

Implementation of Gender Equality Policies in the Public Sector:
A case study of the Gauteng Department of Labour, South Africa.

By

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DEDICATION

This project is dedicated to the entire Echere family for their support and encouragement in all I was doing. I also dedicate it to all the women who have been denied access to education because of the patriarchal system that continues to hold them in perpetual bondage. And to those who are still relegated to poverty as a result of the patriarchal pandemic, remember that it is not where you come from that defines who you are. Therefore, strive to be the best against all the odds! I hope that this dissertation will inspire you so that you can continue to motivate others. Lastly, I pay homage to the memory of my late father Mr. Lambert Echere whose encouraging words and belief in education, though not too educated himself, instilled in me an unwavering desire and undying spirit to succeed!

DECLARATION

I, Echere Angela Chinyere, hereby declare that this dissertation for Master's Degree in Gender Studies titled "Implementation of Gender Equality Policies in the Public Sector: a case study of the Gauteng department of labour, South Africa", hereby submitted by me has not been previously submitted for any degree at this or another university and this is my own work, in design and execution. All reference material therein has been fully acknowledged.

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Signature:

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Abstract

Gender inequality is not only a severe moral and social pandemic, but also a serious economic problem. This is because women account for nearly half of the world's human capital and yet they are undervalued, underutilized, and underrepresented in different institutions and in the society at large. This study was undertaken to investigate the implementation of gender equality policies in the public sector, using the Gauteng department of labour in South Africa, as a case study. The study examined the status of women prior to apartheid, during apartheid, and after apartheid, as well as how the implementation of gender equality policies has changed their standing in South Africa. The study relies on feminist theories to draw parallels on what these theories stand out to accomplish, with the general notions of what patriarchal frameworks are all about. The data for this study was gathered using qualitative research methods. The study used a sample size of ten (10) participants. The sample consisted of five (5) directors, three (3) deputy directors, and two (2) assistant directors of the Gauteng department of labour. The findings of the study are that achieving gender equality in the public sector is impossible without women's empowerment. The promotion and involvement of women in the public sector needs to be enhanced through the adoption and implementation of gender equality policies and programmes.

Keywords: Gender Equality, Gender Mainstreaming, Patriarchy, Empowerment, Glass Ceiling, and Hegemonic Masculinity.

LIST OF ACRONYMS

AA	--	Affirmative Action
AGSA	--	Auditor-General of South Africa
ANC	--	African National Congress

ANCWL	--	African National Congress Women's League
AU	--	African Union
BPFA	--	Beijing Platform for Action
CEDAW	--	Convention on the Elimination of all forms of Discrimination Against Women
DPSA	--	Department of Public Service and Administration
ECOSOC	--	Economic and Social Council
EE	--	Employment Equity
EEA	--	Employment Equity Act
EEP	--	Employment Equity Plan
EER	--	Employment Equity Report
FEDSAW	--	Federation of South African Woman
GPG	--	Gauteng Provincial Government
GM	--	Gender Mainstreaming
HOD	--	Head of the Department
HRP	--	Human Resource Plan
MDGs	--	Millennium Development Goals
MEC	--	Members of the Executive Council
MMS	--	Middle Management Service
NEE	--	National Employment Equity
NWCOSA	--	National Women's Coalition for South Africa
OECD	--	Organisation for Economic Co-operation and Development
OHCHR	--	Office of the High Commissioner for Human Rights
OSW	--	Office on the Status of Women

PERSAL	--	Personnel and Salary Administration
PWMSA	--	Progressive Women's Movement of South Africa
RDP	--	Reconstruction and Development Programme
RSA	--	Republic of South Africa
SADC	--	Southern African Development Community
SANDF	--	South African National Defence Force
SAWID	--	South African Women in Dialogue
SMS	--	Senior Management Service
UNFPA	--	The United Nations Population Fund

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Chapter 1

Introduction and Back ground of the study

1.1 Introduction

According to Bako & Syed, (2018), women's marginalisation in economic development, as well as in social and political spaces, is a global problem that continues to imperil us in this century .

The World Economic Forum (WEF, 2015) states in a related study that women's marginalization is a universal and long-standing issue with enormous economic and social consequences, and that the severity and consequences of such marginalisation differ across countries and cultures.

Woetzel et al. (2019) in their report, indicate that gender equality could raise global Gross Domestic Product (GDP) from \$12 trillion to \$28 trillion between now and 2025. According to Collins, McFadden, Rocco, and Mathis (2015), women's marginalisation has intensified sexism in work recruitment, promotions, and performance appraisals in organisations, as well as stereotyping in social settings, thereby putting women in disempowered roles and assigning less importance to their lives because of their gender. Therefore, to grow the domestic and national economies, it is important to adopt gender equality policies that will help in improving the participation rate of women and reduce inequality in the public sector. As a result, Alvarez and Lopez (2013) note in their study that the ultimate aim of gender equality is the elimination of gender-based discrimination. Gender according to Boerner et al. (2018) is the socially constructed roles, behaviours, expressions and identities of girls, women, boys and men, and gender diverse people. They also postulate that gender influences how people view themselves and each other, how they behave and communicate, and how power and wealth are distributed in society. They went further to say that, while gender is often thought of as a binary (girls/women vs. boys/men), there is significant variation in how individuals and groups perceive, view, and articulate it. In a related

study, Vom Steeg and Klein (2016) define gender as the roles, behaviours, and activities that are defined by social or cultural norms, such as gender norms associated with education, occupation, and health-seeking behaviours, and sex as the biological characteristics that differentiate males and females, such as the basic organization of chromosomes, reproductive organs, and circulating hormones. This implies that every culture assigns gender roles to women and men. Gender roles are the socially constructed roles, behaviours, activities, and qualities that are suitable for men and women in a given society (WHO, 2015). This means that every culture decides what behaviour is acceptable for a man or a woman, as well as the type of work a man or a woman should do. And this gender division of labor has made it difficult for women to access the resources available in the society, they are still marginalized in many communities, which reinforces gender inequality in the society, especially in the public sector.

Despite the various international agreements affirming women's human rights, the United Nations Population Fund (UNFPA) confirms that women are still far more likely than men to be poor because they have less access to property ownership, credit training, and jobs, and they are far less likely than men to be politically active and far more likely to be victims of domestic violence (World Bank, 2017). Gender equality, according to the United Nations Children's Fund (UNICEF), ensures that women and men, as well as girls and boys, enjoy the same rights, resources, opportunities and security (Ouda, 2020). Roller (2012) supports by saying that gender equality is a social state in which men and women have equal rights and a balance of power, status, opportunities, and rewards. She goes on to say that men and women will achieve gender equality by having fair access to and use of resources, equal participation in relationships, the home, the community, and the political arenas, and protection or freedom from abuse. This means that it is

focused on men and women working together as equal partners in the home, community, and society.

The United Nations Population Fund (UNFPA) validates that the various international agreements that affirm women's human rights notwithstanding, women are still much more likely than men to be poor because they have less access to property ownership, credit training and employment, and they are far less likely than men to be politically active and far more likely to be victims of domestic violence (World Bank, 2017). As such, the United Nations Children's Funds (UNICEF) submits that gender equality means that women and men, and girls and boys, enjoy the same rights, resources, opportunities and protections (Ouda, 2020).

Rolleri (2012) defines gender equality as a social condition whereby women and men share equal rights and a balance of power, status, opportunities, and rewards. She further explains that gender equality can be broadly operationalised by men and women by having equitable access and use of resources, equitable participation in relationships, the household, the community, and political arenas, and safety or freedom from abuse. This means that it is based on women and men being full partners in the home, community and society. It is therefore advisable that governments should put structures in place to give women the opportunity as the men in accessing and participating in the public sectors, and this can also be achieved through gender mainstreaming.

According to Bustelo (2017), gender mainstreaming is the reorganization, reformation, development, and assessment of policy processes such that a gender equality perspective is integrated into all policies at all levels and stages by the actors who are usually involved in policy-making. While gender mainstreaming is a long-term strategy, it has the potential to change the patriarchal structures that exist in the public sector by enacting strong policies that will ensure that men and women profit equally in society. Therefore, gender equality policies must be enforced in

all institutional spheres in order to encourage fair representation of both sexes in the public sector, as well as to ensure that all benefit equally and that inequality does not persist (2018, Staudt).

Gender mainstreaming, according to the European Institute for Gender Equality (EIGE), is an approach that entails both incorporating a gender perspective into the content of various policies and addressing the problem of gender representation in a given policy area (EIGE, 2018).

Boserup (2007), views gender equality policies as gender-sensitive action programmes implemented by an individual, a group, a government or an organization, as well as a set of principles or action plans in place to ensure that the organisational programmes promote gender equality and women empowerment. To this vein, the Common Wealth Secretariat (2019), asserts that gender equality policies should serve as frameworks for internal harmonisation and compliance with international instruments and commitments of member states on gender equality and women's empowerment. That is why in the development process, Willis, (2011) recognised and reflected on how the modernisation project impacted on women differently than it did to men. He argued that women were increasingly excluded as part of the population as economies shifted from a rural material base to an industrial urban core. This was due to women's associations with domestic and reproductive domains such as childcare and homework, while the role of men in the society has been established as a non-domestic activity. Gender equality polices will also increase gender sensitivity, allowing women to participate in the public sector. This is because, ILO, (2019a) observes that the number of women in the labour force is rapidly declining, and the two factors that contribute to this gender gap are social barriers and cultural constraints (ILO, 2019b). The glass ceiling syndrome, which prohibits women from achieving top positions in the public sector, is one of these social barriers. Sabharwal (2015) defines glass ceiling as the dominant paradigm that frames the challenges women face in attaining upward mobility in the workplace.

Similarly, Jefferson (2019) asserts that the glass ceiling is a subtle and transparent barrier that is strong enough to prevent women from moving up the corporate rank. And Jain and Muherji (2010) claim that the subtleness of the ceiling means that glass ceiling barriers are less tangible and may be rooted in cultures and societies, and as such, they work to impede the advancement of women to senior managerial positions, thereby limiting the number of women in leadership positions and increasing the gender gap in the public sector. Other cultural restrictions besides glass ceiling are the hegemonic masculinity and patriarchy that act as impediments to women who intend to climb the managerial ladder in the public sector. Hegemonic masculinity according to Jewkes et al. (2015), is a set of values, developed by men in power that function to include and exclude, as well as to organise society in gender unequal ways and that it combines many features such as a hierarchy of masculinities, differential access to power (over women and other men), and the interplay between men's identity, men's ideals, interactions, and power. And the effect according to Cornell et al. (2012); Matzopoulos, Cornell, Bowman, & Myers (2014); and Seedat et al. (2009), is most clearly visible in a country like South Africa where excess mortality from violence and chronic diseases is the norm. As a result, a shift in hegemonic masculinity will open doors for women in the public sector while still providing tangible benefits. The patriarchal nature of most societies also exacerbates the discrimination against women in the workplace. According to feminists, patriarchy is defined as a present day unjust social system that subordinates, discriminates or oppresses women. (Facio, 2013). As a result, inequality has been ingrained in most public sector organisations, affecting women disproportionately, making it impossible for them to find work in the public sector.

Since employment is one of the most significant sources of income and a major driver of escape from poverty, women's inability to access public sector jobs has intensified the feminisation of

poverty, which is worst in Africa and South Africa in particular, and has been aggravated by the apartheid regime.

As this study seeks to investigate the implementation of gender equality policies in the Gauteng department of labour and to achieve gender 50/50 parity in the public sector, a brief overview of relevant legislations is of utmost importance.

1.1.1 Overview of Applicable Legislations and Frameworks

A legislation, according to the Cambridge advanced learner's dictionary, is a law or collection of laws proposed by a government and made legal by a parliament. De Jager, (2000), asserts that it determines amongst others the rights and obligations of individuals and authorities to which the law applies. And as such, it is a vital tool for every government to coordinate the society and protect the citizens, as well as to provide avenues for initiating change and resolving problems.

In South Africa, there are legislations that come as institutional or legal frameworks and they have been established for the promotion of gender equality and human rights, and they are located in all the nine provincial governments. Some of the institutional frameworks are:

The Commission on Gender Equality (CGE), Human Rights Commission, the Commission for Employment Equity (CEE) that supports section 53 of the Employment Equity Act (EEA) which deals with financial penalties for non-compliance of EEA, and the Office on the Status of Women (OSW). These frameworks are intended to help create a gender policy and action plan, as well as to coordinate the efforts of other players and stakeholders.

The legal frameworks include, the Employment Equity Act (EEA) of 1998 that was passed to support section 9(2) that promotes the achievement of equality and protects people who are disadvantaged by unfair discrimination. The Labour Relations Act (No. 66 of 1995) establishes the laws that regulate South African labour laws. The Basic Conditions of Employment Act (No. 75 of 1997) are two important pieces of legislation.

Gender Equality Act aims to achieve "a minimum of 50 percent" female representation in different fields and to promote women's empowerment. The Act is applicable in this research because it protects employees from discrimination. Secondly, the Equality Act, and specifically, the Gender Equality Law of 2011, expressly states that men and women should be paid equally for work of equal value. As a result, if gender equality policies are enforced, they would eradicate gender inequality in the Gauteng department of labour and alleviate the poverty level in the GPG, resulting in increased women economic participation and, therefore greater gender equality. Another important Act is Act No108 of 1996 as described below.

Constitution of the Republic of SA, ACT No. 108 of 1996

The concept of gender equality is enshrined in the South African constitution, which was adopted in 1996. To achieve this objective, the CGE collaborates with the South African law enforcement agency as it was established to promote and reinforce democracy and a human rights culture in the country. The aim of the Commission is to promote gender equality in all aspects of the society and to make recommendations on any legislation that affects women's rights.

The following are the regulatory frameworks:

United Nations (UN) Millennium Development Goals – Goal3: To Promote gender equality and empower women

Goal 3 tracks of the Millennium Development Goals monitors key elements and measures of women's social, economic and political participation and guides the construction of gender-equitable societies. Target 3.A. of this goal is to eradicate gender disparities in primary and secondary education by 2005, and in all levels of education by no later than 2015. This is followed by what is commonly known as the Beijing Platform for Action.

The Beijing Platform for Action (BPA)

This is the UN's agenda for women's empowerment. The South African government participated in the Fourth World Conference on Women in Beijing in 1995 and pledged to uphold the agreements that were reached. Because it has made a promise, strategies for women's development must be implemented. In this study, the BPA serves as a guide for developing gender equality policies in the Gauteng department of labour.

The Southern African Development Community (SADC) Gender and Development Protocol, 2008

This 2008 protocol is a legally binding agreement that requires all SADC member states to accelerate efforts toward gender equality in the region. South Africa has agreed to the SADC declaration on gender and progress, as well as the addendum on the prevention and eradication of violence against women and children, as a member of the SADC. This was agreed upon by the SADC leaders. The Protocol, for example, has set a goal of 50% gender representation in governance in all aspects of decision-making by 2020, and the South African department of labour has worked tirelessly to reach at least 30% in the public sector.

The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa.

The African Union adopted this Protocol on human and people's rights in 2003 to address the rights of African women. This protocol aims to promote and secure women's rights by establishing a robust legal mechanism for holding African governments responsible for violations of women's human rights.

The Convention on the Elimination of All forms of Discrimination against Women (CEDAW)

It was ratified by the United Nations General Assembly in 1979 and became known as the universal bill of rights for women. It explicitly describes what constitutes discrimination against women and establishes a national action plan to combat it. Any country that has ratified the convention, including South Africa, has agreed to take a series of steps to eliminate all types of gender discrimination.

The Promotion of Equality and Prevention of Unfair Discrimination Act (PE-PUDA) 2000.

This was drafted in response to the 1996 constitution's mandate to enact national legislation in order to discourage or ban unfair discrimination, and in fulfillment of South Africa's international obligations under the convention on the elimination of all forms of racial and other forms of discrimination against women.

South African National Policy Framework, women's empowerment and Gender Equality 2000.

This framework is intended to give effect to Section 9 of the Constitution of the republic of South Africa, 1996, concerning women's empowerment, gender equality, and women's selection and participation in decision-making positions. These international, regional, national agreements and protocols accelerate South Africa's mainstreaming strategies on women's empowerment and gender equality. This indicates that there is a national and international policy context in which gender equality has been identified as a priority for South Africa. The aforementioned policies not only demonstrated the government's commitment and goals, but also directed how all sectors of the society should be involved, and they provided an enabling environment for gender equality in the Gauteng department of labour.

South African labour laws have been hostile to women, as they tend to exclude a vast majority of

women from public sector employment. However, efforts have been made to review and amend these laws, as well as introduce new ones. Therefore, it is important for every individual and stakeholder to have a thorough understanding of existing laws and regulations in order to facilitate compliance. The Republic of South Africa's Constitution, Act 108 of 1996, Chapter 2: Section 9 stresses on human dignity. It prohibits discrimination based on race, ethnicity, and gender, and it explicitly addresses gender equality, affirmative action, personal freedom and security, and socioeconomic rights.

Parliament has made some progress in ensuring that legislation meant to change both the position and conditions of women are passed.

Examples of these are:

- The Choice of Termination of Pregnancy Act (1997),
- The Domestic Violence Act and the Maintenance Act (1998)
- Customary Law Act (1998)
- Customary Marriages Recognition Act (1998).

Some of the labour laws that have historically discriminated against women have been checked and revised, and new laws have been enacted.

The following are some examples that can be used as a starting point for gender equality work:

- The Relations Act (1996),
- The Basic Conditions of Employment Act (1998)
- The Employment Equity Act (1999) and the Skills Development

The Gauteng province supports the South African equality clause of chapter 2 of the Constitution (Ndlazi, 2020) which says that "Equality includes the full and equal enjoyment of all rights and freedoms". In a bid to advocate the above mandate, the Gauteng provincial government has ratified

a number of international and regional policies that South Africa had adopted in its commitment to achieve gender equality in its gender equality policy.

1.1 Background of Study

According to studies, women are under-represented in leadership roles in several nations, including Australia, (Davidson, 2009; Still, 2006), United Kingdom (Davidson, 2009; Thomson et al., 2008) and South Africa (Booyesen and Nkomo, 2010; Mathur-Helm, 2006). Even though, the World Economic Forum (WEF) observes that gender gaps are more visible in developing countries, nevertheless, a number of countries in these regions, like Sri Lanka, Lesotho, and South Africa outrank some of the developed countries like the United States in terms of gender equality. (Schwab, 2010).

Georgieva, & Bibeau, (2018); O'Hagan, (2018); & Wiley, (2016), in their studies, posit that gender inequality has become a cost to the world and the underrepresentation of women in the labour market has culminated in wage disparities between men and women, which has a detrimental impact effect on the global economy. As a result, introducing and successfully implementing gender equality policies will go a long way towards addressing the global gender inequalities.

Gender equality policies came into existence in South Africa due to the discrimination against the blacks in the apartheid era. The Oxford Advanced Learner's Dictionary (2018), defines apartheid, which in Afrikaans language means distansiation, as a systematic racial segregation that was introduced in 1948 by the National Party with the aim of imposing nearly complete separation of the races in South Africa and it was discriminatory against black Africans. It was a time marked by an oppressive political ideology founded on white supremacy, which ensured that South Africa's minority white community controlled the country politically, socially, and economically

(Mayne, 1999). In South Africa, whites retained almost all political influence, while other races were almost entirely marginalised.

During this period, all South Africans were classified into four racial groups: Blacks, Whites, coloureds, and Indians, (Schaefer, 2008), with racial classification determining where they lived (Walton et al., 2011). At this time, the Population Registration Act was introduced to be used for racial classifications (Posel, 2001), as well as to conduct examination to decide if someone should be categorised either coloured or white, or coloured or black.

Non-whites were subjected to racial discrimination based on their skin and facial features. The era was marked by a particularly harsh form of economic, political, and cultural discrimination codified through legislations (Cheeseman, Bertrand, & Husaini, 2020) such as the Prohibition of Mixed Marriages Act and the Immorality Amendment Act that made it illegal for most South African citizens to marry or pursue sexual relationships across racial line (Walton et al., 2011), and the Pass Laws, (Kiloh and Sibeko, 2000), which sought to tightly regulate the movement and activities of non-white communities. This socially imposed separation of black Africans from other races eventually led to pass laws and land distribution (Breckenridge, 2014). Blacks and women in particular were not favoured by the education system. The Bantu education system was established, which created a separate system of education for black South African students, with the specific goal of instilling the idea that black people should acknowledge their subordination to white South Africans (Bauer, 2020). Under the system, Africans were required to learn certain subjects at school in Afrikaans, and many black people disliked Afrikaans because it was the language of the apartheid government and the language of their oppressors. (Menán, 2016).

White people were entitled to be in some areas, while black people were required to get special passes or have permission to move outside their assigned area, or work in areas reserved for whites.

The government split up mixed-race neighborhoods and forcefully relocated many black people from their homes (From 1960 to 1983, the Bantustan Policy was enforced to forcibly move South African blacks out of the areas designated for whites).

The dehumanization in South Africa during apartheid ignited riots in various townships. For instance in Sharpeville, 69 demonstrators were killed by the police, (Haas, 2008), in Soweto, there was an uprising (Pieterse, 2001), where students in Soweto took to the streets to protest against the imposition of Afrikaans as the only language of instruction, and in this protest, about 700 people were killed. (Harrison & David, 1987; Elsabe et al, 2001).

In the apartheid era, poverty was widespread, especially amongst women. This was because of the systematic and socially engineered placement of women in the rural areas, as well as the underdevelopment of infrastructure in these areas. Both apartheid laws and oppressive customs and traditions disempowered women. Women were subjected to a high level of brutality.

Rape cases, as well as other types of physical and psychological abuse of women and children, were extremely prevalent among South African women. The environment hampered women's empowerment and access to job opportunities.

In 1991, the United Nations (UN) created the National Peace Accord to bring to an end the political violence in South Africa. (UN, 2017). The last President who held office during the apartheid era was Frederik Willem de Klerk, and he was responsible for holding negotiations with political prisoner Nelson Mandela to end the apartheid system of government in South Africa. (Abegunrin & Olayiwola, 2009).

Following these successful negotiations, Nelson Mandela was elected to the presidency of South Africa after multi-racial elections were held in April 1994, and he became the first black person to

hold the position. (Lockard, 2010). The first democratically elected government that saw Mr. Nelson Mandela as the first black president ushered in the post-apartheid era.

The post - apartheid era is the period after the end of segregation or discrimination until date in South Africa. This is the period of democracy that brought a lot of remarkable changes in the lives of South Africa women. Despite the adoption of the United Nations' Convention on the Elimination of All Forms of discrimination against women and other gender policies, inequality persists in South Africa (Mckenzie, 2021). This is because of a myriad of cultural and structural challenges that were brought about mostly by the apartheid regime that had negative impacts on both black and coloured women, and as such, they suffered both racial and gender discrimination. (McElligott, 2019; Cotula, 2006). Due to the pass laws and the controlled movements in the apartheid era, women could not find jobs because they were confined to the rural areas and even in the so called rural areas, there were legal barriers to women owning land, and jobs were scarce outside of cities, (Landis, 1975). The economic and social consequences of apartheid continue to the present day. (Leander, 2015; Ramaphosa, 2018). This consequently leaves the status of an average South African woman in the same condition even after apartheid, thereby escalating the feminisation of poverty as women are still bearing the brunch of home and childcare.

Odekon, (2015) describes feminisation of poverty as an increase in the lack of financial resources in female-headed households compared to that of male-headed households. According to a study by the Parliamentary Assembly Committee for the council of Europe (2007), feminization of poverty means that women are more likely than men to be poor ; that their poverty is more extreme than men's; and that poverty among women is on the increase.

Chant (2006), explains that it is caused not just by lack of income, but also by a lack of capabilities and gender differences that exist in both societies and governments. This means that the apartheid

government's reverberations continue to encourage marginalisation and a feminisation of poverty among South African women. Medeiros & Costa (2008) also explain that the feminisation of poverty is a relative concept based on a woman- to- man distinctions. They further emphasized that, if poverty in a society is significantly reduced among men but slightly reduced among women, there would be a feminization of poverty, and this is a typical example of an average South African family as there is a sustained relative poverty in the society.

Jayachandran, (2015) notes that poverty is a gendered phenomenon because women more often than men, are its victims. World Bank (2006) confirms that poverty and slow economic growth are linked with gender inequality. Boyede (2010) identifies that gender disparity is one of the major causes of poverty in Africa and that it has adverse effects on development, entrepreneurship, productivity, and competitiveness.

Similar to the apartheid regime is the patriarchal structure of Africa, which also fortifies the persistent discrimination against women and the unequal treatment they receive at the workplace and has reinforced the existing poverty among women in South Africa.

Patriarchy, according to Rawat (2014) is a social and ideological construct that considers men superior to women. Green (2010), defines patriarchy as the rule of the father, while Giddens & Simon, (2006) define patriarchy as a system of social structures and practices under which men dominate, oppress, and exploit women, and Lorber (2010), argues that although and constitutionally, men and women have equal rights and should be treated equally in all spheres of life, he maintained that patriarchal structure has intensified the marginalization of women , hence , they cannot be engaged or participate in strategic decision making.

The hangover of apartheid coupled with the enduring patriarchy inherent in South Africa affect women thus heightening women marginalization, the disparity that has existed in the public sector, and the increased feminization of poverty.

In addition to patriarchy, hegemonic masculinity also validates how and why men retain dominant social roles over women, and other gender identities that are viewed as feminine in a given culture. Hegemonic masculinity according to Morrell, Jewkes, & Lindegger, (2012), is a social structural construct that is used to justify the legitimisation of masculinities through social institutions and social groups. Jewkes & Morrell (2012), observe that the concept is defined based on the subordination of women and girls. In light of this, Edwards, (2015) concludes that masculinities such as this preserve and perpetuate inequalities between men and women, which must be abolished in order to achieve gender equality.

In their study, Connell & Messerschmidt (2005), argue that hegemonic masculinity mobilises and legitimates the subordination and domination of women by men in South Africa and that gender inequality impedes poverty reduction and has exacerbated women's marginalisation, thereby strengthening the feminisation of poverty even in the post-apartheid. According to ILO (2014), women account for two-thirds of the one billion people living in extreme poverty, and they make up 40 per cent of the 400 million working poor. In a similar study, the World Food Programme ascertains that rural women are more vulnerable to poverty and hunger, despite owning less than 20 per cent of global land (UN FOA 2010). This is because women lack access to resources and are sidelined in decision-making, and some of these features are very noticeable among South African women even in the post-apartheid epoch.

Despite the repeal of racist legislation, South Africans remain deeply divided along ethnic and socioeconomic lines (David et al., 2018). Poverty has risen in the last five years, with over half of

the population living in poverty, and female headship has been on the rise (StatsSA, 2017). The unemployment rate was 26.7 percent in the fourth quarter of 2017, with the rate for women being higher (Nwosu & Ndinda, 2018). This means that the incidence of poverty among South African women is also increasing compared to that of men.

The glass ceiling effect, on the other hand, is a metaphor that is frequently used to explain the obstacles that women face when pursuing top management roles in various organizations. (Burke and Vinnicombe, 2005; International Labour Office, 2004; McLeod, 2008). These barriers exist in the form of dominant social norms such as values, beliefs, attitudes, behaviours and practices that uphold male dominance, condone and maintain unequal power relations between women and men, undercut women's social, political and economic rights (Smee, 2015).

Jain and Mukherji, (2010) explain that glass ceiling is not the same as the formal barriers to career advancement such as lack of education or work experience, they explain that the ceiling is made of glass because the woman can see through it, but it becomes a point beyond which they cannot reach, or a ceiling on their advancement.

Otoo, Boateng, & Adjaye (2009), confirm the existence of glass ceiling in the public sector, and the factors that reinforce its existence in both private and public sector organisations. Similarly, Pruitt, (2015) and Mayock, (2016), identify possible triggers of glass ceiling as organisational barriers, individual factors or community differences. They explained that organisational barriers are the formal or informal institutional policies or practices against women, while individual factors or group differences are the personal characteristics or habits in women such as fear, pride, lousiness, rudeness, callousness, time mismanagement, negligence, gossip, toughness, lack of self-confidence and loss of concentration in women that drop them back in occupying higher organisational levels. This means that despite the policies put in place by the post-apartheid

government, inadequate policies, hostile work environments, bureaucratic organisational structures , as well as individual factors, women are unable to reach top positions in the South African public sector. Since equal participation of both sexes is critical to the economic growth of any nation, gender policies and programmes such as affirmative action, are needed to prevent and eradicate poverty amongst women, as well as increase their participation rate in the labour market. Despite the fact that the end of apartheid allowed the country to uphold complete legal equality for all South Africans, regardless of race, the country is still grappling with the social inequality that was created by decades of apartheid. (StatSA, 2017).

In the post-apartheid, the government is committed to end racism, and as a result, advocate for gender equality policies such as the Black Economic Empowerment (BEE) policy. Nevertheless, Erlank, (2005) identifies that the BEE policy has not only failed to address the inequalities in the South African public sector, but it has also increased the economic marginalisation of South African women. As a result, the African National Congress (ANC) came into power in 1994 with the primary goal of eliminating racial and gender inequalities through affirmative action policy. And as such, Archibong & Adejumo (2013), explain that affirmative action policies in South Africa and other countries were crated to resolve inequality and inequity, as well as to handle a broad range of diversity in all spheres of life, particularly, after the end of apartheid in 1994.

According to the oxford dictionaries (2014), affirmative action is a collection of policies and practices within a government or organization aimed at increasing the inclusion of specific groups based on their gender, race, creed or nationality in areas that they have previously been excluded, such as education and jobs. Similarly, the Merriam-Webster Dictionary (2021) defines it as an active initiative to increase the employment or educational opportunities of members of minority groups and women. The Affirmative Action legislation was enacted to ensure that issues

concerning gender inequality and discrimination are addressed through legislative compliance in order to establish a working environment that is friendly to women and people with disabilities.

Affirmative action, according to Kim & Kim (2014), corrects unfair treatment and gives women equal opportunity in the future. Other studies explain that it is a regulation that forbids employers to discriminate against individuals because of their race, color, religion, sex, or national origin in decisions regarding hiring, firing, compensation or other forms of employment. (Amano Aramburu, & Contractor, 2021).

Therefore, affirmative action policies are implemented to address the discrimination which stems from the patriarchal nature of many societies, which compels the government to intervene in employment practices of business in order to reduce inequality and achieve more proportional representation in the workplace. In other words, affirmative action entails affirming and encouraging equal opportunities for minorities so that they can have full participation in the society. Nevertheless, Roberts, Smith, & Reddy, (2010), posit that the implementation has been criticized because it is perceived to give preferential treatment to non-white at the expense of white people. As a result, the ANC adopted the policy of affirmative action, which according to the DPSA white paper serves as a testimony of the ANC led government's commitment to transform the public service into an institution whose employment practices are underpinned by equity. The white paper also highlights the policy structure, which outlines the mandatory requirements and measures that national departments and provincial administration should take in order to establish and implement affirmative action programmes. As a result, the number of black workers in the public sector has risen. Despite the fact that Rudman et al., (2012) argue that backlash toward both female and male goals serves to preserve the status hierarchy and retain men in high-status roles,

it also serves to restrict women's access to these positions, stifling women's advancement and creating workplace disparity.

Hartmann (2010), maintains that gender equality and women empowerment notwithstanding, the household unit has a conventional structure – and still does, making males the dominant gender. These traditional stereotyped role expectations spill over into organisational policies and practices, perpetuating women's marginalised work roles (Bobbitt-Zeher, 2011; Cha, 2013), and become entrenched in a gender-biased organisational culture (Prescott & Bogg, 2011). As a result, even where women are well qualified and experienced, they face discrimination (Kloot, 2004).

Male supremacy in most organisations and at management levels has resulted in a culture where male behaviour patterns are viewed as the norm, making it difficult for women to be considered as equals by their male colleagues. For this reason, a strong affirmative action policy needs to be implemented in the public sector in order to have an equitable representation of both sexes and to achieve the 50/50 parity in the public sector.

In spite of the introduction of the various policies to end inequality in the post-apartheid era, women's efforts to advance to management positions continues to be stymied by the legacy of past discrimination. As a result of this gender stereotyping majority of women are being employed in fields such as education and health in which they perform relatively at lower levels in most organisations , with very little opportunities to make decision-making positions.

Despite the fact that South Africa ranks second position in Africa in terms of women's political representation and participation, the inability of women to access public sector employment persists, with just 24% in economic decision-making positions in both the public and private sectors (SADC Gender Protocol, 2010).

Apartheid left South Africa with various kinds of inequalities, especially in the labour market, such as employment rates and wages (Rospabé 2002), occupational attainment and segregation (Gradín 2017), which according to Gradín (2013), have resulted in higher poverty among the black population.

Gelb (2004) also observes that apartheid's harsh effect, particularly on gender equality, transformed the family setup, forcing black men to temporarily leave their villages to work in cities or in the mining industry, while women and children remained in the rural areas, contributing to higher poverty among female-headed households. And, as a result of this disruption of family life, many women were forced to take on the roles of both breadwinner and care-giver through self-employment in the informal sector (Casale and Posel 2002; Posel 2014), even in the midst of high unemployment and HIV/AIDS prevalence, with very limited economic opportunities (Budlender and Lund 2011), and with lower wages (Burger and Yu 2007; Wittenberg 2014). Similarly, Cohen and Mike, (2012), confirm that after the first census in 2012, the average black family earned one-sixth (roughly 17%) of what the average white family earned. This highlights the presence of inequality and poverty in the post-apartheid, and this was reemphasized in 2015 data, which revealed that women earned 23% less than men in South Africa (StatsSA, 2015).

Due to South Africa's long history of discrimination against blacks, most public sector organisations did not have black employees and women in particular. As a result, and prior to 1994 elections, the ANC formulated policies to maintain gender parity and reduce the imbalances of the past discriminatory laws and practices, especially racism to create a non-racial democracy.

The democratic revolution brought about many changes that allowed feminists and women's rights activists to articulate their demands and assert their claims. women's activism, for instance, played significant roles in advocating for equality as South Africans did not only institute a proportional

representation system (Britton 2002) but also constructed one of the most gender-equitable constitutions in the world (Walsh 2006), and by 1998, they had already created a number of state institutions to monitor gender equity (Seidman 2003). However, the proud history of women's activism in South Africa notwithstanding, especially in the fight against apartheid, gendered activism has always played a secondary role in the nationalist political aims of the ANC (O'Manique & Fourie, 2016), leaving South African women even in post-apartheid in disadvantaged positions, and resulting to the huge economic inequality between blacks and whites. Irrespective of the gender equality policies and legislations towards women's empowerment, South Africa still has patriarchal elements that restrict women's roles to childcare, caring for the sick, and fetching water and fuel, rather than being economically active and employed, and engaging adequately with the broader economy (International Women's Forum, 2011).

Despite the intervention by UN in 1991 to bring to an end political violence in South Africa by establishing the National Peace Accord (National Peace Accord, 2017), there has been little or no progress in the lives of women in South Africa, and gender equality in both the private and public sectors is far from being equal.

According to Dormekpor (2015), gender inequality continues to pervade every society but more pronounced in developing countries. Syed and Van Buren (2014) also mention that gender equality is not uniform due to different cultural and societal practices and ideologies. As a result, gender inequality has been extremely diverse and has been in existence among women and men. Furthermore, Bayeh (2016), observes that women account for 70% of the world's poor due to unequal economic opportunities, and failure to value women's work has also been identified as a major barrier to poverty reduction and economic growth across the developing countries. Therefore, women's work in this regard, is instrumental to rescuing them from a life of poverty so

that they might contribute to economic growth. (OECD, 2008). Thus, it is highly recommended to empower women, and remunerate their domestic work in order to alleviate poverty as well as promote economic growth (OECD, 2008), and reduce gender inequality.

Gender inequality is described by the United Nations (2014) as a situation in which unequal value is credited to men's and women's activities, needs, and ambitions resulting in unequal rights and opportunities generally, such as in the accessibility and control of resources, participation in economy, and decision-making. This means that gender inequality exists everywhere most especially in the public sector.

The public sector (also known as the state sector) is the part of the economy that consists of both public services and public enterprises. Public enterprises, also known as state-owned enterprises, are self-financing commercial enterprises that are owned by the government and provide various private goods and services for sale (Investor words, 2016).

The public sector also includes those who work for the governmental such as elected officials and thus, serves as one of the vehicles for achieving gender equality. Jobs in the public sector includes both general government and publicly owned resident enterprises and companies (OECD, 2019b), and the composition of the public sector varies by country (Investor words, 2016). South Africa's public sector like in most countries includes such services as the military, police, infrastructure (public roads, bridges, water supply, sewers, electrical grids, telecommunications, etc.), public education, and health care.

Just like any other institution, South Africa's public sector is characterized by gender inequality and discrimination that favour the men more than the women, this is due to the patriarchal culture and the legacy of the apartheid system. And, in order to reduce this imbalance, all public sector

programmes must be gender mainstreamed to ensure that men and women have equitable access to opportunities that are available in the public sector.

According to Booth and Bennett (2002), Gender mainstreaming is a public policy concept that evaluates the different implications for women and men of any planned policy action, including legislation and programmes, in all areas and levels. In a related study, the United Nations Economic and Social Council (ECOSOC), expounds that it is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and to ensure that inequality is not perpetuated. (ECOSOC, 2003). This means that gender mainstreaming ensures that gender perspectives and the objectives of gender equality are at the center of all activities, especially in policy development, implementation, monitoring and evaluation. Therefore, gender mainstreaming has broader ramifications than just maintaining equal numbers of men and women in both private and public sectors in order to actively promote gender equality.

Warth (2012) explains that gender equality means that the rights, responsibilities and opportunities of individuals are not contingent on whether they are born male or female. Holzner et al., (2010), also define gender equality as a condition in which all human beings are free to develop their personal abilities and make choices without being constrained by rigid gender roles, and that the different aspirations and needs of women and men are considered, valued and favoured equally. Therefore, the employment sections of every public sector must ensure that decent work is available to both men and women by designing equality policies that consider gender roles.

Based on this, the Office of the High Commissioner for Human Rights (OHCHR), submits that many international human rights treaty bodies have interpreted **RIGHTS** to non-discrimination

and **EQUALITY** to include those forms of discrimination and inequality that are rooted in stereotypes, including gender stereotypes. (OHCHR, 2014). As a result, the United Nations (UN) has mandated every member state to adopt measures, including temporary special measures that will eliminate occupational segregation based on gender stereotypes. (OHCHR, 2014).

Fosuah, Agyedu, & Gyamfi , (2017), emphasize that today's women are involved progressively in career innovations that qualify them to assume occupations, professions and managerial position that have traditionally been reserved for men. However, in an article on women in public institutions of the Ashanti Region of Ghana, Otoo, Boateng, & Adjaye (2009) observe that Ghanaian women have not been equally appreciated as men, they also identify that diverse workplace discrimination has been their hallmark and glass ceiling have been their reward. Discrimination against women encompasses those differences of treatment that result from stereotypical expectations, attitudes and behaviours towards women. CEDAW highlights how traditional attitudes that place women in a subordinate position to men perpetuate widespread practice involving violence and coercion (OHCHR, 2014). Therefore, CEDAW's Article 5 (a) requires state parties to take all appropriate measures to modify men's and women's social and cultural patterns of behaviour in order to eliminate practices that are founded on the notion of the inferiority or dominance of either sexes or on stereotyped roles for men and women. CEDAW Article 2(f) strengthens article 5 by compelling State Parties to take "all necessary steps" to "modify or abolish laws, regulations, customs and practices that discriminate towards women". To this end, and in addition to the international and legal frameworks stated previously, South Africa has established some other institutional and legal frameworks to promote gender equality. For instance, there is a mechanism in place to advance sexual orientation correspondence, which is generally known as the National Apparatus that is located in all the nine provincial governments.

Gender Focal Points are also present in all the provincial departments, as well as women's caucus groups found in provincial legislatures. Although most offices have created and modified their own sexual orientation division approaches, they are consistent with the national frameworks.

All these interventions notwithstanding, gender disparity remains a persistent issue, with women still being constrained and discriminated against in terms of access to education, work and economic assets (Kelly & Kerry, 2020). Globally, over 2.7 billion women are legally restricted from having the same choice of jobs as men, and out of 189 economies surveyed in 2018, 104 economies still have laws prohibiting women from working in specific jobs, 59 economies have no laws on sexual harassment in the workplace, and in 18 economies, husbands can legally prevent their wives from working (World Bank, 2018). These global restrictions have therefore created inequality in the public sector resulting to feminization of poverty.

1.2 Problem statement

The implementation of gender equality policies continues to pose a challenge in both the private and public sector. In the Gauteng department of labour, there are currently no mechanisms for monitoring, reviewing, and evaluating gender policies. Traditional beliefs and cultural views about women's roles in the society are still kept sacred, hence the difficulty in diverging from this culture and tradition. Women are still assigned the roles of homemakers while men are assigned the roles of breadwinners, heads of household, and the right to public life. The patriarchal social order that places women in a subordinate role to men, as well as pervasive culture of gender-based violence, particularly against women and girls, has hampered the implementation of gender equality policies especially in various government departments including the department of labour. However, despite the robust legislative structure, and the consolidation of the Employment Equity Act (EEA) after 19 years, the speed of transformation has been set, however its slow pace of

implementation and resistance from a number of employers. Employment equity is not integrated into business strategies and plans to promote equity. There are no mandatory EE targets or thresholds for various employers to meet in order to ensure that there is equity in their various workplaces. There is a serious lack of adequate monitoring of compliance by employees and trade unions in relation to the implementation of the agreed EE targets set by employers. The concept of feminization of poverty is a wide spread phenomenon in South Africa. This gender division of labour in the household, the low importance placed on women's work and the previous patriarchal civil and traditional laws that denied women access to land, loans and property are all contributing factors.

1.3 Aim of the Study

The study's aim was to examine how gender equality policies have been implemented in the Gauteng department of labour and to review the policy environment in the Gauteng department of labour and the progress made on women empowerment.

1.4 Objectives of the Study

The following are the research objectives:

- To explore whether the introduction of gender equality policies in the post-apartheid era has improved the conditions of women and increased their participation rate in the department of labour.
- To investigate the rate at which these policies have been implemented in order to eliminate gender discrimination and women marginalization in the department of labour.
- To examine if the implementation of these policies have brought about equity in the department of labour .

1.5 Research Questions

The following are the research questions:

- To what extent has the introduction of gender equality policies in the post- apartheid era has improved the conditions of women and increased their participation rate in the department of labour?
- What is the rate at which these policies are being implemented in order to eliminate gender discrimination and women marginalization in the department of labour?
- Have these policies brought about equity in the department of labour?

1.6 Significance of the Study

The study explores the levels of commitment in the implementation of gender equality policies in the department of labour, as well as the improvement of understanding of how transformation through policy implementation can bring about equity in the Gauteng department of labour. By critically reviewing the impact of the policy environment and regulatory framework on the challenges faced by women in the GPG, the study adds to the body of knowledge regarding gender equity policies and provides guidelines to both private and public sector organizations. It will help policy and decision makers to determine the relationship between the implementation of gender equality policies and achieving gender equality in the department of labour, and establish a database for further research.

1.7 Organisational structure of the Department of Labour, South Africa.

The South African government is divided in three levels: the national government, nine provincial governments, and 278 separate local governments, all of which have concurrent powers and functions as specified by Constitution. The DOL which is one of the nation's public sector

organisations is found in all the nine provinces and it is divided into the head (national) office, based in Pretoria, 10 (now 9) provincial offices and 125 labour centres (ILO, 2010).

The department of labour has been structured for easy facilitation and implementation of programmes and it is divided as follows: First is the national office which is the policy-making body. Second, there are provincial offices that provide technical and administrative support to local labour centres. Third, the Skills Development Act 1998, which mandates the creation of labour centres to provide jobs services to employees , employers, and training providers in order to encourage employment, income generating initiatives, and education and training programmes (ILO, 2010). The labour centres have operational autonomy and are headed by regional managers who report to the Director General (DG) of labour, who in turn reports directly to the minister. Under the DG's supervision are four branches: Corporate Services, Service Delivery, Labour Policy, Labour Market Programmes / Employment and Skills Development Services. There are two Chief Directorates and Chief of Operations. The provincial offices provide technical and administrative support to the local labour centres through the two main components of the DOL which are the Public Employment Services (PES) and the Inspection and Enforcement Services (IES).

- a. The PES was established in 2009. Its key services include: registration of job seekers and placement opportunities and placement of work seekers, career information and guidance, special labour market programmes, and regulatory functions such as registration and monitoring of private employment agencies are among its main services.
- b. The IES's main responsibilities include conducting workplace inspections and audits for accredited inspection authorities, monitoring and enforcing compliance with labour legislation, providing advice, technical information and support services to empower

workers, employers and stakeholders, and preventing labour disputes and workplace accidents, as well as investigating workplace health and safety incidents once reported (DOL 2011a).

Other business units are the:

- a. Labour Market Information and Statistics (LMISS&P) – This office monitors and maintains the labour market trends and manages information for the province.
- b. Management Support Services (MSS) offers a variety of support services such as communication, human resources management, finance, supply chain and risk management, among others.
- c. Employment and Skills Development Services (ESDS) is responsible for training programmes, counseling and job selection services (DOL, 2011).

The department of labour has its own organizational performance management policy and performance information management process guidelines, which apply to all DOL offices, including head office, provincial offices and labour centres (DOL, 2011). These policies and guidelines have been put together within the national policy set by the presidency and the treasury. Despite all of these structures, gender equality initiatives in the Gauteng department of labour are also not a top priority.

The department of labour was chosen as a case study is because it has a mandate to regulate the labour market and oversee the implementation of gender equality policies in both private and public sectors , as well as to aim for a labour market that is conducive for investment, economic growth, employment creation, decent work, and for a sustainable economy. (Department of Labour, Strategic Plan, 2014 -2019).

The Gauteng department of labour was chosen for this study for the following reasons: Although Gauteng has the smallest land area but has the highest human population in South Africa, it is however the richest in province in South Africa. (Tongwane, 2015). Second, it is home to a large number of multinational companies, allowing it to contribute 10% of the total GDP of sub-Saharan Africa and about 7% of total African GDP (IMF, 2018). Third, because of its strategic location, many immigrants are drawn to this part of the world for greener pastures. Fourth, as the economic hub of South Africa, which has been fuelled by the development of the mining industry, a large number of people are enticed to the region. Fifth, there are persistent relative economic challenges in the other provinces, which is compounded by the fact that Gauteng's labour market is likely to be less skills-constrained than those in other provinces. And as such, the province attracts and depends on a large number of immigrants for the supply of its labour. Finally, it is considered the gateway to Africa, the heartbeat of South Africa whose economy is worth one trillion rand of goods and services which is the largest economy in the country. (Gauteng State of the Province Address 2015). Therefore, the Gauteng province will definitely have a detailed information of labour market characteristics and gender representation of the public sector. The gender policies are the same in all the nine provinces. Each of these provincial offices plays a significant role in reducing unemployment and poverty, reducing inequality through a set of policies and programmes developed in consultation with social partners. (Department of Labour Revised Strategic Plan, 2017).

In order to combat discrimination, the GPG has established a range of gender equality policies to be enforced. The GPG's labour department now collaborates with independent institutions like the Commission on Gender Equality (CGE), which oversees the implementation of the gender equality policies and legislation. Despite this, gender inequality and the inability to break through the glass

ceiling remains an issue in the Gauteng department of labour. As a result, women's empowerment should be seen as a tool for achieving gender equality rather than an end in itself (Adusah-Karikari & Akuoko, 2010).

The South African constitution protects women's rights to the extent that all oppressive laws have been abolished and replaced with legislations that explicitly promote women's development and empowerment. Irrespective of these enabling environments, women continue to face challenges such as poverty, unemployment, physical abuse and violence. Despite the fact that gender mainstreaming was adopted as a global strategy for achieving gender equality at the fourth world conference on women held in Beijing (Adusah-Karikari & Akuoko, 2010), women still remain discriminated against in terms of accessing public sector employment as well as top management positions.

1.8 Implementation of gender equality policies in the Department of Labour

The department of labour exists in almost every country with specific roles and responsibilities of controlling working conditions and protecting workers who are more vulnerable in their employment relationships (ILO, 2007). The department of labour in the Gauteng provincial government has helped to build an enabling climate for gender equality by enacting a number of policies. Some of them are the Gauteng Global City Region Perspective; the Gauteng Social Development Strategy; and the Gauteng Broad-Based Black Economic Empowerment (BBBEE) Strategy. All of these efforts are aimed at ensuring that gender mainstreaming is incorporated into all facets of the provincial department's operations. The Gauteng gender equality policies that have been developed for this study will aid in the implementation of an appropriate institutional framework that will enhance the status of women in the Gauteng provincial government, advance

gender equality, and advocate for a culture that will recognize that women's rights are human rights.

Over the years, the Gauteng department of labour has formulated and implemented policies and programmes to assist in transforming the labour market in order to achieve the objectives of full and productive employment and decent work for all. For instance, Section 15 of the EEA requires designated employers to implement affirmative action measures that have been designed to ensure that suitably qualified people from designated groups have equal opportunities to employment and are equitably represented in all occupational levels in the workforce of a designated employer, particularly in the public sector.

In order to examine the implementation of gender equality policy in the department of labour, some Quarterly Force Survey (QLFS) data from the statistics South Africa were analyzed.

Statistics South Africa (StatsSA) is a national government department tasked with producing and coordinating official and other statistics to assist organs of state, business and the public in evidence-based decisions for planning, policy development and measurement governed by the Statistics Act No. 6 of 1999. (StatsSA, 2011). In order to promote economic growth, development, and democracy, this government establishment is publish quarterly reports on workforce population distribution and to generate timely, reliable statistics. It accomplishes this by conducting surveys and collecting data on business practices of South African aged 15 to 64. The information is then published in the Quarterly Force Survey (QLFS).

Below is an analysis of the workforce population distribution based on the QLFS published by Statistics South Africa on the Economically Active Population (EAP) in the nine provinces.

According to the United Nations systems of national accounts and balances, the EAP comprises of all persons of either sex who supply labour for the production of economic goods and services during a specified time-reference period. (Suwal & Dahal, 2014).

The EAP was chosen for this study because it assists employers in analysing their workforce to determine the degree of under- representation of designated groups. It also indicates where additional efforts are required to increase the pool of women who are economically active, especially when they are the majority and can contribute more to the development of the South African economy.

Below are tables that illustrate women’s underrepresentation in the public sector using Gauteng department of labour as a case study.

Table 1.1. National Economically Active Population (EAP) By Population Group, Race and Gender
Economically Active Population (EAP) By Population Group, Race, Gender.

Male			Female			Total
AM	African Male	42.8%	AF	African Female	35.1%	77.9%
CM	Coloured Male	5.3%	CF	Coloured Female	4.5%	9.8%
IM	Indian Male	1.8%	IF	Indian Female	1.0%	2.8%
WM	White Male	5.3%	WF	White Female	4.2%	9.5%
		55.2%			44.8%	100%

Source: Statistics South Africa, (QLFS 3rd Quarter, 2016)

Table 1.1 shows the South Africa’s National Economically Active Population (EAP) by Population group, race and Gender for 2016. This table indicates that the male population at the Department of labour for the year 2016 was 55.2% higher than that of the female which was 44.8%. This shows an overrepresentation of men in the Department of labour nationwide.

Table 1.2. National Economically Active Population (EAP) By Population Group, Race and Gender

National Economically Active Population (EAP) By Population Group, Race, Gender.						
Male			Female			Total
AM	African Male	42.7%	AF	African Female	35.8%	78.5%
CM	Coloured Male	5.2%	CF	Coloured Female	4.4%	9.6%
IM	Indian Male	1.7%	IF	Indian Female	1.1%	2.8%
WM	White Male	5.1%	WF	White Female	4.0%	9.1%
		54.7%			45.3%	100%

Source: Statistics South Africa, (QLFS 3rd Quarter, 2017)

Table 1.2, indicates that the male population decreased by 0.5% from 55.2% to 54.7% while the females rose by 0.5% from 44.8% to 45.3%, this shows that more females were employed in 2017 than males. However, the department of labour still had more males than females in 2017.

Table 1.3. National Economically Active Population (EAP) By Population Group, Race and Gender

National Economically Active Population (EAP) By Population Group, Race, Gender.						
Male			Female			Total
AM	African Male	42.5%	AF	African Female	35.7%	78.3%
CM	Coloured Male	5.4%	CF	Coloured Female	4.6%	10.0%
IM	Indian Male	1.7%	IF	Indian Female	1.0%	2.7%
WM	White Male	5.1%	WF	White Female	3.9%	9.0%
		54.7%			45.2%	100%

Source: Statistics South Africa, (QLFS 3rd Quarter, 2018)

Table 1.3, shows that males have a higher representation than females. They account for 54.7% representation, while females account for 45.2%, falling short of the 50/50 split. When comparing the national EAP for the three years 2016, 2017, and 2018, and comparing the national EAP for the three years, the percentage of the men's EAP has been higher than that of the females for the three years as shown in tables 1.1, 1.2, and 1.3. This indicates that more males were employed in the department of labour in 2016, 2017, and 2018.

Table 1.4. Provincial Economically Active Population (EAP) By Population Group, Race and Gender

Provincial Economically Active Population (EAP) By Population Group, Race and Gender						
PROVINCE	GENDER	POPULATION GROUP				
		AFRICAN	COLOURED	INDIAN	WHITE	TOTAL
Eastern Cape	Male	43.2%	5.9%	0.1%	3.0%	52.3%
	Female	39.8%	5.5%	0.1%	2.4%	47.7%
	Total	83.0%	11.5%	0.2%	5.4%	100%
Free State	Male	49.6%	0.7%	0.4%	3.7%	54.3%
	Female	41.5%	1.3%	0.1%	2.7%	45.7%
	Total	91.1%	2.0%	0.5%	6.4%	100%
Gauteng	Male	44.8%	1.7%	1.8%	7.1%	56.1%
	Female	35.2%	1.3%	1.1%	6.3%	43.9%
	Total	80.0%	3.0%	2.9%	13.4%	100%
KwaZulu- Natal	Male	43.2%	0.6%	6.8%	2.3%	52.9%
	Female	41.1%	0.4%	3.8%	1.8%	47.1%
	Total	84.3%	1.1%	10.6%	4.1%	100%
Limpopo	Male	53.1%	0.2%	0.4%	2.1%	55.7%
	Female	43.0%	0.1%	0.1%	1.0%	44.3%
	Total	96.1%	0.3%	0.5%	3.1%	100%
Mpumalanga	Male	51.0%	0.2%	0.6%	3.5%	55.3%
	Female	42.1%	0.1%	0.1%	2.5%	44.7%
	Total	93.1%	0.3%	0.7%	6.1%	100%
North West	Male	56.4%	0.5%	0.1%	3.6%	60.6%
	Female	35.9%	0.3%	0.2%	2.9%	39.4%
	Total	92.3%	0.8%	0.3%	6.5%	100%
Northern Cape	Male	29.8%	21.3%	0.2%	6.2%	57.6%
	Female	20.6%	17.3%	0.2%	4.4%	42.4%
	Total	50.4%	38.6%	0.4%	10.6%	100%
Western Cape	Male	19.9%	26.2%	0.4%	8.2%	54.7%
	Female	16.1%	22.5%	0.1%	6.6%	45.3%
	Total	36.0%	48.7%	0.5%	14.9%	100%

Source: Statistics South Africa, (QLFS 3rd Quarter, 2016)

Table 1.4 for example shows the Provincial EAP by population group, race, and gender for 2016. Here, the Eastern Cape had 47.7% representation of the female compared to 52.3% of the male group, followed by Kwazulu-Natal with a 47.1 % representation of the female group against 52.9% representation of the male group. Gauteng had a lower percentage of 43.9% representation of the female group compared to 56.1% of the male group. This demonstrates that policies promoting gender equality have not been fully enforced.

Table.1.5 Provincial Economically Active Population (EAP) By Population Group, Race, and Gender

Provincial Economically Active Population (EAP) By Population Group, Race, and Gender						
PROVINCE	GENDER	POPULATION GROUP				
		AFRICAN	COLOURED	INDIAN	WHITE	TOTAL
Eastern Cape	Male	42.3%	4.8%	0.5%	3.7%	51.3%
	Female	40.1%	4.7%	0.3%	3.6%	48.7%
	Total	82.4%	9.5%	0.8%	7.3%	100%
Free State	Male	49.2%	1.6%	0.7%	4.4%	55.95
	Female	40.3%	1.0%	0.1%	2.6%	44.1%
	Total	89.5%	2.6%	0.8%	7.0%	100%
Gauteng	Male	44.6%	2.0%	1.8%	7.1%	55.5%
	Female	36.2%	1.5%	1.2%	5.6%	44.5%
	Total	80.8%	3.5%	3.0%	12.7%	100%
KwaZulu- Natal	Male	43.7%	0.2%	5.3%	2.2%	51.5%
	Female	42.9%	0.5%	3.5%	1.6%	48.5%
	Total	86.6%	0.7%	8.8%	3.8%	100%
Limpopo	Male	52.0%	0.2%	1.0%	2.1%	55.4%
	Female	43.1%	0.4%	0.1%	1.0%	44.6
	Total	95.1%	0.6%	1.1%	3.1%	100%
Mpumalanga	Male	52.0%	0.2%	0.6%	3.2%	56.0%
	Female	41.7%	0.1%	0.3%	1.9%	44.0%
	Total	93.7%	0.3%	0.9%	5.1%	100%
	Male	54.8%	0.6%	0.4%	3.9%	59.7%

North West	Female	36.2%	0.9%	0.1%	3.1%	40.3%
	Total	91.0%	1.5%	0.5%	7.0%	100%
Northern Cape	Male	27.3%	22.9%	0.2%	44.4%	54.9%
	Female	21.1%	20.8%	0.0%	3.2%	45.1%
	Total	48.4%	43.7%	0.2%	7.6%	100%
Western Cape	Male	20.9%	25.1%	0.6%	8.4%	55.0%
	Female	16.8%	20.8%	0.3%	7.1%	45.0%
	Total	37.7%	45.9%	0.9%	15.5%	100%

Source: Statistics South Africa, (QLFS 3rd Quarter, 2017)

Table 1.5 shows the Provincial tabulation of the economically Active Population (EAP) by group, race, and gender for 2017. In 2017, there was a slight increase of 0.6% female representation in the Gauteng Provincial Department of labour and the same 0.6% decrease in the male population. However, other provinces outperformed the Gauteng Provincial Department of labour in terms of female representation.

Table 1.6 Provincial Economically Active Population (EAP) By Population Group, Race, and Gender

Provincial Economically Active Population (EAP) By Population Group, Race, and Gender						
PROVINCE	GENDER	POPULATION GROUP				
		AFRICAN	COLOURED	INDIAN	WHITE	TOTAL
Eastern Cape	Male	41.2%	5.5%	0.5%	4.2%	51.4%
	Female	39.9%	5.1%	0.2%	3.5%	48.6%
	Total	81.0%	10.6%	0.7%	7.7%	100.0%
Free State	Male	46.2%	1.7%	1.0%	3.9%	52.8%
	Female	43.4%	1.4%	0.0%	2.3%	47.2%
	Total	89.6%	3.2%	1.0%	6.3%	100.0%
Gauteng	Male	45.5%	1.7%	1.8%	7.2%	56.2%
	Female	36.2%	1.4%	1.1%	5.1%	43.8%
	Total	81.7%	3.1%	2.9%	12.3%	100.0%

KwaZulu- Natal	Male	44.3%	0.6%	5.8%	2.5%	53.3%
	Female	40.7%	0.7%	3.5%	1.8%	46.7%
	Total	85.0%	1.3%	9.3%	4.4%	100.0%
Limpopo	Male	53.3%	0.5%	0.8%	1.6%	54.5%
	Female	43.0%	0.2%	0.0%	0.7%	45.5%
	Total	96.3%	0.7%	0.8%	2.2%	100.0%
Mpumalanga	Male	50.1%	0.4%	0.5%	3.4%	54.5%
	Female	42.9%	0.2%	0.1%	2.3%	45.5%
	Total	93.0%	0.6%	0.6%	5.7%	100.0%
North West	Male	55.5%	0.5%	0.4%	4.0%	60.5%
	Female	36.1%	0.7%	0.0%	2.8%	39.5%
	Total	91.6%	1.2%	0.4%	6.8%	100.0%
Northern Cape	Male	28.6%	22.4%	0.0%	5.2%	56.2%
	Female	21.1%	17.4%	0.0%	5.2%	43.8%
	Total	49.8%	39.8%	0.0%	10.4%	100.0%
Western Cape	Male	19.3%	25.4	0.6	7.7	53.0
	Female	17.3	22.2	0.4	7.2	47.0
	Total	36.6	47.6	1.0	14.9	100.0

Source: Statistics South Africa, (QLFS 3rd Quarter, 2018)

In table 1.6, the male representation increased from 55.5% in 2017 to 56.2% in 2018, while the female representation decreased from 44.5% in 2017 to 43.8% in 2018 in Gauteng department of labour, while other provinces increased their participation rate of women.

Table 1.7 Summary of Provincial EAP for the three years 2016 - 2018

Province	2016		Province	2017		Province	2018	
Eastern Cape	47.7%	1 st	Eastern Cape	48.7%	1 st	Eastern Cape	48.6%	1 st
Kwa - Zulu Natal	47.1%	2 nd	Kwa Zulu Natal	48.5%	2 nd	Free State	47.2%	2 nd
Free state	45.7%	3 rd	Northern Cape	45.1%	3 rd	Western Cape	47%	3 rd
Western Cape	45.3%	4 th	Western Cape	45%	4 th	Kwa Zulu Natal	46.7%	4 th
Mpumalanga	44.7%	5 th	Limpopo	44.6%	5 th	Mpumalanga	45.5%	5 th
Limpopo	44.3%	6 th	Gauteng	44.5%	6 th	Limpopo	45.5%	6 th
Gauteng	43.9%	7 th	Free State	44.1%	7 th	Gauteng	43.8%	7 th
Northern Cape	42.4%	8 th	Mpumalanga	44%	8 th	Northern Cape	43.8%	8 th
North West	39.4%	9 th	North West	40%	9 th	North West	39.5%	9 th

Table 1.7 summary of the provincial EAP for three years 2016, 2017, and 2018.

There is a fluctuation in the representation rate of women between the three years studies 2016, 2017, and 2018. While there was a small rise of 0.6% in 2017, it dropped again in 2018 to 43.8%. This backlash points to the Gauteng department of labour's inadequate implementation of gender equality policies. In the same table 1.7, the Eastern Cape has consistently maintained the first position for three consecutive years in the percentage representation of women with 47.7%, 48.7%, and 48.6%, and they are still below the 50/50 parity. While North West consistently maintained the last position in their percentage representation of women with 39.4%, 40%, and 39.5% respectively. The Gauteng department labour of which is the focus of this study has consistently ranked seventh, third to the last position, for the three years. This shows that other provinces have employed more women in their workforce than in the Gauteng department of labour. The female representation in this province is very low with 43.9%, 44.1%, and 43.8% respectively for the three years. This indicates that the Gauteng department of labour is far from meeting the government's

target for gender mainstreaming in the public sector, and that gender equality policy is not well implemented in the public sector.

The score for the 2018 Global Gender Gap index, which was created as a framework to capture the extent of gender-based inequalities and monitor countries' progress over time, is 68 percent. (Global Gender Gap Report, 2018). This means that there is already a 32 percent gap to close on average. The study also revealed that women still face major barriers in the workplace when it comes to taking on managerial or senior management positions, with just around 34% of global managers being female. In addition to professional level disparities, managerial opportunities for women are particularly uneven across countries, the index shows that income gaps are particularly persistent, even though 63% of the wage gap and 50% of estimated earned income gap have been closed globally so far.

Despite the implementation of several specific affirmative action initiatives, African women continue to be underrepresented in senior decision-making positions on the continent. Ilesanmi (2018) observes that the problem of women's marginalization and invisibility in decision-making in Africa continues to be a source of international concern, owing to restrictive rules, cultural diversities, and practices, structural barriers, and unequal access to quality education, healthcare, and services. Therefore, to increase women's involvement in the public sector and their representation at the top management level, women empowerment and gender mainstreaming should be of crucial importance.

Adams, Robert (2008), defines empowerment as the capacity of individuals, groups and/or communities to take control of their circumstances, exercise power and achieve their own goals, and the process by which, individually and collectively, they are able to help themselves and others to maximize the quality of their lives. Although empowerment can be defined in a variety of ways,

however, gender empowerment, which is conventionally referred to as the empowerment of women, is the process of empowering women. Malhotra et al., (2009) define women's empowerment as women's ability to make strategic life choices where that ability had been previously denied them. Women's empowerment is the effort made by societies to develop support mechanisms for women. This means that public and private bodies must develop and implement policies and measures in compliance with applicable legislation and international agreements in order to raise their confidence in the society. This can be accomplished by educating and training women to be able to achieve the progressive realisation of equitable and sustainable development for women and gender equality, and also to capacitate and enable them to assimilate and develop knowledge, skills and values that will help in the realisation of at least a minimum of 50 percent equal representation and meaningful participation in all decision-making positions and structures.

Table 1.8. Female Representation by occupation, race and gender in Gauteng department of labour

Workforce Profile for all employees	Male				Female				Foreign National		Total
	A	C	I	W	A	C	I	W	Male	Female	
Top Management	3162	598	1925	16396	1821	403	778	4193	1257	219	30752
	10.3%	1.9%	6.3%	53.3%	5.9%	1.3%	.5%	13.6%	4.1%	0.7%	100%
Senior Management	12008	2711	5766	32716	7 592	1 787	3 270	15905	2 507	845	85 107
	14.1%	3.2%	6.8%	38.4%	8.9%	2.1%	3.8%	18.7%	2.9%	1.0%	100%
Professionally qualified & experienced specialists & mid-Mgt.	71138	13715	19394	87573	63046	12083	15625	61118	7997	3348	355037
	20.0%	3.9%	5.5%	24.7%	17.8%	3.4%	4.4%	17.2%	2.3%	0.9%	100%

Skilled technical & academically qualified workers, junior Mgt. supervisors, foremen & superintendents	378223	46118	28161	128373	263025	43533	26264	109241	14676	4432	1042116
	36.3%	4.4%	2.7%	12.3%	5.2%	4.2%	2.5%	10.5%	1.4%	0.4%	100%
Semi-skilled & discretionary decision making	651052	45536	15010	37560	399490	47042	14942	49311	28741	4102	1292788
	50.4%	3.5%	1.2%	2.9%	30.9%	3.6%	1.2%	3.8%	2.2%	0.3%	100%
Unskilled & undefined decision making	317681	14520	2444	5626	186988	13578	1081	2547	18740	3414	566619
	56.1%	2.6%	4.0%	0.1%	33.0%	2.4%	0.2%	0.4%	3.3%	0.6%	100%
Total Permanent	1433264	123268	72700	308244	921962	118426	61960	247315	73920	16360	3372419
	42.5%	3.7%	2.2%	9.1%	27.3%	3.5%	1.8%	7.2%	2.2%	0.5%	100%
Temporary Employees	147279	12009	3035	10269	118655	1 1048	2 666	10129	5278	2 029	322397
	45.7%	3.7%	0.9%	3.2%	36.8%	3.4%	0.8%	3.1%	1.6%	0.6%	100%
Grand Total	1580543	135277	75735	318513	1040617	129474	64626	252444	79198	18389	3694816

Source: Statistics South Africa, (QLFS 3rd Quarter, 2017-2018)

Using the global gender gap index to assess South Africa's gender equality status, the gap between women and men in the Gauteng department of labour is declining gradually even though the 50/50 parity has not been achieved. The global gender gap index rates countries based on their proximity to gender equality rather than women's empowerment, which is one of the three fundamental principles underlying it.

Table 1.8 shows that only 7 414 of the 30 752 top management employees are females, accounting for about 24% of the total population, while the remaining 23,338 are males, accounting for roughly 76% of the total population. This demonstrates that a lack of expertise on the part of women, as well as an insufficient strategy by the department of labor to formulate gender policies to promote women empowerment, could be contributing factors to the massive gender gap and underrepresentation of women in top management. There are 85,107 people in senior management,

with 53 201 men (65.4%) and 28 554 women (34.5%). Women's representation increased by ten percent, but it still falls well short of male representation and gender equity of 50/50.

The overall population of the Mid-Management, which includes highly trained and seasoned professionals, is 355037, with 199 817 males accounting for 56.28 percent and 155 220 females accounting for 43.7 percent. The total population of junior management, which includes professional technical and academically qualified employees, managers, foremen, and superintendents, is 1 042116, with 595 551 males accounting for 57.1 percent of the population and 446 495 females accounting for 42.8 percent. As the degree of management declines, the number of women in leadership positions rises. This suggests that there are more women in lower management positions.

However, at the discretionary decision-making stage, with a population of 1 292788, the male population is 777899, or 60.2 percent, while the female population is 514887, or 39.8 percent. The total population is also 566 619 at the undefined decision-making stage. The males account for 359 011 people, or 63.3 percent, and the females account for 207608, or 36.6 percent. Despite the fact that there are a large number of women at these two decision-making levels, women's representation remains very limited, and the proportion of women in the workforce has also declined.

This means that at all levels of government, women do not have equal power in leadership and decision-making (UNDP, 2015). A total of 3 372 419 are permanent employees. Out of this number, 2 011 396 males account for 59.6% of the total, while 1 336 023 females account for 40.5 percent. The total number of temporary workers are 322 397. Males account for 55.1 percent of this total, while females account for 44.8 percent. This is a clear indication of the gross imbalance that gender equality policies described above seek to correct. As seen in the table above, male

domination is prevalent in the Gauteng department of labour, indicating an underrepresentation of women at all occupational levels. This implies that in every organisation, empowerment and access to top management roles are linked. As a result, (Alvarez and Lopez, 2013), explain that women's empowerment is critical to achieving a public sector free of gender discrimination.

The aim of the Employment Equity Act of 1998, No.55, is to make workplace transformation easier and this consists of two parts: a) the removal of unjustified discrimination, and b) the introduction of affirmative action and other steps to ensure that workers of various races, genders, and disabilities are fairly represented in the workplace. However, tables 8 and 9 seem to indicate that women have been in subordinate positions, resulting in an underrepresentation of women at all occupational levels in the Gauteng department of labour.

1.9 Definitions of Operational Terms

These terms Gender Equity, Gender Equality, Gender Mainstreaming, Patriarchy, Hegemonic Masculinity, and Empowerment are addressed in the study as they appear most frequently.

1.10.1 Gender Equality

According to LeMoyné, Roger (2011), gender equality means that women and men, as well as girls and boys, enjoy the same rights, resources, opportunities and protections. The study reiterated that gender equality does not require girls and boys, or women and men, to be identical or treated equally, rather, it refers to women and men having equal rights, responsibilities and opportunities. In this study, gender equality means the removal of discrimination in the public sector based on a person's sex in the allocation of resources or benefits, in order to improve public sector efficiency and promote economic growth. Gender equality therefore refers society's fair value of women and men, and the roles they play.

1.10.2 Gender Mainstreaming

Lombardo (2013) defines gender mainstreaming as a network of structures, mechanisms and processes in place within an organisation's context to guide, plan, monitor and evaluate gender equity. It encourages women to participate fully in decision-making so that their interests are prioritized in strategic planning and resource allocation. In this study gender mainstreaming means bringing to the fore the gender that has been traditionally marginalised from the socio-economic mainstream.

1.10.3 Patriarchy

Ademiluka (2018), defines patriarchy as a term that describes the society in which we live today, which is characterised by current and historic unequal power relations between women and men

whereby women are systematically disadvantaged and oppressed. It is particularly noticeable in women's under-representation in key state institutions, in decision-making positions and in employment and industry. Patriarchy is also characterized by male abuse against women. More broadly, patriarchy is a system of male dominance that grants men economic, social, and political privileges over women (Giddens, & Sutton, 2017). In this study, patriarchy is defined from the feminist point of view as an unjust social system that is oppressive to women.

1.10.4 Glass Ceiling.

Parmaxi and Vasiliou, (2015) define the glass ceiling effect as the invisible, yet unbreakable obstruction that keeps minorities and women from rising to the upper rungs of the corporate ladder, regardless of their qualifications. Similarly, Al-Manasra, (2013) describes glass ceiling as “a form of gender discrimination that creates barriers to stop women from advancing to the top positions in their respective organizations. In this study, glass ceiling is the to the invisible barrier that exists in the public sector and which prevents women from reaching senior positions, and it must be shattered in order to create a more diverse and productive public sector that will sustain women on leadership positions and yield benefits to the employers, employees and society as a whole.

1.10.5 Hegemonic Masculinity

Morrell et al. (2012), define hegemonic masculinity as a set of practices that convey and bolster men's power within a social system. They went on to explain that the concept is commonly used descriptively to identify the form of masculinity that justifies women's subordination. Therefore, in this context, hegemonic masculinity represents the dominant cultural model of idealized manhood that mobilizes and legitimates men's dominance over women in a prejudiced society like South Africa.

1.10.6 Empowerment

According to Larsson (2010), empowerment can mean that a person or a group is developing in the notion of their own capacity and abilities. Bayeh & Endalcachew, (2016), on the other hand, describe women's empowerment, as "equipping and allowing women to make life-determining decisions through the various problems in society." According to Alvarez and Lopez (2013), women empowerment entails improving women's status through literacy, education, training, and raising awareness. This means that people are empowered when they are able to access the opportunities available without limitations and restrictions such as in education, profession and lifestyle. However, women, in particular, are disempowered in many nations, and there has been significant opposition to their empowerment.

Empowerment is described in this study as the action of improving women's status through education, knowledge, literacy, and training.

1.10 Conclusion

This chapter revealed that marginalization of women is a common phenomenon in every society and is most prevalent in Africa, with the patriarchal nature, hegemonic masculinity, and the glass ceiling effects as contributory factors. To prove that women are underrepresented in the public sector and most especially in management positions, an analysis of the workforce population distribution in the department of labour based on the QLFS for three years (2016-2018) on the EAP in the nine provinces was conducted.

It also looked at the status of women in South Africa prior to apartheid, when there were policies in place and how the implementation of gender policies in the post-apartheid period has helped to alleviate gender inequality in the public sector.

In the next chapter, the related literatures on gender equality and gender equality policies were discussed. The concept of glass ceiling and its effect on women in the public sector, as well as the ways in which patriarchal norms and gender roles that reinforce the notion of men as leaders impede women with the requisite credentials, skill, and desire for upward mobility, were also discussed. The concept of feminisation of poverty was clarified to provide a backdrop for women`s marginalization, which is primarily due to apartheid, hegemony, patriarchy, oppression and disparity that affected women. The affirmative action programme was also thoroughly clarified in order to assist members of minority groups and women in particular to understand and access the employment and educational opportunities available. Lastly, the theoretical structure was examined in relation to different manifestations of feminism, such as radical feminism, traditional feminism, cultural feminism, and socialist feminism, and how they pursue equal opportunities for women.

Chapter 2 Literature Review

2.1 Introduction

This chapter reviewed the relevant literatures on gender equality policies that validate gender equality in order to increase the participation rate of women in the public sector.

According to Rau (2004), a literature search is a method of locating a large number of high-quality references on a specific topic by conducting a systematic and well-organized search of previously published data. Rau lists many reasons for undertaking a literature search, including gathering data for developing evidence-based recommendations, which is a step in the study process and a component of academic assessment (Cronin, Ryan, & Coughlan, 2008). The main purpose of a comprehensive literature review is to formulate a research question by reviewing the existing literature and looking for gaps that can be filled with further research. As a result, a literature review aids in learning about and expanding on what others have published. As a result, this study uses existing literatures that support gender equality in the public sector to investigate the implementation of gender equality policies in the Gauteng department of labour.

The Beijing Platform for Action requires all organisations and governments to promote gender equality in all areas of social and economic development. In line with this, within the European Union (EU), Bustelo (2016) clarifies that, Spain for instance, has shown a positive trend in the introduction of gender equality policies from the 1980s to 2008, when policies were implemented in response to the 2008 economic crises. Even though the EU's and Spain's austerity policies, which encourage budget cuts and structural reform, have had a negative effect on gender equality institutions, (Bustelo 2016; Lombardo 2016; Paleo and Alonso 2015). Nevertheless, gender equality has been a top priority on the government's agenda, and Spain's job policy incorporates

gender equality legislations. As a result, since the 1980s, women's job rates have steadily risen, peaking at 54.7 percent in 2007 (Ibaez and León, 2014).

Pavolini, León, Guillén, and Ascoli, (2015), ascertain that though Spanish women still perform much of the unpaid care work, their participation in the labour market has continuously increased from the 1990s). Due to the progressive institutionalization and consolidation of gender equality policies in Spain, female parliamentary representation has remained stable at around 36% since 2004. (Bustelo 2016; Lombardo and León 2015; Lahey and de Villota, 2013). This means that the establishment of gender equality policy agencies at the national and regional levels, as well as the implementation of gender equality policies through instruments such as plans and legislation, have made a significant contribution to gender equality in Spain.

Bustelo (2016) explains that progress in gender policies in Spain has been relatively rapid in comparison to other democracies, given that Spain has gone from being a monarchy and a latecomer in gender equality policies to being one of the European pioneers in the pursuit of gender equality in just three decades. This according to Equal Opportunities Commission (EOC), indicates that the European Union has a long history of supporting gender equality, as well as well-established strategic and organizational goals for gender equality and gender mainstreaming (EOC, 2001).

Global Affairs Canada has well-designed gender equality policies that encourage gender equality while still ensuring a sustainable development. (Global Affairs Canada, 2004). As an organisation, Global Affairs ensures that every strategy addresses the gaps in experiences and circumstances between men and women.

The agency upholds that gender equality can be achieved, if during the introduction of gender equality policies, gender equality experts are included in the of project teams, external support is obtained from women's organisations, and key female and male decision makers are consulted during the implementation of gender equality policies.

The situation is very different in developed countries than it is in developing countries. In comparison to developed economies, Ahmed et al. (2001), observe that gender inequality is high in emerging economies such as Africa. As a result, the African Union (AU) designated 2015 as the Year of Women's Empowerment and development, which is aligned with Africa's Agenda for 2063 and aims to achieve long-term socioeconomic transformation within the next 50 years in order to close Africa's widening gender gap. This intervention is similar to EU's strategies, and has yielded some results on the continent. The African Union urges its member states to implement inclusive gender policies that will eliminate discrimination against women, end child marriage, and develop and enforce legislation that will set the marriage age at 18 years.

Irrespective of these interventions, gender-based inequality and disparities are very visible in Africa, women's rights are often undermined by customary activities that go unchecked by formal structures (UN Women, 2017).

In Ethiopia for instance, despite government's efforts to reduce inequality, low empowerment of women and high gender gaps continue to impede the development process of that country (Environmental Protection Authority, 2012). To this end, Julie Bishop, (2014), proposes that empowering women will be one of the best ways to stimulate economic growth and maintain peace and security. Jewkes, Flood, and Lang (2014), highlight the importance of change in the structural nature of men-women relationships by economically empowering women, which will resolve women's material and financial vulnerability, as well as their gendered subordination, and thus

shield them from intimate partner abuse in the end. To this end, Bachelet (2012), suggests that there is therefore a correlation between gender equity and economic development, a view shared by the United Nations. Therefore, advocating for gender equality and women's empowerment are effective ways of combating poverty, hunger, disease, as well as maintaining growth and development. Similarly, Yuen and Kumssa (2011) confirm the impressive economic growth in Africa, but observe that 40% of all Africans are still living on less than US\$1 a day. Dulani, Mattes, & Logan, (2013) also identify that African countries lived poverty remains pervasive across the continent. This is because of the patriarchal structure of Africa that marginalizes and excludes a significant number of the population who are mostly women from economic activities. And the situation is not different in South Africa. In 2015, more than half of South Africans were poor (StatsSA (2017)), with the poverty headcount increasing to 55, 5% from a series low of 53, 2% in 2011. Using the 2015 rates, the figures are based on the upper-bound poverty line (UBPL) of R992 per person per month (pppm). This translates into over 30, 4 million South Africans living in poverty in 2015 and black Africans and females are the most affected groups, resulting to extreme physical, psychological and emotional deprivation. Women in particular are excluded from both political and economic affairs due to the structures laid down by the apartheid regime. The issue of exclusion is very prevalent and significant in contemporary South Africa, resulting in considerable debate amongst previously disenfranchised people (Veeran, 2006), and this has perpetuated the live poverty among women in South Africa, thus prolonging inequality.

The plan to end inequality and the process of including women in all spheres of life has been one of the objectives of the African National Congress. Despite the dismantling of apartheid in South Africa, and the various gender equality policies, the economic situation of South African's women is still very poor. There are high levels of poverty among female-headed households which is rated

60% compared to 30% for male-headed households (Veeran , 2006) and it is mainly caused by the multiple burdens of home-based tasks (such as childcare, collecting firewood and water, subsistence farming) while working full time ((Boonzaaier, 2005; Lambert & Webster, 2010; Geldenhuys, 2011) thus making it difficult for them to have access to credit, ownership of land, educational opportunities and skills development. Even women who enter the competitive labour market are also subjected to comparatively poorer working conditions compared to men, bordering on the exploitation of cheap labour (Taylor 2001). In addition, Veeran (2006), assert that an estimated 2.6 million South Africans are trapped in survivalist activities, which are below poverty, and women contribute more to these activities. She concludes that the cycle of perpetuating inequalities and feminisation of poverty will continue if development does not transcend survivalist activities in South Africa. Greenberg, (1998) supports that many South African women are also associated with the cultural and traditional impediments, which relegate them to positions of subservience and the culture of silence and therefore suggests that women's liberation should be linked to empowerment.

In this vein, the ANC government has pledged to develop strategies to deal with women's labour in the socio-economic and political spheres. This means that identifying and addressing woman's issues, as well as creating opportunities for participation in decision-making at various levels of governance, is central to the democratic transition (Evans, 2001). Similarly, the Women Empowerment and Gender Equality Bill states that “despite any other law, targets for women in all laws and policies on empowerment shall be at least 50 %”(RSA, 2013), this means that half of all decision making bodies must be made up of women. These interventions notwithstanding, gender-based disparities prevail. Women, for example, make up 51% of South Africa's population (StatsSA, 2017), but they are grossly underrepresented (i.e. less than 20%) in both low and high

skilled professions as well as in business leadership (Manzini and Mosenogi, 2012). As a result, president Mandela asserts that freedom cannot be achieved unless women have been emancipated from all forms of oppression, and also we see in visible and practical terms that the condition of the women of our country has radically improved, and that they have been empowered to intervene in all aspects of life as equals with every other member of the society (Mandela, 2010).

2.2 Conceptualisation of Terms

The concepts of gender, gender equality, and gender equality policies should be treated with extreme caution as the marginalisation of women in economic development, social and political spheres is on the increase and has become a global phenomenon. Women's equal participation with men in power and decision-making, as noted in the Millennium Development Goals (United Nations, 2019), is their fundamental right, and at the core of gender equality and women's empowerment. Despite the multiple programs and declarations by different governments to increase women's involvement in the public sector, Morobane (2014) observes that they have yet to prove successful in achieving gender representation in the highest government rankings. Other studies have shown that women are marginalised globally, as a result of patriarchal policies, behaviours, perceptions, and gender stereotypes, as well as low levels of education, lack of access to health care, and the disproportionate impact of poverty on women (UN) (2011). As a result, the UNPF (2004) reiterates that gender equality can only be achieved when power and influence are distributed equally among men and women. In other words, lack of financial resources can restrict women political participation, particularly, in light of the cost associated with elections (WPL, 2014; Kayuni & Chikadza, 2016; Commonwealth, 2017). Therefore, independent funding and campaign spending restrictions can help women overcome the barriers to political participation.

As a result, SADC member states are working to ensure that men and women are equally represented in politics and decision-making positions at all levels, including Cabinet, Parliament, Council, Management of the Public Services, Chief Executive Officers and Boards of State-Owned Enterprises/Parastatals as well as the Private sector (SADC, 2019). Finally, Ndirangu, Onkware, and Chitere (2017) state that an egalitarian culture encourages women to participate in electoral politics, while a hierarchical culture discourages it.

Women marginalisation is one of Africa's most pronounced socio-economic characteristics, and the Southern African Development Community (SADC) is no exception, with South Africa leading the way in this global pattern. Cultural factors (Kunovich, Paxton, & Hughes, 2007; Kassa, 2015) and the patriarchal nature of Africa (Komath, 2014; Kumari, 2014) have been identified as contributing factors to the fact that most countries still fall short of the SADC goal of 50% women in decision-making positions (SADC, 2019).

According to Oxfam (1995), Africa's patriarchal culture affects access to and control over resources, lowers women's involvement in decision-making, and strengthens the role of those with economic, political, and social power, thus tending to strengthen male power. As a result, patriarchal traditions and gender roles have perpetuated the idea of men as leaders and women as subordinates, preventing them from fully engaging in society.

Wood (2012), believes that gender inequality and stereotyping are integral parts of history, and these stereotypical generalisations are passed down from generation to the other generation, and they include ideas such as girls are seen as property; men and women are not equal; men are

superior, which Endendijk et al. (2013) in a similar study, observe that gender stereotypes are commonly held beliefs about the characteristics, behaviours, and roles of men and women. They also claim that patriarchy is an ideology that upholds the view that the males have superior control over women and all others under their care. Johnson (2014) clarifies that it affects all aspects of our lives such as communities, legal structures and families. However, culture, religion, social structures, the media and educational institutions, on the other hand, have all played significant roles in the creation and perpetuation of patriarchal ideology.

Veeran (2006) explained that these age-old stereotypes found favour in South African customary practices, and research into these traditional customary practices reveals a lack of private and public sector support for challenging such activities, thus exposing women to high risks and poor outcomes. This excessive power in the hands of men has resulted in permanent leadership positions for men and subordinate positions for women, thus increasing the underrepresentation of women in the public sector. Similarly, Valodia, Lebani, Skinner, & Devey, (2006), confirm that the work environment reflects an overrepresentation of men in the formal economy and women in the informal economy.

According to, Chabaya, Owembe & Wadesango, (2009a), women are socialised into a patriarchal society, and as such, they have limited individual options regarding their career progress. They further explain that even if a woman has all the qualifications required for promotion, the selectors will always think that the woman's place is at home looking after her children and that perhaps mothers make unreliable workers and their individual worth will be undervalued.

Patriarchy refers to men's domination over women, including their denial, exclusion, and relegation to inferior positions (Ennett, 2001). Despite these negative connotations, patriarchy continues to prescribe roles and limits the participation of women in the public sector. This is

evident in women's jobs, which essentially mirrors the type of work they do in their homes and communities, such as nursing, teaching, cleaning, and care, which are not accounted for economically as contributions to national and global economic development (Veeran, 2006).

Theron (2015) posits that these cultural norms and practices can be found in every organisations including church, and are influencing its acts and decisions whether consciously or unconsciously, causing suffering to those who usually form the largest part of its membership, the women, thereby constraining their participation rate and creating imbalance.

Linge, Rensburg, & Sikalieh, (2010) identify the existence of gender imbalances in developing economies and in the higher echelons of power in the public sector. This is due to the patriarchal mindset that limits women's roles to mainly domestic chores and it has been a barrier to gender equality. Johnson (2014) also observes that employment in institutions of higher learning for instance in sub-Saharan Africa, favors men. He notes that women are confined to care jobs and secretarial support, which are have lower academic and professional value.

Lamina and Adams (2014) identify similar trends in higher education system. They discover that patriarchal system in higher education institutions is evident in the disempowerment of women, as they are viewed portrayed and treated as inferior to men. In their study of home ownership, Adage, Adage, and Yodeled (2016) note that the patriarchal culture has denied women the rights to own lands and homes, thereby resulting to low wages, unemployment, inadequate education, and lack of access to credit.

Anjali (2017) also observes the maltreatment that women receive in some cultures, especially where they are regarded as properties to be inherited by the husband's relations after the death of their husbands. Even when they strive to own land or homes, they will be frowned upon and face prejudice based on their gender.

The negative influence of patriarchy on culture has spread to the public sector as well. Public sector organisations are in jeopardy due to patriarchy and the glass ceiling effect and they have created disparities because women are being sidelined in most activities.

Patriarchy is a male phenomenon that has projected South Africa as a male dominated society, resulting in a lack of female under-representation in the public sector. Chabaya, Rembe, Wadesango, & Mafanya (2009), indicate that culture draws on patriarchy and as such, influences the behaviours of boys and men and girls and women worldwide. These roles include the different responsibilities of women and men in a particular culture or place. They cited that culturally ingrained inequalities and the roles of the women in most cultures have historically been to take care of the household and children, whereas the roles of men have been to provide for the family by working outside the home. As a result, huge gaps and disparities have been created between women and men in assigned roles, activities performed, access to and control over resources, as well as the incentives for decision-making.

Blackbeard and Lindegger (2007), observe that many articles use the concept of hegemonic masculinity to refer to dominant “acceptability norms” of gendered behavior for men or boys. That is, hegemonic masculinity refers to the expected masculine behaviour and self-presentation, as well as the ideal masculinity expectations (Joseph and Lindegger 2007). In a related study, Hechavarria, (2016), sees hegemonic masculinity as a gender ideology that legitimates male power and authority on culturally perceived ideals of male behavior and traits. In a related study, Hechavarria(2016) sees hegemonic masculinity as a gender ideology that legitimizes male power and authority based on culturally perceived ideals of male behaviour and traits.

Although in many societies, masculinities are constructed differently and in ways that reflect poverty or power, such as the youth understandings of sexuality and male control in South Africa,

(Wood and Jewkes 2001; Wood, Lambert, and Jewkes 2007), thus propagating the feminization of poverty in South Africa. In addition, Morrell et al. (2013) elaborate on the situated ‘contents’ of hegemonic masculinity and argue that demonstrating resilience, endurance, and the ability to use and often actual use of violence are very much part of hegemonic masculinity in South Africa. Morrell, Jewkes, and Lindegger (2012) support that hegemonic masculinity has been largely utilised as a social structural concept to explain the legitimisation of masculinities through social institutions and social groups.

As a result, Kjeldal, Rindfleish, & Sheridan (2008), maintain that the advancement of women into the high echelons of leadership is no longer a luxury but an urgent challenge as factors such as educational, sociological, cultural and legal barriers continue to impede against women.

The glass ceiling syndrome on the other hand, is profoundly entrenched in the public sector and it continues to reinforce the prevailing perceptions of women’s inability and thus perpetuates a vicious cycle of women’s marginalisation. According to Hofstede (2001), Southern Africa and Zimbabwe, for example, are predominantly masculine with a high power gap, and the glass ceiling effect has hampered women's access to top leadership roles in the South African public sector. Fosuah, Agyedu, & Gyamfi (2017), including Prutt (2015) and Mayock (2016), outline the causes of the glass ceiling, which Bruckmüller et al.(2014) believe can come from government, individual personality (women themselves), and Human Resource Practices (HRP) (institution themselves). Edward (2013) supports HRP by highlighting some business-based obstacles to glass ceiling, as well as some prevailing policies that segregate human resources (for example, recruiting procedures, work placement, and rotational job assignments), lack of mentoring, lack of prospects for career development and promotion, and lenient monitoring of sexual impurity practices such as sexual harassment. He concluded that they are human resource practices that put a ceiling

against women in the workplace. Clevenger and Singh (2013) on the other hand, identify some other governmental barriers that contribute to glass ceiling. These are the degree to which government courts take concerns about the rule of glass ceiling seriously and consistently; the extent to which gender supportive governmental policies influence women; and the extent to which employment-related requirements negatively affect women. Thus, glass ceiling can exist if law enforcement agencies such as the courts, parliament, and the police establish an environment that does not pay enough attention to gender equality issues.

From another perspective, Bertrand (2017) argues that the reason why glass ceiling persists is that college-educated women with college degrees for example, more often than men, avoid majors that lead to higher-earning careers, and therefore end up working in fields that pay less, which are typically found at the lower levels of management. She further clarifies that higher paying jobs are more inflexible and require more time commitment and that women have a harder time with this inflexibility because they are overwhelmingly responsible for taking care of the home, including raising children. She therefore stresses on the importance of recognising the role of nature versus nurture as key to closing the gender gap in the public sector.

Chabaya, Rembe, Wadesango, & Mafanya (2009b) identify some other gender stereotypes associated with glass ceiling, such as lack of confidence and low self-esteem. They establish that women, including those who are competent and skilled, are hesitant to take previously male dominated jobs, and that these factors originate from gender stereotypes. These gender stereotypes can be instilled in any institution, the family, schools, and in the public sector. Longden (2002) also ascertains that most of the development of children's gender role experiences come from gender stereotypes that are ingrained in the society, families and schools. Logan (2005) also reveals that in some cases, women do not apply for promotion posts because they lack the

confidence to venture into leadership roles. In addition, PricewaterhouseCoopers (2012) identifies other causes of glass ceiling and critical barriers towards the advancement of women. These points are endorsed in their report, which identifies the persistent continued existence of cultural expectations and derogatory views of women in leadership positions, as well as the fact that rules, traditions, and values remain the greatest barriers impeding the full participation of women in economic development. Verveer (2012) also identifies the role of cultural systems and customs in keeping women out of leadership roles. Hofstede (2001), asserts that culture is a critical factor in gender discourse and he refers to it as human socialisation. He affirms that culture collectively programmes the mind thereby implanting value systems that distinguish members of one group from another and these value systems are the foundation of cultural distinction. Connell (2006) and Dumont et al. (2011), for instance, show that men, with a few exceptions, control leadership, thereby determine which value system should be passed down from generation to generation. According to , Hofstede (2001), cultural variability theory assumes that people carry mental programmes developed in early childhood, and that these mental programmes contain components of national culture expressed in predominant values and among which are Power Distance and Masculinity. Power distance, according to Hofstede, focuses on the distribution of power between top leadership and subordinates, while masculinity refers to the strength of personality and characteristics typically associated with men, as a result, Williams & Martin (2010), highlight that successful leaders display tough and shrewd socio-cultural traits associated with men and this adequately explains the bases of gender inequality.

Chabaya, Rembe, Wadesango, & Mafanya, (2009b), affirm that, the measures introduced such as the Safe Schools Project, Life Orientation for sexual abuse prevention, immediate dismissal of teachers who abuse learners, and training modules to equip teachers with skills to deal with sexual

harassment, notwithstanding, the levels of harassment remain high. Dumont et al., (2011), also identify the global presence of the numerous legal and political efforts to deconstruct male domination. For instance, in the Scandinavian countries, gender equality laws which have been adopted to induce women's employment increased from 56% in 1971 to 70% in 2005. Similarly, efforts in the United States, Australia, and Botswana have changed the job landscape, with women participating at rates of 8%, 14%, and 31%, respectively (WEF, 2010). These efforts have resulted to an increase in the participation rate of women in the public sector. In addition, a critical analysis of current government leadership reveals a global rise in women in the public sector from 14.2% in 2005 to 16.7% in 2012, indicating that women now occupy 44% of cabinet seats globally.

According to the statistics, sub-Saharan Africa holds just 20.4 % of these positions while Scandinavian countries holds 48.4 % (Bachelet, 2012). According to these findings, the right laws combined with sufficient political action produce results. This viewpoint is shared by Cann (2012), who stresses the importance of appropriate policies, though this can lead to the issue of what constitutes appropriate policies. In the same vein, Manyoni (2010) identifies policy implementation gaps as factors that expose socio-cultural barriers and he proposes that they can be addressed through integrated intervention strategies. Samkange and Dingani (2013) also point out some cultural practices that hold women on the periphery of leadership, especially in the workplace and in government. Weyer (2007) attributes this shortage of female leaders to occupational sexism and inequality, while Fassinger (2008) detects a lack of mentors and role models as part of a package of obstacles that work against women. Gender disparity in the public sector, according to Chauhan (2014), is a political enterprise, with patriarchal institutional structures bestowing control and privilege on groups of men in organisations, resulting in women's disadvantage. This is a result of hegemonic masculinity, which has been identified as a deciding

factor in unequal social and political ties that are harmful to both men and women's health on a global scale. As a result, Connell (2000) observes that masculinity and its related behaviours are harmful not only to women but also to men. As a result, every meaningful theory of masculinity must provide a theoretical understanding of men's suffering. This is because men's subjective perception of personal distress is very real, and how this pain is explained will have a significant impact on the actions they take in an attempt to change their lives and make decisions that benefit women. In other words, addressing gender differences and incorporating women's, men's, girls', and boys' concerns and perspectives into every policy is critical, and this can only be accomplished by gender mainstreaming in the public sector.

Gender equality, which ILO, (2000) defines as sexuality equality is a state of equitable access to resources and opportunities irrespective of gender, including economic participation and decision-making, and a state of equal recognition for different behaviours, desires and needs, regardless of gender, is necessary for public sector organisations in order to increase growth and productivity in South Africa. To this end, Cann (2012) advocates for the need to address the gender stereotypes that stand as critical barriers towards the advancement of women. Therefore, the dismantling of apartheid, eliminating patriarchy, the removal of hegemonic masculinity, breaking of glass ceiling, and the effective implementation of appropriate gender equality policies supported by affirmative action will eliminate the disadvantages caused by the discriminatory practices, allowing black people, women, and people with disabilities to benefit on a fair basis from the opportunities that an equitable public service offers thereby eliminating inequality in the South African's public sector.

2.3 Theoretical framework

According to Grant & Osanloo (2014), a theoretical framework is a model or guide that is often borrowed by the researcher to construct his or her own house or research inquiry based on an established theory in a field of inquiry that is related and/or represents the hypothesis of a report. They go on to say that, a theoretical structure is made up of theoretical principles, constructs, and definitions. Since the value of a theoretical framework cannot be overemphasized, Ravitch and Carl (2016) agree that the theoretical framework serves as a guide for researchers in situating and contextualizing formal theories in their studies, and that this places their studies in a scholarly and academic fashion. Akintoye (2015) also claims that a theoretical framework improves the meaning and generalizability of research results. And Ravitch & Riggan (2017) posit that the conceptual framework includes your ideas about the research topic, the problem to be investigated, the questions to be asked, the literature to be reviewed, the theories to be applied, the methodology you will use, the methods, procedures and instruments, the data analysis and interpretation of findings, recommendations and conclusions. This adds to the depth of the analysis and discussion of findings, demonstrating a profound rather than superficial comprehension of the data's context. Therefore, theoretical framework incorporates and outlines the theory that explains why the research problem under study exists.

In this section, the theoretical framework that underpins the analysis of the data generated at the Gauteng department of labour South Africa is discussed. As this research seeks to investigate the implementation of gender equality policies in the Gauteng department of labour, feminist theory fits well with the study. The reason is that feminist theories seek to address women's relegation, unequal social status, and marginalization in the society, all of which contribute to the existing inequality in the public sector. Kachel et al (2016), state that some feminist theories look at the different values associated with womanhood and femininity as a reason why men and women

experience the social world differently. Similarly, Zosuls, et al (2011) clarify that other feminist theorists believe that the different roles assigned to women and men within institutions explain gender differences better, including the sexual division of labour in the household, while Crossman (2020), explains that existential and phenomenological feminists concentrates on how women have been marginalized and defined as “other” in patriarchal societies. She also mentions that some feminist scholars are particularly interested in how masculinity develops through socialization and how this correlates with the growth of femininity in girls. And as such, Crossman (2020) defines feminist theory as a major branch within sociology that shifts its assumptions, analytic lens, and topical focus away from the male viewpoint and experience toward that of women. In other words, feminist theory views the world in a way that examines the forces that generate and sustain inequality, oppression, and injustice, and thereby encourages the pursuit of equality and justice.

Zajko and Leonard (2006), defines feminist theory as the extension of feminism into theoretical or philosophical fields which encompasses work in a variety of disciplines, including anthropology, sociology, economics, women's studies, literary criticism, art history

Pollock (2007), psychoanalysis Ettinger et. al., (2006) and philosophy Florence & Foster (2001).

Rosser (2005) explain that themes explored in feminist theory include discrimination, stereotyping, objectification (especially sexual objectification), inequality, and patriarchy.

Patriarchy has been widely discussed by feminist theorists, either as a primary cause of women's oppression, or as part of an interactive system. For instance, David, (2014) posits that some feminist theorists believe that patriarchy is an unjust social system that is harmful to both men and women, while Rosemarie et al, (2017) also agree with Audre Lorde, who believed that racism and patriarchy were intertwined systems of oppression. They therefore advocate for culture repositioning as a method for deconstructing patriarchy, which according to Chigbu, (2015) entails

the reconstruction of the cultural concept of a society. Malti, (2007) notices that patriarchy has manifested itself in the social, legal, political, religious, and a variety of cultures, while Lockard (2007) believes that most contemporary societies are patriarchal in practice even if not explicitly defined to be by their own constitutions and laws, and Pateman, (2016), observes this as well . Similarly, Thickner (2001), notes that feminist theory traditionally characterizes patriarchy as a social construction, which can be overcome by exposing and critically analyzing its manifestations. As a result, feminist theory aims at explaining the essence of gender inequality that exists among individuals based solely on their gender rather than objective discrepancies in skills, abilities, or other characteristics, which also exists in the public sector. Therefore, feminism is required to fight these unjust patterns and structures in the society that originate from patriarchy and the glass-ceiling syndrome.

As feminism is that ideology that rejects gender stratification and male domination, deconstructs patriarchy and advocates for equality between men and women, it is crucial to understand the existence of women in order to bring about social change that will liberate them from being marginalised and bring them parity with men. Hence, feminist theory is that philosophy that examines women's social roles, experience, interests, and feminist politics in a variety of fields, provides an analytic framework for understanding how women's location and experience of social situations differ from men's. Therefore, there is need to develop and implement theories that will address the existing women's marginalization and oppression in the society and reinforce equality in the public sector. Napikoski, (2020), defines oppression as the inequitable use of authority, law, or physical force to prevent others from becoming free or equal, and a type of injustice in which women are disproportionately affected. Since we live in a world where men and women are not treated equally, strong female power structures, traditions and norms, are needed to fight gender

oppression and patriarchy, hence the relevance of feminism cannot be overemphasised, as it is that concept that highlights issues and patterns that are not usually visible in societies. Thus, feminism is a way of seeing and fighting against this injustice of gender inequality.

The term gender inequality refers to the disparities that exist among individuals based solely on their gender rather than on objective factors and there are many feminist perspectives of gender inequality. According to Maynard (2001), feminism has historically been divided into three main philosophies, which are referred to as the "Big Three" schools of feminist thought. However, newer forms of feminism have arisen, some of which are considered branches of the three main traditions. These feminist ideas have common viewpoints on women's problems, and each of them seeks to promote gender equality, albeit from different angles.

They are the liberal feminism, radical feminism, Marxist feminism, and socialist feminism.

2.3.1 Liberal Feminism

Norlock & Kathryn (2019), expound that liberal feminists claim that women have the same capacity as men for moral reasoning and agency, however, patriarchy, particularly the sexist division of labour, has historically denied women the opportunity to express and practice this reasoning. Liberal feminists, according to Tong (1992), claim that female subordination is embedded in a set of customary and legal constraints that block women's entrance to success in the so-called public world. Therefore, they aim for sexual equality via political and legal reform. To this end, Catherine (2014) claims that the neoliberal shift in liberal feminism has led to that form of feminism of being individualized rather than collectivized and becoming detached from social inequality. Therefore, liberal feminism seeks individualistic equality of men and women through political and legal reform without altering the structure of the society.

Lengermann & Niebrugge (2008), on the other hand, highlight that liberal feminism is an expression of gender inequality theory and believes that gender inequality is the product of gender patterning in the division of labour, and that equality can be achieved by transforming the division of labour and by repatterning of key institutes like law, work, family and education. Lewis (2021) mentions that Alison Jagger described liberal feminism as a theory and work that concentrates more on issues such as equality in the workplace, in education, and in political rights, and that it also focuses on how private life impedes or enhances public equality. He went further to explain that liberal feminism aims to help women gain access to paid jobs and to be promoted equally in the traditionally male – dominated occupations, and that affirmative action legislation is supported by liberal feminism because it requires employers and educational institutions to make special efforts to include women in the pool of applicants, based on the assumption that past and current gender bias exists. Hence, an understanding of liberal feminist theory cannot be overemphasized, as liberal feminists believe that recognising gender equality seems to be the starting point for overcoming the patriarchal relationships that are ingrained in our societies. Again, the awareness of liberal feminism will help in reducing the exploitation and subordination of women by men, especially in the public sector as the theory ensures that women share equally in society's opportunities and scarce resources.

However, liberal feminist theory presents key challenges to gender mainstreaming agenda (Walby, 2005). For instance, Lewis (2020), observes that critics often accuse liberal feminism of measuring women and their success by male expectations, and that white feminism which is a subset of liberal feminism, assumes that the issues facing white women, are the same issues facing all women. This in reality is not so because women are found in different geographical locations, economic

background, political environments, and so on. Therefore, the two groups of women see and face life differently, and their issues should be handled differently.

2.3.2 Radical feminism

According to Giardina, (2010), radical feminism is a perspective of feminism that calls for a radical reordering of society in which male supremacy is eliminated in all social and economic contexts while acknowledging that women's experiences are also affected by other social distinctions such as race, class, and sexual orientation. Srivastava & Kalpana, et al, (2017) maintain that radical feminists contend that being a woman is a positive thing, but that this is not acknowledged in patriarchal cultures where women are oppressed. They identify physical violence as being at the base of patriarchy, therefore, they think that patriarchy can be defeated if women recognize and understand their own value and strength, establish a sisterhood of trust with other women, confront oppression critically, and form female-based separatist networks in the private and public spheres. In the same vein, Keith (2013) observes that early radical feminism, viewed patriarchy as a trans-historical phenomenon that runs deeper than other sources of oppression. As a result, radical feminists seek to abolish patriarchy as one front in a fight to free everyone from an unjust society by challenging existing social norms and institutions. Although, according to Bryson (1992), there are distinct theoretical starting points that distinguish radical feminism from other approaches and provide a unifying framework within which divergent ideas have developed. First, she elaborates that it is a theory of, by and for women, as such, it is based firmly on women's own experiences and perceptions, and sees no need to compromise with existing political perspectives and agendas. Second, it sees the women's oppression as the most fundamental and universal form of domination where patriarchy is a key term, and its aim is to understand and end this, third, women as a group have interests that are diametrically opposite to men's and these interests unite them in a common

sisterhood that transcends class and race, implying that women should work together to achieve their own liberation. Finally, radical feminist theory argues that male influence is not limited to the public realms of politics and paid labour, but rather extends into private life. This means that conventional concepts of power and politics are questioned and expanded to such 'personal' areas of life as the family and sexuality, all of which are seen as instruments of patriarchal dominance. To this end, Shelley (2000) contends that radical feminists tried to get to the root of inequality in order to radically change things and dismantle patriarchy, liberating everyone from an oppressive world by challenging the existing social norms and institutions.

2.3.3 Marxist feminism

The origins of the family, private property, and the state are central to Engels' discussion of the history of women's oppression. As a result, Marx concludes that women's oppression is a result of culture (Napikoski, 2020). According to Bottomore (1991), marxist feminism claims that capitalism is the root cause of women's oppression, and that sexism against women in domestic life and the workplace is a result of patriarchal ideologies. Ahmed (2000) attempts to differentiate socialist feminism from Marxist feminism by claiming that women's liberation can only be accomplished by seeking to eliminate both economic and cultural causes of women's oppression.

2.3.4 Social Feminism

Buchanan 2011, defines socialist feminism as a two-pronged theory that broadens Marxist feminism's argument for the role of capitalism in the oppression of women and radical feminism's theory of the role of gender and patriarchy. In a related study, Lapovsky (2008), explains that socialist feminism rose in the 1960s and 1970s as an offshoot of the feminist movement and NEW LEFT that focuses on the interconnectivity of patriarchy and capitalism. Similar to Ahmed (2000),

Barbara (2011), reiterates that socialist feminists argue that liberation can only be achieved by working to end both the economic and cultural sources of women's oppression.

According to Nutsukpo (2020), socialist feminists reject radical feminism's main claim that patriarchy is the only or primary source of women's oppression. Buchanan (2011), supports that socialist feminists reject radical feminism's main claim that patriarchy is the only or primary source of women's oppression. He added that socialist feminists assert that women are unable to be free due to their financial dependence on males and that women are subjects to the male rulers in capitalism due to an uneven balance in wealth. Hence, socialists feminists see economic dependence as a driving force of women's subjugation to men. To this end, they consider the male-controlled capitalist hierarchy as the defining feature of women's oppression and the total uprooting and reconstruction of society as necessary (Goldstein, 1982). They therefore re-emphasize that liberation can only be achieved by working to end both the economic and cultural sources of women's oppression. Thoughtco (2017), supports that socialist feminists assert that women's liberation should be seen as a necessary part of larger quest for social, economic, and political justice while attempting to integrate the fight for women's liberation with the struggle against other oppressive systems based on race, class, sexual orientation, or economic status.

Feminist's theories focus on gender inequality and contemporary feminism, in many ways has helped women to develop a greater feeling of solidarity. Therefore, feminist ideologies are important as they help in fighting to ensure that equal rights for men and women are guaranteed. Even though modern society is increasingly involving women in every aspect of human endeavour, top positions in companies, especially in the public sector are rarely occupied by women. And it is for this reason that feminists advocate for equal representation in every sphere of the society. Feminists, according to Napikoski, fight against women's oppression because women have been

unfairly denied complete equality in many societies around the world. She cites evidence of women's oppression by men in European, Middle Eastern, and African cultures. However, Von Veh, (2011) notes that South Africa's feminism had a mixed reception and was often ignored as insignificant during the years of apartheid since feminism in South Africa was often associated with white, middle-class women. And as such, during this period and for many years, race rather than gender was considered to be the primary determinant of the high levels of injustice in South Africa. And therefore suggests that South Africa needs a strong feminist movement to fight patriarchy that has infiltrated into the society and encroached into the workplace. And this involves a lot of work and innovation to strengthen and support women, and there is also the need to abolish the oppressive practices against women in order to guarantee their inclusion in the society, to stop gender-based discrimination and have an equitable and just society.

Feminists advocate for equality of the sexes, not superiority for women. They therefore strive for the deconstruction of the gender roles that have existed in order for women to live free and empowered lives, without being bound traditional.

2.4 Conclusion

This chapter discussed the relevant literature that strengthen the implementation of gender equality policies in the public sector. It further analysed the theoretical framework used in this study, with regards to radical feminism, liberal feminism, Marxist feminism, and socialist. The section highlighted how these four types of feminism seek for equal opportunities for women in the public sector and advocate for gender equality in the Gauteng department of labour.

It also looked at the commitments made by the South African government to achieve gender equality by making it a priority to include new developments in its policy implementation. Such

commitments are aligned with the implementation of the Beijing Platform for Action (BPFA), by being a signatory to the SADC Declaration on Gender and the eradication of Violence against Women. These obligations are legally enshrined and are also endorsed by the EEA of 1998 and the Constitution of 1996, which prohibits any form of discrimination on the ground of gender, religion, ethnicity, sexuality or marital status, amongst others.

The theoretical framework of feminism is used as a lever through which we can gauge gender inequality and discrimination.

The next chapter discussed the research methodology.

Chapter 3

Research Design and Methodology

3.1 Introduction

This chapter provides the research design and methodology employed in this research.

Jilcha Sileyew, (2019) defines research methodology as the path through which researchers need to conduct their research, that is, the path through which researchers formulate their research problems and research objectives and present their results from the data obtained during the study period. The section describes and explains the various methods and instruments a researcher employs in conducting a research on a specific topic and population. And as such, this chapter explained the research methodology used in gathering and analysing the data required to answer the research questions, it also described the research design, research approach, data analysis, data collection methods and data collection instruments used, as well as the population and sample size, trustworthiness and ethical considerations.

Research methodology is usually divided into two, qualitative and quantitative, and they are known as the traditional research methods, but recently, research methodology has been gendered because feminists have argued that traditional research methods have been used as a tool to promote sexist ideology and ignore issues of concern to women and feminists. Therefore, the research approach used was determined from women's personal lived experiences. Reinharz (1992) also supports this by maintaining that feminist research is action and change oriented, that strives to represent human diversity where meaning comes from women's experiences and their perceptions of experiences and life stories. Therefore, this study is primarily driven by a feminist research approach as it aims to examine the implementation of gender equality policy in the public sector. The unstructured interview is seen as a major contributor to this research where qualitative research method was applied.

3.2 Research approach

According to Neuman (2014), in all research we aim to systematically collect empirical information and analyse data patterns so that we can better understand and clarify social life, but discrepancies among research approaches may lead to miscommunication and confusion.

When we are looking for a research approach, we are looking for plans and procedures that include steps or detailed methods for collecting, analyzing and interpreting data as guided by the research design.

3.3 Research design

Research design according to Creswell, (2013) is a set of guidelines and instructions that are followed to address the research problem. In other words, it is a plan by which the researcher approached the research participants who are employees of the Gauteng department of labour to obtain data regarding the implementation of gender equality policies.

Neuman (2014) asserts that generally, researchers strive to collect empirical data systematically and to examine data patterns in order to better understand and explain social life, even though differences between research approaches can create miscommunication and misunderstanding. That is why in research, the qualitative and the quantitative approaches are the two general approaches used in gathering and reporting information.

The study is interdisciplinary in nature and therefore requires a certain amount of methodological flexibility to produce a subtle understanding of the phenomena being studied. In this light, the study was carried out using a combination of various overlapping research methods and to answer the key research questions outlined, hence, the study utilised a combination of the qualitative case study where documents were also reviewed in order to get people's opinion concerning the implementation of gender equality policies in the Gauteng department of labour.

Simone (2014) defines qualitative research as a study process that investigates a problem where a researcher conducts a study in a natural setting and constructs a complex analysis by means of a rich description and explanation as well as a careful analysis of the data. While Silverman (2013), explains that qualitative methods, such as interviews, are believed to provide a more insightful understanding of social phenomena than would be obtained from strictly quantitative methods, such as questionnaires. And Leedy and Ormrod, (2014) state that qualitative research findings consist of ethnographic approaches such as participant observation, in-depth interviews, group interviews, etc. While Neuman, (2014) observes that quantitative research is a broad term that encompasses a wide range of approaches, including interviews and case studies.

In qualitative study, emphasis is on conducting detailed examination of specific cases that arise in the natural flow of life. Merriam (1998) explains that qualitative research is a flexible, evolving and emergent design. Creswell (1998) affirms that the sample for qualitative research is small, non-random, purposeful and theoretical. Merriam, (1998) explains that when conducting research through qualitative study, the researcher is the primary instrument, conducts interviews, observations and document analysis, he justifies this by saying that interviews are believed to provide a ' more insightful ' understanding of social phenomena than would be obtained from strictly quantitative methods, such as questionnaires. In terms of modes of analysis, Merriam (1998) states that qualitative research is inductive by researcher and quantitative research is deductive by statistical methods. He also states that qualitative research findings are comprehensive, holistic, expansive and richly descriptive. This means that qualitative research focuses on providing a true definition of the perception of the problem. While Saunders, et.al, (2009) explain that quantitative research essentially utilises measurable data to uncover patterns in research.

With this understanding, this study employed the qualitative and case study methods.

Capturing information using the qualitative approach involved themes. The reason for using the qualitative approach is that it enables the researcher to focus on the external and real-world experiences of the participants (Percy, Kostere, & Kostere, 2015). This gives the researcher the opportunity to get closer to the participant. As a result, the researcher was able to interact with the staff of Gauteng department of labor by using unstructured interviews to ascertain the implementation of gender equality policies in the Gauteng department of labour.

Interviews were conducted with a sample of ten (10) men and women who are directors, deputy directors, and assistant at the Gauteng department of labour.

These directors were asked about the extent to which the implementation of gender equality policies in the post-apartheid era improved women's conditions, the level of inequality in the department of labour, the South African government's level of commitment to gender equality and empowerment, the rate at which the implementation of policies was able to eliminate gender discrimination, and, finally, whether these policies have led to equity in the department of labour. Themes were derived and documented. The characteristics of the themes were noted, interpreted, discussed and confirmed with the participants.

Apart from the qualitative approaches used in this study, a case study approach, which is a common research approach, was also utilized. A case study is a form of qualitative research in which data is collected in relation to a single individual programme or occurrence in order to learn more about an uncertain or poorly understood situation (Leedy and Ormrod, 2014). Case studies can be used to explain, describe or explore events or phenomena in the everyday contexts in which they occur (Yin 2009). It is conducted at a site where the programme or activity occurs naturally, and multiple forms of investigation, such as document review, observation, and interviews are usually utilized.

As a result, some gender equality policy documents from the Gauteng department of labour were also consulted.

3.4 Area of study, Population, and Sample size

This study was conducted in the Gauteng province of the republic of South Africa. Gauteng might be the province with the smallest land area, however, it is the economic hub of South Africa and the fastest growing on the continent after Nigeria. Gauteng generated over a third of South Africa's GDP in 2017, making it the nation's biggest provincial economy (GDP, 2018).

The reason for choosing the Gauteng province is because of its strategic position in sub Saharan Africa which attracts people from diverse groups which includes race, gender and nationality. And as such, its public sector is saturated with men and women from different parts of the world irrespective of race, gender, and nationality. Therefore, it will have a detailed and comprehensive information of the workforce and gender representation in particular.

The criteria for choosing the department of labour as a case study were two folds. The first criterion is that, Gauteng is the administrative seat of South Africa, and as such, it controls and issues directives to all the other nine provinces, therefore the gender policies are the same in all the departments of labour in the nine provinces of South Africa, and by using one province's information would reduce the effect of data saturation. Secondly, the department of labour is used in this study because of its position as the regulatory authority in charge of labour issues and as such, it keeps detailed records of the number of men and women who are employed in the public sector and it also monitors the implementation of gender policies.

3.4.1 Population and Sample size

Newman (2011) defines a population as an abstract idea of a large group of many cases from which a researcher draws a sample and to which results from a sample are generalized. The population for this study includes twenty (20) employees and this is made up of both male and female employees of Gauteng department of labour. From this population, a sample of ten (10) participants was derived and this consists of five (5) directors, three (3) deputy directors, and two (2) assistant directors.

A sample according to Etikan, Musa, & Alkassim, (2016) is a portion of a population. Richards et al (2011), define a sample as a part or fraction of a whole, or a subset of a larger set, selected by the researcher to participate in a research study. In summary, a sample can therefore be described as a component of the overall population under study and as such, a subset of the population.

The sample of ten (10) participants was derived and this consists of five (5) directors, three (3) deputy directors, and two (2) assistant directors, who are employees of the Gauteng department of labour, and they have sound knowledge of gender equality policies and they are also in good positions to say whether gender equality policies have been implemented or not in the Gauteng department of labour.

3.5 Data collection instruments

Data collection instrument refers to the device used to collect data, such as a paper questionnaire or computer assisted interviewing system (Census Bureau, 2009). Similarly, Ranney et al. (2015), posit that different methods are used in qualitative research and that the most common are interviews, focus group discussions, observational methods and perusal of policy documents.

In this study, the data collection instrument used was the unstructured interview with open-ended questions. Using open-ended questions enabled the researcher to add new questions during the interviewing process.

A sample of ten (10) participants was used for the study and their responses were recorded with their permission. During the interview process, direct quotes that were found to be relevant were written down. Notes were taken, reviewed, and were kept as records for future reference.

Informed consent was sought by explaining the objectives of the study, how confidentiality would be handled, and the procedure that would be adopted in conducting the interviews. Interview responses were used to generate data for the study. The data collection instruments were grouped under two collection methods. They are the primary and secondary data collection methods.

3.5.1 Primary data

The unstructured interview was used to collect the primary data and it took place at the head office of Gauteng department of labour in Pretoria. According to Legard, Keegan, & Ward (2003), unstructured interviews are conversation with an intent, and Morse (2002), explains that it is a method that enables researchers and interviewees to come together to create an atmosphere of conversational intimacy in which participants feel comfortable telling their story. This created a platform for freedom of expression. For the purpose of this study, unstructured interviews with open-ended questions were used. The rationale for using the unstructured interview schedule was that some of these senior staff members did not have time to fill up the questionnaires, and for the few that were approached preferred the interview method because it gave them time and space to share their experiences. Each interview session lasted for about one hour (1hour).

3.5.1 Secondary data

For the secondary data, relevant written policy papers on gender equality policies from four government institutions were reviewed. They are the department of labour, the South African Human Rights Commission, the Gender Equality Commission and the Public Service Administration Department. The reason is that these government departments are part of the public sector and, in one way or the other, deal with gender issues and therefore, they provided broad sources of information on the implementation of gender equality policies in the public sector that supported the primary data. Other secondary data sources were from books, research reports, academic journals and the internet.

3.6 Sampling Method

McLeod, (2014), posits that sampling methods are used to select a sample from within a general population. This means that field research sampling includes the choice of a research site, space, people and events. In this research, the sampling methodology used was the purposeful sampling method to obtain information on gender equality policies from employees of the Gauteng department of labour.

3.6.1 Purposive sampling

The purposive sample, also known as judgmental, selective or subjective sampling, is a non-probability sample chosen on the basis of the characteristics of the population and the purpose of the analysis. (De Vos et al, 2011). This method of sample is solely based on the opinion of the researcher. The sample consists of elements that include the most distinctive, representative or typical characteristics of the population that best serve the purpose of the study (De Vos et al, 2011). Purpose sampling was therefore appropriate for this study, as the selection of participants

in the department of labour was guided by the researcher's judgment, making the study less complicated and more economical in terms of time and money (Aarons, Hurlburt, Horwitz, 2011). It also provided the researcher the guidance on how to structure interview questions, and the information gathered provided insight into the purpose of the implementation of gender equality policies in the department of labour.

3.7 Data Analysis

According to Xia and Gong (2015), data analysis is a process of inspecting, cleansing, transforming, and modelling data with the goal of discovering useful information, informing conclusions and supporting decision-making. Creswell (2007) presents and describes the data analysis spiral as going through the data several times through successive steps from the raw data to the final report. This includes steps such as organization of case details, categorization of data, and interpretation of single instances, identification of patterns and synthesis and generalization. Once a pattern is identified, it is interpreted in terms of a social theory or the setting in which it occurred. In this study, qualitative data was analyzed by using memo writing and thematic coding approaches by organizing data into themes, i.e. data reduction, and finally drawing links between themes, thus arriving at conclusion and verification.

3.8 Ethical Considerations

Ethical issues are usually ignored in the research process, but the ethical standpoint or moral integrity of the researcher is very important as they ensure the validity and reliability of the research findings. Since most ethical issues fall within one of these four categories; harm protection, voluntary and informed participation, the right to privacy and honesty with professional colleagues (Leedy and Ormrod, 2014), consideration has therefore been given to informed consent,

avoiding deception, upholding the participant's right to privacy, disclosure of findings / results, and maintaining confidentiality and engage in the study with clarity on the code of ethics of the department of labour that represents the public sector.

Prior to undertaking data collection, the Ethical Clearance Certificate (Appendix A) and the Letter of Permission to conduct the Study (Appendix B) were obtained from the University of Venda and the Gauteng department of labour. Respondents were also asked to sign a consent form after they agreed to participate in the study and the respondents were told that all data would be confidential and would be used for the study and that their names would not be mentioned in the report.

Information was produced from available annual reports and other public documents and interviews after obtaining ethical clearance from the Gauteng department of labour. The readiness to conduct the study was also obtained from the Gauteng department of labour.

3.8.1. Informed consent

Ethical practices were used to obtain permission and approval to conduct a study within the Gauteng department of labour. The reliability of the study reflects the fact that a detailed description of all the processes involved in the study was provided to help the reader be informed of the context and findings of the study. As a result, the researcher ensured that the participants had full information on the intent of the research, the researcher told the participants at the start of the study of their right to leave and to withdraw their data at any time should they feel uncomfortable, and the researcher also ensured that the consents of the participants were obtained free without coercion.

3.8.2. Right to privacy: anonymity and confidentiality

In qualitative research, trustworthiness is one of the metrics used in relation to trustworthiness.

In order to ensure the validity of the study, the author gave an advanced notice to the participants before the day of the interview and all interviews were transcribed and sent back to the participants to accept or reject any section that did not reflect their opinion.

The researcher also told the participants that the information collected from them would be confidential and that their identity would be covered as interview questions would not allow the participants to identify themselves.

The researcher ensured that access to raw data was restricted, that all data would be secured, that all findings would be reported in a manner that would not allow participants to be identified, that permission would be obtained for the subsequent use of the data, and that names would not be disclosed in the analysis and interpretation of the data.

3.8.3. No harm to participants.

The researcher ensured that the participants were protected against physical and mental harm. The researcher ensured that participants were not exposed to risks greater than or in addition to those encountered in their normal lifestyles.

3.8.4. Limitation of the Study

The study focuses only on the public sector. It should have been extended to the private sector in order to accommodate the whole economy of South African which will provide more information on how the implementation of gender equality policies has brought about equal representation of both sexes in both private and public sectors.

By using one public sector organization as a representation of others, was helpful especially in reducing data saturation, cost, and to save time, however, a lot of challenges were encountered during the research project.

The department of labour is one of the public sector organisations where nonchalant attitude is prevalent. And as such, data collection was a nightmare. Letters of introduction and permission to conduct interview at the Gauteng DOL were written and sent out in May 2018, as at December 2019, I was still battling to meet with the staff of DOL to conduct interviews. Their busy schedules coupled with mid-year report writing and preparations to start the second quarter of the year worsened the whole situation. Questionnaires were given out in June 2018 and were only returned in December 2018, despite the concerted efforts made in visits, phone calls, and emails to retrieve the questionnaires. It was only in October 2019 that I was told that I could actually use another public sector as a case study, and it was already too late otherwise I would have used another public sector organization as a case study, so I had to stick to the DOL since I had already established a relationship with them. When I eventually met with the participants, they were really remorseful particularly for the resources (time, money, etc.) that were wasted but at the end, they gave their full support.

The unstructured interview involved interactions with four (4) directors and six (6) deputy directors of Gauteng department of labour.

Prior to the selection of this group the researcher carried out a pilot test by informing the head of the gender unit as well as the staff members and asked for their involvement on a voluntary basis.

The interviews were conducted at the Gauteng department of labour, in Pretoria, South Africa. All the interviews were held in the interviewees' offices during working hours and each interview session lasted for about forty-five minutes.

3.9 Conclusion

The chapter gives a brief explanation of the quantitative, qualitative and case study methods used in this study. This chapter also described the research approach, the research design, the data collection tools used, the sampling methods, the analysis of data and the ethical considerations of the study.

The next chapter addresses research findings, data analyses and interpretations.

Chapter 4

Research Findings, Analyses and Interpretations

4.1. Introduction

This chapter expounds the findings that emanated from the data collected through semi-structured interviews on the implementation of gender equality policies in the public sector using the Gauteng department of labour as a case study. The information presented and reported in this chapter is a compilation of data that has been carefully transcribed and analyzed. The participants were interviewed using the English language. Even so, taken into consideration, it is well noted that English is only used as a medium of instruction and as such, participants do not use it as a home language. The study was conducted at the Gauteng department of labour in Pretoria, South Africa. The objectives of this study were three folds: First to explore whether the introduction of gender equality policies in the post- apartheid era has improved the conditions of women and increased their participation rate in the department of labour, two to investigate the rate at which these policies have been implemented in order to eliminate gender discrimination and women marginalization in the department of labour, and three to examine if these policies have brought about equity in the department of labour.

The presentation and analysis of data is organized under five main sections: Section 4.2 provides the demographic characteristics of respondents; Section 4.2.1 presents the Socio-demographic characteristics of the participants; Section 4.2.2 explores the extent to which the implementation of gender equality policies in the post- apartheid era has increased the participation rate of women in the department of labour; section 4.2.3 investigates the rate at which these policies have been implemented in order to eliminate gender discrimination and women marginalization in the department of labour; while section 4.2.4 examines if these policies have brought about equity in the department of labour; and the last section 4.3 presents the summary of the chapter.

The qualitative data was analysed with simple descriptive statistics in form of percentages and was collected through unstructured interview that was conducted among ten (10) staff members of the Gauteng department of labour in Pretoria. The unstructured interview is viewed as a major contributor to this study.

4.2. Demographic Characteristics of Participants

In this study, ten (10) participants were used and they consist of five (5) directors, three (3) deputy directors, and two (2) assistant directors of the Gauteng department of labour.

Figure 4.2.1. Socio-Demographic Characteristics of Participants

		Frequency	Percentage
Male	Male	4	40
	Female	6	60
	Total	10	100
Age	30 - 40	3	30
	41- 50	7	70
	Total	10	100
Educational Level	Diploma	-	-
	Degree	1	10
	Honours	1	10
	Post Graduate	2	20
	MBA, MSc.	6	60
	Total	10	100

The statistics in figure 4.2.1 show that the number of females interviewed was greater than the number of males. Out of the 10 respondents, 6 (60 percent) were female and 4 (40 percent) were males. The findings show that more women (60 percent) are among the senior staff at the Gauteng

department of labour, and this suggests that implementing recruitment and training policies will support women managers and career development among women employees thereby increasing the participation rate of women at the top management level. It also shows that the Gauteng department of labour is making efforts to adopt and implement the gender equality policies.

The ages of the respondents range from 30 years to 50 years. From the same table 4.2. 1, it is observed that 3 (30 percent) of the respondents are between the ages of 30 years and 40 years, while 7 (70) of the other age group are between the ages of 41 and 50 years. The two age groups fall within the Economic Active Population (EAP), and the effective age group. These high frequencies indicate that there is an equitable representation of designated groups since the EAP is used as a benchmark to assist employers in the analysis of their workforce to determine the degree of under-representation of the designated groups. This shows that progressively, the Gauteng department of labour is coming up with policies that will help to reduce the gender gap that has long existed in the public sector among the designated groups.

Apart from gender and age, this study investigated academic qualifications of respondents and it revealed that the Gauteng department of labour is made up of highly and fairly educated employees who are also well experienced in gender issues. Therefore, they are academically empowered to understand the concepts of gender policies, gender equality, and women marginalization especially in the public sector. This illustrates the important role education plays in people's lives as it helps to develop a perspective of looking at life, build opinions, and have different points of view on things in life. Education maintains equality between people even if they are holders of different sets of opinions. This is the only way for a person of any caste, region, or gender to attain and maintain top respectable positions and stand out in any organisation, be it private or public. Therefore, the high academic qualifications of the respondents greatly assisted in understanding

and objectively analyse whether gender equality policies are being implemented or not. Therefore, to promote women empowerment, women should have equal academic opportunities as men.

To uphold confidentiality, the participants in this study were referred to as “Participant 1, 2, 3 etc.

The following are the findings of the data collected regarding the implementation of gender equality policies in the department of labour using the unstructured interviews.

4.2.2. The extent to which the implementation of gender equality policies in the post-apartheid era has increased the participation rate of women in the department of labour.

The number one objective of this study is to verify whether the implementation of gender equality policies in the post-apartheid era has increased the participation rate of women in the department of labour. The result of this information will enable policy makers to identify areas of further improvement on how to increase the participation rate of women in the public sector and this will gradually close the gender gaps that have been created by the patriarchal structure and the apartheid government.

From this objective, the first theme derived was:

THEME 1

The degree at which the implementation of gender equality policies in the post-apartheid era has increased the participation rate of women in the department of labour?

Under this theme, the participants were asked three questions.

QUESTION A:

What is the degree at which the implementation of gender equality policies in the post-apartheid South Africa has increased the participation rate of women in the department of labour?

In response to this question, all the participants confirmed that there is an increase in gender equality as women are now better placed in senior management positions unlike during the apartheid era. They confirmed that there used to be an approved, combined policy that addressed the issues of gender, gender equality and women empowerment, disability and youth, in the pre-apartheid era. This means that gender equality policies are not new in the Gauteng department of labour.

In this light, the participants had these to say:

Participant 1:

One of the participants who is a male staff and 40 years disclosed that in the pre-apartheid era, there used to be an approved, combined policy that addressed the issues of gender, disability and youth, gender equality and women empowerment and that now, there is a draft policy on gender alone which takes its tune from gender frameworks similar to those authored in other countries and it specifically deals with gender equality and women empowerment, this shows that the government is making efforts to change the conditions of women and their issues are of importance to the government.

Participant 2:

Another 48 years old female participant confirmed that “The situation has somehow improved as women are now better placed than in the post-apartheid era”.

Participant 3:

A female participant, about 41 years supported that “Since the new dispensation, more women are now able to join the workforce. They are now working in formal occupations than before. More women are participating in entrepreneurship. They are enrolling in science and engineering fields and are joining the workforce in large numbers. But more needs to be done in order to balance the numbers between men and women in this regard”.

Participant 4:

This participant is a female and 40 years. She opined that the introduction of gender equality policies in addition to the various women movements in the post- apartheid South Africa has helped in the attainment of women’s rights which coincidentally opened their eyes to the various opportunities available to both men and women in the public sector.

Participant 5:

This participant is a female and she is 41 years. She stated that the presence of a strong women’s movement in the pre- and post –apartheid South Africa facilitated the introduction of gender equality policies to deal with women issues. Now more women are being employed in the public sector.

Participant 6:

According to this female participant who is 39 years, the introduction of gender equality policies has improved the conditions of South African women as some of them are now gainfully employed in the public sector. However, there is still underrepresentation of women in most of the public sectors including the department of labour.

Participant 7:

This female participant, who is 38 years strongly affirmed that there is much evidence to show an increase in access to basic services at the household level since 1994 and women have benefited a lot as compared to the pre-apartheid dispensation. Before 1994, majority of the women were not allowed to legally own a home. Currently, more than 50 percent of beneficiaries of housing subsidies are women. Through the promulgation of several protective pieces of legislation, particularly the Promotion of Equality and Prevention of Unfair Discrimination Act (PEPUDA) and the Promotion of Administrative Justice Act (PAJA), access to justice has been improved for women who had been marginalised before.

Participant 8:

A male participant who is 45 years also agreed that the introduction of gender equality policies in the post- apartheid era has helped in improving the conditions of women because more women can now access education as compared to the pre-apartheid South Africa. With education, one can have an upward mobility both economically and socially.

Participant 9:

This participant mentioned that with the introduction of gender equality policies, South African women no longer suffer what used to be known as a triple tragedy that originates from racism, social class, and sexism. This freedom enables them to come out of obscurity to the limelight. He is a male and 45 years old.

Participant 10:

This male participant is 47 years and he supplemented other participants' opinions, by adding that even though women are now found among the senior management employees due to the various sets of policies that strengthen the course of gender equality, women continue to face intense discrimination and unfair treatment in the public sector. There are systemic barriers towards the advancement of women.

These responses show that women can now be found in senior management levels in various organisations. And this is in accordance with the National Planning Commission (2013) which stated that; after 1994, the principle of gender equality influenced policy and legislation formulation in economic and development related areas such as access to employment, land, housing, water, health care and public works programmes among others. Further, government developed and implemented key domestic development programmes with an overarching focus to address the legacy of colonialism and apartheid and change the conditions of women in the department of labour.

QUESTION B:

What is the level of inequality in the department of labour?

The research respondents agreed that inequality has been reduced in the public sector and in the department of labour when compared to the level of inequality in the post- apartheid era, but they upheld that there is still more to be done.

In this respect, the participants said the following:

Participant 1:

A male staff member who is 40 years said that “Inequality has significantly been reduced in the department of labour. Looking at the appointments in the Senior Management Service (SMS), the inequality rate is 41% against 20% which shows that there are now more women in the SMS than men. However, we are concerned that strategic positions are still held by men.

Participant 2:

It was very high then but since the post-apartheid era, women are recognized in decision making positions both in public and private sector, in legislative and other areas, and within the department of labour. Strides have been made to bring equality even though it is not yet at a desired level. She is a 48 years old female participant.

The responses from the participants are confirmed by the findings of Sanberg (2018) who indicated that although almost one third (29%) of senior roles in South Africa are now filled by women, one in five local businesses (20%) still have no woman at all in senior positions. These are among the findings of the 2018 Grant Thornton International Business Report which focused specifically on research regarding women in business. The report, drawn from 4995 interviews conducted between July and December 2017 was published to coincide with International Women’s Day on March 8, 2018. The trend in South Africa is encouraging, the percentage of women in senior management has on the average been rising slowly but steadily from 26% in 2014. However, there are still too many businesses that do not have a single woman in their senior management team,

Participant 3:

This participant who is a female and about 41 years revealed that the level of inequality is moderate, not very high and not very low. The only challenge that still exists is that at the management level. We still have more males in this category as opposed to women. The department has never reached the 50/50 parity.

The responses signify that South Africa has made great strides and gender representivity is moderate in the Gauteng department of labour because both genders are equally represented. Although South Africa has made notable progress, and has one of the most gender-diverse parliaments in the world having the highest number of females in parliament, ranking number three in Africa and tenth globally. However, it still falls short in achieving gender parity.

Participants 4, 5, and 6 had similar opinions and affirmed that the level of inequality in the DOL has reduced and they maintained that:

Participant 4:

“With policy interventions, there is a significant increase in the representation of women in the department of labour. Though the 50/50 parity is yet to be achieved”. She is 40 years

Participant 5:

“The DOL is making progress in terms of attention to gender. The gender gap is closing gradually as compared to the post- apartheid era”. He is about 45 years.

Participant 6:

“The introduction of these policies has helped to reduce inequality to some degree in the Gauteng department of labour. However, awareness of the existence of these policies is very poor in most public and private organisations. Even most employers and employees do not understand the true nature of these policies”. He is 45 years.

Participant 7:

“There are improvements in terms of quality at entry. This is because many women who are now directors and deputy directors at the department of labour joined the department as educated personnel with the relevant skills”. She is 39 years.

The responses from the participants are confirmed by the findings of Sanberg (2013) who indicated that: although almost one third (29%) of senior roles in South Africa are now filled by women, one in five local businesses (20%) still have no women at all in senior positions. These are among the findings of the 2018 Grant Thornton International Business Report which focused specifically on research regarding women in business. The report, drawn from 4995 interviews conducted between July and December 2017 was published to coincide with International Women’s Day of March 8, 2018 which indicated that the trend in South Africa is encouraging with regard to gender mainstreaming.

Participant 8:

“The number of female representatives in the public sector has increased as compared to 25 years ago. This shows that the transference of power relations between men and women has shifted probably in favour of women”. He is 47 years.

Participant 9:

“Inequality is disappearing slowly as more women are seen at senior management levels”. She is 38 years.

Although South Africa has made great strides, gender representivity is moderate, as both genders are equally represented in the department of labour. Even in Parliament, it fares a lot better.

Participant 10:

However, this participant refuted that “Inequality has increased since 1994, despite the government’s mandate to redress it. She argued that with BEE, there is little or no progress in bridging the gender gap as it is skewed towards men”. She is 41 years.

QUESTION C:

What is the South African government level of commitment towards gender equality and women empowerment?

Under this objective, as the study evaluated the South African government’s level of commitment towards gender equality and women empowerment, it was discovered that the government has designed a number of policies and legislations to facilitate women’s empowerment. However, South Africa still carries some elements of patriarchy. Women’s roles are still restricted to a care economy, rather than being economically productive and employed, and engaging adequately with the broader economy.

From the responses obtained, the participants stated that equality has not been fully restored by the government even though it is been worked on.

With this backdrop, *participant 1* who is a female and 48 years mentioned that the “Government is also advancing on this as it can be seen through women representation in parliament, at national department, in provincial departments and other spheres. However, equality is not fully translated to the society given the number of rapes, murders, abuse and it is the government’s responsibility to monitor all these through their various programmes and policies. She mentioned that the government is also lacking on ensuring equality in the work places especially in the private sector”.

Participant 2:

The government has introduced a number of programmes, initiatives, and policies to reduce inequality, however, gender equality is not prioritised in the department of labour”. He is 40 years

Participant 3:

“Under the EE framework, the department of labour has internal policies, strategies, and plans initiated and adopted to advocate for gender equality and these consist of Women’s Empowerment and Gender Equality Policy”. He is 45 years

Participant 4:

“The government has adopted a set of guidelines that are aligned with international and national standards of equality so as to achieve its gender equality objectives and these gender equality policies are based on international and national frameworks and protocols that embrace the principles and guidelines of gender equality”. He is 45 years.

Participant 5:

“There are enough relevant laws and policies to advance gender equality in the public sector.

In terms of commitment, there is a big challenge in the sense that the government is not committed in implementing, monitoring, and applying appropriate sanctions for poor implementation or non-compliance”. She is 41 years

Participant 6:

“The decision – making power of women has improved since 1994, the proportion of women in senior management positions (director and above) has increased significantly since 1994, all because of the introduction of women empowerment and gender policies. Even though the proportions still fall below the target for management positions”. She is 40 years

Participant 7:

“The journey towards women’s empowerment and gender equality in South Africa since 1994 has been promising as compared to the pre-apartheid era when women had little or no choice about the kind of lives they wanted to live. At least they now know their rights”. He is 47 years.

Participant 8:

“The South African Government has been committed towards gender equality and women empowerment as seen by the establishment of National Gender Policy Framework and its National Gender Machinery”. She is 41 years.

Nevertheless, Participant 9 and 10 repudiated and acknowledged that:

Participant 9:

“The entire government is presently on a downward spiral with regard to service delivery and the employment of a section of the population that has membership with the ruling party. This has compromised talent and skills. Some of the women who are put into position of power are just window dressing as we know who is calling the shots behind them”. She is 39 years.

Participant 10:

“Progress in this regard is very slow. Women’s roles are still restricted to household chores while men are still occupying strategic positions in many institutions”. The government as a whole has also come down as compared to the past few years when the HOD’s 8 principles Action was respected and taken seriously by government departments. She is 38 years.

These responses are in line with the findings of Duff-McCall and Schweinle (2008) who stated that South Africa has soared from 17th place to 3rd position in the global ranking of women in parliament following the 22 April 2008 elections. They also revealed that the present democratic dispensation seeks to provide women with equal employment opportunities. However, women are still disadvantaged in the workplace because of the historic imbalances of the past, there is lack of commitment in redressing power imbalances and giving women more autonomy to occupy managerial positions, and there are no programmes and funding for women’s empowerment to acquire skills. It is therefore important for the government to develop tools that will enable women to be empowered and have more opportunities.

The second objective of the study is to investigate the magnitude at which gender equality policies have been implemented in order to eliminate gender discrimination and women marginalization in the department of labour. Under this objective, a theme and the following questions were derived:

4.2.3. The rate at which the implementation of gender equality policies has been able to eliminate gender discrimination and women marginalization in the department of labour.

THEME 2

The rate at which the implementation of gender equality policies has been able to eliminate gender discrimination and women marginalization in the department of labour?

QUESTION A:

At what rate has the implementation of gender equality policies been able to eliminate gender discrimination and women marginalization in the department of labour?

The first question on this objective will help to understand the rate at which the implementation of gender equality policies has been able to eliminate gender discrimination and women marginalization in the department of labour. The responses record some challenges as well as the progress made so far to eliminate gender discrimination and women marginalization.

The participants that were interviewed had these to say:

Participant 1:

“The 50-50 Gender parity and the equitable representation at the SMS has not been achieved, however, the top management is making strides to achieve this”. He is 40 years.

Participant 2:

Not a very high rate. “There is still a long way to go. What the department does is to comply with prescripts and the frameworks of the public service but in practice, it is not correctly and

sufficiently implementing the policies. The policies are there but they are not implemented correctly”. She is 41 years.

Participant 3:

“Even though there are numerous laws, policies, and programmes that are being implemented, still they have not been able to eliminate gender discrimination and women marginalization. On the contrary, they are bringing further indirect discrimination where women are disadvantaged due to the existence of one inequality or the other. A gender-neutral law may leave the existing inequality in place”. She is 48 years.

Participant 4:

“Although the implementation of affirmative action gradually helped in reducing gender discrimination and women marginalization, the glass ceiling syndrome still persists”. She is 41 years.

Participant 5:

“Despite the various government initiatives towards eliminating unfair discrimination and women’s marginalisation, there is still a need to change the negative mind-sets that men have towards women, and it is high time they started to appreciate the potentials in women”. She is 39 years.

Participant 6:

“The government has come up with a lot of interventions such as the Employment equity and Broad Based Black Economic Empowerment (BBBEE) that are aligned with legislation to promote equity in the labour market”. He is 45 years.

Participant 7:

“The rate is slowly increasing, but there is still this negative perception on competencies of women”. She is 38 years

Participant 8:

“The government is making efforts to reduce inequality, but they should as well pay attention to targeting methods used, to ensure that the equality policies do not exclude or disadvantage women”. He is 45 years.

Participant 9:

“The government has gone a long way to ensure that the 50/50 gender parity is achieved, but social protection policies that mainstream the inclusion of women require policy makers to assess the underlying causes of exclusion, and take deliberate measures to address women’s gender-specific risks and vulnerabilities”. He is 47 years.

The responses above correspond with the findings of Salomone (2008), who stated that: Generally, gender policies seek to address the inequalities between men and women in society, policies and practices that treat men and women identically, regardless of difference of disadvantage, tend either to result in injustice and inequity or to exacerbate existing inequality. Though, women are

still treated as inferior to men, at least there are policies that guide against such treatments but they are not being implemented. The gender policy statement takes into account the diversity of women's experiences in South Africa, and particularly the oppression suffered by African, rural, working class, and poor women, as a direct legacy of apartheid.

Participant 10:

“The level is slow, EEA for example is not translating to tangible effects in the work places which is the DOL's mandate. Internally, I see policies not being implemented consistently, women are still discriminated against in other ways than ensuring EE profiles in recruitment, and the DOL is not doing well on harassment. For instance, bullying of women by men in managerial positions is still ignored”. She is 40 years.

The response above resounds in the findings of Niedhammer & Degioanni (2007); Ortega et al. (2009), who in their study maintain that there are higher levels of workplace bullying in the health and public sectors than there are in other industries. Therefore, it is important to note how the experience of workplace bullying differs in industries. The findings conclude that much progress has been made to reduce gender inequality in the public sector. However, the participation rate of women in the Gauteng department of labour still remains low irrespective of the efforts made to achieve the 50-50 gender parity. This is because of the diluted commitment by institutions in both the public and private sectors to empower women. The findings further revealed that South African women suffer oppression as rural women, working class women, and poor women. Therefore, the government should assess the causes of discrimination and marginalization and take deliberate

measures to ensure that policies on gender equality on bullying should apply to all industries in both private and public sector.

QUESTION B:

What are the South African government approaches to implement gender equality policies in the public sector?

With this question, the participants applauded the government for the efforts they have made towards equal representation of both sexes in the public sector. However, they all had their different opinions.

Participant 1:

“The government has embarked on an Accelerated Development Programme that aims at women empowerment to enable them to attain the SMS. This programme is available to all government departments and they are all mandated to enrol the middle and lower management staff to prepare them for SMS level. The school that anchors this programme is the National school of Governance, and enrolment into the school gives you access to bursary as well”. He is 40 years.

In line with this response, Hayes, Quirie & Allinson (2000) in their findings confirmed that the accelerated development programme focuses on competences for generic management and government related functions. The programme comprises formal training and development interventions, action learning and integrated assessments. It is also aimed at empowering women in organizations to reach the senior level.

Participant 2: This participant also supported that:

“The government has put structures in place by mandating the the Department of Public service Administration (DPSA) and the Commission for Gender Equality (CGE) to strengthen mechanisms for the implementation of gender equality. The DPSA has failed in this mandate as they do not regularly organise trainings, seminars, and workshops for civil servants on gender equality issues”. He is 45 years.

Affirmative Action is regarded as a pillar for the transformation of the public service and a means to achieve gender equality. He went further to ascertain that the government inherited a public service which was influenced by discriminatory employment policies and practices based on race, gender and disability. Conclusively, there is a general agreement that the government does not have the energy to drive these good policies into action.

Participant 3: Whereas these participants on the other hand rebutted and reported that:

“DPSA should take a lead in the implementation of these policies. I observed that they don’t give financial support especially to women. This means that gender equality issues are not all that important to the government. On paper it may sound that there is immense support for the advancement of women but in practice this is not so”. She is 48 years.

Participant 4:

“The approach is very poor as DPSA does not monitor the implementation and also does not implement strong and effective financial consequences for non- compliance”. She is 41 years.

While participants 5, 6, 7, 8, 9, and 10 acknowledged the role of gender mainstreaming as an intervention strategy and highlighted the various government approaches to implement gender equality policies in the public sector.

Participant 5:

“Section 53 of the EEA deals with issuing of compliance certificates to employers who intend or do business with government, this assists the government in determining compliance”. He is 45 years.

Participant 6:

“The government has made available an EEA12 form in a word format and also available on the DOL’s website for employers to use when conducting and setting their workplace analysis for the Economically Active Population. This approach helps employers to set their numerical goals and targets in their Employment Equity Plans. But there is little follow up when it comes to checking compliance and a lot of managers seem to still be in the dark with regard to such forms”. He is 47 years.

Participant 7:

“The Government is progressing in terms of reporting of gender issues. This shows that the government understands what gender mainstreaming means. We only need to capacitate our departments in this regard so that there can be ultimately a 50/50 gender parity in our departments”. She is 40 years.

Participant 8:

“One of the approaches of the government is that all government departments must incorporate gender mainstreaming in their plans, policies and programs in order to eliminate the inequalities, discriminations and promote women empowerment. This has to be followed with action”. She is 38 years

Participant 9:

“The government has taken significant steps to indicate its commitment to the achievement of gender equality by ratifying CEDAW; Adopting the Beijing Platform for Action; being a signatory to the SADC Declaration on Gender, and the Addendum on Violence against Women. In spite of this, change seems to be happening slowly because of the deeply rooted belief that women cannot manage or govern”. She is 39 years.

Participant 10:

“The government sets targets which can be seen in the DOL’s employment equity plan. Targets help us to stay on track and achieve long-term goals. Though this approach does not always guarantee success as the approach looks a little bit complicated”. She is 41 years.

The findings from the study are similar to the study of Kabeer (2003) who proposed that a clear conceptual understanding of gender concepts and gender mainstreaming is essential for all government officers at all levels, especially in key departments that determine national policy.

When decision-makers understand the practicalities of gender mainstreaming as a strategy, they are much more likely to focus on women empowerment.

Therefore the responses stated above, suggest that the government has made concerted efforts to reduce inequality in the public sector, especially with its Accelerated Development Programme, though the glass ceiling syndrome still persists in the public sector and has made it difficult for women to access senior management positions. This invisible barrier have been aggravated by the various South African's laws such as the Bantu Education laws and the Bantu Act laws coupled with the patriarchal beliefs which have given rise to the low participation rate of women in the public sector. From a rational point of view, a patriarchal society is guaranteed to underperform economically because half of the workforce is being disadvantaged.

QUESTION C:

How can the implementation of gender equality policies make positive impacts and yield results in the public sectors?

Participants were asked to suggest ways to ensure that the implementation of gender equality policies makes positive impacts and yield results in the public sectors.

Participants 1, 2, 3, and 4 suggested that the implementation of gender equality policies can make positive impacts and yield results in the public sectors through monitoring and evaluation.

Participant 1:

“Through monitoring and evaluation”. He is 40 years.

Participant 2:

“To see tangible results, the public sector should ensure that responsible managers are held accountable for their progress towards gender equality”. She is 40 years.

Participant 3:

“All concerned role players should be effective and efficient in the way they carry out their assigned responsibilities”. She is 41 years.

Participant 4:

“It is not enough to develop and implement policies, it is more important to monitor and evaluate the impact of policies”. He is 45 years.

In line with the responses, Moser and Moser (2005) in their study, indicate that gender equality policies can be monitored and evaluated for the same reasons we address other issues, they advised that in assessing whether an activity is achieving its objectives, we can consider what has been accomplished and what can be learned and feed back into further efforts. They also explained that gender is a cross-cutting issue within the development policies of most international donors and national governments. Therefore, they conclude that if gender impacts are not evaluated, they are unlikely to be given any attention.

This means that there should be proper and effective instruments in place for monitoring and evaluation. In addition to monitoring and evaluation, another participant convincingly affirmed that the implementation can have a positive effect if gender equality policies are funded properly, and the implementation is frequently monitored and evaluated.

In this respect, participant 5 said that:

Participant 5:

“If funded properly, if implementation is frequently monitored and evaluated to improve where necessary, dedicating adequate capacity to deal with and not over burdening such capacity with a view that what they do is much and is important”. She 48 years.

The response is similar to the findings of Batliwala (2011) who stated that Regional Operational Programmes (ROP) widely takes into account the gender dimension in the context analysis, through the adequate use of gender specific issues and indicators, with a special focus on the structure and dynamics of the market. Less well-grounded is the policy makers’ capacity to include gender-relevant dimensions into those issues that are not ‘immediately’ related to women such as transport infrastructure and services not related to childcare or elderly care provisions, where European Regional Development Fund (ERDF) and Cohesion Fund are significantly involved.

The findings indicate that the National Policy Framework has set standards and norms for the national gender program, but there are still some challenges facing South Africa and they have been translated into national priorities and they have compelling gender dimensions. Therefore, for the country to advance towards gender equality, these challenges must be addressed and the government must ensure that they approach these challenges in an integrated manner and avoid piecemeal impact.

Two participants had slightly different opinions that the only way to set the positive results on the implementation of gender policies is to strengthen the compliance by placing the gender limits of the correct offices and level of responsibility in terms of coordination, reporting and accountability.

And their responses were that:

Participant 6:

“The only way to get positive results on the implementation of gender policies is to strengthen the compliance by placing the gender limits of the correct offices and level of responsibility in terms of coordination, reporting and accountability”. She is 41 years.

Participant 7:

“The department of labour and the employment equity commission should review, and if necessary, revise current employment equity reporting systems for employers, placing greater emphasis on standardizing requirements for accurate information, with rewards and incentives for compliance and severe penalties for non-compliance”. She is 39 years.

Participant 8:

“Outstanding performance should be recognised and rewarded”. He is 45 years.

Participant 9:

“By making sure that the public sector organisations have succession plans that will seek to address the representation of women in top management positions”. He is 47 years.

Participant 10:

“The public sector should pay better attention to gender equality, by ensuring that the public sector is gender sensitive”. She is 38 years.

The findings is in conjunction with the World Health Organization (2016) strategy for gender equality and the empowerment of women (2018–2021) which establishes the first institutional framework on gender equality for the United Nations office at Vienna/United Nations office on Drugs and Crime (UNOV/UNODC). One of its aims is to ensure that United Nations standards to promote and achieve gender equality are met. It provides a systematic framework that sets institutional standards and defines commitments, strengthening and compliance on gender equality and the empowerment of women for the period 2018–2021.

Therefore, there should be emphasis on how to facilitate compliance by designated public and private bodies, with the country's commitments to international agreements, such as those outlined by The Beijing Declaration and Platform for Action and there should be adequate instruments for constant performance monitoring and evaluation of the implementation of gender equality policies.

4.2.4. The implementation of gender equality policies and equity in the department of labour

The third objective is to investigate whether the implementation of gender equality policies has brought about equity in the department of labour.

The department of labour has been commissioned to regulate the labour market for a sustainable economic growth through the promotion of equity.

A question was asked on how the implementation of gender equality policies has helped in equal representation of both sexes in the department of labour.

Alexander (2015) posits that equal distribution of income is associated with longer periods of growth. This means that inequality in any society has an adverse effect most especially on economic growth. There are well-documented evidences on gender discrimination that testify to the persistent gender inequalities in both private and the public sector. In the light of this, a theme

was derived for the third objective, and the following questions were asked and the participants responded as follows:

THEME 3

The implementation of the gender equality policies and equity in the department of labour?

Question A:

How has the implementation of gender equality policies helped in equal representation of both sexes in the department of labour?

Participant 1:

“It has brought about an increase in the number of women in the workforce”. She is 41 years.

Participant 2:

“Only in numbers of workers per position that’s where I see a requirement to ensure that the underrepresented are prioritized. But for me equality goes beyond having equal treatment and respect, considering women’s views as a mattering in debates and these are still missing”. She is 48 years.

Participant 3:

“It helped in a sense that more women are able to enter the workforce environment thereby eliminating poverty, though these women are concentrated at the lower levels management”. She is 41 years.

Participant 4:

“Having an employment equity plan and setting of targets have gone a long way to help in achieving gender parity. They have been successful in driving improved representation of both sexes in the DOL”. He is 45 years

Participant 5:

“Gender equality policies have not really helped in equal representation of both sexes, rather it has helped women to gain access to employment in the public sector”. She is 38 years.

The responses above are in line with the findings of Terjesen, Aguilera and Lorenz (2015) which state that the proportion of women in senior management positions (director level and above) in the public service has increased significantly since 1994 and has exceeded the target of 30% that was set for the management echelon in April 2005. A number of national and provincial departments have made considerable progress in gender representivity at the senior management levels while others have made little or no progress.

Participant 6:

“There are more women in the department of labour, but there is still disparity in the distribution of jobs at the various occupational levels”. She is 40 years.

Participant 7:

“Most of the targets that were set such as the 30 % on access to business for women; 50/50 quota on employment of women and 30% in training etc. have not been met”. He is 45 years

Participant 8:

“The establishment of the EEA is a good thing, however it has done very little for gender equality, another challenge is that the act is very broad and has not been monitored by the DOL, this makes it difficult for the DOL to interpret and apply the various sections contained in it. So, to have equal representation of both sexes might be hard”. He is 40 years.

Participant 9:

“Not so much because men continue to dominate both in number and in positions”. She is 39 years.

Participant 10:

“To increase the participation rate of women in the public sector, to reduce unemployment and eliminate all forms of discrimination against women in the public sector has been a challenge”. He is 47 years.

From the above responses, it can be confirmed that the implementation of gender equality policies has brought about an increase in the number of women in the workforce, though it is only in the number of workers per position. The responses also revealed some challenges that exist at the Gauteng department of labour in respect to gender inequality and the participants suggested that the underrepresented should be prioritized. They understand that equality goes beyond equal treatment and respects, but considering women’s views as a mattering in debates is still missing and should also be given priority. It is also important to note that internal monitoring and

evaluation mechanisms to assess compliance are crucial for an effective performance management. During the 2016 African Union summit held in Kigali, in his speech the Namibian president Hage Geingob made a statement to the following effect and he said: “We’ve got beautiful ideas in Africa, but when it comes to implementation, we’ve got a task.” This simply implies that effective and efficient implementation, monitoring, and evaluation of gender equality policy has been a challenge

It is important to understand that having gender parity goes beyond equal representation and it is strongly tied to women's rights, and often requires changes in policy. Therefore, to reduce gender inequality, the United Nations Population Fund states that, "Women's empowerment and gender equality requires strategic interventions at all levels of programming and policy-making. These levels include reproductive health, economic empowerment, educational empowerment and political empowerment. The UNPF also indicates that research has demonstrated how working with men and boys as well as women and girls to promote gender equality contributes to achieving health and development outcomes. (United Nations Population Fund, 2013.)

QUESTION B:

How does the government monitor and evaluate the implementation of gender equality policies?

Batliwala and Pittman (2010), indicate that monitoring and evaluation must be repositioned in women’s rights work as a critical element of accountability to constituencies, politics, etc. Therefore, it is paramount in the sense that it will help in creating an environment and shape a culture that is conducive to promote women’s human rights and to advance gender equality in the public sector.

Based on this, the participants responded to the question by suggesting that:

Participant 1:

“It has to be reported, monitored and evaluated in the quarterly and annual reports.

There are also other instruments like the constitutional structures which are requirements by the department of labour where you are expected to give an account”. He is 40 years.

In line with this response, Moser and Moser (2005) indicate that gender equality policies can be monitored and evaluated for the same reasons we address other issues. They advised that in assessing whether an activity is achieving its objectives, we can consider what has been accomplished and what can be learned and feed back into further efforts. They also explained that gender is a cross-cutting issue within the development policies of most international donors and national governments, therefore, if gender impacts are not evaluated, they are unlikely to be given any attention.

Participant 2:

“Through the reporting on the framework that is mandatory and coordinated by the DPSA and through the instruments like Gender Equality Strategic Framework (GESF) and Job Access (JA) for persons with disabilities”. He is 45 years.

Participant 3:

This participant mentioned that “There are reporting instruments like the constitutional structures to monitor and evaluate the implementation of policies, but they are inadequate to determine the impact of the policies”. She is 41 years.

Participant 4:

“There are platforms for reporting, monitoring and evaluating and after, the reports are published in the quarterly and annual reports”. He is 47 years.

Participant 5:

“I see DPSA trying that, especially when they ask our department for reports that may not have an impact as Human Resources Management (HRM) would tick boxes just to comply with DPSA”. She is 48 years.

This finding is similar to the findings of Moser and Moser (2005) who stated that there is a lack of support for gender mainstreaming from senior management based on a lack of understanding about “how” to do gender mainstreaming as well as having other departmental priorities. The lack of knowledge of gender mainstreaming coupled with conservative attitudes from senior management towards gender equity has in many cases a trickledown effect. So, there are no discussions about gender mainstreaming, no support for those trying to drive gender mainstreaming, and no zero tolerance for sexual harassment. Hence no need to think about gender, apart from meeting targets.

Participant 6:

“There are centres and some other decentralised structures designed by the DOL to facilitate reporting”. She is 38 years

Participant 7:

To be able to monitor and evaluate policy implementation in the public sector, the department of labour classifies designated employers into nine main industrial sectors, which are Agriculture,

hunting, forestry & fishing, Mining & quarrying, Manufacturing, Electricity, gas & water supply, Construction, Wholesale & retail trade, etc.” He is 45 years.

Participant 8:

“The Parliamentary Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women (JMC) was one of the NGO groups adopted as part of the National Gender Machinery to strengthen the voice of women. Though these organisations were also constrained by insufficient technological, financial and human resources”. She is 40 years.

Participant 9:

“The monitoring and feedback procedures are not adequate, the understanding and use of modern technology is not sufficient. These are lacking and must be addressed”. She is 41 years

Participant 10:

“The South Africa government established independent institutions which monitor the implementation of the equality legislation such as the Commission on Gender Equality (CGE)”. She is 39 years.

Similar to the responses, the DPSA and the South African Management Development Institute made presentations on gender mainstreaming and the gender initiatives in the public service. The Public Service Commission (PSC) had recently conducted a study, which showed general lack of knowledge and understanding of gender mainstreaming in most departments across all levels. Some gender targets were met, but disability targets had not. Empowerment of women was not happening, and any efforts seemed to be reactive stances against sexual harassment. The PSC

recommended that the national structures must be strengthened and their roles and responsibilities defined. Women felt undermined by male colleagues as patriarchal attitudes persisted, and those women in power were perceived as not assisting other women. There were few policies to deal with sexual harassment or victimization. The Office on the Status of Women did not have institutional capacity to deliver their mandate. A framework was needed to recognize family friendly policies. It was recommended that senior management be compelled to enhance gender management skills and policies.

All the participants reiterate that gender mainstreaming seeks to ensure that policies respond to the needs and interests of women as well as men and also redresses the existing disparity between women and men in responsibilities and opportunities. And as such, monitoring and evaluating the implementation of gender equality policy will help to develop performance indicators that will measure the progress made in gender integration in the Gauteng department of labour. It was recommended that senior management be compelled to enhance gender management skills and policies. Other participants see the inefficiency in the DPSA and their inability to understand how gender mainstreaming works especially from senior management. Therefore the public sector should include in their programmes gender mainstreaming which is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally to ensure an inclusive growth in the economy.

QUESTION C:

What other strategies does the government take in order to reduce gender inequality and to promote gender equality in the public sector?

The participants confirmed that the DOL has put various strategies in place to ensure that gender equality is perpetuated in the public sector. To support this point, Tinarelli (2000), views Affirmative Action as a positive transitory intervention strategy designed to achieve equal employment opportunity that is unduly restraining the career aspirations or expectations of current organisational members who are experienced in their jobs. With this, Levy and Associates (1994), support that affirmative action is a (temporary) strategy to achieve equality at work without lowering standards and without limiting the prospects of existing competent employees. Gender equality strategy represents a work in progress and work towards progress. This means that any gender equality strategy should be a continuous process and not a once off thing. Therefore, implementing strategies is not enough, but adopting strategies whose results can be reviewed regularly in order to identify challenges and proffer solutions is of utmost importance. And so, any strategy adopted by the DOL should have the capacity to be reviewed for further strengthening.

In this regard, participants 1 and 2 suggested that:

Participant 1:

“Continuous public awareness concerning the existence of women empowerment, marginalization and discrimination at the workplace is needed”. And also by elevating the reporting or the mainstreaming of these programmes at the parliament level by individual department and hold heads of department accountable for not adopting and implementing the quotas system. She is 41 years.

Participant 2:

“The DOL should ensure that every organization has a gender unit, National Employment Equity (NEE) forums and employment equity policy. Reports are also expected to be sent to SMS concerning gender issues”. The department of Public service and administration expects reports annually and this must be sent to them as well. There is also the 8 Principle Action Plan which is a gender equality strategic framework for the public service. The Strategic Framework affords enhanced capacity for women to assert their capabilities and full potential in the workplace. It provides targeted initiatives, which deal with the elimination of gender disparities in accessing resources and opportunities. He is 40 years.

Guided by the Constitution, the purpose of Employment Equity was to achieve equity in the workplace, to eliminate unfair discrimination, and to implement affirmative action policies (Section 2 of EEA, 1998). The Employment Services is to provide for the establishment of schemes to promote the employment of young workers and other vulnerable persons (Preamble , 2014), while the Sheltered Employment Factories is for the provision of skills and gainful employment to people with disabilities and the addition of valuable labour into the economy (DOL, 2012). However, in some instances, little is being done to follow up on the implementation of these policies.

In addition to this, the rest of the participants mentioned other strategies that may be helpful such as:

Participant 3:

“Gender parity can be attained by establishing a framework that is mandatory and coordinated by the DPSA, through instruments like Gender Equality Strategic Framework (GESF)”. She is 40 years

Participant 4:

“Monitoring of target settings, frequent follow ups, verification of department report is needed to make sure that there is gender parity”. They should also capacitate women to be their eyes to challenge reports that would be thumb sucked. She is 48 years.

Participant 5:

“The DOL should develop an action plan for gender equality and the empowerment of women, it should also evaluate performance in a gender-responsive manner”. She is 38 years.

Participant 6:

“Though the government allocates a substantial amount to the elimination of inequality and gender discrimination in the public sector, but the DOL does not have a financial resource tracking mechanism to quantify the disbursement of funds allocated to promoting gender equality and the empowerment of women.” He is 45 years.

Participant 7:

“The DOL has formed a working group that collects data on women in rural areas with regard to education, employment and self-employment, health care, the preservation of cultural heritage and economic development, and an action plan will be drawn up based on the results of the conducted analyses. However, this has taken a long time to implement”. He is 47 years.

Participant 8:

“Annual (statistical) publications are printed on the collected data on the 50/50 parity in all the departments of labour across the country. But there is little interpretation of this data for it to help in developing policies for the empowerment of women”. He is 45 years.

Participant 9:

He suggests that “The government should enhance, encourage and support entrepreneurial activities that exist among rural and urban women”. She is 30 years

While Participant 10:

Mentioned that “The DOL is working towards the adoption of a financial resource tracking and allocation mechanism that may be favourable to both men and women”. She is 41 years

The findings are similar to the study of Adams and Brynes (1999) who stated that gender policy framework establishes guidelines for South Africa as a nation, and that this take action is to remedy the historical legacy of gender discrimination by defining new terms of reference that will encourage interaction of the private and public sector, he also explained that this can be done by proposing and recommending an institutional framework that facilitates equal access to goods and services for both women and men. However, there is no enthusiasm on the part of the stakeholders to actualize the recommendations.

To this end, it can be summerised that the DOL plays a sensitive role in bringing sanity into the public sector by implementing strategies that will reduce unemployment and eliminate inequality and unfair discrimination at the workplace as well as promote standards and fundamental rights in the public sector.

4.3. Conclusion

The chapter presents the findings, analysis, and interpretations of the investigation on the implementation of gender equality policies in the Gauteng department of labour. The data was collected from the senior management employees of the Gauteng department of labour. It was observed that the introduction of gender equality policies in the post- apartheid South Africa has slightly increased the participation rate of women in the public sector, as women are now able to join the workforce and even take up management positions and more women are now placed in strategic positions. They are participating in entrepreneurship, enrolling in science and engineering and many other disciplines which were thought to be suitable for men. However, the department is still far from reaching the 50/50 gender parity needed by the government.

The study also identified some challenges in the implementation of gender equality policies in the Gauteng department of labour.

Among these are: Equality is not fully translated to the society given the number of rapes, murders and abuses that women undergo and the fact that women are still victims. The DOL is not doing well on harassment, for instance, bullying of women by men in higher echelons of power is ignored. The government is also lacking on ensuring equality in the work places especially in the private sector. There is lack of commitment towards gender equality and women empowerment. The rate of implementation of the policies to eliminate gender discrimination and women marginalization in the department of labour is still low.

The next chapter provides the summary, conclusions and recommendations for the study.

Chapter 5

Summary, Conclusion, and Recommendation

5.1. Introduction

This chapter focuses on the summary of the key findings, conclusions, and recommendations on the implementation of gender equality policies in the Gauteng department of labour. It also proposes areas for further research.

The participation rate of women in Africa has significantly improved in recent time. However, the problem of not breaking through the glass ceiling remains a topical issue. The department of labour is one of South Africa's public sector organisations that has been mandated to strive for a market that is conducive for investment, economic growth, employment creation, decent work. It also has the obligation to regulate the labour market through policies and programmes developed in consultation with social partners in order to eliminate inequality and discrimination in the workplace (DOL strategic Framework, 2012 -2017). However, the introduction of progressive and employment policy reforms and programmes notwithstanding, the market is still characterized by high levels of unemployment and under-employment, inequality and unfair discrimination, violation of employment standards or fundamental rights at work, inadequate instruments for constant performance monitoring and evaluation of market policies and programmes. As a result, the white paper recommends that further measures should be taken to correct this restriction in order for them to reap the full benefits of employment. Therefore it is recommended that the affirmative action policy should be designed in such a way that will create those conditions that will enable women to overcome the barriers that block access to the wide range of occupations within the public sector, overcome the barriers that block progression up the employment hierarchy for all women regardless of rank and create an environment that affirms them. The white paper on affirmative action in the public sector also acknowledges that affirmative action programmes in national departments and provincial administrations should be formed and controlled to reflect

their unique circumstances. This is to ensure that the government's affirmative action policies are implemented fairly across the board, and that government departments should comply, amongst other things, with the statutory requirements of the employment equity bill. As a result, the white paper in the public service on affirmative action stipulates the components that must be included in affirmative action programmes such as numeric targets, employee profile, affirmative action survey, management practices review, performance management, affirmative action plan, responsibilities, policy statement, and so on. And all the various government departments are expected to follow the policies outlined above, as well as meet a number of other criteria in order for the implementation to be effective.

Some of these requirements are (a) Quotas which Nathan (1994), argues that affirmative action should be planned and implemented in a way that takes into account the arguments raised by critics, who claim that putting inexperienced people into positions of authority will inevitably impair professional standards, and lower morale for both black and white personnel. Therefore, affirmative action programmes should focus on training the blacks rather than filling quotas. As a result, Madi (1993) contends that the quota system is a critical factor the introduction of affirmative action in South Africa because it assumes that it is impossible to access the effectiveness of anything that cannot be calculated.

(b) Time-scales: Since affirmative action would have to fade away after a fair period and be replaced by the concept of equal opportunity, a time frame for the temporary intervention intended to promote equal employment opportunities should be created.

(b) Recruitment and Selection, here Human (1993), suggests that affirmative action should be seen as expanding the pool of talent available for development. He advises that affirmative action should take place at the selection and recruitment stage, and all employees should be developed

and promoted in accordance with workforce, succession and career plans which take backlogs into account. He goes on to say that the advancement of blacks and women should be integrated into the overall development of people within an organisation and that blacks and women should be promoted according to workforce, succession, and career plans which take the backlogs of blacks and women in specific positions.

(d) Organisational Commitment. Thomas (1996) proposes that organisations should embark on experiential programmes aimed at “understanding and valuing differences, and appreciating diversity”. As a result, she recommends that the public sector should provide corresponding and supportive changes in its systems and culture in order to support the individual and interpersonal changes that have been affected within the public sector. She therefore submits that if affirmative action is applied in isolation to the organisational environments, where management believes that a few black or female faces will make the organisation appear to look politically correct, this, too will fail, and will not produce the desired outcome.

(e) Monitoring mechanisms is another requirement which Human (1993), advocates that a committee that comprises of representatives from the employer, employees, and the unions should be formed to develop an affirmative action strategy based on an organisational evaluation, as well as and to continuously track, evaluate, and refine the affirmative action strategy.

The aim of affirmative action, according to Nesh (2003), and Rampersad (2000), is to uplift the previously disadvantaged and place them on equal footing with those who had oppressed them. Affirmative action should therefore be seen as a temporary solution designed to achieve equal employment opportunities. Human development and training should also be viewed as crucial factors in ensuring that the newly hired blacks and women, in particular, are able to contribute meaningfully to the organisation's objectives. Only improved human resources management will

ensure a good result from properly implemented affirmative action programmes. Therefore, for affirmative action policies to be effective, requirements such as the setting up of quotas, timescales, recruitment, training and development of blacks and women, must be embarked on in the South African public sector.

As it is required of all government departments to comply with the policies, the Department of Defence (DOD) for example, promulgated its own policy entitled "Equal Opportunity & Affirmative Action in the South African National Defence Force (Motumi, 2007). This is done in order to comply with government policy. This policy specifies that military personnel shall be evaluated on individual merit based on their physical and mental well-being and ability, irrespective of their race, gender, sex, ethnic, social origin, sexual orientation or any other indicator. The aims are to address the historical inequities, to protect individuals/groups against unfair discrimination, and to ensure an equitable employment environment.

However, there is a lack of political will and policy implementation in the public sector (Gouws, 2005; Hassim and Meintjes, 2005). Natrass (2001) supports that South Africa's post-apartheid economic and market policies have been influenced by competing conceptions of economic development resulting to policy incoherence. Anciano, (2014) notes that one of the key objectives of the ANC as a liberation movement is to build a united, non-racial, non-sexist and democratic society, which entails a liberation of Africans and black people in particular from political and economic enslavement, thereby ending inequality. However, women's marginalisation on the other hand, has not been given priority because there has been a misconception that racism is the 'big' struggle, and was over prioritised against gender equality (sexism). Focusing on eradicating racism is also an important factor, but it often overlooks other forms of inequalities such as gender inequality in the public sector. This pattern has often resulted in policy tensions and has hampered

the implementation of gender equality policies in the public sector, there is never a clear understanding of which should take precedence (i.e. sexism or racism) or whether both should be addressed simultaneously.

The Black Economic Empowerment (BEE), which was also adopted by the democratic government to address racial inequalities, has failed to produce the expected results regarding women empowerment and gender equality.

Jeffery (2016) reiterates that, BEE in South Africa has failed to spark off the much-needed black economic transformation, causing the public to lose confidence in the African National Congress (ANC) economic policy. Jeffery argues that, the BEE has failed in the local context due to resources capital, lack of skills, high-level bureaucracy and inexperienced entrepreneurial minds. As a result, President Nelson Mandela outlines the intentions of the new post-apartheid state in his inaugural address, stating that the nation will never be free until all women are free (Mandela, 1994).

The parliamentary committee on the improvement of Quality of Life and status of women is another institutional framework developed for the implementation of gender equality policies in the post-apartheid South Africa. Yet, gender equality policies have never favoured women. Women still have to struggle to have their voices heard and for gender issues to be addressed (Rasool, 2006). However, through establishing and gradually implementing gender equality policies through instruments such as the Criminal Justice and Safety and Security systems, crises such as violence against women are being addressed in a gender responsive manner.

These conditions contribute to continued social and economic exclusion of women in particular and people with disability in economic and political activities.

The mandate given to the department to regulate the market through policies and programmes notwithstanding, inequality and discrimination in the workplace still exist and thus need to be addressed in the mainstream by ensuring that women and men benefit equitably from all that society has to offer, and are equally empowered to affect its governance and decisions.

5.2. Summary of the Study

The qualitative and quantitative research methods were utilized to investigate the implementation of gender equality policies in the department of labour with the purpose of addressing policy intervention and map out strategies to eliminate gender discrimination, women marginalization, and to encourage women empowerment. By so doing, the participation rate of women in the public sector will grow.

A combination of both secondary and primary sources of data was collected for this study. The instruments used for collecting primary data were questionnaires and face-to-face interview schedules where 10 participants who are directors and deputy directors of the Gauteng department of labour were interviewed.

Secondary data was obtained from different sources including the University of Venda's library, Annual and quarterly reports from the Gauteng department of labour.

The following are the summary of the study key findings.

5.3. Summary of the key findings

5.3.1. On the implementation of gender equality policies in the post- apartheid era and the increased participation rate of women in the department of labour.

On whether the implementation of gender equality policies in the post- apartheid era has increased the participation rate of women in the department of labour, it was observed that there has been an increase in gender equality as women are now better placed in senior management positions unlike during the pre-apartheid era, and that the government is making concerted efforts to change the conditions of women.

However, the findings identified some challenges such as the glass ceiling effects, the legacy of the apartheid government, and hegemonic masculinity, which means that patriarchy still plays role in South Africa, and as such, some organisations still do not have women in their senior management positions. Women's roles are still restricted to the care economy rather than being economically productive and employed, and engaging adequately with the broader South African economy. From the responses obtained, the participants stated that equality has not been fully realized.

5.3.2 The rate at which the implementation of gender equality policies has been able to eliminate gender discrimination and women marginalization in the department of labour.

One of the questions under this theme was to explore the rate at which the government was keeping in the implementation of gender equality policies and to eliminate gender discrimination and women marginalization in the department of labour.

In an attempt to find out whether the implementation of gender equality policies was able to stave off gender discrimination and women marginalization in the public sector, the findings showed that the rate is not impressive. The study revealed that what the Gauteng department of labour does is to comply with prescripts and the frameworks of the public service just for formality purposes. The 50/50 gender parity has not been achieved. Also, the EEA is not translating into

tangible effects in the work places. There is no consistent implementation of policies as women are still discriminated against.

5.3.3 Implementation of gender equality policies and equity in the department of labour.

This study also explored how the implementation of gender equality policies has helped in equal representation of both sexes in the department of labour. The findings established that the implementation of gender equality policies has only helped to increase the number of women in the workforce thereby eliminating poverty. The study revealed that these women are concentrated on the lower levels of management and that equality goes beyond equal treatment and respect and should include considering women's views when it comes to charting a way forward for the implementation of the 50/50 gender parity needed by the department of labour.

With regard to monitoring and evaluation, the study observed that the DOL ensures that every organization has a gender unit and also has forums and employment equity policies. The study also confirmed the existence of some instruments the government has put in place to monitor and evaluate the implementation of gender policies in the public sector. For instance, the quarterly and annual reports, other instruments like the Gender Equality Strategic Framework (GESF) and Job Access (JA) for persons with disabilities, constitutional structures which are requirements by the department of labour where organizations are expected to give an account of gender equality activities. However, the study discovered a challenge with these instruments as the reports do not make any impact since the DPSA does not make use of the reports because, most of the times, they are just ticking the boxes in order to please the DPSA.

5.4. Conclusions

In the light of this study, it can be concluded that the concept of gender equality is a critical issue that needs to be addressed as the underrepresentation of women in the public sector continues to create a huge gender imbalance which adversely affects the lives of South African women and the South African economy as a whole. Gender equality might sound trivial but it matters a lot. As stated earlier, a patriarchal society will underperform economically as this form of society places more emphasis on men rather than on talents. However, the introduction and implementation of gender equality policies since 1994 has helped in the promotion of a non-sexist society and has helped to shape the public sector. Nevertheless, the study concludes that attaining gender equality in the public sector is unthinkable without empowering women. The promotion and involvement of women in the public sector needs to be enhanced. It is therefore imperative to support women empowerment programmes by changing institutional and corporate structures, processes and procedures, as well as transforming the attitudes of men towards women in the society. By doing so, a more enabling, women-friendly working environment will be created.

5.5. Recommendations

Based on the study findings, the following recommendations are made:

- The study recommends that the public sector should have proper gender equality policies in place as well as the effective monitoring and evaluation systems as these will enhance compliance and speed up the achievement of the 50/50 parity in the Gauteng department of labour and bridge the existing gender gaps in the public sector.
- The establishment of punitive measures and sanctions that will hold public sector organisations accountable for non-compliance of policy implementation.

- Effective implementation of gender equality policies and proper funding of programmes that will enhance women empowerment and enable them to be fairly represented across different decision-making levels in the public sector.
- To establish effective implementation of gender equality policies, this will help in eradicating ignorance and in the promotion of education as this will eventually help women to realize their potential.
- And also to remove socio-cultural stereotypes about women.

5.6. Suggestions for Further Studies

The global introduction of gender quotas seems to be controversial and yet this may be viewed as a positive step towards addressing gender inequality. Quota systems aim at ensuring that women constitute at least a "critical minority" of 30% or 40% in any organization. Further research is needed with respect to this aspect to see if it can offset the higher levels of gender discrimination in the public sector.

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APPENDIX A

Ethical Clearance Letter

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:

Ms AC Ehere

Student No:

14008282

PROJECT TITLE: Investigating the implementation of gender equality policies in the public sector: A case study of the department of labour, Johannesburg, Gauteng, South Africa.

PROJECT NO: SHSS/18/GYS/01/1204

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Prof TD Thobejane	University of Venda	Supervisor
Dr M Lambani	University of Venda	Co - Supervisor
Ms AC Ehere	University of Venda	Investigator - Student

ISSUED BY:

UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE

Date Considered: April 2018

Decision by Ethical Clearance Committee Granted

Signature of Chairperson of the Committee:

Name of the Chairperson of the Committee: Senior-Prof. G. E. Ekosse



University of Venda

PRIVATE BAG X5050, THOHOYANDOU, 0950, LIMPOPO PROVINCE, SOUTH AFRICA
TELEPHONE (015) 962 5504/8313 FAX (015) 962 5060

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APPENDIX B

Letter of Permission



University of Venda

The Director General

Gauteng National Department of Labour,
Johannesburg, South Africa.

Ref: Permission to use the Department of Labour as a case study to conduct a research to investigate the implementation of gender equality policies in the Public Sector.

My name is Echere Angela Chinyere, a full time student at the University of Venda, enrolled for a Master's degree in the institute for gender and youth studies department of the university of Venda and under the supervision of Professor Daniel Thobejane and Dr. Matdozi Lambani.

I am writing to request for your permission to conduct a research on *investigating the implementation of gender equality policies in the Public Sector - a case study of the Department of Labour, Johannesburg, Gauteng, South Africa.*

The study is looking at the implementation of Gender Equality Policies in the Gauteng Department of Labour. A population of 30 participants will be used and a sample size of 15 respondents shall be selected for this study. The target audience for this study will be 6 officials at the senior management levels. This will comprise of 3 males and 3 females at the senior management levels where an in-depth interview will be conducted with the focus group of 3 male and 3 female employees at the senior management levels of the Gauteng Department of Labour. From the interview, I would like to know your opinion on whether the introduction and implementation of gender equality policies in the Post- Apartheid has improved the conditions of women through

empowerment and suggestions on areas of improvement. To also know your views on the South African government approaches to implement gender equality policies and their level of commitment to gender equality and women empowerment.

I would appreciate if you are able to meet with me for this interview. There will be follow-up calls to ascertain the possible place and time for us to meet.

Yours sincerely

Echere Angela

APPENDIX C
Letter of Motivation

1



labour

Department:
Labour
REPUBLIC OF SOUTH AFRICA

Chief Director: Provincial Operations (Gauteng)

Motivation:

I hereby request written permission to conduct my Research as Project Title
"Investigating the implementation of gender equality policies in the Public
sector: A case study of The Department of Labour Johannesburg, GT, South
Africa".

My Kindest Regards



.....
Ms Angela Echere

.....
Mr Tshepo Mkomatsidi

APPENDIX D

Letter of Approval from the Gauteng Department of Labour



labour

Department:
Labour
REPUBLIC OF SOUTH AFRICA

Postal Address: Private Bag X117, PRETORIA, 0001 • Street Address: Laboria Building, Schoeman Street, PRETORIA
Tel: 0860101018 Fax: (012) 309 4737 or (012) 309 4738

Enquires : TN Dire
Telephone : (012) 309 4186

Ms. A Chinyere
Private Bag X5050
Thohoyandou
0950

Dear Ms. Chinyere

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN THE DEPARTMENT OF LABOUR

Your signed letter requesting permission to conduct research refers.

Please be advised that your request to conduct research in the Department of Labour is approved.

Please be advised that you will treat the information derived from your research in the Department for the execution of your research as completely anonymous and confidential. Furthermore, the information will not be used for the purposes of victimizing the Department in any way. In addition, you must at all times be obliged to safeguard the confidential information in pursuant of your research. It must also be emphasized that no information must be used, reproduced, disclosed or disseminated to any organ of state, firm, corporation, person, including third parties, except with the express prior consent of the Department.

Furthermore no data may be modified or merged with any other data, use it for any purpose or do any other thing that may in any manner whatsoever, affect the integrity, security or confidentiality of such data. You are further not to permit any third party to read, copy or use the data other than may be specifically required in terms of your request.

There can be no publication of articles in any journal or book or the like based on your research without the consent of the Department. _____

The research and its findings are to be made available to the Department.

You must sign the attached Undertaking in order that effect is given to the Department's approval.

We trust that the above is in order.

Yours faithfully,



T LAMATI
DIRECTOR-GENERAL: LABOUR

DATE: 18/07/2018

LEFAPHA LA BADIRI • LEFAPHA LA MESEBETSI • UMYANGO WEZEMISEBENZI • MUHASHO WA
ZWA MISHUMO • DEPARTEMENT VAN ARBEID • KGORO YA MERERO YA BA-5FOMI • NDZAWULO
YA TA MINTIRHO • LITIKO LETEMISEBENTI • ISEBE LEZEMISEBENZI • UMYANGO
WEZOKUSEBENZI

APPENDIX E

Letter of Undertaking

UNDERTAKING

I, **EA Chinyere** , undertake to:

1.

Confine the research to the **Labour Department's Gauteng Provincial Office**.

2.

Restrict the research to the topic that is, **"Investigating the implementation of gender equality policies in the Public Sector – a case study of the Department of Labour, Johannesburg, Gauteng, South Africa"**.

3.

Treat the information derived from the research as completely anonymous and confidential.

4.

Disallow the use of the information derived from the research at the **Department of Labour's Gauteng Provincial Offices** for the purposes of victimizing the **Department of Labour** in any way.

5.

Prevent the use, reproduction, disclosure or other dissemination of any such information to any other organ of state, firm, corporation, person, including third parties except with the prior consent of the **Department of Labour**.

6.

Not modify the data, merge it with any other data, use it for any commercial purpose or do any other thing in any manner whatsoever to affect the integrity, security or confidentiality of such data.

7.

1

Not permit any third party to read, copy or use the data other than may be specifically required in terms of my request.

8.

Not publish articles in any journal or book or the like based on this research without the approval of the **Department of Labour**.

9.

Make the research and its findings available to the **Department of Labour**.

SIGNED AT DEPT. OF LABOUR ON THIS 27 DAY OF JULY 2018



E A Chinyere

APPENDIX F

Consent Letter



University of Venda

Supervisor

Prof. T.D Thobejane
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angelaechere@gmail.com

082 488 6357

Co- Supervisor

Dr. Matodzi Lambani
matodzi.lambani@univen.ac.za

072 065 8612

Researcher

Ms. Echere Angela Chinyere

074 788 3957

My name is Echere Angela Chinyere, a full time student at the University of Venda, enrolled for a Master's degree in the institute for gender and youth studies department of the university of Venda and under the supervision of Professor Daniel Thobejane and Dr. Matodzi Lambani.

I am undertaking a study titled *“Investigating the Implementation of Gender Equality Policies in the Public Sector: A Case study of the Department of Labour , Johannesburg, Gauteng, South Africa.* The main aims of this study is to investigate the implementation of Gender Equality Policies , review the policy environment and the progress made on women empowerment and gender equality in the Public Sector specifically in the Gauteng Department of Labour.

I request your participation in my study as one of the respondents to my research questions.

Please note that your participation in this study is voluntary and that it will not cause any harm as whatever information you may provide will remain strictly confidential between you and I. I pledge that I shall ensure anonymity where required and as agreed between us with the use of code names. You are free to withdraw from this study at any time of your choice without any negative consequences to you.

Researcher

.....
Echere A.C (Ms.)

Respondent

.....

APPENDIX G

Interview Letter



University of Venda

Dear participant,

Ref: Request for an Interview

My name is Echere Angela Chinyere, a full time student at the University of Venda, enrolled for a Master's degree in the institute for gender and youth studies of the University of Venda and under the supervision of Professor Daniel Thobejane and Dr. Matdozi Lambani. I am writing to request for your time for an interview to gather the relevant information needed for my research on – *“Investigating the implementation of gender equality policies in the Public Sector - a case study of the Department of Labour, Johannesburg, Gauteng, South Africa”*. As the focus will be on Gender Equality Policies, I would like to conduct this interview to know your opinion about the status and challenges of women in South Africa in the Pre- Apartheid era, and also to know whether the introduction and implementation of gender equality policies in the Post- Apartheid has improved the conditions of women through empowerment. To also know your views on the South African government approaches to implement gender equality policies and their level of commitment to gender equality and women empowerment and suggestions on areas of improvement.

I would appreciate it if you will avail yourself for this interview. Your participation in this study is voluntary, therefore you can opt out whenever you wish. The interview will take 10 to 15 minutes of your time. Data collected from this interview will be mainly used for the purpose of the study and therefore anonymity of the whole process is guaranteed. Your cooperation will be appreciated.

Yours sincerely

Echere Angela Chinyere

APPENDIX H

Informed Consent Form for Interviewees



University of Venda

I, agree to participate in the research of Echere Angela Chinyere

I understand that :

1. The researcher is a registered master's degree student conducting the research as part of the requirements for the master's degree in gender studies at the University of Venda.
2. The researcher is interested in my understanding and experience of the implementation of gender equality policies in the public sector.
3. I understand the aims of the study and the procedures involved
4. My participation in this research study is voluntary and anonymity is guaranteed.
5. I understand that my name will not appear on the interview schedule and therefore will not be used in the final report, and that any information I reveal to the researcher will be treated with confidentiality.

I agree to take part in the study, by answering questions during the interview.

Signature

Date

I, Echere Angela Chinyere, have explained the procedures and the aims of the study to the best of my ability. I have assured the participant that participation is voluntary and that he/she can withdraw anytime he/she wants.

I have also guaranteed the participant that all information revealed to me will be treated with confidentiality and that his/her name will not appear on the interview schedule and it will not be used in the final report. And I have agreed to assist the participant whenever he/she needs help.

Signature

Date

APPENDIX I

Interview Questions



University of Venda

INTERVIEW QUESTIONS

This section attempts to use the themes and the interview questions to investigate the implementation of gender equality policies in the Gauteng department of labour.

Theme 1. To what extent has the introduction of gender equality policies in the post-apartheid era improved the conditions of women and increased their participation rate in the department of labour?

Question One: At what degree has the introduction of gender equality policies improved the conditions of women in the Post- Apartheid Era?

Question Two: What is the level of inequality in the post- apartheid era in the department of labour?

Question Three: What is the South African government level of commitment towards gender equality and women empowerment?

Theme 2. What is the rate at which these policies are being implemented in the department of labour?

Question Four: At what rate has the implementation of the policies been able to eliminate gender discrimination and women marginalization in the department of labour?

Question Five: What are the South African government approaches to implement gender equality policies in the public sector?

Question Six: How can the implementation of gender policies make positive impact and yield results in the public sectors?

Theme 3. Have these policies brought about equity in the department of labour?

Question Seven: How has the implementation of the gender equality policies helped in equal representation of both sexes in the department of labour?

Question Eight: How does the government monitor and evaluate the implementation of gender Policies?

Question Nine: What other strategies can the government take in other to reduce gender inequality and promote gender equality in the public sector?

APPENDIX J

Questionnaire



University of Venda

STRICTLY CONFIDENTIAL

SECTION A

1. Participants' Socio-demographic information

This section deals with the information of the participants

- 1.1. Age _____
- 1.2. Sex _____
- 1.3. Department _____
- 1.4. Qualification _____
- 1.5. Length of service _____
- 1.6. Designation _____
- 1.7. Code _____

2. SECTION B

The section deals with the statements that seek to investigate the implementation of gender equality policies in the Gauteng Department of Labour.

Please tick the extent to which you:

Strongly Agree (SA); Agree (A); Uncertain (U); Disagree (D); Strongly Disagree (SD) with the statements. The responses are categorized as follows:

Strongly Agree	=	1
Agree	=	2
Uncertain	=	3
Disagree	=	4
Strongly disagree	=	5

2.1. This section seeks to explore how the gender equality policies have been implemented

		SA	A	U	D	SD
		1	2	3	4	5
1	Gender equality policies have been implemented.					
2	There has been a transformation through the implementation of gender equality.					
3	Gender equality policies have been able to create productive employment for all.					
4	The gender equality policies have created an enabling environment for gender equality.					
5	The policies have brought about reduction in gender discrimination.					

2.2. This section seeks to examine if these policies have brought about equity in the Department of Labour.

		SA	A	U	D	SD
		1	2	3	4	5
1	These policies have brought about equity in the department of labour					
2	With these policies being implemented, there has been no discrimination between genders in the Department of Labour.					
3	The gender equality policies have brought uprightness in the department of labour.					
4	These policies have been able to conscientize the community					
5	These policies are having positive effects in the department of Labour and the results are forthcoming.					

2.3.

This section seeks to investigate the rate at which these policies are implemented in the Department of Labour.

		SA 1	A 2	U 3	D 4	SD 5
1	The policies have been able to analyse and deal with the issues of gender inequality.					
2	The policies are being implemented in the department of labour at a very good and encouraging rate					
3	The policies implementation have really promoted gender equality					
4	The policies implementation will give room for gender cooperation in so many ways.					
5	The implementation will encourage the government to work better on it to promote gender equality.					

APPENDIX K

Department of Labour 2018 Employment equity Profile

DEPARTMENT OF LABOUR

EMPLOYMENT EQUITY PROFILE : 30 SEPTEMBER 2018

LEVEL	AFRICANS						COLOUREDS						INDIANS						WHITES						
	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	M	F	D	
Top Management (15 - 16)	5	2	0	5	2	0	1	0	0	1	0	0	0	0	0	0	0	0	0	0	1	0	0	1	0
CURRENT %	55,6	22,2	0,0	55,6	22,2	0,0	11,1	0,0	0,0	11,1	0,0	0,0	0,0	0,0	0,0	0,0	0,0	0,0	0,0	11,1	0,0	0,0	11,1	0,0	
TARGET %	41,7	34,7	2,8	51,3	26,7	2,8	5,6	4,8	2,8	9,1	1,5	2,8	1,8	1,0	2,8	0,6	0,3	2,8	5,9	4,4	2,8	1,7	8,7	2,8	
NUMERICAL TARGET	4	3	0	5	2	0	1	0	0	1	0	0	0	0	0	0	0	0	1	0	0	0	1	0	
Snr Management (13 - 14)	49	41	1	52	49	1	2	2	0	2	2	0	5	1	0	5	3	0	7	5	1	6	5	1	
CURRENT %	43,8	36,8	1,1	41,9	39,5	1,0	7,8	7,8	1,9	9,0	3,8	1,5	0,0	4,5	0,9	9,0	4,0	2,4	9,0	6,3	4,5	8,3	4,8	9,1	
TARGET %	41,7	34,7	2,8	42,7	37,4	2,8	5,6	4,8	2,8	2,9	2,7	2,8	1,8	1,0	2,8	3,6	0,9	2,8	5,9	4,4	2,8	4,7	5,0	2,8	
NUMERICAL TARGET	58	48	3	65	55	3	8	7	0	4	4	0	2	1	0	5	1	0	8	6	0	7	7	0	
Professionally qualified and experienced specialists (10 - 12)	321	310	7	340	335	8	23	30	1	23	32	2	22	8	1	21	8	2	34	50	6	36	50	7	
CURRENT %	40,2	38,8	1,1	40,2	39,6	1,2	2,9	3,8	1,9	2,7	3,8	3,6	2,8	1,0	3,3	2,5	0,9	6,9	4,3	6,3	7,1	4,3	5,9	8,1	
TARGET %	41,7	34,7	2,8	41,4	38,2	2,8	5,6	4,8	2,8	3,5	4,1	2,8	1,8	1,0	2,8	2,2	0,9	2,8	5,9	4,4	2,8	4,0	5,6	2,8	
NUMERICAL TARGET	358	298	18	392	362	21	48	41	2	33	39	2	15	9	1	21	9	1	51	38	2	38	53	3	
Skilled technical and academically qualified workers, junior management, supervisors, foremen and superintendents (6 - 9)	2321	2634	116	2432	2724	124	241	327	16	243	325	15	80	72	5	79	77	5	123	330	26	118	322	27	
CURRENT %	37,9	43,0	2,3	38,5	43,1	2,4	3,9	5,3	2,8	3,8	5,1	2,6	1,3	1,2	3,3	1,3	1,2	3,2	2,0	5,4	5,7	1,9	5,1	6,1	
TARGET %	41,7	34,7	2,8	39,3	40,6	2,8	5,6	4,8	2,8	4,3	4,9	2,8	1,8	1,0	2,8	1,5	1,1	2,8	5,9	4,4	2,8	3,2	5,0	2,8	
NUMERICAL TARGET	2865	2384	147	2739	2830	156	385	330	20	300	342	18	124	69	5	105	77	5	405	302	20	228	349	16	
Semi-skilled and discretionary decision making (3 - 5)	468	417	33	433	397	30	40	41	3	36	43	3	11	16	2	13	12	2	16	38	5	14	29	5	
CURRENT %	44,7	39,8	3,7	44,3	40,6	3,6	3,8	3,9	3,7	9,7	4,4	3,8	1,1	1,5	7,4	1,3	1,2	8,0	1,5	3,8	9,3	1,4	3,0	11,6	
TARGET %	41,7	34,7	2,8	42,9	38,5	2,8	5,6	4,8	2,8	4,5	4,5	2,8	1,8	1,0	2,8	1,3	1,3	2,8	5,9	4,4	0	2,9	4,2	2,8	
NUMERICAL TARGET	513	427	28	534	479	28	69	59	4	56	56	3	22	12	1	16	16	1	73	54	4	35	52	2	
Unskilled and defined decision making (1 - 2)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
CURRENT %	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	9,0	
TARGET %	41,7	34,7	2,8	41,7	34,7	2,8	5,6	4,8	2,8	5,6	4,8	2,8	1,8	1,0	2,8	1,8	1,0	2,8	5,9	4,4	2,8	5,9	4,4	2,8	
NUMERICAL TARGET	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
G/TOTAL	3164	3404	157	3262	3507	163	307	400	20	305	402	20	118	97	8	118	100	9	180	424	38	174	407	40	

NUMBER OF LEVEL 15 - 16 EMPLOYEES	9
NUMBER OF LEVEL 15 - 16 POSTS	9
NUMBER OF LEVEL 13 - 14 EMPLOYEES	124
NUMBER OF LEVEL 13 - 14 POSTS	148
NUMBER OF EMPLOYEES ON LEVEL 10 - 12	845
NUMBER OF POSTS ON LEVEL 10 - 12	947
NUMBER OF EMPLOYEES ON LEVEL 6 - 9	6320
NUMBER OF POSTS ON LEVEL 6 - 9	6970
NUMBER OF EMPLOYEES ON LEVEL 3 - 5	977
NUMBER OF POSTS ON LEVEL 3 - 5	1244
NUMBER OF EMPLOYEES ON LEVEL 1 - 2	0
NUMBER OF POSTS ON LEVEL 1 - 2	0
TOTAL NUMBER OF EMPLOYEES	8275
TOTAL NUMBER OF POSTS	9318
NUMBER OF EMPLOYEES WITH DISABILITIES	232
% EMPLOYEES WITH DISABILITIES	2,8

- LEGENDS :**
- X = 31-Mar-18
 - Y = 30-Sep-18
 - Z = UNDER-REPRESENTED
 - X = OVER-REPRESENTED
 - X = ON TARGET
- AM = African Male
 - AF = African Female
 - CM = Coloured Male
 - CF = Coloured Female
 - IM = Indian Male
 - IF = Indian Female
 - WM = White Male
 - WF = White Female

CATEGORY	TOTAL	CURRENT %	TARGET %	% OVER / UNDER (-) REPRESENTED
FEEMALES (SMS) (SR 13 - 16)	62	46,6%	50,0%	-3,4%
FEEMALES PWD (SMS) (SR 13 - 16)	1	0,8%	2,8%	-2,0%
FEEMALES (ALL)	4 416	53,4%	45,3%	8,1%
MALES (SMS) (SR 13 - 16)	71	53,4%	50,0%	3,4%
MALES (ALL)	3 859	46,6%	54,7%	-8,1%

RACE	TOTAL	CURRENT %	TARGET %	% OVER / UNDER (-) REPRESENTED
AFRICANS	6 769	61,8%	78,0%	-3,2%
COLOUREDS	707	8,5%	9,6%	-1,1%
INDIANS	218	2,6%	2,7%	-0,1%
WHITES	581	7,0%	9,1%	-2,1%

* Based on the strategic objectives of the Branch: Corporate Services.
All the other targets is based on the goals for the end of the 2018 - 2021 EE Plan.

DEPARTMENT OF LABOUR
COMPARISON OF 31 MARCH 2018 WITH 30 SEPTEMBER 2018

<u>31-Mar-18</u>		<u>30-Sep-18</u>		<u>31-Mar-18</u>		<u>30-Sep-18</u>		<u>31-Mar-18</u>		<u>30-Sep-18</u>	
SR 15 - 16		SR 15 - 16		SR 13 - 14		SR 13 - 14		SR 10 - 12		SR 10 - 12	
AM	Over-represented	AM	Over-represented	AM	Over-represented	AM	Under-represented	AM	Under-represented	AM	Under-represented
AF	Under-represented	AF	Under-represented	AF	Over-represented	AF	Over-represented	AF	Over-represented	AF	Over-represented
CM	Over-represented	CM	Over-represented	CM	Under-represented	CM	Under-represented	CM	Under-represented	CM	Under-represented
CF	Under-represented	CF	Under-represented	CF	Under-represented	CF	Under-represented	CF	Under-represented	CF	On target
IM	Under-represented	IM	Under-represented	IM	Over-represented	IM	On target	IM	Over-represented	IM	On target
IF	Under-represented	IF	Under-represented	IF	On target	IF	Over-represented	IF	On target	IF	On target
WM	Under-represented	WM	Under-represented	WM	On target	WM	On target	WM	Under-represented	WM	On target
WF	Over-represented	WF	Over-represented	WF	On target	WF	Under-represented	WF	Over-represented	WF	On target
SR 6 - 9		SR 6 - 9		SR 3 - 5		SR 3 - 5		SR 1 - 2		SR 1 - 2	
AM	Under-represented	AM	Under-represented	AM	Over-represented	AM	Over-represented	AM	Under-represented	AM	Under-represented
AF	Over-represented	AF	Over-represented	AF	Over-represented	AF	Over-represented	AF	Under-represented	AF	Under-represented
CM	Under-represented	CM	On target	CM	Under-represented	CM	Under-represented	CM	Under-represented	CM	Under-represented
CF	On target	CF	On target	CF	Under-represented	CF	On target	CF	Under-represented	CF	Under-represented
IM	On target	IM	On target	IM	Under-represented	IM	On target	IM	Under-represented	IM	Under-represented
IF	On target	IF	On target	IF	On target	IF	On target	IF	Under-represented	IF	Under-represented
WM	Under-represented	WM	Under-represented	WM	Under-represented	WM	Under-represented	WM	Under-represented	WM	Under-represented
WF	Over-represented	WF	On target	WF	Under-represented	WF	Under-represented	WF	Under-represented	WF	Under-represented
				PEOPLE WITH DISABILITIES		PEOPLE WITH DISABILITIES					
				On target		On target					

APPENDIX L

Department of Labour- 8 Principles

