. According to the plan human resource manager submit monthly, quarterly and annual gender equity reports to top management. Feedback flows from the top to each level of management. Individual managers are expected to communicate the feedback to their respective chief directorates. In this study it was revealed that monitoring is not applied uniformly and consistently in DEAT because of the slow implementation especially in core functional areas. Organisations design monitoring programmes to meet a regulatory requirement. Some of the requirements for monitoring according to Bosch (1996, p.4) include the following: all stakeholders including line managers should be involved in the process. Furthermore, user friendly measuring tools and standards should be developed and ways to interpret results be agreed upon by all stakeholders.

The human resource manager as custodian of policies must lead the process to ensure there is conformity and implementation of gender practices in the organisation. This role played by human resource manager may help DEAT to effectively monitor and support top management decisions and planning, Again the manager may provide updated information on new trends and ways on how the organisation should adapt. By doing this

according to Bosch (1996, p.2) the human resource manager steers management and the entire organisation to achieve the set gender goals.

2.3 *Summary*

The above discussion demonstrates that Department of Environmental Affairs and Tourism gender equality programme is guided by the Employment Equity Act and other related policies as stated in their mission. The legislation gives the power to the head of the department as the overall person responsible to make gender parity realised in DEAT. Policies are in place and some are applied effectively especially recruitment and selection process that is aligned to legislations and led to the increase of number of women at management since 1995. They are evaluated quarterly by the Department of Public Service Administration on how far they have represented women in senior management and how far women were empowered. The function resides in human resources though other managers are not actively involved in that process as demonstrated later in the study. The organisation is not complying with the requirements of the EEA as there is no constituted gender unit with gender specialists. On the question of senior management representative the consolidated statistics indicate there are more male senior managers then females with many posts left vacant and not filled immediately. The statistics also raise another concern that more women who enter senior management are deployed at the entry level with the number decreasing as one reach the upper echelons of decision making. The researcher noted there are more women in top management level of Deputy Director General but this is not the focus of the research. The next chapter deals with research method employed to gather data and research instruments used in interaction with DEAT managers.

CHAPTER THREE
LITERATURE REVIEW

3. INTRODUCTION

In order to provide context to this research, the paper focuses on reviewing literature on various aspects of gender equality. Literature review is aimed at contributing towards a clearer understanding of the nature and meaning of the problem that has been identified in this study namely: slow inclusion of women in senior management position within South African national department of Environmental Affairs and Tourism (DEAT).

The review also examines how the concept of gender equality has developed firstly in South Africa, then from the perspective of developed (Sweden, United States of America) and developing countries mainly in Africa. This is important because the policy debate around gender equality is only one of the concerns that have seized analysts of gender equality and African leaders in the developing world.

The paper is organised in the following sections:

Key concepts relating to gender equality and management, women and diversity management will be defined assess their relevance in the new South Africa and how it is applied in other countries in the world. The second section looks at the theories of gender equality and findings from other literature review and how is linked to the present study. Gender equality is discussed in line with South Africa's affiliation Mechanisms South Africa put in place to address gender equality is another area of focus.

The study will be incomplete without highlighting the challenges faced by women senior managers in the workplace both in the

department under review and from various sectors like the private sector. Furthermore, the discussion explores how recruitment, selection, training and development are used as a tool to empower women senior managers. Lastly it is important to highlight how DEAT uses monitoring and evaluation systems to ensure the organisation is in line with government gender equality policies and programmes.

3.1 Historical Background

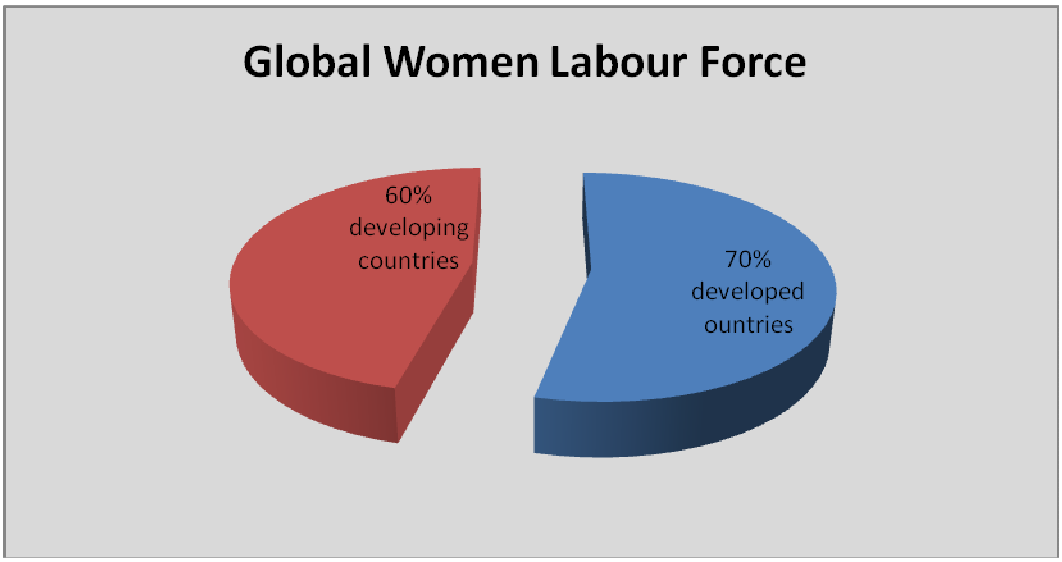
3.1.1 The period 1870 to the Second World War

In the 1870's men dominated the secretariat and clerical work, there were less than 1,000 women working as typists and secretaries, the positions they are mostly deployed today (Powell, 1993, p. ix). According to Powell supported by Ellman, women only entered office work in large numbers in the 1870's. During this era it was rare for women to take up employment. Those who did they met rejection, isolation and discrimination not only in the workplace, but also from family and friends. Married women were placed under tremendous pressure by their husbands to quit employment because the male member of the family was expected to earn all the family income (Powell, 1993, p. ix).

The Second World War was a window of opportunity for women particularly during the 1960s and 1970s. Women's labour force participation increased, they moved into more skilled and higher paying jobs (Powell, 1993, p.ix). The post war drive to the employment of women has caused revolutionary irreversible trends in the labour force as reflected in figure 5 below.

In the late twentieth century, the issue of gender equality was debated globally for example the United Nation Decade for Women which ended in 1985.

Figure 5: Global Women Labour Force



Source: The ILO Global Employment Trends 2003

The graph shows the increase in number of employed women in both developing and developed countries.

It linked women to development resulting in the formation of thousands of number's of women organisations across the world (Powell 1993, p.3). The effect of the above was that in 1993 the Vienna World Conference decided that women's rights were part of basic human rights. This encouraged women to hold another International Conference in Cairo to highlight the plight of women issues on population and development that affect them severely. The conference placed women's empowerment at the centre of sustainable development programs. Two years later, the Beijing Fourth World Conference on Women adopted a stance seeking to protect and promote the full enjoyment of human rights and fundamental freedoms for all women.

These changes are important not only to a human resource practitioners, but also to any person who wishes to select, train, support, motivate and work with women more effectively and

productively (Powell, 1993, p.1). This is demonstrated by the development of gender equality programmes in Africa and globally.

3.1.2 The development of gender equality in Africa

In Africa the struggle for liberation as discussed by *Franz Fanon* in his book ''Sociology of Revolution'' states that the fact that women took part in liberation struggle changed the way men perceive the role of women in society. It also changed the way women perceived themselves. On the other hand, in traditional Muslim society the role of women was mainly limited to household management and procreation.

The fact that women got the position of control in the liberation movement constituted a revolution in the perception and role of women in general. The idea of equality between men and women which begin in countries like China, India and Europe did generally influence the different women organisations in Africa (Kolleher and Rao, 2005, p.2). We should also remember that the specificity of Africa is still dominated by rural society and the idea of gender equality have been from the 60s and 70s up to the present time mostly handled by urban women movements who are more educated in general than their rural counterparts. That is why 70 percent of food production is coming from women, even though they are still not represented in decision making process.

We should however recognise in the time of globalisation and the rise of global social movements, the question of equality between men and women in Africa both rural and urban areas are raised by the women organisations. West African countries like Mali, Burkina Faso and Senegal are typical examples.

Traditionally South Africa is generally patriarchal society. The contact with western society resulted in confrontation of two patriarchal societies. But the big challenge started when men migrated to cities to look for employment. The effect was the disorganisation of families as women took over men's responsibilities to head the household. As a result men had to leave a polygamous lifestyle combining traditional and western values. South Africa as part of the global arena also went through this process in addressing the problem of gender equality as demonstrated below.

3.1.3 Development of gender equality in South Africa

3.1.3.1 Background

The current South African government inherited a public sector where women were grossly under represented in senior management positions. Women have to date dominated the public sector, but not its leadership and management (Motsoahae, 2006, p. 8). Organisational structures continue to reinforce the power of a few mainly men (Kolleher and Rao, 2005, p.16). Kolleher and Rao stress that at organisational level, there is still no buy in to the value of women's rights and gender equality. They also maintain that where there is a genuine commitment to gender equality such allies often have their hands tied by poor institutional infrastructure, unclear policy priorities and decreased funding. Tibane a strategic leadership consultant support Kolleher and Rao's argument that few women reach senior management positions. He further stress that the few women we see at this level tend to be the same faces in more than one boardroom meeting (Tibane, 2007, p.179).

Powell (1993, p.1) on the other hand, agrees with the above authors that the number of women holding top management positions is

very small. The researcher agrees with these authors because experience demonstrates that women are underrepresented in senior management positions in some national departments. Lack of infrastructure to implement gender equality plan is still the main hindrance in the implementation stage. For example most departments including DEAT do not have trained gender equality specialists to support the organisation gender programmes.

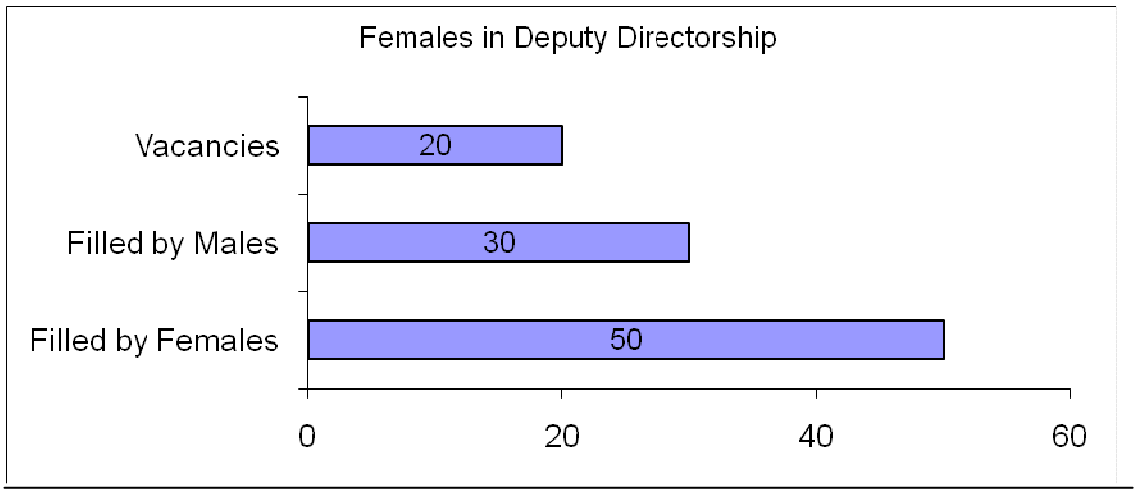
According to Hames (2006, p.12) ''changes for women in the public sector have been less impressive than the rate of transformation occurring in relation to women in parliamentary politics''. Despite this advances not enough women are making it to the upper echelons of decision making (BWA, 2008, p.10). This view is supported by the former State President Nelson Mandela in his inaugural address in 1994 (The Presidency, 1994, p.9) he noted that ''genuine liberation in our country would not be achieved unless we see in visible and practical terms that the conditions of women in our country has radically changed for the better and that they have been empowered to intervene in all spheres of life as equals with any member of our society''.

On the other hand Kolleher and Rao (2005, p.16) use South Africa to illustrate a situation that displays serious contradictions where good gender equity policies and high numbers of women in positions of power co-exist with some of the highest levels of violence against women in South Africa. The Business Women's Association census (2007, p.21) also confirms women are significantly underrepresented in top corporate leadership positions. The report shows that, currently the degree to which women are underrepresented in decision making does not reflect their influence and importance in the economy (Boko, Koen and Hardley, 2005, p.122).

This disproportional representivity of women in the workplace becomes more marked as one move up the ranks of management. For example, 13 percent of total directorship positions are held by women according to the BWA census (2007, p.23). Women directors consist of only 0.024 percent of employed South African population as of 30 September 2006. This imply that out of 2 932 directorships, women hold a total of 385 positions. These figures are a course for concern given that one of the main thrusts of the government's obligation is to make the public service more representative in order to meet gender equity target of fifty percent set for 2009.

Another concern raised by the BWA and Powell is that when women are employed in management majority is deployed at the entry or junior management level. For example in the department under study women are deployed as Assistant Deputy Directors and Deputy Directors as demonstrated in table 6 below.

Figure 6: DEAT female representative in Management



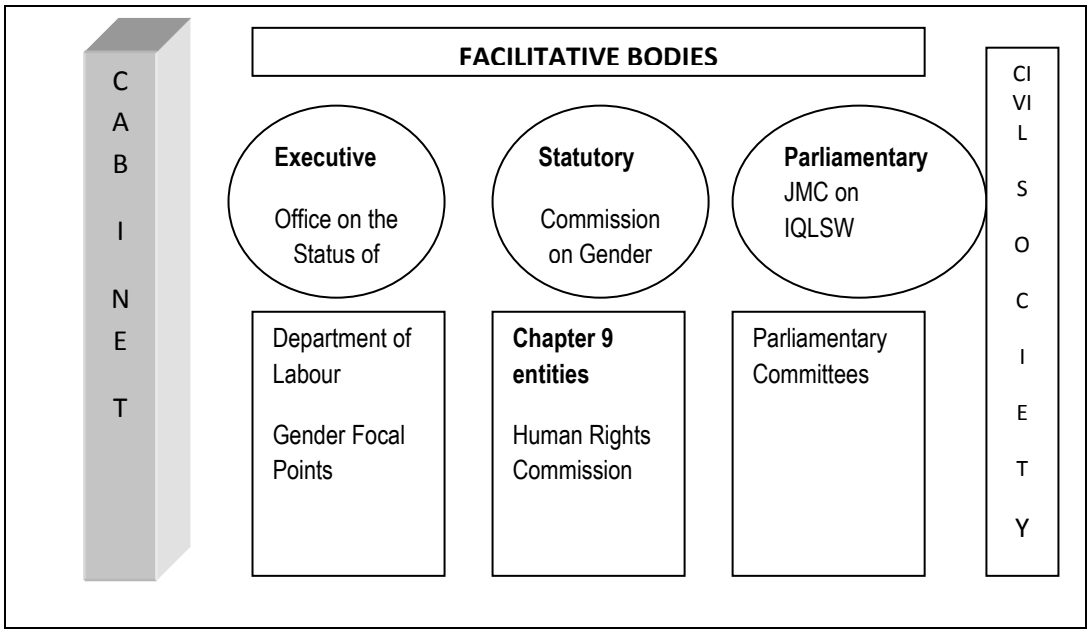
Source: Department of Environmental Affairs and Tourism Strategic plan of 2005-2010

Although the lower level of management has become female dominated as illustrated in the graph above, top managerial level remains male intensive.

3.1.3.2 Gender equity machinery

For the advancement of gender equality, institutional mechanisms were put in place to ensure the promotion and the protection of gender equality. Each of the structures has a different mandate that complement the other as discussed in the next section. This includes the creation of the Commission for Gender Equality (CGE) a constitutional body established in 1996. The CGE mandated by the South African Constitution to monitor the policies and practices of both government and private sector institutions, evaluate and uphold the principles of gender equality in public and private domain and play a watchdog role as illustrated in figure 3 below.

Figure 7: National Gender machinery Facilitating Bodies



Source: Hames *et al*, Beyond Inequalities (2005)

The above figure illustrates government gender equity machinery that includes government structures from Cabinet to national departments and also show how civil society fit into the picture.

Another important office established in 1997 is the Office on the Status of Women (OSW) placed within the Deputy President's office. OSW is responsible for the development of gender equality indicators to guide and support government departments and public bodies in mainstreaming gender policies and programmes.

3.1.3.3 The Commission for Employment Equity (CEE)

The Commission for Employment Equity (CEE), a statutory body established in terms of section 28 of the Act to advise the Minister of Labour, is required to submit an annual report to the Minister of Labour on the implementation of employment equity in terms of section 33 of the Act. The amended Employment Equity Regulations gazetted on 18 August 2006, for the first time, provides for the gathering of data on core operation functions and support functions. It also allows for the gathering of more detailed data on people with disabilities. Previously, no provision was made for the gathering of income data from employers in terms of race and gender. Some of the objectives of the Commission include the following: create mechanisms to interface education and training with employment equity and ensure alignment of other relevant legislation or policy to the Employment Equity Act to strengthen its implementation. Members of the Commission are displayed below.



The Commission for Employment Equity: Front from left: Rhulani Makhubela, Marlene Bossett, Jimmy Manyi (Chairperson), Nomvula Masango Makgothlo Back from left : Lebogang Montjane, Thembeka Gwagwa, Mzolisi Ka-Toni, Nimla Pillay, Khulu Mbongo.

3.1.3.4 Criticism of government machinery

Hames, Koen and Hardley (2006, p.50) stated that the challenge faced by the OSW is that it is restricted by lack of authority limited resources to reinforce gender equality policies. According to Hames some national departments including have not established gender units. On the other hand, while few other departments have gender units, it is not led by senior manager as stipulated in the EEA. Again gender personnel are not trained in gender issues and do not have access to influence decisions in organisations. The new policies and the enabling legislative framework have not substantially impacted on women's lives on the ground despite the ten years of democracy in South Africa. The researcher agrees with

Hames that the OSW is not reaching out to all departments and is not visibly leading and give directions on gender equality programmes.

The problem can also be attributed to lack of authority and hands on approach from leadership to filter information to all spheres of government. Poor coordination at the higher level of government is another contributing factor. The researcher agrees with Hames that the OSW is not reaching out to all departments and is not visibly leading gender equality programmes. Currently this is lacking and as a result it leads to stagnation of gender equality process (Hames, Koen and Hardley, 2006, p.30). To address the problem, the OSW should be linked to other government clusters like the social cluster to market itself and be part of government structures. It will promote accountability and strengthen its institutional mandate. This will also enable government departments to link with OSW and other government machinery. The next section covers the development of gender equality in Africa.

3.1.4 Continental perspective on gender equality

In order for the continent to gain a competitive edge on the global arena, Africa should harness the potential of its hidden growth reserve, namely women (Amoako, 1999, p.15). Women in Africa provide more than half the continent's labour potential but are held back by inequalities in the workplace. This missed potential must be tapped if Africa is to enjoy the impending fruits of globalisation (Boko *Lutz and Kimuna*, 2005, p.19).

The African Union (AU),: The Women, Gender and Development Division of the AU is responsible for gender equality in the organisation. The mandate is revisited in light of the new policy

orientation and the emerging geo-political situation in the continent. The AU has come out in support of gender equality, as confirmed in Article 4(1) of the Constitutive Act that states the AU shall function in accordance with the promotion of gender equality. Gender equality at the level of Africa's multilateral, the African Union (AU), still proves to be a formidable challenge. Whilst there is representation within the AU Commission, the task of emplacing a women within the highest echelon, that of the chairperson of the AU has been difficult (see annexure 1). The chairpersons since the establishment of the OAU and subsequently the AU were represented by males. This was attributed to the patriarchal nature of the AU thus far.

However, the election of the Chairperson of the AU Commission at the Tenth Ordinary Session of the AU in January 2008, presented interesting dynamics. For the first time in 45 years, there were two women candidates contesting the position of AU Chairperson in contention with two other men. The two ladies were Dr. Lewanika (representing Zambia) and Ms. Batumubwira (representing Burundi). During deliberations, Batumubwira was asked to withdraw her candidature as the region she represented (Central Africa) believed that the male candidate, Mr. Ping, was better suited for the position.

The final contest was between Ping and Lewanika. However, the final result was the election of Ping with a two-thirds majority although Lewanika had stronger credentials. These important developments encompass important ramifications for gender equality on the continent. Women still have a daunting task ahead in terms of securing positions within the high echelons of an

institution like the AU that preaches gender equality but still remains driven by patriarchal interests.

The paradigm shift in global arena in gender mainstreaming forced the continent through the AU to align Africa's strategy. Women's rights has been strengthened and institutionalised in countries such as South Africa, Uganda and Rwanda.

At the 2005 summit, *The New Partnership for Africa's Development (NEPAD)* adopted a declaration that promotes the role of women in social, economic and political spheres. This view is supported by Obadare and Oyewole (2003, p.110). NEPAD view gender equality as a vehicle for dealing with poverty and women empowerment. Although other studies revealed that the NEPAD declarations does not address discrimination under customary laws which are still powerful barriers to women's participation and development. NEPAD policy makers committed themselves to ensure the equal representation of women and men in the decision making process and to promote women's full access to productive resources.

Southern Development Community (SADC): South Africa also signed regional declaration like the Southern African Development Community (SADC). South Africa and Mozambique paved the way with elections in 1994 that resulted in significant numbers of women (twenty five percent) elected to their respective parliaments (Bauer and Britton, 2006, p.1). In the elections of 2004 both South Africa and Mozambique achieved a better than thirty two percent representation of women in their national legislatures. In early 2005 other countries improved their representation of women namely Seychelles, Namibia and Uganda all had women in at least twenty four percent of seats in their lower or single houses of parliament (Bauer and Britton, 2006, p.1).

The SADC Gender and Development Declaration of 8 September 1997 were elevated to a binding protocol on 18 August 2008. The declaration governs gender equality in the SADC region. In this declaration Heads of State guarantee their commitment and support to gender equality as a fundamental human right. They also agreed on the integration and mainstreaming of gender issues into the SADC Programme of Action (PoA) and Community Building Initiative which is paramount to the sustainable development of the region. This led to the adoption of the fifteen year Regional Indicative strategic Development Plan (RISDP) by SADC Gender Monitor, 1999, p.3).

In August 2005 SADC Heads of State reviewed the minimum thirty percent target and aligned with the AU target of fifty percent women representation in decision making positions as outlined in the 2004 AU Heads of State declaration on Gender Equity in Africa which SA is a signatory.

The region also agreed to support and strengthens the appointment of women to critical strategic positions within the structures of SADC and the AU. In January 2008, SADC supported the nomination of a woman Dr. Lewanika to represent the region to the AU gender position.

The challenge remains that very few countries have met the thirty percent target including South Africa and Mozambique. The second challenge facing the region is that women are concentrated in low paying positions. There is also limited resources both (financial and human capital) to enable effective implementation of the roles and responsibilities of the gender units and the weak management structures.

While the extensive legislative framework was in place by the second democratic election in 1999, intractable problems of transformation and translating policies into practical measurable goals surfaced as discussed under barriers to women empowerment.

3.1.5 International perspective on gender equality

Contrary to the above CEDAW principle of equal opportunities between men and women, in reality women remain far from reaching equal representation in decision making process. Even in liberal countries like Norway and Sweden segregation in jobs held by men and women remain common (Norns, 2003, p.8). According to this author, statutory reform and formal regulation of women's rights are symbolic gains only. They are seldom sufficient to effect substantial social change and the capacity or the political will to implement these reforms still remains weak. It has become clear that problems of gender equality are more complex and intractable than the early developmental theorists assumed. This has led governments to outlaw acts of sex discrimination in business and use quota in the selection of women to decision making.

Conditions of women are favourable in countries like India, in this country, although women's rights are limited in many important ways, about 800 000 women serve in local government with one third of all allocated seats are reserved for women (ILO, 2007, p.9).

In the USA there has been a long and on-going struggle for equality. There are quota systems to compel organisation to employ a certain number of the so called minority groups including women. Today American women have the same legal framework for gender equality that was promised to them in the Declaration of

Independence (Kazaira, Moskow and Tanner, 2003, p.1995). Contrary to this principle, the new administrative structure of President Barrack Obama appointed few women in the Cabinet.

The Irish Minister of Trade, and Employment, Mary Harney in the Irish Business and Employers Confederation (IBEC) report stated that' women are still under-represented in senior management positions. The report further informed that 'the presence of a glass ceiling means there is a low level of female representation in senior management positions in Ireland '(2002, p.2). These findings are complemented by the results of a survey of over 6 000 managers and professionals conducted by IBEC, which indicates that very few women reach senior management positions. According to IBEC figures, women now account for just 8 percent of Irish chief executives, 21 percent of senior managers and 30 percent of middle managers. As confirmed by IBEC and authors such Powell, van Der Merwe and BWA census the more senior the position the wider is the gap.

Sweden in the late 1930's introduced laws forbidding sex discrimination and has a highly developed system of legislation on sexual equality (Kazaira et al., 2003, p, 196). For example legislation forbids discriminatory practices of any kind against women.

Japan after the World wars, became one of the most industrialised nations in the world and came up with constitutional changes to improve the status of women. In the Middle East countries such as United Arab Emirates, Oman, Saudi Arabia, Qatar and Kuwait laws restricting women to vote and run for office are still in place. These countries have the lowest rate of female labour force participation in the world (Coughlan, 2002, p.8).

The above discussion is also linked to gender equity theories as explained in the next section.

3.2 GENDER THEORIES

The researcher considered various gender theories including person centred theory, the situation centred theory and critical gender theory as discussed below.

3.2.1 Person centred approach

Researchers of women in management have approached their subject from a number of different methodological perspectives mainly embedded in the theories of sex role and socialization. This is linked to the person centred approach that focuses on the biological differences between male and female managers, which are universal and determined at birth (Adler and Israeli, 1998, p.33). The theory is practiced world wide including in South Africa both in private and public sector. In terms of the theory, sex of a person play a determining factor in the appointment of a person to management and decision making process. Another theory sees the lack of more women in management as lack of opportunity and power.

3.2.2 The situation centred theory

The situation centred theory explains women's lack of progress in management as being due to lack of opportunity and power (Hood and Koberg, 1994, p.21). This point relates to Kanter's (1997, p.12) view that it is organisational structures, not biology, that shapes the behaviour of women in organisations. Therefore organisations need to value both men and women's contribution as managers. This is an important management principle that will assist

DEAT if adopted realise the full potential of women in decision-making process.

Kanter states the major factors for the non -progression of women as being their positions within the structure of the organisation, the amount of power that they exert and the number of women at the top structures.

3.2.3 Critical Gender Theory

On the other hand, the critical gender theory stresses the relation between men, masculinity and management (Collinson and Hearn, 1996, p.13). The scholars recognises the way men continue to wrongly accept the traditional practice of management based on a more command and control style that rely heavily on a system of rewards and punishment (Resener, 1990, p14). Today transformational management that is participative, with power and information sharing, and enhancing self worth of others is the preferred style of management. The above illustrate that barriers hindering the progress and advancement of South Africa's women in management are typically patriarchy. This is typified by male domination in management and decision-making, which makes certain duties, became stereotyped gender roles.

While Kanter's assertion of why women non-progression in organisation are due to the position they hold with the structure of the organisation, it is important to note that in any society if women are not provided with an opportunity to progress to a point where their voices are considered worth while it is because of the male dominance in boardroom meetings that tend to deliberately excluded women in decision-making and thus Kanter's assertion.

3.3 Diversity Management: According to the ILO (2004, p.18) organisations are initiating diversity management programme to address equal employment opportunities in the form of legislations and affirmative action. Diversity is a critical issue for the organisation. It is the differences among people due to age, religion, race, gender, sexual orientation, socioeconomic background and capabilities (Whitehead and Moodley, 2003, p.15).

Whitehead and Moodley (2003, p.18) acknowledge that diversity management allow employers to accept that employees are not the same and that their very difference and potential represent a variety of benefits, skills, and knowledge and productivity improvement. Further diversity management aims to retain employees and give them a sense of inclusion by maintaining a positive work environment with the introduction of fair practices in recruitment, selection, training, appraisals, promotions and equal opportunities (ILO update, 2004, p.18).

This will provide all employees with the opportunity to maximise their full potential, contribute to the achievement of an organisation's missions and vision and ensure that all members work as a team and treat each other with dignity and respect.

Diversity management will alleviate attitudinal and prejudices that act as impediments to give effect to good governance, an inclusive democratisation process is needed that recognises and nurtures not only diversity in ethnic, racial, physical, capacity but also gender diversity. Diversity in observable characteristics (ethnicity, gender, nationality) and skilled based characteristics (education, occupation, functional background, and organisational experience) is with higher quality decisions in part with consistent counter arguments from a minority (Milliken and

Martins, 1996, p.416). To give effect to good governance, an inclusive democratisation process is needed that recognises and nurtures not only diversity to realise benefits of appointing women to senior management level.

3.4 Benefits of appointing women senior managers

According to the United Nations Development Programme, the ratio of women to that of men is 3:2, imply that the population of women is two thirds to that of men and in accordance to gender equality the number of women in senior position should be the reflection of the gender parity.

The ILO (Beyond 2000, UN, 1995, p.13) stipulates three main reasons why it is crucial for women to be involved in decision making namely: It is institutional obligation and a question of basic human rights. Women constitute about half the population and more than one third of the workforce (Commonwealth, 1996, p. 6). The ILO (1995) stresses that equality of opportunity and fair treatment in employment is their right.

In South Africa this right is enshrined in the Constitution of the Republic of South Africa Act 108, of 1996. Secondly women should be involved in management as a matter of the social justice and good governance.

The concept of governance has been around for quite a long time. Although it has gained momentum in the 1980's when first introduced in development issues by the World Bank (Leftwich, 1993, p.611). On the other hand, Mhone define governance as institutionalised mechanisms of participation, consultation accountability (Mhone, 2003, p.5). Discrimination against women is at its harshest when it comes to employment, according to the ILO.

The South African government and international financial and multilateral institutions are among the leading organisations, which acknowledge that investing in women is central to sustainable development. Investing in women leads to lasting economic growth, improved family welfare and reduction in poverty, a more equitable distribution of the socio-economic benefits of development. Equity is a broad development linked to other themes and policies like sustainability of the environment, human rights and good governance.

The third reason is linked to the UN key Millennium Development Goals-MDGs no 3, (promoting gender equity and women empowerment). They are good indicator for South Africa and the rest of the world to gauge progress in implementation of the set goals.

Women involvement in management is a critical requirement for the acceleration and effectiveness of development, as women are able to contribute their abilities and creativity. They can also ensure a better balance in the allocation of resources. If women truly participate at all levels of decision-making, there is an opportunity for a redefinition of development through a fuller participation of men and women. By full participation of women and men, the possibility exists to move towards a sustainable development that builds on people's potential. This is line with the decision of CEDAW adopted by the UN signed in 1979. The convention supports the need for women's equal participation with men in the family, public life and in the workplace (Norns, 2003, p.1).

Regardless of the above progress, women in management continue to encounter a glass ceiling (Norns, 2003, p.8) hence the need to elaborate more on gender equality and management.

3.5 Gender equality and management

The term management, is a specialised area, it has also become a contested discourse especially when is linked to gender issues (Whitehead and Moodley, 2003, p. xii). There are various ways to consider the issues that surround gender and management in an attempt to explain the under representation of women in management. The gender management system is a holistic and system wide approach to gender mainstreaming as developed by the Commonwealth (Freeman, p 2).

Management positions represent only a small fraction of the total workforce, although this job category has grown over the last few decades as a result of growth in the public service. The former State President Thabo Mbeki also stated that "Although government is making progress in addressing gender equality, we still lag far behind in actual implementation of the policy particularly in mainstreaming gender issues" (Freeman, 14 February 2003). Motsoahae (2006, p.6) took the argument further when she states that national governments records of implementation of gender equality in national policies are generally poor. Furthermore, governments have failed to follow up the policies they signed on to in international conventions.

The continuing slow global share of women in management jobs shows that some employers still have difficulty accepting that policies promoting women in the workplace make good business practice (Wheathead and Moodley, 2003, p.18). The research with this literature in mind shows that despite an overarching discourse of gender equity to which all subscribe, women painfully experienced race and gender inequality in their workplace (Chisholm, 2007, p.389). These barriers are discussed below.

3.6 Barriers to the inclusion of women in senior management

Although opportunities for women have increased in recent years, many barriers still remain and an unanswered question is why so few women reach senior management positions. Barriers to women inequality in South Africa and the rest of the world are many and well documented. Women were discriminated against in the early centuries and continue under a new form.

In national department in South Africa, top management positions are still reserved for men and patriarchy is still a negative contributory factor (City Press Newspaper, 2006, p.13). The slow or lack of implementation of gender policies retard progress for inclusion of women in senior management positions. Prejudice is still a contributing factor or a barrier affecting the inclusion of women in decision making as stated by Powell (1993, p.12).

For example, gender stereotyping hinders the working relationships between males and females.

What kind of effect it has depends on factors such as the personal characteristics of the individuals, their experience in working with members of the opposite sex and the proportion of men and women in the occupations, jobs and work groups (Powell, 1993, p.119).

Women face many barriers with regard to their mobility in the workplace particularly barriers to entry into management. Those who reach the top, majority are deployed at the lower level of management as already discussed in this chapter. Further, research experience shows that competent women find themselves stuck at the same positions for years without promotions especially in the SMS.

Corporate culture is a fundamental reason for women's absence from management and leadership positions (ILO, 2007, p.5). Edwards and Meyer (1994, p.3) suggest that cultural factors might constitute the main impediment to high positions where the selection process does not rely so much on assessable technical skills (1994). The International Labour Organisation (ILO) confirm what Edwards and Meyer said above, that cultural and social attitudes towards what constitutes "male" or "female" jobs result in occupational segregation, although the extent of the problem varies from country to country, and from job to job (ILO Update, 2004, p.1).

Women's exclusion from high profile training programmes represents a major problem. This obstructs women from obtaining skills and experience in the middle to long term. This also put s them at a disadvantage when competing with men for management positions. These are some common ways of referring to the historical structural and attitudinal features of work in organisations which hinder women's progression to management. No empirical evidence to supports these claims. According to Hellman, (1997) most studies of management demonstrate no systematic difference between men and women.

Stereotyping and preconceptions of women's roles and abilities, commitment and leadership style is another factor that prevents women from active participation in decision making. Furthermore, lack of career and succession planning is another contributory factor.

A language barrier is another impediment especially for women from disadvantaged communities. Another factor raised by the Foreign Affairs Minister Nkosazana Dlamini Zuma is that gender

inequality in South Africa is still influenced by person's race (Sowetan newspaper, 2007, p.8). Similar findings were reported in the BWA report (2007) that women continue to be blocked from reaching the operational role at the heart of each corporation.

The ILO update report (2006, p.2) confirms that men are in the majority among managers, top executives and higher levels of professional workers. Discrimination against women is at its harshest when it comes to employment according the ILO (2006, p.6).

Another hindrance is the lack of coaching and mentoring support system for women at senior management level. Coupled with this, is the exclusion of women from informal networks and channels of communication where important information on organisational politics and decision making is shared. Women experience problems to reach managerial positions because they are often in less strategic departments than men, such as administration and clerical occupations (ILO, 2006, p.53). These practice is widespread and until there is a genuine will to change corporate culture and implement equal opportunity policies, increases women's share of management positions will continue to stall. Beside these barriers there are positive outcomes for working and employing women as discussed below.

3.7 Summary

From the discussion above it is clear that although there are changes and progress in gender equality, much needs to be done in the continent especially in South Africa to accommodate women in management and eradicate barriers that are deeply entrenched in our societal values and beliefs. Different themes and theories in gender mainstreaming involve various activities and approaches

directed at closing the gender inequalities. Literature review stresses the need for institutionalising gender within government systems and processes.

If gender mainstreaming is applied uniformly as stated in policies it will uplift the aspiration of women in national departments and improve the rate of women representation in senior management positions. Literature review demonstrates the imbalance between policy intentions and the implementation at the national level.

There is a need for government and departments to move from promises of gender equality to delivery and empowerment of women. This can be done by strengthening institutional mechanisms for gender mainstreaming, strengthening monitoring and evaluation mechanisms and benchmark with the best countries like Sweden. Literature review confirms that in South Africa there are sufficient policies and programmes to address gender equalities, though the implementation is slow or lacking in some national departments. . Patriarchy is still playing a major role in the exclusion of women from decision making process.

A number of key themes need further research as stated in the closing statement of Lengotsane, (2000, p.97) that "it is manifestly unacceptable that development and transformation in Africa can proceed without the full participation of its people (women) who are excluded from decision making process". It is also noted that literature available to address gender equity thus far focused in provincial departments and hence this document will deal with gender equality from the national department point of view as they also play a critical role in the implementation of policy decisions. The next chapter deals with the research method employed to gather data.

CHAPTER FOUR

RESEARCH METHODOLOGY

4. *INTRODUCTION*

This chapter explore the research methodology to be used in investigating the research question outlined in chapter one. Patton identifies a research method as a plan or design for that process of finding a solution to the research problem of the slow representation of women in senior management positions (Patton, 2002, p.379). The research method is 'an exposition of a plan of how the researcher decided to execute and address the formulated research problem' (Grinnell, 1993, p.179 and Mouton and Marais, 1998, p.193).

This chapter focus on qualitative research method, using interviews as a research tool.

4.1 Qualitative Research Method

The type of research used in this study is qualitative approach as discussed by Leedy (1993, p.58) who argues that qualitative research allows one to understand the world we leave in and why things are as they are. The qualitative paradigm frees the researcher to be responsive to the circumstances and issues surfacing during the investigation. Furthermore, qualitative analysis is applied to describe and explore the policy intervention plan put in place and its successes and failures (Modisane 2000, p.50, Marshall and Rossman 1989, p.44). The approaches require direct interaction with individuals, on a one to one basis. Some of the advantages considered for the study, which support the selection of qualitative approach includes the possibility for deeper analysis and insight into

the problem under study and the richness of data collected from each subject.

4.2 The Research Sample

The researcher used a non-probability sampling method in choosing the respondents for the study. According to Silverman (2000, p, 76) this type of sampling is also known as a purposive sampling as the respondents have been selected because they have certain similar characteristics, for example, they are senior managers in DEAT. Given the nature of this study, and the limited resources available in conducting it, the non-probability sampling approach was selected because the researcher used whatever individual managers of DEAT that is available rather than selecting from the entire organisation. Again it is because of the researcher's personal judgment that the selected managers are competent to represent the organisation. The problem with this approach is that an unknown portion of managers is excluded especially those who did not volunteer. To overcome this problem, researcher's focus is on critical chief directorates like human resource development, the chief directorate responsible for policies of the organisation and some core business chief directorates that have an impact on women development like Tourism that is contributing immensely to South Africa's economy.

As stated in chapter one, the focus is on women managers at director and chief director level. The respondents are largely drawn from the city of Pretoria in which the national office is located and all respondents are employed.

In deciding on the sample size, the researcher's objective is to analyse data from a minimum of six respondents, three women and three men from senior management level. Men are incorporated in

this research as they play an important role in gender mainstreaming and the success of the process rely on the participation and support of all people in the organisation especially men in senior positions.

The first step is to study and understand gender equality process in the organisation as reflected in the work profile and female representation in senior management positions. This is guided by the department's employment practices, policies and systems in place to recruit, select women for these management positions. The research, further intent to assess the extent to which DEAT complies with the Employment Equity policy.

The researcher chose this national department because studies have already been done on gender equality in provincial governments (Motsoahae, (2006), Modisane, (2000). The researcher prefers DEAT because the tourism sector is playing a key role in the economy of the country, it is critical to study if the department is creating economic opportunities to empower and develop women especially in this branch. Furthermore, researcher chose this department as it is responsible for the management of South Africa's environment and the rich natural resources for the benefit of all South Africans especially economic empowerment of women. Lastly, as a woman, the researcher is concerned and motivated by issues of gender. Another contributory factor motivated the researcher is the abundant literature surrounding gender that included scholars like Boko (2005), Modisane (2000) and Whitehead (2004).

It is also important to assess the effectiveness of training and development programmes and the manner in which these programmes have been effective in helping women to reach the

upper echelons of senior management positions. The experiences, opinions and perceptions of these men and women managers is sought in order to assess how DEAT spent one percent of its training contribution to South African Management Development Institute and whether women benefit at all.

4.3 Data Collection Techniques

4.3.1 The interview research tool

An interview is a purposeful conversation wherein the interviewer has a set research agenda i.e. key questions that must be addressed as stated in the research questions (Silverman, 2000, p.149).

In social research, there are many types of interviews, with the method often determined by the resources available to the researcher for data collection. The most common types are structured, semi-structured and unstructured interviews. In this study, emphasis is on semi-structured interview, the most commonly used interview technique. Semi-structured interview is the type of interview in which the researcher wants to know specific information which can be compared and contrasted with information gained in other interviews ((Silverman, 2000, p.152). It provides consistency in the researcher's approach because the researcher uses the same set of questions in the interview to address the research questions. In this study, the nature of the topic requires some degree of flexibility and openness, and a level of rapport should exist between the interviewer and interviewee hence the use of semi-structured interviews.

A semi-structured interview using interview guide was developed for this purpose and involves a series of open-ended questions based

on areas the researcher wants to cover. Open-ended questions permit the respondents to formulate, express their responses freely and raise new issues when the need arise (Dawson, 2002, p.88). The researcher used such responses to obtain reasons for particular opinions adopted by the respondents.

Although the initial idea was to conduct face to face individual interviews with all the respondents, it was not possible to stick to this idea with some of the respondents, given time constraints on both the researcher and the respondents. As a result, telephonic and email interviews were conducted. In one case, it was more convenient to do an email interview given the busy schedule of the respondent. One to one interviews were chosen because they allow respondents to speak of their experiences freely without fear of intimidation by the presence of a third person. Interviews also prove the researcher with reach data and additional information as they are adaptive. The interview provides the respondent with an opening to say more and discuss and clarify issues in the presence of the researcher.

The purpose of the interview is to get further insight into the reasons for the apparent lack of advancement of women in management positions, the challenges they faced with regard to the emancipation of women in senior positions and to assess whether gender policies has been able to address the problem of gender equality.

The disadvantage is that they can be difficult to code, especially if multiple answers are provided and can be harder to record responses. On the other hand, the problem with interviews is that they are very costly, time consuming and some participants cancel the interview appointment at the last minutes as it happen to the

researcher (Nadler, 1997, p.19). Another problem is rescheduling of the interview that delays the reporting time frame and other participants decided to withdraw from the interview programme. This information was compensated with other sources of data to get independent views from other evaluators like the Department of Labour and the DPSA.

In this study, the advantages of using the interview technique outweigh the disadvantages, hence interviews is the preferred technique. As already stated semi-structured interview was developed into research questions using interview guide or schedule.

4.3.2 Interview guide or schedule

The interview guide provides a framework within which the interviewer would develop questions, sequence those questions and make decisions about which information to pursue in greater depth (Patton, 2002, p. 344). The design of a research interview schedule is a complex process. An interview schedule is a list of questions the researcher wants to find out from the interviewee how gender equality evolves in the department under study (Dawson, 2002, p. 3). The schedule is a linkage to the research questions and the problem statement.

The interview guide as contained in appendix 3, is divided into four sections, section one contain biographical information. These are background questions that identify characteristics of the interviewees. These questions encourage the respondents to talk descriptively because questions about the present tend to be easier for respondents than questions about the past. The researcher uses these questions as the baseline and introduction to ask questions

about gender equality processes in the organisation. These questions inquire about the respondents' factual information for example, knowledge, experience and opinion about gender equality programmes and policies of the DEAT as shown in the table 8 below.

Figure 8: A matrix of questions presented to interviewees

Question focus	Present	Past	Future
Background			
Knowledge			
Experiences /behaviours			
Opinions/Values			
Feeling questions			

Source: Patton (2002)

On the other hand, opinion/value questions tell us about people's goals, intentions, desires and expectations. Feeling questions identify characteristics of the person being interviewed. Answers to these questions helped the interviewer to locate the respondent in relation to other managers in the organisation and "how people categorise themselves in today's endless categorising world" (Patton, 2002, p.350).

The other three sections of the interview schedule, deals with questions relating to employment relation practices like recruitment and selection procedures, promotion, training and how these processes are linked to existing gender policies in DEAT. Researcher included a comment section to enable the respondents to include any relevant issue that was not covered by the interview.

The researcher emphasised to participants that participation in the interview is voluntary. Where it was convenient, the researcher requested permission from the respondents to tape record the data could be compromised like in one instance where the recorder was not used. A case study protocol has been developed to introduce the researcher to all participants.

This includes the authorisation letter from the university to grant researcher authority to continue with the research and a covering letter explaining the purpose of the research procedure for the collection of data. A set of ground rules was also presented to all participants including the interview process and procedures. The researcher explained discussed with each participant before the interview process to follow in completing the interviews questions.

The interview schedule was pilot tested with a small group of seven participants to explore the topic, link the research problem to interview schedule and to ensure that the research questions are easily and consistently interpreted by the respondents as discussed below.

4.4 Focus Group

In this study focus group is used as a trial run in preparation of the major study as enunciated by Teijlingen and Hundley (2007, p.1). One of the advantages of conducting a pilot study is to develop and test adequacy of research instrument and develop a research question.

The literature argue that focus groups as tools for social research are underutilised in social research, even though they have a long history in market research (Morgan, 1998, p.4) and now recently in medical research (Powell and Single, 1996, p.503).

Organising focus group interviews requires more planning than other types of interviewing as getting people to group gatherings can be difficult and setting up appropriate venues with appropriate facilities requires a lot of time. These practical considerations and time it takes to conduct focus group research may discourage many from attempting to collect data using this method.

There are many definitions of a focus group in the literature, the definition include characteristics such as organised discussion (Kitzinger, 1994, p.105), collective activity (Powell et al, 1996), social events (Goss and Leinbach, 1996, p. 117) and interaction (Kitzinger, 1995, p.8). According to Dawson (2002, p.30) focus group is a voluntary discussion group. Powell and Single (1996, p.449) on the other hand define a focus group as "a group of individuals selected and assembled by researchers to discuss and comment on, from personal experience, the topic that is the subject of the research".

The researcher prefers Powell's definition as it encompasses the characteristics of a focus group as discussed in this study. He further mentioned that focus groups are a form of group interviewing, although it differs from the latter because focus groups rely on interaction within the group based on topics that are furnished by the researcher. A group interview involves interviewing a number of people at the same time, with emphasis on the questions and responses between the researcher and participants (Morgan, 1997, p.10).

Patton (1990, p.335, Macintosh, 1993, p.5)) added that the recommended number of people per focus group is usually six to ten participants. In some instances some researchers have used up to fifteen people (Goss and Leinbach, 1996, p. 92) or as few as four

(Kitzinger, 1995, p.299). As stated above, seven participants took part in this meeting as proposed by Goss and other authors.

The main purpose of focus group research is to draw upon respondents' attitudes, feelings, beliefs, experiences and reactions in a way that would not be possible using other methods like one to one interviewing or questionnaire survey. Focus group draws out multiplicity of views and emotional processes within a group context as compared to individual interviews that only focus on individual knowledge, behaviour, attitudes, beliefs and feelings. The individual interview is easier for the researcher to control than a focus group in which participants may take initiative (Morgan and Krueger, 1993, p 12).

In this study the objective of the focus group was to discuss and review the research topic and verify the feasibility of the draft interview questions. The researcher chose these participants because of their knowledge on the subject matter, availability and willingness to partake in the discussion group. The other two participants were women and dropped out of the group due to work commitment hence unequal representation of gender. It was not easy to identify the most suitable participants for a focus group because of their busy work schedule. The group participants were selected on the basis of their common characteristics they were all researchers informed on the topic and have different academic backgrounds, for instance some are economists, legal officer and political analysts. As the group is heterogeneous in terms of gender and academic background the differences between participants made a considerable positive impact on their diverse opinions, experiences and contributions in the group session as illustrated in the figure 9, below.

Figure 9: Focus Group Participants

Venue: Boardroom 4, Minnesota Building Pretoria

Time: 10 August 2007 from 09h00 – 11h00

NUMBER OF PARTICIPANTS	NAME	BACKGROUND
1	Sara	Economist
2	Melee	Legal officer
3	Joe	Computer specialist
4	Sunny	Political analyst
5	Sam	Economist/strategic planner
6	Clementine	Political analyst
7	Daniel	Political analyst

Source: Own, 2008

The meeting was a two hours session in the researcher's office as selected and preferred by the participants who are the researcher's work colleagues. The meeting was held within the recommended time as stated by Powell and Single (1996, p.502) that the focus group sessions usually last from one to two hours. These authors prefers neutral locations to avoid negative or positive associations with a particular building, they also said these meetings can be held in a variety of places including people's homes, offices or where participants hold their regular meetings if they are pre-existing group.

The researcher acted as the moderator of the group to lead and direct the discussion especially in terms of providing clear explanations of the purpose of the group and ensured that everyone in the group feel at ease so that they actively participates

in the discussion and no person dominates the discussion as enunciated by Dawson (2002, p.30, Krueger, 1998, p.42).

The researcher intended to use the continental approach while the group proposed a holistic circular or three ring views to cover local, continental and international approach to gender equality. The approach combines local view with international trends. This was helpful to indicate how the concept developed over time throughout the world and to indicate the changing role of women in the 21st century. They also quoted biblical studies to demonstrate the critical role of women in ancient times and link it to the present.

The group discussion influenced the researcher to adopt the new holistic approach to gender equality. The group session was also informative and useful as it assisted the researcher to align the research questions to the interview guide and was used to do cross interview analysis for each question in the research guide and link it to research questions.

The researcher experienced the benefit of a focus group as group members explore solutions to a particular problem as a unit rather than individuals (Kitzinger, 1995, p.300). The participants were supportive, dedicated, creative, very knowledgeable on the topic and helpful throughout the session and they worked as a team, this motivated and empowered the researcher positively.

Another area the group focused on was the interview schedule in which they interrogated the interview questions and presented their findings. These included the changes to the biographical questions to ensure anonymity of the participants. This was a positive contribution because the researcher overlooked this section.

A new section was added to cover recruitment and selection process that is vital in this research to match the interview questions to answer the research questions. This area is also linked to the question of policies that support women empowerment. The training section was modified to measure how relevant it is to support women development. The group also suggested the last question to cover comment to deal with any area of interest that the participants would like to include in the interview. Finally the group suggested that the interview schedule be presented in table form where possible to make it interesting, catchy and easy to read. These are the factors that the research never though of and they simplified the guide and made it handy, readable and simple to understand. These are some of the useful benefits experienced by the researcher in working with the group.

The researcher's positive experience is confirmed by Dawson (2002, p. 30) states the advantages of the focus group to include the following, the researcher can receive various input during one meeting, participants who know each other may make a good team work and participate freely in the discussion and make the group effect a useful resource in data analysis. The main disadvantage of the focus group was that not everyone may contribute at all stages as some had serious commitments like one participant went on maternity leave and the other one was hospitalised. Focus group plays an important role and was an eye opener to the researcher as it was a learning experience.

Another research technique used in this study was the use of secondary sources of information to confirm and contrast the information received from different sources as explained below.

4.5 *Document Analysis*

Another method of data collection intended in this study was analysis of important documents such as government policies related to gender equality namely Employment Equity Act of 1998, Affirmative Action Policy, and programme of actions, DEAT 2007-2010, DEAT annual report of 2007-2010 DEAT strategic plan, the National Assembly question N0. 78 published on 8 February 2008 that focuses on senior managers' performance agreements and conformity to gender equity, journals, Department of Labour gender equality reports, DPSA eight principles for women empowerment and media reports on the status of women managers, conference discussion papers like government progress report on the implementation of the resolution of the Beijing Platform.

The use of documentary sources is one of the most useful activities of a social research (Modisane, 199, p.53). Secondary data collection involves the use of existing data collected for the purpose of a prior study in order to pursue a research interest. Documentary analysis was chosen as a method for data collection in this study because the data that one obtains from secondary sources is not reactive and therefore, free of response bias (Nadler, 2007, p .18). In addition they have high face validity and the information gathered through this instrument can be easily quantified.

The information retrieved from all these sources was compared with other primary sources of information as gathered from interviews. The purpose was to highlight similarities and differences and how the researcher utilised and analysed the information collected .This is discussed in subsequent chapters that deals with presentation of data and how these data was systematically organised and

analysed to give a holistic view how DEAT addressed the question of slow representation of women in senior management.

4.6 Data analysis

Data analysis is the process of making sense of what the collected data says in relation to the research questions as outlined in chapter one. Data analysis should not only happen after all data has been safely gathered (Silverman, 2005, p.162). The researcher support the author's view as the first step in analysing available data already in the public domain. The researcher started data analysis process with the few documents collected from the department, library and on the websites guided by the problem statement and research questions. Early commitment to write up research analysis at a very early stage is confirmed by Wolcott (1990, p.20). Silverman also stated that if the researcher has conducted one interview or recorded field notes start transcribing and reviewing data. Data analysis is the time to check out the methods, findings and concepts. It transforms data into research findings and links this to what the study aimed to achieve. A research study is not complete without the analysis of data. The researcher made use of graphs, figures and tables with numbers in analysing the data as discussed in chapter six.

Primary data analysis focused on how well the department is performing in terms of gender mainstreaming and to follow up how well they performed in compliance with the gender policies and the Employment Equity standards set by the Department of Labour as stated in their annual equity report of 2007.

4.7 Validity and reliability

Werbeloff (1996, p.12) observed that for any type of semi structured interview, reliability is a crucial element to consider. Reliability means that the findings would be consistently the same if the study were done over again (Patton, 2002, p.1). Reliability is concerned with the accuracy of the actual measuring instrument or procedure. Validity is concerned with the study's success at measuring what the researchers set out to measure.

There is a strong opinion that reliability of the research could be advanced through triangulation (Patton, 2002, p.247). Triangulation could involve using multiple sources of data as well as multiple methods of data collection and analysis to ensure accuracy and alternative explanation. This process is called triangulation, when the researcher collects the same data from different sources. This includes data collected through interviews and document analysis both from DEAT and other departments. Externally data was collected from the department of labour as they are responsible for monitoring compliance to gender policies. The department of Labour is also mandated to request and receive gender equity reports from all employers in terms of S42 of the Employment Equity Act. Information from Gender Commission was also used to verify what was collected from interviews. The information was also derived from Office on the Status of Women (OSW) in the Presidency. Therefore, triangulation process reduced researcher's bias and preferences in interviews.

No single method ever adequately solves the research problem, because one method is more vulnerable to errors linked to that particular method. For example interview data limitations include possibility of distorted responses due to personal bias, anger,

anxiety, politics and simple lack of awareness since interviews can be greatly affected by the emotional state of the interviewee at the time of the interview (Patton, 2002, p.306).

Documents and records also have limitations. They may be incomplete or inaccurate. Document analysis, however, provides a behind the scenes look at the programme that may not be directly observable and about which the interviewee might not ask appropriate questions without the leads provided through documents.

Apart from reliability, this study also focused on validity of data collected. Validity refers to the truthfulness of findings; it means whether the researcher measured what the study intended to measure. For a research study to be accurate, its findings must be reliable and valid.

Face validity was used in this study. It is the least statistical estimate as it's simply an assertion on the researcher's part claiming that to have reasonably measured what the study intended to measure. It's essentially a "take my word for it" kind of validity.

4.8 Limitations of the research

The present review is limited to investigate women in management at the level of Director and Chief Directors in DEAT. The results therefore cannot be generalised to all managers in government national departments. The sample was selected on the availability of participants, and matched as far as possible to ensure an even spread of men and women across the middle and senior management ranks. A total of three managers were interviewed and included in the study. For quality assurance the researcher

used a discussion group or focus group to check and verify interview approach and tools.

The limitation to the study which the researcher observed and noted is that the department under study was chosen as a result of time constraints. It was difficult to get all the respondents telephonically because of busy work commitments. Other alternative techniques like intranet email system were used to try and accommodate all participants.

Another limitation that the researcher observed is that there are many vacant posts in management level as reflected in their strategic plan, which affected the level of participation of interviewees as some women in management vacated these posts for greener pastures. Only a hand few of women managers agreed to partake in the interview but work pressure resulted in the cancellation of the appointments. For example human resource and training personnel either cancelled the appointments at the late hour or did not confirm the interview timely.

In this department, due to reorganisation of their activities, the function of gender was moved from one unit to another hence at the initial contact with the organisation the researcher was referred to different chief directorates that were not involved with gender equity and employees are not clear who the person responsible for employment equity is. The researcher then contacted the Director General's office (DG) for help and was informed by the DG's secretary that the human resource unit is responsible for gender equality in the organisation.

The data collected is discussed in the next chapter under data presentation. The main themes were identified and data coded according to these categories.

4.9 Summary

This chapter's focus was to detail the research method adopted in this study. The chapter further located the study within the qualitative approach, which was seen as suitable given the need to explain the under representation of women in this department. The researcher use of the interview method as an approach to explore representation of women in senior management positions has proved to be useful. The interview method allowed for a detailed account of how gender equality policies, procedures and processes identify, select, and empower women in decision making in DEAT. It provided an opportunity to understand dynamics of the gender equity programme. For example, it was discovered that gender equality as stated in the guidelines and as it unfolds in practice is totally different.

The researcher used a combination of focus group, interviews, document analysis in an effort to answer the research questions as presented in chapter one. It is a useful tool to guide the research process and give an overview and holistic approach to the research question. Triangulation with information from different source to address the same research problem presented unbiased view how gender equality developed in DEAT. This information was used to validate and cross check the findings and improve the quality of research.

The next chapter focus on the presentation of data.

CHAPTER FIVE

PRESENTATION OF DATA

5. INTRODUCTION

As discussed in chapter one, the researcher aimed at exploring the following research questions as they pertain to DEAT.

- What is the role played by the National Department of Environmental Affairs and Tourism in the implementation of policies relating to the inclusion of women in management positions?
- What are the existing barriers regarding employment of women in senior management positions?
- What training and development programmes are in place for the development of women?

This chapter presents the empirical data collected from qualitative research using interviews. The interviews are divided into two parts; the first part is interviews with DEAT senior management. This section present profiles of respondents followed by description of the interviews. The second part covers interviews with other chief directors from gender units of the Department of Labour and the DPSA. These two departments were added to get a different view on the subject matter and compensate sources of data in order to have a cumulative view of data drawn from different context using more than one sampling strategy. As stated in the previous chapter, the combination of data type's triangulation, increases validity as the strengths of one approach can compensate for the weaknesses of another approach.

5.1 Interviews with DEAT management

5.1.1 Background

From August 2007 to February 2008, researcher conducted interviews around Pretoria where most respondents resides and work. The researcher circulated interview questions to all respondents in advance via e-mails furnished by respondents. The purpose of distributing questions earlier was to give respondents time to familiarise themselves with the questions and to prepare thoroughly for the interviews. The average duration of the interviews varied from one and half hour to two hours respectively.

The researcher used interview guide to interview DEAT management (see appendix 3). The guide covers the following areas: Part one covers the biological questions, part two deals with policies to address gender equality. Part three discuss recruitment and selection process. While part four addresses training and development programmes used to empower women. The last section the comment area was included to address any issue not covered in the interviews. The researcher used these themes to gather and group data for easy analysis.

5.1.2 Presentation of data

The researcher begins by a brief description of the profiles of the respondents, followed by cross-case analysis of each interviews.

5.1.2.1 Profiles of respondents: Five senior managers from diverse backgrounds were interviewed[2] as part of the study. This section gives the background of these senior managers in terms of their work and management experience. They have varied titles and positions, deployed in various departments. Their work experience ranges from five to ten years and management experience from four to eleven years as illustrated below.

Figure10: Profile of respondents

Tebogo Moremi	A female director appointed to this position in 2003 to head a group of statisticians in Tourism branch. Tebogo worked for six years as a statistician before her appointment in DEAT.
Rachel Ngwenya	A chief director in the Tourism branch. She started working in the department in 2005 with three years experience in DEAT. She was previously employed for six years as a chief director in the Department of Correctional Services
William Smith	A director appointed to management in 2002. He was previously employed for five years as a specialist in Quality Management branch.

In addition to the above interviews conducted with DEAT management, the researcher also interviewed senior management from both the DPSA and the Department of Labour their profiles are as follows. The profiles presented above clearly indicate that respondents have vast knowledge and experience in their respective areas and are capable to make positive contribution to this research as presented in the cross case analysis below.

[4] Pseudonyms are used to protect the true identity of respondents

Nono Manamela	A chief director responsible for gender equality in the Department of Labour. She worked as a gender specialist for more than seven years.
Maria Booi	A chief director appointed to management in 2005 to head gender equality at the DPSA. Previously employed by a bank. as a manager.

5.2.2 Cross-case analysis.

There were some deficiencies in this study, the researcher did not interview all possible sources of information as planned because of respondents' unavailability, red tape in the organisation and bureaucracy as stated by one member of the organisation. The researcher anticipated wide disparities in the respondents' positions. However, there was remarkable convergence in their views. For example, there was general acceptance by all respondents that whilst the aims of legislations such as the EEA, White Paper on Affirmative Action and the Constitution which are laudable on gender equality, building capacity for implementation of gender programme is still a challenge in DEAT (interview with Ms Ngwenya, November 20, 2007, Mr Smith, November 24, 2007 and Ms Moremi, January 2008).

Data in this section is presented under the five main themes namely:

- existing policies and impact on gender equality
- recruitment and selection programmes
- training and development in gender equality
- mentoring and evaluation process
- barriers to inclusion of women in senior management positions

The second part of the discussion covers interviews with other stakeholders responsible for monitoring compliance of the department gender equity programme namely:

- Interview with the Department of Labour and
- Interview with the DPSA

5.3 Policies to manage gender equality process

- Does your department have policies regarding gender equity?

There were mixed responses among the participants in relation to gender equity policies. The respondents presented a conflicting picture that support and refute the organisation's policies. For example, Mr Smith maintained that there are no gender policies to drive and guide gender equality process in the organisation. He informed that'' the training policy to empower and develop women senior managers is in a draft form and never approved by top management''. He argues that these policies lack authenticity and result in inconsistent application at chief directorate level.

On the other hand, Ms Ngwenya stressed that policies are in place to guide management in addressing issues of gender equality. She quoted Affirmative Action Policy and EEA as policies that authorised human resources to advertise posts as affirmative action positions. This was also the view of Ms Moremi who affirmed ''gender policies are in place including affirmative action policy''. The report from the Department of Labour confirmed the statement of Ms Moremi and Ms Ngwenya that gender policies are in place in DEAT.

- In case of these policies existing, to what extend do they address issues of gender equality?

Mr Smith stated that issues of gender equality are not addressed as ''75 percent of women are deployed at the lower level in administrative positions from level 3-8 according to DEAT salary scale'' (interview, November 19, 2007).

In relation to different functional areas, human resource unit is the only function where there are higher proportions (75 percent) of women than men at lower level (interview with Ms Ngwenya, November 20, 2007 and interview with Mr Smith, November 24, 2007). Mr Smith added that ''few women are deployed in core business areas that is still dominated by men''. He further informed that ''the problem originates from the previous system of government that excluded women from actively taking part in the core activities of the organisation especially at management level'' (interview with Ms Ngwenya, November 20, 2007). This view was supported by Ms Ngwenya that ''the previous HoD failed to promote women to management position as he perceived as better managers than women''. The literature review support this argument that at organisational level there is still that believe men are better managers than women hence no buy-in to the value of women's rights (Kolleher and Rao,2005, p.16).

Ms Ngwenya further elaborated that ''since the appointment of the new Director General in 2005, gender equality policies were put in place followed by implementation plans from different chief directorates to improve representivity of women in senior management positions''. To support this view Ms Moremi intimated that ''policies in place are implemented according to plan hence the Tourism branch is leading in women representation at senior

level and they are actively involved in decision making process.'' Ms Moremi concur with this view by intimating that the graph is more skewed in favour of women 75 percent of women to 25 percent of men.

The respondent mentioned that ''this is because ''the Tourism branch is headed by a woman who takes the interests of women at heart''.

- Is there compliance to these policies? If yes, what is the level of compliance?

Yes, there is compliance to policies so said Ms Ngwenya supported by Ms Moremi. Ms Moremi informed that ''most positions advertised are mainly reserved for women in compliance with the EEA''. Both Ms Moremi and Ms Ngwenya used an example of the Tourism Branch where there are more women represented in senior management positions and they are actively involved in decision making process.

According to Mr Smith the level of compliance is low ''not enough women reach senior management positions''. Mr Smith quoted his chief directorate as an example where men dominate senior management with 80 percent males and 20 percent females are appointed at senior management level (interview with Mr Smith, November 24, 2007).

Another area of concern raised by Ms Ngwenya (interview with Ms Ngwenya, November 20, 2007) Is that if the department is willing to implement the EEA policy, there is no readily available positions in the fixed establishment as reflected in the structure of the organisation to accommodate senior managers. The respondent proposed that the organisation should either create new posits that

should be aligned to the needs and requirements of the department and not only for gender equality. She proposes that DEAT may convert current available vacant positions to accommodate new appointed managers.

- Does your department have a gender unit? If yes, please explain how it works.

All the three respondents concurred that there is no gender unit with gender specialist to lead and guide the organisation on issues of gender equality and to enable women to discuss issues of common interest. Ms Ngwenya further said, these issues are raised in management meetings where the majority of women are not represented and no immediate feedback is commutated back to women employees. Ms Ngwenya is quoted as saying ''it is entirely up to senior management to report back to their respective chief directorates hence the pace of including women in senior positions differs from one branch and chief directorate to another''. On the other hand, Ms Moremi in support of Ms Ngwenya stated that gender equality issues are discussed in staff forums as there is no formally constituted gender forum.

- If there is no gender unit, how does the department deal with issues of gender equality?

In DEAT, the function resides in human resource development headed by an Acting Chief Director according to Ms Ngwenya. She further intimated that gender equality issues are raised in management meetings where majority of women are not represented and no immediate feedback is communicated back to these employees. The respondent further reported, ''it is entirely up to senior management to report back to their respective chief

directorates hence the pace of including women in senior positions differs from one branch and chief directorate to another'' (interview with Ms Ngwenya, November 20, 2007)

Ms Moremi complained that ''there is no gender equality forum to enable women to discuss employment issues affecting them''. She further mentioned that ''women discuss gender issues in staff forum meetings as a result these are not prioritised as they not pressing matters like salary issues''(interview with Ms Moremi, January 2008).

This is deviation from the EEA that require line management to be actively involved in the implementation of section 24 of the EEA policy. This is in line with the concern raised by the OSW as stated in the literature review, that some national departments fail to appoint qualified trained gender coordinators supported by trained gender officers. According to all respondents the function is located in human resource chief directorate coordinated by an acting chief director.

- Do you think these policies address the employee equity?

Ms Moremi and Ms Ngwenya believed that the policies in place address gender equality. Ms Ngwenya argues that the representation of women has improved since 1995 as more women slowly reach senior level of management. She raised her concern that ''not enough women are promoted to achieve gender equality as expected in the 50 percent government quota''. This is attributed to early socialisation of men and women, cultural values and stereotypes (interview with Mr Smith, November 24, 2007 and interview with Ms Ngwenya, November 20, 2007). Both of these respondents mentioned that the organisation should do more to

attain gender equality and uplift the status of women in lower levels from 3-8''.

- Do you think it is the right approach to addressing employment equity issues?

Mr Smith agree the organisation employ the right approach to address issues of gender though more still need to be done (interview, November 24, 2007). Ms Moremi was satisfied with the approach adopted by the organisation to address the gender gap(interview,. Ms Ngwenya was impressed with the organisational approach though still expressed concerned that ''the process to include more women in senior positions is very slow especially in the core business sections'' (interview, November 24, 2007).

According to Mr Smith ''there is no buy in from senior male managers as some are not committed to the process'' (interview, November 24, 2007). . Ms Ngwenya concurred with Mr Smith when she raised concerned about the lack of involvement on the part of senior male colleagues as a serious problem affecting the implementation of gender programme. The effect of this was lack of support and commitment resulted in uneven and slow inclusion of women to senior management positions''(interview, November 20, 2007).

The respondent cited improper communication between senior managers as a hindrance to effective implementation of gender equity in the department.

5.4 DEAT Recruitment and selection programmes

- What procedures do you use in recruitment and selection of employees? For example Is there a quota system used?

There was also a remarkable convergence in the interviews on the view that recruitment and selection processes are aligned with the requirements of the EEA. Ms Ngwenya informed that the organisation aim to achieve 50 percent representation of women in senior management as stipulated in the EEA and affirmative action programme of the department. Ms Moremi supported by Ms Ngwenya inferred that ''competent qualified women are the preferred candidates for most advertised jobs'' (interview with Ms Ngwenya, November 20, 2007). They also informed that there is a selection committee consisting of human resource development manager, labour relation manager, line functional manager and representative of the staff forum. The committee according to these respondents sits in the pres-selection meeting before the interview, during the interview and after the process was completed. The respondents further said for non compliance the committee refers the file back to the interview panel to align with the requirements of the employment equity policy. They were impressed with the process of recruitment as positions are advertised in terms of affirmative action programme as stated in the strategic plan 2007-2010.

The respondents agreed recruitment and selection process is one area that mainly focuses on promotion of gender equality to ensure women reach senior management positions.

- Are there any systems in place to ensure the employment of women in senior management level in your department?

Ms Ngwenya and Ms Moremi stated that there are policies to guide gender equality process. For example, human resource manager monitor and report on monthly basis to top management. There is an oversight committee for recruitment to increase the number of women in senior management (interview with Ms Moremi, January 10, 2008).

Mr Smith felt there are no proper systems in place to compel senior managers to comply with gender equality programme as confirmed by uneven representation of women at senior management level.

- Are there any programmes that ensure women employed in senior management (especially new ones in senior positions) are given the right mentoring and support they need in these position s?

Ms Ngwenya (November 20, 2007) informed that the organisation put in place the following mechanisms to support and empower newly appointed managers:

- individual needs are assessed using psychometric test to identify developmental gaps and training needs of managers
- induction programme to familiarise new managers to the new job.
- on the job training and
- mentoring programmes
- allocation of bursary to the needy

To support the above view, Ms Moremi said that ''after my appointment to management positions in 2004, personal

development plan was put in place based on the performance agreement signed with my supervisor'' (interview, January 10, 2008). She further mentioned that informal training is strengthened by formal training programmes.

On the other hand Mr Smith is of the opinion that there are no systems in place to mentor newly appointed managers. The task according to him is left to individual managers who apply the rule inconsistently (interview, November 24, 2007). .The challenge according to both Mr Smith and Ms Ngwenya is still the uneven and slow inclusion of more women in management especially in line functional areas (interview with Mr Smith, November 24, 2007 and interview with Ms Ngwenya, November 20, 2007). How these women are developed and empowered is another question the study explored.

5.5 Training and development of women

- What training and development courses does your organisation offer to empower women in management?

Ms Ngwenya supported by Ms Moremi said that training and development of management is part of DEAT strategic plan of 2007/2010. Ms Ngwenya intimated that training and development of all managers is guided by the skills audit conducted in 2006. The purpose of the audit was to assess managers' skills and their training requirements. Further it was to determine who need these skills, how the skills will be acquired (formal or informal training, how much it will cost to have such skills in place. According to Ms Ngwenya, the Above was linked to the Workplace Skills Plan (WSP). Based on the above, courses provided by the organisation as stated by Ms Ngwenya include: Executive Management Development Programmes, Strategic Leadership course, and Management

training and computer courses (interview with Ms Ngwenya, November 24, 2007).

In addition to the above, the respondent further said the organisation provide networking platform for senior managers. For example, Ms Moremi stated that she successfully attended two critical courses after her appointment to management in 2004 namely; Project Management and a statistical course (interview with Ms Moremi, January 10, 2007). How training is implemented in the organisation is an area of contestation.

The second view as presented by Mr Smith is that there is no training strategy, training is ad hoc and not determine by organisational needs but determined by an agreement between two people the manager and employee without looking at the broader organisational needs and requirements. According to Mr Smith the effect of this arrangement is that training is not properly coordinated from the top and excludes other people like ''women who desperately need this training'' (interview with Mr Smith, November 24, 2007). This view was illustrated by statement such as ''management have the prerogative to either approve or turn down the training request'' (interview with Ms Ngwenya, November 20, 2007 and interview with Ms Moremi, January 2008). According to Ms Moremi supported by Ms Ngwenya ''not everybody can be accommodated in training because of ''limited space available'' (interview with Ms Ngwenya, November 20, 2007 and interview with Ms Moremi, January 2008).

- How do you rate the success/effectiveness of these courses in achieving the desired impact?

On the question relating to the effectiveness of training respondents like Ms Moremi Ms Ngwenya rated it as satisfactory or category four because the knowledge they acquired from attending the courses enhanced their skills and understanding on how to effectively and efficiently perform their tasks. Training as an empowerment tool was highly rated because of the knowledge acquired from attending the courses that enhanced skills and understanding on how to effectively and efficiently perform the given tasks (interview with Ms Ngwenya, November 20, 2007 and interview with Ms Moremi, January 2008). .The conflicting view was that training excludes the targeted group of women and very few attend these courses.

On the other hand Mr Smith, rated training as poor because it excludes the targeted group women and ''very few women attend and benefit from these courses'' (interview with Mr Smith, November 24, 2007.

Even though the area of monitoring and evaluation was not covered in the interview schedule it was mentioned by some respondents in the interview under comment section. It is important for the organisation to have user friendly monitoring tools to ensure gender programme is implemented as planned and problems are attended to as quickly as possible. Monitoring systems are discussed in the next section.

5.6 Monitoring and evaluation processes in DEAT

- What monitoring and evaluation systems are in place?

In DEAT monitoring and evaluation is the responsibility of human resource chief directorate (interview with Ms Ngwenya, November

24, 2007). This view was supported by Ms Moremi who indicated that there are reporting systems in place as stated in the Strategic Plan (2005-2010, p.49). The human resource chief directorate is responsible to monitor and evaluate chief directorates' compliance to gender equality (interview with Ms Ngwenya, November 24, 2007). Ms Ngwenya supported by Ms Moremi, further said that in DEAT, monitoring and evaluation is used to manage and control the process of gender equality. These respondents further stated that, according to this plan, all levels of management are expected to take part in implementation, monitoring and evaluation of gender equity programme. The respondents' view is supported by the strategic plan (2005-2010, p.72) that each level however, has specific roles in monitoring for example, at operational level junior management ensures they implement the programmes in their respective units and report to immediate management who provide guidance and advice to directorate.

While senior managers are ''held responsible for promoting and facilitating representivity to increase diversity'' (strategic plan 2005-2010, p.72). They also play a major role to assist the organisation achieve the set gender equity targets. They regularly furnish progress reports to top management. Ms Ngwenya further stated that, chief directorates submit progress reports monthly, quarterly and annually to top management as tabulated in figure 10 below. Both Ms Ngwenya and Ms Moremi informed that the human resource unit submits annual gender report for review to the Department of Labour first working day of October (section20 of EEA).

Figure 11: Schedule for submission of gender equality reports

April May June	July August September	October November December	January February March
Monthly report every month Quarterly report in June	Monthly report every month Quarterly report in September	Monthly report every month Quarterly report in December Annual report in October (fist working day of the week)	Monthly report every month Quarterly report in March

Source: DEAT Strategic Plan 2005-2010

The implementation of gender equity is affected by barriers that prevent women from reaching senior management level as discussed in the next section namely.

5.7 Barriers to inclusion of women in senior management positions

- What are the barriers regarding the employment of women in your department?

The respondents highlighted the following barriers in the empowerment of women to reach senior management positions (interview with Ms Ngwenya, November 20, 20007, interview with Mr Smith, November 24, 2007 and interview with Ms Moremi, January 10, 2007).

- Poor infrastructure to manage gender equality programmes. There is no gender unit to coordinate women's issues.

- Lack of resources and decreasing funding make the dream of women reaching senior management unreachable.
- Gender stereotyping is another barrier affecting the working relations of male and female managers in DEAT.
- There is limited development and empowerment of women through both formal and informal training.
- 'Pull Down syndrome' by other women managers results in poor team work and weak support system from women managers.
- Failure of women to promote themselves because they under estimate their potential is another contributory factor.

These barriers are discussed in details in the next chapter when data is analysed.

5.8 Challenges faced by women in senior management positions

- **What are the problems that women in management positions experience that eventually impact on their work?**

Some problems revealed in the interviews are as follows:

- **Three year contract management contract**

Some challenges revealed in the interviews are the introduction of the three year contract for all managers employed after 2002. This impact negatively on the representation of women in management as some of the appointed women leaves the organisation before the expiry of three year contract for greener pastures (interview with Ms Moremi, January 2008). In most instances they leave the organisation before the expiry of three year contract for greener pastures. In most instances they leave the organisation in their second year of employment. This resulted in unfilled vacant posts in

senior management as already presented in the study (interview with Ms Moremi, November 11, 2007 and interview with Ms Ngwenya, January 11, 2008). According to these respondents, the three year contract affects the organisational succession plan.

- **Vacant management positions**

Vacant positions are not filled immediately this clearly demonstrates lack of proper succession plan and urgency on the part of the department to fill critical vacant positions interview with Ms Ngwenya, November 20, 2008, interview with Mr Smith, November 24, 2007 and interview with Ms Moremi, January 10, 2008).

According to Ms Ngwenya, ''the burden of increased workload of those managers who left, is placed on remaining managers who are of the view that the organisation's strategic plan is determine by external stakeholders with little insight on the activities and functioning of DEAT. She called this "pleasing syndrome" and state the organisation "takes more than what it can chew"(interview with Ms Ngwenya, November 24, 2007). Mr Smith in support of Ms Ngwenya, regard involvement of external stakeholders as ''tokenism''. According to the respondents, DEAT ''is trying very much to please policy makers and disregard the needs and requirements of the organisation'' (interview with Mr Smith, November 24, 2007).

- **Communication channels**

Another area of concern highlighted by all respondents relates to lack of effective management communication plan to give feedback, update and share with all employees especially the targeted group of women at all levels. This helps employees to understand, support and partake in gender programme to uplift

their status (interview with Ms Ngwenya, November 24, 2007, interview with Mr Smith, November 24, 2007 and interview with Ms Moremi, January 10, 2008).

Ms Manamela stressed that the organisation need to consult with the employees to make certain that they understand and input on the gender equity programmes that affect them. According to her, the organisation is not consulting with the entire workforce to include their contribution in the report (interview, November 7, 2007).

- **Reduced gender budget**

  Reduced gender budget is another problem that retard the inclusion of more women in management positions (interview with Ms Ngwenya, November 20, 2007). According to the respondent the gender equity programme is experiencing yearly budget cuts that impact negatively on implementation on the ground. In support of Ms Ngwenya, Mr Smith noted that the organisation is not reserving more funds in the project. DEAT needs human, financial and other resources to be able to sustain its gender equity agenda and align to the requirements of the legislations. Ms Manamela in support of this view also argued that organisations including DEAT are affected by lack of funding for gender programmes as discussed in detail below.

5.9 INTERVIEWS WITH OTHER SOURCES

This part deals with interviews conducted with oversight departments that monitor DEAT compliance to gender equality policies namely the Department of Labour and the DPSA. . The former department is responsible to monitor and review every organisation gender equity programme for compliance to

government set targets. On the other hand, the DPSA evaluate and hold the Heads of departments accountable for the overall organisational implementation of gender equity plan. This is covered under the eight gender equality principles as stated in the Strategic Framework on Gender Equality.

In addition to the above, the review of secondary sources coupled with primary sources provided the study with a practical rich account of the reality of how gender equality is implemented in national departments like DEAT.

5.9.1 Department of Public Service and Administration

the DPSA play a facilitating and coordinating role to support departments including DEAT to implement gender equality programmes (interview with Ms Booi, November 7, 2007). According to this respondent, the DPSA create and conduct awareness programmes to familiarise all public servants with the content of gender equality policies. She also said the department is responsible as stated in the Strategic Framework on Gender Equality (2006-2015) to review national departments and provincial administrations progress in achieving the gender parity in their respective departments. Ms Booi informed that, the DPSA also develop and update rules and regulations which restrict affirmative action activities and initiatives.

According to her, the organisation is held liable to report progress to Parliamentary Portfolio Committee on Public Service Administration and the Public Service Commission on the effective implementation of gender policies in the public service. For non compliance to affirmative action, they may call for the imposition of penalties as stipulated in the EEA (interview with Ms Booi, November 7, 2007).

Ms Booi (interview, November 7, 2007) further mentioned that the Heads of Departments are ''entrusted with the responsibility to ensure the successful implementation and representation of women in senior management positions''. They are guided by the eight gender principles stated in the Strategic Framework on Gender Equality (2006-2015) attached as appendix 4. She further said the principles serve as guidelines on the gender implementation process and will be used to evaluate the performance of HoDs as from April 2008.

According to Ms Booi, this was discussed and a workshop was conducted by the DPSA Minister with all HoDs of national, provincial and local governments. The workshop culminated into the approval of the eight principles. According to the department all heads were consulted and trained on what will be expected from them. Ms Booi also stated that the heads must ensure the information filter down to all employees in their respective organisations.

Interviews were also held with Ms Manamela a chief director responsible for gender equity in the Department of Labour as elaborated below.

5.9.2 Department of Labour

Ms Manamela (interview, November 7, 2007) supported by DEAT employment equity reports informed that the organisation is characterised by the slow inclusion of women in senior management as reflected in the graph below.

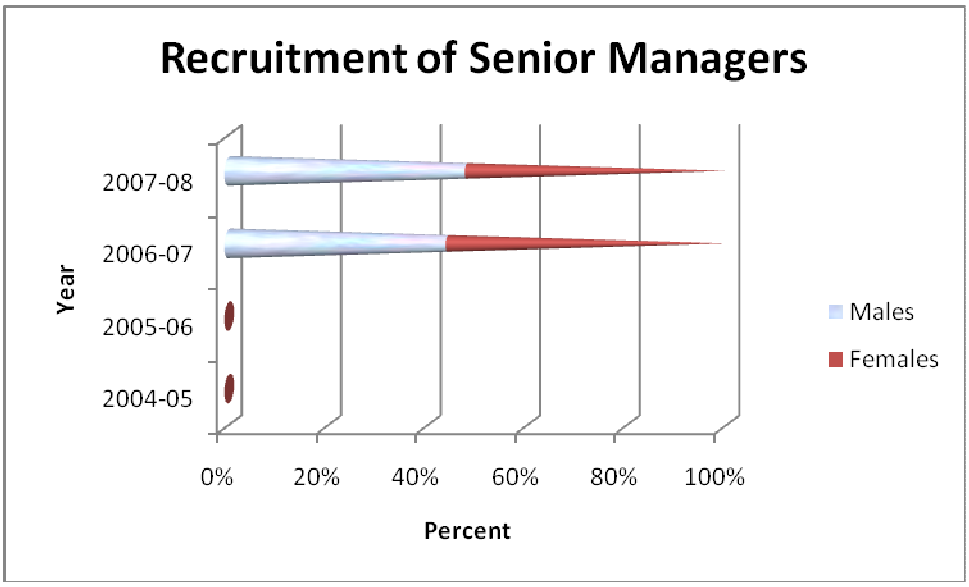
The recruitment and selection process is the main determinant of whether there is an increase or decrease in female representation in senior management as reflected in the table below.

According to Ms Manamela lack of recruitment of senior managers in 2004-2006 also reflect the slow inclusion of women to top management positions as demonstrated in the graph below.

Figure12 below, show the recruitment of men and women to senior management since 2004. In 2004 -2006 there was no recruitment of senior managers in the organisation reflected as 0. On the other hand, in 2007,-2008 only three women were added to senior management level. The graph confirms what the respondents reported that previously women were disregarded for senior management positions in the organisation. This is attributed to resignation and vacant positions not filled immediately (interview, 7 November, 2007). This is in line with the statement of Mr Smith who contended that men dominate senior management level in DEAT (interview, November 24, 2007). The argument was supported by Ms Ngwenya that the organisation 'still need to do more to include women in senior management especially in core functional area'' (interview, November 20, 2007).

There were more female senior managers recruited as compared to male managers. While in 2007-2008 financial year, there was no recruitment of males and the number of women was reduced to twelve and the total of twenty three senior managers. This is attributed to resignation and vacant positions not filled immediately.

Figure.12: Recruitment of Senior Managers



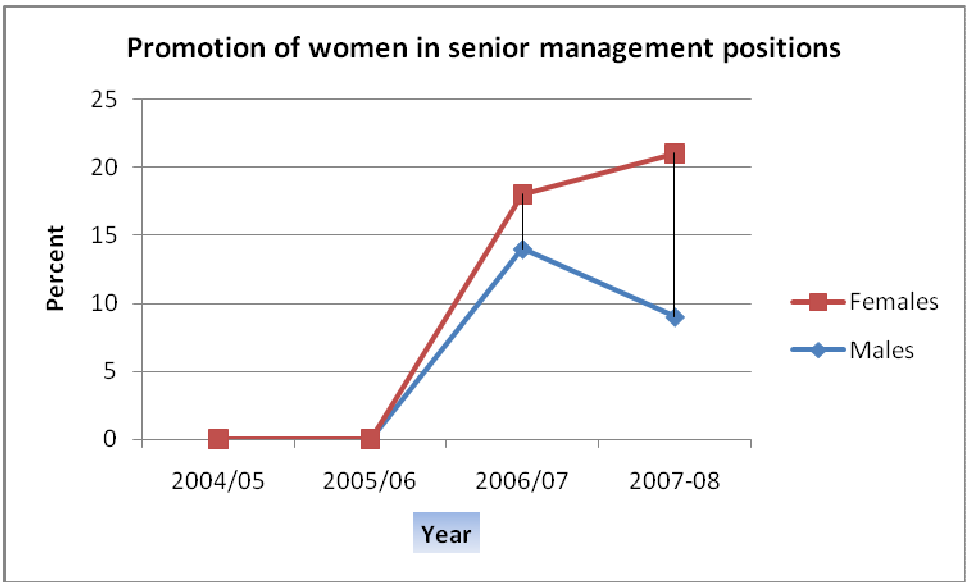
YEAR	MALES	FEMALES	TOTAL
2004-05	0	0	0
2005-06	0	0	0
2006-07	11	14	25
2007-08	11	12	23

Source: Department of Labour gender equity reports of 2004 to 2008

Ms Manamela stated that promotion is another tool used in the organisation to increase the number of women in senior management positions. Promotion trend in the department since 2004 is tabulated in the report as follows.

Figure13 show the promotion of men and women to senior management since 2004. In 2004 -2006 there was no promotion at management level. Senior managers were promoted as from 2006 -2007 financial year with only four females promoted as compared to fourteen males promoted bringing the total to eighteen senior managers promoted.

Figure13: Promotion of senior managers



YEAR	MALES	FEMALES	TOTAL
2004-05	0	0	0
2005-06	0	0	0
2006-07	14	4	18
2007-08	9	6	15

Source: Department of Labour gender equity reports of 2004 to 2008

In 2007-2008 more males were promoted to senior management resulting in the huge gender gap and is contrary to the EEA and organisational plan. *I*n 2007 as the table indicate, only nine males as compared to six females were promoted to bring the total to fifteen senior managers.

Even with the appointment of woman HoD the organisational management hierarchy is dominated by male managers with slight improvements as compared to 2004. Regardless of good policies and recruitment practices women representation is slow as

confirmed by Ms Manamela when she maintained ''the organisation is not complying with the equity requirements''.

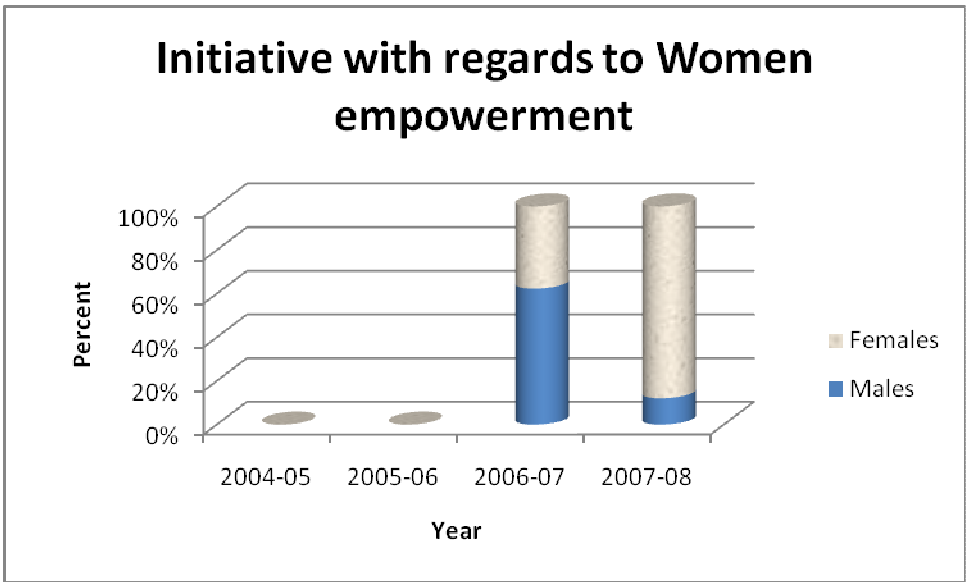
Ms Manamela also linked the above to failure to develop and empowered senior managers to execute their tasks effectively are demonstrated in figure 15. According to her the organisation is not doing enough to develop women.

Figure 14 below shows in two successive years from 2004 to 2006 there was no training and empowerment of senior managers in DEAT. The table shows training started in 2006 with forty three males as compared to twenty six female managers taking part in this programme to make the total of sixty nine train managers. There was massive increase of senior managers trained by DEAT in 2007-2008 with one hundred and thirty males and ninety five females trained to bring the total to 225 managers who received training.

The findings are in line with what was stated by Ms Ngwenya when she said the organisation is gradually improving to empower senior management (interview, November 20, 2007). According to Ms Manamela the organisation is not empowering enough women as more males than females are accommodated in training programmes.

The concerned was echoed by Mr Smith that the majority of women are excluded from training and development especially those at lower level 3-8 (interview, November 20, 2007).

Figure 14: .Initiative with regards to Women empowerment



YEAR	MALES	FEMALES	TOTAL
2004-05	0	0	0
2005-06	0	0	0
2006-07	43	26	69
2007-08	130	95	225

Source: Department of Labour gender equity reports of 2004 to 2008

5.10 Summary

There is mixed reaction from data presented by respondents in relation to the five main themes of the research. Relating to policies two views were represented one support the idea that policies are in place though the view was refuted alleging policies were never approved and do not have legal standing. The respondents were in agreement that recruitment of women is governed by the EEA and most positions are prioritised as affirmative action posts. To strengthen the system a recruitment committee was constituted as stated by Ms Moremi. The section is seen as better aligned with gender policies. Ms Ngwenya and Mr Smith felt that even though

recruitment is prioritised, not enough women reach senior management positions. On the other hand, in line functional areas like quality management the branch is characterised by few women managers.

The research findings indicate there are reporting systems in place as stated in the Strategic Plan of 2005-2010 like monthly report to top management and report to the Department of Labour as intuitional requirement. Training provided is seen by some respondents as sufficient and effective and by others as not reaching out to the designated group of women deployed in lower paying jobs especially level three to eight.

According to respondent, lack of gender unit affects the effective report back of gender information from top management. Ms Moremi informed that women end up presenting gender issues in staff forum meetings. This is in line with the concern raised by the OSW as stated in the literature review, that some national departments fail to appoint qualified trained gender coordinators supported by trained gender officers. Like any other organisation DEAT is faced with a problem of unfilled positions that affect representation of women at this level because most of them leave the organisation for better positions. Barriers faced by women in managers vary from organisation to another. Some of these barriers as stated above include poor communication of gender issues, stereotypes and lack of management support and commitment to the process as analysed in the next chapter.

CHAPTER SIX
DATA ANALYSIS

6. INTRODUCTION

Data analysis is the complex of all the phases of qualitative research. The researcher in this chapter try to attach meaning to data collected by identifying, coding and grouping qualitative information according to themes as presented in the previous chapter namely:

- Gender equality policies
- Recruitment and selection
- Training and development
- Monitoring and evaluation of gender and equity programme
- DEAT three year management contract
- Analysis of barriers in DEAT
- Analysis of reports from Department of Labour

In addition, the researcher attempt to understand the slow representation of women in senior management and to answer three research questions set forth in the study that is:

- What is the role played by the National Department of Environmental Affairs and Tourism in the implementation of policies relating to the inclusion of women in management positions?
- What are the existing barriers regarding employment of women in senior management positions?
- What training and development programmes are in place for the development of women?

The themes are discussed in the following section.

6.1 Policies and impact on gender equity

- Does your department have policies regarding gender equity?

Emerging from data presentation it is clear gender equality policies exist in DEAT. However, as one respondent put it 'some policies are in a draft form'' were not approved by executive management to make them binding documents. On the other hand, the findings revealed that, effect of using unapproved gender policies led to the inconsistent implementation of these policies at chief directorate levels (interview with Ms Ngwenya, November 20, 2007).

This kind of situation is consistent with the concerned raised by Mr Smith during the interview when he used his chief directorates to confirm slow representation of women at senior level (interview, November 24, 2007). Mr Smith mentioned that ''the organisation should do more to attain gender equality and uplift the status of women in lower paying jobs at grade three to eight. Ms Ngwenya holds similar view when she complained of lack of progress in core business to include more women at higher management level.

Mr Smith's view is confirmed by Powell who maintain (1993, p.73) that almost half of all women (46 percent) are working in female intensive at lower level occupations like administrative, while almost half of all men are working in male intensive occupation like production, craft repairs and operations. Research findings are consistent with what Wirth (2001, p.1) and Powell (1993, p.1) said that, the proportion of women holding senior management position is very small especially in line functional area. The DPSA (2007, p.15) stated the obstacles is that women are still concentrated in low level of work throughout the workplace.

Similar view was maintained by the Business Women's Association 2007 census that women are significantly underrepresented in top corporate leadership positions (BWA census, 2007, p.21). The above authors' view is supported by Ms Manamela from the Department

of Labour when she affirms lack of conformity to policies and the slow representation of women in senior management positions in DEAT (interview with Ms Manamela, November 7, 2007). The researcher's experience in working with government departments affirm Mr Smith's view that majority of women in most departments are deployed in administrative positions.

While the problem exists with the authenticity of policies, the advantage is that DEAT management continue to use these policies to guide gender equity process resulting in the fifty percent of women promoted to the entry level of management. The effectiveness of policies is also felt in the Tourism Branch that managed to achieved 75 percent or ''high level'' of women representation in senior management as confirmed by Ms Moremi (interview January 10, 2008).

As revealed by the ILO (2007) in the literature review, DEAT approach is in line with the international trends as almost every country in the world has adopted legislation to guarantee and promote gender. On the other hand, Boko (2005) argued that the above findings highlight the amount of work that still needs to be done to close the gender gap, particularly when take into account the fact that women make up 51 percent of the South African workforce. In support of the above view, the former State President Mr Thabo Mbeki stated that "Although government is making progress in addressing gender equality, we still lag far behind in actual implementation of the policy particularly in mainstreaming gender issues" (Freeman, 14 February 2003). The researcher maintains that the appointment and composition of the gender unit will add an advantage to the organisation to help address gender representation. The researcher maintains that, broad consultation

with the entire workforce is the key to successful implementation of policies.

6.2 Recruitment and selection programmes

- What procedures do you use in recruitment and selection of employees? For example is there a quota system used?

The researcher observed recruitment and selection systems are in place, the organisation need to strengthen management involvement especially women to actively participate in recruitment and selection Committee. According to 75 percent of the respondents, the committee is not reaching the gender target because some managers did not prioritise and support gender equality programmes. Mr Smith supported this view when he noted that the problem was also attributed to ''lack of leadership guidance'' to actively lead by example the gender equity process (interview, November 24, 2007). On the other hand, Nel (2005, p.146) support Hames by stating that the stages of recruitment and selection should be consistently applied at all levels in the organisation. Recruitment is ''the entire process that begins when a position becomes vacant and ends at assumption of any duty when a new employee joins a department'' (Department of Education, 2004, p.2). This means that vacancies created through attrition and new posts created by the annual staffing plan should be filled in terms of the equity goals of the organisation that is 50 percent representation of women in senior management.

In support of the above view Kozaira, Moskow and Tonner (1987, p.29) maintain that instruments used by recruiters and personnel officers to assess managerial talent may hinder the chances of women who aspire to management positions.

As stated in the training manual from Department of Education ''Recruitment process is regulated via policy that spells out exactly what is to be done to recruit select and appoint a candidate to the job''. The researcher hold similar view as past experience has provided proof that there is lack of active participation of women senior management in recruitment and selection process. Furthermore, the selection panel is still dominated by male senior managers. This places female candidates who are intimidated in a disadvantaged position. The researcher observed that even though the organisation has recruitment procedures in place, with majority of these positions ''advertised and reserved specifically for women and people with disabilities'' the organisation failed in three successive financial years (2004-2006) to reach the set gender equity targets. Ms Ngwenya attributed the above to lack of recruitment during this period as a result of ''the leadership style in the organisation that enforced the stereotypes and the culture that men are meant to be in management'' (interview, November 20, 2007). The change of leadership in 2005 according to this respondent, led to the vigorous recruitment and promotion of more women in 2007 to 2008.

The researcher noted the positive improvements brought about by new leadership nevertheless, this is not in line with the plans of reaching the 50 percent representation place by the organisation to uplift all senior managers and build knowledge base as revealed in the research findings (interview, November 20, 2007). This is in line with what Ashford and Davies (2001) said that employees are investments that provide long term rewards to the organisation in the form of greater productivity. This was confirmed by the ILO (2007, P.21) that companies that promote women, are expected to gain competitive advantage in the long term because it is harder to

attract and retain competent qualified women. How women managers are empowered the topic is explored further in the next section.

6.3 Training and development of women

- Training and development courses to empower women in management

Ms Ngwenya supported by Ms Moremi said that training and development of management is part of strategic plan (207-2010, p.70). Ms Ngwenya intimated that training and development of all managers is guided by skills audit conducted in 2006. The purpose of the audit according to the respondent was to assess managers' skills and their training requirements. Further it was to determine who need these skills, how the skills will be acquired (formal or informal training), how much it will cost to have such skills in place. According to Ms Ngwenya, the above was linked to the Workplace Skills Plan (WSP). Based on the above, courses provided by the organisation as stated by Ms Ngwenya include: Executive Management Development Programmes, Strategic Leadership course and Management training and computer training (interview, November 20, 2007). In addition to the above, the respondent further said the organisation provide networking platform for senior managers.

For example, Ms Moremi stated that she successfully attended two critical courses after her appointment to management in 2004 namely: Project Management and a statistical course. How training is implemented in the organisation is an area of contestation. The second view as presented by Mr Smith is that there is no training strategy, training is ad hoc, and not determine by organisational

needs but determined by an agreement between the manager and employee (interview, November 24, 2007). According to Mr Smith the effect of this arrangement is that training is not properly coordinated from the top and excludes other people like women senior managers who desperately need this training. This view was illustrated by statement such as ''management have the prerogative to either approve or turn down the request'' (interview with Ms Ngwenya, November 20, 2007 and Ms Moremi, January 10, 2008)). All the respondents stated that ''not everybody can be accommodated in training because of limited space available''.

The organisation is committed to foster an environment in which employees are constantly learning. The findings reveals that members can take part in internal and external courses, seminars and appropriate academic studies that allows them to develop and gain new perspective in areas that help them in the performance of their duties. DEAT also provide bursary scheme to support employees in their different learning programmes that improve knowledge base of the organisation. This view is supported by Rothwel and Kazanas, (1994, p.77) when they enunciated that training should be part of strategic human resource development. These authors view training as a process of changing an organisation through planned learning to assist employees to acquire the knowledge and skills needed for the organisation (Rothwel and Kazanas, 1994, p.77). These authors further assert that, training also helps human resource to plan and develop people's skills. This is aligned with Craythorne's (1997, p.326) approach that training is a necessity because new situations with new demands arise when job content changes. In this regard the researcher agrees with Craythorne's approach that new skills must be acquired in order to remain competent. The researcher further argues that

the success of future organisations depends on how effectively the needs of individual employees are integrated with vision and training goals that is training strategy. This should not be left to individual managers only as mentioned by Mr Smith. Yes, as stated by Ms Moremi, it is the starting point that the two individuals the manager and employee contract each other through the performance management system to identify specific individual training needs. In disagreement with the above statement the DPSA maintained that ''career path, especially at the highest levels of the public service, is not yet fully developed'' (Strategic Framework for Gender Equality, 2006-2015, p.30). The researcher agree with the DPSA as revealed in the research findings that skills possessed by women managers at the moment are not enough; there is a serious necessity for skills development in the area of monitoring and evaluation of gender programmes to enable senior managers to actively partake and present how systems in the organisation work.

- How do you rate the success/effectiveness of these courses in achieving the desired impact?

On the question relating to the effectiveness of training respondents like Ms Moremi and Ms Ngwenya rated it as satisfactory or category four because the knowledge they acquired from attending the courses enhanced their skills and understanding on how to effectively and efficiently perform their tasks (interview with Ms Ngwenya, November 20, 2007 and Ms Moremi, January 10,2008). The conflicting view was that training excludes the targeted group of women and ''very few attend these courses'' (interview with Mr Smith, November 20, 2007).

Ms Manamela highlighted that the challenge faced by the organisation is that not all senior managers have access to training courses and is not uniformly applied in the organisation. This was also confirmed by the gender equity reports submitted to Department of Labour as discussed in the previous chapter. For example the 2004-2005 reports, demonstrate there was no training programme provided to senior managers during these periods hence individual managers took upon themselves to contract and train their respective employees.

The view was supported by Ms Ngwenya when she raised the concerned that training is not empowering all women especially those in lower positions (interview, November 20, 2007). In support of this view, Mr Smith suggest that DEAT training courses even though they are helpful are not effective as the majority of women are not part thereof. The prevailing situation was criticised by other managers (interview with Mr Smith, November 24, 2007) he prefers training to be coordinated by top management in the form of an approved policy to accommodate everyone at all levels. Ashford and Davies (2001) argue that clear and open communicated training tools are the foundation for nurturing employees. While Dunn (1994) stress that conformity to policies like Workplace Skills plan is not a guarantee that implementation addresses the real need the policy envisaged to address like inclusion of more women in senior management positions.

The researcher belief in order for women to perform effectively in the newly appointed positions or existing ones training should be provided regularly. This enable managers to keep track with new developments in their respective fields and for new recruits to understand what the job entails with proper coaching and

mentoring systems in place. Similar view was expressed by Rothwel and Kazanas (1994, p.77) when they informed training through planned learning assist employees especially women to acquire knowledge and skills needed for future.

It is critical for the strategic plan to show how DEAT is linked with institutions that empower women such as OSW, DPSA, JIPSA and SAMDI. Therefore, DEAT training programme if aligned and conducted in partnership with these institutions to roll out a gender training programme may reach out to majority of women in DEAT. The researcher note, the organisation is not allocating sufficient funds for management training to unleash human potential, strengthen employees' involvement and empowerment. How the above processes and procedures are monitored and evaluated is explained below.

From the research findings the researcher noted that there was no mention on how the organisation intends to uplift the disadvantaged women spread in the lower levels especially in administration concerned raised by all respondents. Even the strategic plan of DEAT is quite on this issue. The researcher supports the DPSA contention that skills possessed by government that senior management need to enrich their skills to attain the critical skills for SMS. On the other hand, Brooks and Nafukho as cited in Tlakula's study support this view by arguing that developing and unleashing human expertise through personnel training and development is critical to enhance performance.

The research findings revealed that coaching and mentoring programme is another critical step that is not properly managed in the organisation as reflected in the interviews. The researcher

strongly affirm that top management is responsible to guide and take responsibility for this process and make certain it cascade to all levels in the organisation for managers to implement. Individual managers need to develop their own coaching plan guided by the human resource development as custodian of personnel matters. The researcher maintain that this should address the question of uneven development programmes for all managers especially women.

The researcher maintains that networking forum is needed by managers to share ideas, render support to each other and update of new developments around them. This idea is confirmed by Hudson Institute[3] informed that ''the rapid pace of change in modern world has important implications for organisations and their managers. Arnold and Feldman, (1986, p.518) agree with this argument and stated that ''managers can no longer expect to be successful if they are unaware of the need for adaptation and unable to bring about changes in their organisation and their methods of management''.

JIPSA's job is to provide skills and programmes needed in the country. The Presidential strategic management training programme was not mentioned by all respondents and how the organisation aligned its training strategy and programmes to accommodate it. Courses offered include Presidential Strategic Leadership Development Programme (PSLDP) for senior management, Emerging Management and Development Programme (AMDP) for middle management and Foundation

[3] The Institute was established for the purpose of predicting the course and direction of the main change in society in the future

Management Development Programme (FMDP) for entry level managers. The researcher refers to these institutions because they are responsible for management training. Therefore, DEAT training programme should be aligned and conducted in partnership with these institutions to roll out a gender training programme. SAMDI is the training arm of government responsible for implementation of government training programme. The main objective of this programme is to improve the skills and quality of managers employed on salary level nine to twelve. This demonstrates training and education of women is one of the critical areas of concern for the government (RDP, 2007, p.14).

Even though the area of monitoring and evaluation was not covered in the interview schedule it was mentioned by some respondents in the interview under comment section. It is important for the organisation to have user friendly monitoring tools to ensure gender programme is implemented as planned and problems are attended to as quickly as possible as discussed below.

6.4 Monitoring and evaluation system

Monitoring and evaluation is another essential management function. It ensures government activities are implemented as planned and evaluate how well the organisation achieves the set targets (Bartle, 2008, p 1, and Phil 2007, p.4). According to research findings the organisation monitoring system is in place as reports are presented to top management every month, quarterly and even reviewed annually (interview with Ms Ngwenya, 20 November, 2007 and interview with Ms Moremi, January 2008).

According to this plan, all levels of management take part in implementation, monitoring and evaluation of gender equality

programme. For example, each level however, has specific roles in monitoring for example; head of finance is responsible to ensure funds are available and clearly earmarked for gender equality programmes. The researcher observed that the organisation is faced with the challenge to align the business processes. For example the research findings indicated the gender equity programme is not allocated enough funding by the finance manager as stated by Ms Ngwenya (interview, November 20, 2007). Line managers are also expected on an ongoing basis to check early indications of progress or lack of progress in the achievements of the set gender targets as confirmed by Ms Ngwenya.

The researcher note monitoring enables a manager to identify and assess potential problems and successes at an early stage to enable the manager to timely take corrective steps in a programme and make an informed management intervention. Therefore, the researcher agree with Bartle (2008, p.1) when he maintain that, monitoring is a vital management and implementation task that cannot be left to only one stakeholder or manager. Management at all levels should take part in monitoring to achieve common understanding to enhance accountability and enable the manager to timely take corrective steps in a programme or project.

The reality on the ground demonstrates lack of involvement and support from senior male managers to effectively monitor implementation to improve representation of women especially in core functional area. Ms Ngwenya (interview, November 2007) agrees with this assertion when she confirmed as a result of poor monitoring tools, women are poorly represented in core function. The same statement was presented by Mr Smith (interview,

November, 2007) when he complains of slow inclusion of women in senior level is a course for concern. Mr Smith felt that monitoring is the function of human resource as they focus on the critical functions. To confirm MR Smith's statement, the researcher established that the 35 percent of senior managers were not familiar with the monitoring systems in place. All respondents referred the researcher to the Acting Chief Director of Human Resource Development because they were not well informed how gender programme was monitored. According to Dunn (1994, p.50 it is important to note that policy implementation most often fails in developing countries because of insufficient institutional arrangements for monitoring and evaluation of progress.

Under the comment section three years management contract was raised as affecting more representation of women in senior management as presented below

6.5 DEAT three year management contract

The research findings illustrate that the system affects the recruitment process because more recruited senior women managers resign before the expiry of two years reducing the number of recruited women. The effect of the three years management contract according to 67 percent of respondents is lack of knowledge sharing and continuity in senior management level. On the other hand, gender situational analysis report revealed that women account for 34 percent of professional and middle management termination. According to Whitehead and Moodley (2003, p.49) retention starts from the top. This view is supported by the ILO (2007, p.10) that getting and keeping good staff demand focused formal policies that make retention a management outcome. The researcher in support of the above

view, belief that employees' retention is important because replacing staff is expensive and cumbersome. The researcher maintained that in order to retain good employees the organisation succession plan should be placed on hiring the right people for the right job.

The research affirms that as women are uncertain about their future at the expiry of the three year contract, majority prefer to apply for other jobs somewhere as their future in the organisation is uncertain. According to Arnold and Feldman (1986, p.546) most people today will change the type of work or their careers they do and the organisation in which they work. This area was revealed as one of the main impediment to effective implementation of gender programme. The researcher belief it is also the waste of resources to develop and train someone who may not even spent three years in management positions (interview with Ms Ngwenya, November 20, 2007).

The researcher noted that it is difficult for the organisation to address this problem. This problem affect the whole public sector and government should provide policy guidelines how best to contract senior mangers without affecting performance of on the ground. Eighty percent of respondents propose the review of policy to amend the contract to at least.

6.6 DPSA eight gender equality principles

Critics of the DPSA eight principles like BWA, and City Press argue that the department's policies are good on paper but implementation and representation of women in senior management is still a slow process. They maintain that eight principles are meaningless if there is no thorough consultation and downward communication to create awareness and buy in on the

ground. According to Ms Booi there was consultation at higher levels (interview, November 7, 2007). The heads of departments were expected t filter the information to the entire workforce. The researcher observed this is still a challenge to the organisation as respondents in the interview never referred to this important document. On the other hand, Ms Manamela focused on the Employment Equity Act as compared to the eight gender principles.

The researcher's experience is that in some departments these eight principles are framed and displayed in executive boardrooms without prior discussion and consultation with both senior managers and the entire workforce to assist them to understand the need and importance of the programme and also for their active participation and support. Secondly even people who use the boardrooms regularly do not notice the eight principles as the document is placed in a corner written in small unreadable, unattractive format. This is not in line with the EEA and principles of worker participation and sharing of information. This implies the employees do not have a say in matters that critically affect them hence no buy in from senior managers in departments like DEAT as they are not fully involved in gender equality programmes.

The department need to adopt an all inclusive approach that involves all stakeholders. For example the starting point is the conduct a workshop addressed by top management to reassure employees they are part and parcel of the process and there will be regular quarterly top management feedback to the entire workforce.

This will improve the commitment and participation of everybody as they will understand what is expected from them and how can they contribute positively. The research also focused on the barriers

affecting women development and how the situation can be improved.

6.7 Analysis of barriers in DEAT

Despite the removal since 1994 of statutory and other formal barriers to include more women in senior management positions, findings are consistent with the literature review that the situation has not improved as women can be cut off from the informal networks that have often been necessary for advancement within the organisations (Black Women's Association, 2007, Whitehead and Moodley, 2003, interview with Ms Ngwenya, November 20, 2007). The interaction according to Powell and van Der Merwe take place long after work when majority of women rush home to attend to household cores.

Despite the substantial increase in female participation in senior management, Ms Ngwenya also supported by authors such as Whitehead and Moodley argue that various factors such as structural, institutional and attitudinal factors act as barriers to women's lack of advancement to the upper echelons of organisations. Ms Ngwenya further argued that gender programmes are affected by reduced funding and this affect implementation of gender programme. This problem characterise SADC gender equity programme as stated in the literature review. The respondent proposes that the project should be allocated separate funding from operational budgets. Other discriminatory factors at the workplace such as stereotyping, biasing evaluation of women potential and likability are also identified as hindrance to women's advancement (interview with Mr Smith, November 24, 2007). Tibane agree with Mr Smith as he argue that they see the

same faces of women senior managers from one meeting to another (2008, p.179)

The researcher notes that these barriers also hinder the working relationships between males and females in this organisation and limit women's ability to enjoy equal rights and opportunities. For example branches that aligned to the policy are successful because they are headed by women. Tourism branch was one example. Inadequate training, development opportunities and coaching all make it difficult, if not impossible for women to acquire skills needed for advancement to senior positions as stated by 70 percent of respondents. The interviews as confirmed by the literature review stresses management commitment and support presented a serious challenge in the organisation as top management is seen as not ''walking the talk'' to actively partake and lead gender process. This affected senior male managers' participation and buy-in gender programmes (interview with Mr Smith, November 24, 2007).

The interview also covered another different angle not stated in the literature review that the organisation lack clear cut objectives to guide senior management on the role they need to play and how best they can support gender equality projects. It is contrary to gender equality framework developed by the DPSA (Strategic Framework 2006-2015) that stressed the importance of men and women to work together to realise the representation of women in the upper echelons of organisations. The HoD according to Ms Booi (interview, November 7, 2007) maintained that the gender equity programme is championed from top management ensure it is implemented at all levels in the organisation. The researcher belief this help to identify roles and responsibilities of all managers and

individual and organisational level. Employees at all levels have to be involved in the gender discussions.

The above discussion shows that changes face by women are dynamic and vary from area to area hence there are different approaches to address the gender equality gap.

6.8 Proposed solutions to improve women representation in senior management:

From the above discussion in this chapter, some serious questions of capacity need to be addressed, including the capacity for optimal use of human resources by DEAT.

Another critical area is for the department to develop effective retention on how to retain high performers in management level especially women. This should be linked to environmental scanning to assess both internal weaknesses and external threats to enable the organisation to develop an informed intervention strategy to improve representation of women in senior management positions. The above should be aligned to the review of management practices to assess what is needed to remedy the situations of women.

The constitution of gender unit with qualified personnel is another way to address the problem of slow inclusion of women in decision making as this will act as a catalyst to feed both management and the entire workforce with all decisions reached by both parties. The next step is to develop ways and means on how to manage each identified risk and also take advantage of open opportunities that prevail.

Communication of management processes and information systems to support gender equality process needs enhancement for buy-in and active participation of all employees' especially senior

management. This should also address the concerned raised in the interview of lack of support and commitment from senior male managers. Line managers' role and responsibilities should be clearly clarified to enable them to make positive contribution to gender equality. Again it will clarify and address another concerned raised in the study relating to lack of inclusive plan to encourage male senior managers to support the course of women.

Poor coordination of gender equality programmes also attribute to the slow inclusion of women in senior management as stated in the previous chapter that is lack of synergy in the systems and inclusive management plan.

To improve the above situation the researcher proposes the following: In the study diversity management was cited as one example. It describes ways to develop a diverse management culture. This requires corporate cultural change in the organisation headed by team of top management, human resources, and corporate communication section and gender unit for maximum participation of all key structures. Other includes attendance of workshops, seminars and conferences to improve awareness on gender issues. The discussion demonstrate the weakness of management networking forum as a unifying tool as contrary to what was stated in the interviews and the section that follows.

Beside the above reporting frameworks the organisation is subject to extensive oversight mechanism such as the Department of Labour and the DPSA. The latter department is responsible to monitor and review every organisation gender equity programme for compliance to government set targets. On the other hand, the

former department evaluate and hold the HoD accountable for the overall organisational implementation of gender equity plan.

6.9 Analysis of reports from Department of Labour

Ms Manamela complained of luck of conformity to the EEA because senior management is dominated by men (interview, November 7, 2007). According to this respondent this is confirmed by promotion of more males than females to senior management level. These findings are in line with what was stated by 75 percent of respondents who raise concerned that not enough women are recruited and promoted to realise the goal of gender equality in the organisation.

On the question of recruitment research findings revealed DEAT is struggling to reach the 50 percent women representation at senior management level. Retention of senior women is proving to be a challenge as demonstrated by unfilled vacant management positions.

Training, development and empowerment of women, Ms Manamela revealed not enough women were trained to empower them for management positions. This is consistent with the Constitution (1996) as every woman has access to education. This contradicts what was stated in the interview when 67 percent of the respondents maintained that they were trained in different courses after their appointment to senior management level. Although this findings is consistent with the concerned raised by 34 percent of the respondents who stressed training is not uniformly applied in DEAT as it excludes majority of women. The researcher note even though the department is empowered by the EEA to penalise organisation

such as DEAT for non compliance the Department of Labour has never enforced this right to DEAT.

In his opening address of the 7th annual report, the CEE chairperson Mr Manyi, raised the concerned that ''Progress in implementing the Act by employers is still too slow. This snail paced movement only perpetuates and entrenches the racial and gender disparities that exist in the South African economy'' Department of Labour, CEE report 2006-07, p.iv). This is in line with the research problem as stated in the purpose statement of this research chapter one, p.12, namely the pace is slow to include women in managerial positions at the level of director to chief director. The research findings also illustrates that access to opportunities still has a racial and gender bias.

6.10 Summary

Research findings demonstrate there is still a challenge to include more women in the upper echelon of decision making process. The same concern was raised by the Department of Labour that stressed lack of compliance to the EEA by some national departments like DEAT. This led to the government to take a decision to contract HoDs for implementation of gender equality programme. The above has not improved the situation on the ground since the implementation of the eight gender principles in April 2008.

There was also an outcry from all respondents and confirmed in the literature review by authors like Business Women's Association, Powell, Van der Merwe, Whitehead and Moodley of the slow pace of transformation, empowerment and representation of women in senior management. The researcher noted there are more women

in senior management today than there were 20 years ago. The bad news is that women are still a distinct minority in senior management and there are signs that this situation will continue for some time to come. Concern as raised in the 20th century where women were deployed in lower levels in organisations still persist today in organisation like DEAT. Even today these women are ignored and left behind in gender transformation process.

The research demonstrates there is no improvement in this area regardless of research conducted in this field. The study revealed lack of conformity to gender equality policies in the area of location of gender equality programme, it is not located in the strategic office of the HoD but is in the most busy chief directorate human resource development. There is no gender unit, no trained gender equity officers to lead and support management, this make the work of human resource manager difficult to manage with so many demanding projects. Some important policies like training are in a draft form hence no authenticity and no uniformity in application and implementation. This affects development and empowerment of women as there is no clear cut strategy understood by all employees' especially senior managers.

CHAPTER SEVEN

CONCLUSION AND RECOMMENDATIONS

7. INTRODUCTION

At the end, this study managed to illustrate whether South Africa's verbal commitment to gender equality has really been matched by implementation of gender equality programmes on the ground.

The study seeks to investigate the slow inclusion of women in senior management level and why the momentum is slowing down in DEAT.

The researcher nevertheless managed to extract broad conclusions to the following research questions.

- What is the role played by the National Department of Environmental Affairs and Tourism in the implementation of policies relating to the inclusion of women in management positions?
- What are the existing barriers regarding employment of women in senior management positions?
- What training and development programmes are in place for the development of women.

These conclusions are presented under the following headings:

7.1 SUMMARY OF FINDINGS

The study presents the main findings that relate to representation of women in senior management positions. The main findings are presented as follows.

The main finding of the research in terms of policies is that, there is still along way to realise gender parity in the organisation. While both the Director General and executive management are making

efforts to achieve gender parity, the process moves at the snail pace. Lack of proper gender forums resulted in the organisation ignoring the needs of women these issues are not prioritised as they should be. It was revealed with regard to gender policies, recruitment and selection and lastly training and development that:

7.1.1 Gender policies

The research discovered inconsistent implementation of these policies in chief directorates especially line core functional areas. This resulted in skewed representation of women in senior management positions in different chief directorates or branches.

In this organisation there is no gender unit to help direct gender issues. This affect the effectiveness of gender meetings, women's issues are discussed in an open staff forums hence these issues are not prioritised as it should be. In general, policies succeeded to help DEAT increase representation of women in senior management as compared to the situation in 1995.

7.1.2 Recruitment and selection process: Recruitment and selection process: as a vehicle to improve representation of women in decision making is used to advance gender parity. Clearly the process is not achieving the above purpose. Recruitment and selection processes: are in place and aligned to the Employment Equity Act and affirmative action policy. Implementation on the ground is a problem because implementation of the gender programme is left to individual senior managers without thorough supervision from top management. DEAT need vigorous, hands on approach and the appointment of gender equality senior manager that mobilises women around issues that directly impact on their lives.

7.1.2.1 Women deployed in lower positions

Another important finding is that women who reach management majority (fifty percent) are deployed at entry level of management, with. With recruitment and selection procedures in place the organisation can do more to meet the gender target as set out in the strategic plan. This can be achieved by the involvement of more women in the recruitment and selection process

There is still a long way to go in the inclusion of women to senior management level as demonstrated in the research findings that majority of women are still deployed in administration occupying lower levels from level 3-8.

Development and empowerment of women may strengthen women's participation in issues that directly affect them.

7.1.3 Training and development: In training and development noted was lack of consistent and well coordinated training, coaching and mentoring systems critical for the development of women. The lack of access to basic education marginalised women, and their rights are violated as enshrined in the Bill of Rights chapter two of the Constitution. The access to knowledge and know how in management may enable women to be effective and efficient to make positive contribution to the organisation. Coaching and mentoring is another critical area the organisation should improve to enable women perform their job especially newly appointed senior women managers.

7.1.3.1 Consultation with all stakeholders:

Broader consultation with learning institutions like SAMDI is critical to help women especially those of lower levels to reach the top. This relations needs to be nurtured for empowerment of women through

training and for effective utilisation of the one percent training contribution to SAMDI is used in the organisation.

Actions that South Africa should undertake to successfully meet the fifty percent target if women representation includes gender equality in national department which require hands on approach from policy makers to ensure that decisions and policies are implemented at the national level. These actions require cooperation and consultation with all major stakeholders in all stages of development, formulation and evaluation of gender policies.

7.1.4 Three year management contract: Another point was how the three year management contract resulted in high labour turn over that affected most senior women managers. The research revealed managers leave the organisation in their second year of employment to look for alternative employment to avoid facing problems at the end of the third year. Further the study noted lack of knowledge transfer on the part of senior managers leaving before the expiry of the three year term. It also render succession plan unworkable as the labour turnover is high. The effect is that few managers are expected to do more with little resources at their exposure coupled with low moral and low motivation.

7.2 CONCLUSION

In subsequent years, much of the legislation on gender equality was formulated and government machinery aimed at the inclusion of women in management was put in place. The research findings indicated that even though systems are in place to facilitate gender equality lack of proper coordination and consultation affect speedy emancipation of women indecision making process.

In summary even though women are in majority totalling 54.76 percent in South Africa a huge disparity still exists in terms of the participation of women in decision making process. Women are still lagging behind their male counterparts in representation in senior management positions.

Research confirmed that men hold the majority of senior management positions in DEAT. This is alarming and South Africa still has a long way to go, and the situation needs to be corrected in order to align with the democratic principles of good governance. Finally, it was noted that men are not in the front line of gender equality programmes to support women senior mangers in DEAT. Lack of buy in and support from senior managers for gender programmes hinders coordinated approach to reach the set targets. Awareness programmes and teambuilding programmes should be strengthened through DEAT networking structure.

On the other hand those women who succeed to climb the corporate ladder are mainly found at the entry level of management with a few succeeding to executive management positions.

The researcher noted the slight improvement in representation of women in senior management as compared to the past ten years. Noted was the deployment of most of these women at the entry level of management a situation that need to be reviewed by the organisation. The majority of women still occupies lower paying jobs in DEAT this is a challenge facing not only this department but most organisations both private and public sector.

Recruitment and selection process is in place, even though the pace is slow to include more women in senior management

positions especially in core business functions. Lack of compliance to gender equality policies like the Employment Equity Act was the main contributory factors for the organisation not reaching the stipulated gender equality targets. Whatever the future holds and however much change it brings, one thing that is positive is that there will be more opportunities created for women to reach the upper echelons of management.

7.2.1 Areas for future research

From this research it emanated that in most national departments representation of women in senior management is moving at a snail pace. The result in DEAT is that few women are represented in senior management level. Therefore it is important to research how far the Department of Foreign Affairs is improving the representation of women in foreign missions since the apartheid era. This department play a critical role to promote policies, culture and encourage investment and economic growth of our country abroad. This is critical neglected area to explore how far the department has developed to achieve the fifty percent representation of women in decision making. The information available about these is largely biographical and anecdotal rather analytical or systematic. The extent of these women's experiences across South Africa is not known. It is therefore proposed that a study be conducted to research the extent of these conditions in both men and women to find out the in depth and width of this phenomenon.

7.3 RECOMMENDATIONS

This study, the representation of women in senior management positions, aim to investigate areas where the representation of

government policy in gender equality has been challenged. From the discussion above researcher recommend that:

Training is one of the basic human rights; women are entitled to be empowered through all forms of training both formal and informal training. The department should develop the mandatory training policy and align its resources and activities with government training programmes as provided by SAMDI and the Skills Development Act.

There is a need to review the three years management employment contract to accommodate knowledge transfer, continuity and development of women as included in the Millennium Development Goals. The department should make recommendation to the Department of Public Service and Administration and other structures that deals with gender equality to debate and review the three year management contract, extend it to at least five years to allow proper planning skills transfer and continuity.

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