

FOREWORD



Achieving gender equality requires mobilising social change that recognises that sustainable development for all South Africans must fully reflect the needs of both women and men. There is a need to eliminate historical patriarchal attitudes, practices and stereotypes in the workplace, in order to eradicate any resultant marginalisation of women.

This Gender Equality Strategic Framework ensures the empowerment of women through gender mainstreaming, by fast-tracking strategies to address historical challenges experienced by women, within the workplace. The key strategic areas that drive gender equality in the workplace are encapsulated in four critical functional pillars; as well as the cross cutting key initiatives of the Human Resource Development Strategy, to which this framework is aligned; and the ten core principles which ensure alignment with Constitutional obligations.

We believe that these efforts and initiatives are novel in changing the status quo by institutionalising the capacity development trajectory for all women to realise their full capabilities and potential within the Public Service. The Heads of Departments' 8-Principles Action Plan is the catalyst for such institutionalisation of gender equality and equity advocated in this strategy. This will be achieved through co-ordinated targeted initiatives, which deal with the eradication of gender disparities with respect to access to, and benefit from, resources and opportunities, as well as ensuring gender responsive policies which benefit all South African women.

Undoubtedly, further progress and collaboration with development programmes proposed in the framework will lead to new opportunities in light of changing circumstances in the gender sphere. The generic implementation plan, will ensure accountability for targeted initiatives in a co-ordinated manner, to ensure results-oriented and gender-centred development.

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PURPOSE OF THIS DOCUMENT

Title of this document

This document is titled “Gender Equality and Strategic Framework for the Public Service”. The short title used throughout the text is *Gender Equality Strategic Framework*, or the *Framework*, in that it seeks to transform the public service with a view of attaining gender equality.

Goal of the Strategic Framework

The overall goal of the *Gender Equality Strategic Framework* document is to locate gender mainstreaming in its social, economic, legal and developmental context. In addition, it delineates the parameters for the content, structure and underlying principles of the *Gender Equality Strategic Framework*, together with a framework for successful implementation of the strategy.

Objectives of the Strategic Framework

The objectives of the *Gender Equality Strategic Framework* are to outline a strategic approach for gender equality within the Public Service through a mainstreaming strategy. The *Framework* is premised on the intent to advance an effective enabling environment within the Public Sector through progressive policies and guidelines, establishment of appropriate and sustainable institutional mechanisms and development of effective operational processes to ensure a transformed, non-discriminatory and fully inclusive Public Service, which reflects the Constitutional values of non-sexism and non-racialism.

Overview

A Draft Strategic Framework for Gender Equality within the Public Service (2006 – 2015) was compiled and launched in November 2006 for further consultation with relevant stakeholders. For this purpose, the Division: Diversity Management; which includes Employment Equity and Transformation, embarked on a series of advocacy and consultation Road Shows, firstly to communicate and/or raise awareness on the Draft Strategy to stakeholders, and secondly, to

consult on the document with a view to obtaining inputs on its finalisation and the development of its implementation guidelines and plan.

Departments in each of the nine provinces participated in the Road Shows. In addition, one Road Show targeted all the national departments. Inputs on the finalization of the Strategy and the development of the implementation guidelines and plan have been obtained as envisaged, and accordingly collated and integrated into the revised *Framework*.

Target audience

This strategic framework is geared towards assisting Heads of Departments, Special Programme Unit Managers, Gender Focal Points, Employment Equity Practitioners, Human Resource Practitioners, and line managers in the Public Service workplace in general, to ensure institutionalisation of a gender equality perspective in all policies, procedures and programmes.

Structure of the document

This document comprises distinct sections. Each section illuminates a key element of the *Framework*: the context, the strategic thrusts and objectives, the implementation plan, and the monitoring and evaluation. The *Framework* also amplifies the functional pillars on which the *Framework* is based, as well as the national priority items which provide direction to the Public Service.

Enquiries

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ACRONYMS



AA	Affirmative Action
ASGISA	Accelerated Shared Growth Initiative of South Africa
AU	African Union
CDW	Community Development Workers
DoL	Department of Labour
DPLG	Department of Provincial and Local Government
DPO	Disabled Persons' Organisation
DPSA	Department of Public Service and Administration
EE	Employment Equity
ETQA	Education and Training Qualifications Authority
GEMS	Government Employees Pension Fund
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MPCC	Multi-Purpose Community Centre
OSDP	Office on the Status of Disabled Persons
PSETA	Public Sector Education and Training Authority
SA	South Africa
SETA	Sector Education and Training Authority
SMME	Small, Medium and Micro Enterprises
SAQA	South African Qualifications Authority
UN	United Nations

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SECTION 1: INTRODUCTION

1.1 BACKGROUND

This document, entitled “Gender Equality Strategic Framework for the Public Service”, is aimed at achieving women’s empowerment and gender equality in the public service workplace. Additionally, it is aimed at ensuring a better quality of life for all women through improved and accelerated service delivery by the Public Service. **The strategy strongly emphasizes the advancement of women in the belief that gender equality cannot be achieved until and unless women have been empowered. In this regard, the strategy fully acknowledges men as partners in this process.**

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

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

While the Framework incorporates a strategy geared towards increasing the number of women at all levels of the Senior Management Service (SMS), it goes “beyond just numbers” to include the element of empowerment, development and leadership of all women. It ensures the engendering of all Public Service policies to be pro-women empowerment.

The development of this *Framework* document is premised on the Draft National Programme for Action for Women’s Empowerment and Gender Equality 2005-2015 produced by the Office on the Status of Women in The Presidency. The approach taken towards the integration of gender into the day-to-day work of the Public Service is based on South Africa’s National Policy Framework for Women’s Empowerment and Gender Equality, the Human Resource Development Strategy of the DPSA and government’s priority areas.

Government has identified the following priority areas¹ with the central theme of accelerating change to improve the quality of life of the people both in rural and urban areas:

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

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

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

1.2 OBJECTIVES

The fundamental objective of this Strategic Framework is to facilitate the development of strategies, mechanisms and interventions by government departments and provincial administrations for the creation of an enabling environment, equality of opportunities, mainstreaming of gender equality and creating of a barrier-free workplace, illustrative of a transformed public service.

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

1.3 SITUATIONAL ANALYSIS

An analysis of nearly 15 years of democratic governance indicates that, while considerable progress has been made with regard to institutionalising women's rights and gender equality, South Africa still faces many challenges. To achieve a society free of racism and sexism, the country must undergo a paradigm shift with regard to the way in which resources are allocated and how people relate to each other. These challenges which face the country have been translated into national priorities. All of these priorities have compelling gender dimensions which need to be addressed if the country is to advance towards women's empowerment and gender equality.

- a) **Gender relations:** One of the key objectives in the process of transformation remains that of improving gender relations. Gender relations should be a concern for both men and women. The Public Service strives to transform gender relations and to empower women by promoting gender equality in governance and the enhancement of women's participation in all spheres of the workplace. The challenge is to shape the broad transformation agenda in a way which acknowledges the centrality and compatibility of improving gender relations to the broader institutional change process. This requires a fundamental review of what has come to be accepted as 'business as usual.'
- b) **Poverty:** The systematic and socially-engineered location of women in rural areas, and the underdevelopment of infrastructure in these areas, has been directly responsible for the poor conditions under which the majority of South Africa's rural communities live. Apartheid laws, coupled with repressive customs and traditions, have disempowered women in ways that will take generations to reverse. While the democratic government has established enabling legislation, it must move towards enhanced delivery to alleviate and eventually eradicate poverty.
- c) **HIV and AIDS:** This affects women disproportionately to men. The power imbalances between women and men in interpersonal relations contribute to this growing pandemic. Gender inequality increases the load on women to carry the unsustainable burden of care as the pandemic escalates. Women pay a high price in lost opportunities; their caring role means that many women have to leave or regularly stay away from the workplace and many of their income generating activities suffer. On the other hand, their participation in the workplace may be limited due to taking time off to care for their loved ones who are

infected, thereby reducing their meaningful participation in workplace activities or their chances for upward mobility.

- d) **Violence against women:** The high incidence of rape cases, as well as other forms of physical and psychological abuse of women and girls, is evidence of this. While the institutions of the criminal justice systems are now beginning to deal with this crisis in a gender-sensitive manner, violence against women continues to be a major challenge, in particular because it is compounded by its interrelation with poverty and HIV and AIDS.
- e) **Access to services and infrastructure:** Basic needs such as education, housing, welfare, fuel and water have also been influenced by unequal gender, race and class relations. The inequality of power between women and men has inevitably led to the unequal sharing of resources such as information, time and income. Access to basic resources has improved since 1994 but women's control over these resources is still skewed. The lack of infrastructure in the rural areas still acts as a barrier for women in gaining easy access to basic services.
- f) **Access to employment and Economic Empowerment:** Differential access to employment opportunities continues to exist. Whilst theoretically women currently have access to a broader scope of employment opportunities in the labour market, these new opportunities are accessible to a narrow pool of women who have had access to skills development, education and training. In large measure, women's employment remains either within the traditional female occupations or within the domestic and farming sectors, all too often as casual workers. They are concentrated within positions that are low paying and which have high rates of turnover. Women are also more likely to be unemployed or underemployed and thus constitute the poorest group within society. The challenge is to ensure that South Africa's macro economic strategy promotes economic growth and that it sufficiently addresses the differential impact of macroeconomic policy on various groups of people depending on class, race, age, gender, location and disability.
- g) **Access to science and technology:** Science and technology, as fundamental components of development, are transforming patterns of production, contributing to the creation of jobs and new ways of working, and promoting the establishment of a knowledge-based society. Given the large number of women in the workforce, South Africa must devise mechanisms for engaging women with science and technology in order

to enhance their productivity and thus increase the quality of national production. Women should be actively involved in the definition, design, development, implementation and gender-impact evaluation of policies related to economic and social changes.

- h) **Implementation of laws:** South Africa has adopted sophisticated rights-based legislation with explicit bearing on the protection of gender equality. An important challenge remains in making these rights accessible to all women through the provision of information and the development of the knowledge and skills that women require to avail themselves of the mechanisms inherent in the legal remedies.
- i) **Political participation and representation:** Women's access to political power and decision-making has improved since the 1994 elections. There is a strong representation of women in the national, provincial and local legislative branches of government and in government departments. In the context of gender the major challenge for political institutions is to change their organisational culture in order to be more responsive to the needs of women politicians and civil servants.
- j) **Women's mobility in the workplace:** Women face many barriers with regard to their mobility in the workplace, particularly barriers of access to entry into management. We therefore have to closely examine why women do not progress as easily as men up the corporate ladder within the Public Service.

1.4 GENDER EQUITY AND THE PUBLIC SERVICE

- a) **Women in decision-making positions:** The White Paper on the Transformation of the Public Service and on Affirmative Action spells out the target of 30% of women in decision-making levels, as well as the special measures to be implemented in reaching this target. In March 2005, the public service workforce stood at 1 073 033 employees, showing a net increase of 29 336 employees from December 2004. Of these figures, Blacks represented 86.5% of the workforce, while women represented 53.3%. In regard to women with disabilities, as at 31 March 2005, out of a total of 571 871 women employed in the Public Service, 586 (i.e. 0.1%) are women with disabilities. Overall, employees with disabilities received 0.15% of all promotions in the Public service.
- b) **Women in management:** In terms of women in management, as at 31 March 2005, women made up 53.3% of the Public Service workforce yet only constituted 29% of Senior

Management positions. However by March 2006, of the total of 6727 SMS employees, 2017 (i.e. 30%) are women, indicating that the target set by Cabinet in 2003 has been met within the Public Service. Gender analysis of employees in the Professional Occupations indicates that while there are 64.8% women in the professional occupational category, they tend to be concentrated at the lower levels of the occupational category. Women account for 34% of Senior Management Service as at June 2008. Gender in the administrative and clerical levels is slightly more than one-third (i.e. 37%) of women employed in the Public Service and they are concentrated in the production level jobs.

- c) **Enabling environment:** It is critical to create an enabling and conducive environment for advancing women in the workplace. There is a pressing need to continually strive to eliminate gender inequalities and inequities in the place of employment. The Public Service must ensure that specific measures that address patriarchal stereotypes and cultural attitudes are adopted to counter these barriers towards full and effective equality for women. This can only be achieved through addressing women's unique strategic needs as employees and through the recognition that all policies, programmes and projects of the department affect and impact differently on both women and men.

SECTION 2: OUTLINE OF THE CONCEPTUAL FRAMEWORK

2.1 STRUCTURE OF THE FRAMEWORK

The overall *Gender Equality Strategic Framework*, which circumscribes the strategy for mainstreaming of gender equality within the Public Service, is represented in terms of a “*Parthenon House*” founded on the legislative and policy framework. There are three critical components of the strategy:

- a) The **vision** for the strategy and the manner in which this vision is communicated, institutionalized and managed;
- b) The **four key pillars** for achieving this vision, or the primary arenas of action in implementation for creating a non-sexist, non-racist and inclusive public service, and the **four process pillars** for implementation;
- c) The **ten core principles** for implementing the strategy, which serve as a set of guidelines to organize and manage interventions for gender equality in the workplace.

The **four functional** pillars or strategic programmes of action comprise:

- An enabling environment
- Equality of opportunities
- Mainstreaming of gender equality
- A barrier-free workplace

Cutting transversally across these four functional pillars are the four **process** pillars which drive implementation of the *Framework*:

- Capacity development initiatives
- Organisational support initiatives
- Governance initiatives
- Economic growth and development initiatives

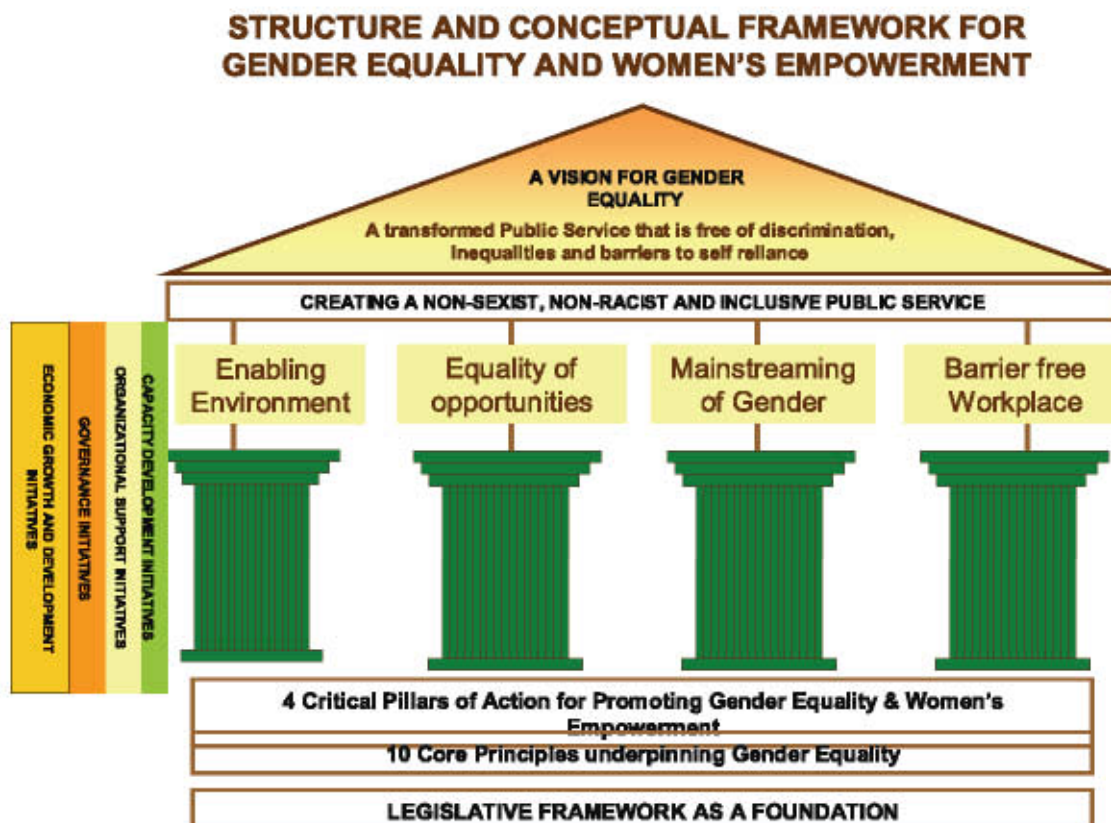


Figure 1: Composite Elements of the Framework

The ten core principles underlying the *Framework* are:

- Focus on all levels of employment
- Responding to the needs of all women
- Representation of women
- Equality and non-discrimination
- Healthy integration and embracing change
- Building government capacity
- Addressing diversity of needs
- Human dignity, autonomy, development and empowerment
- Barrier-free Public Service
- Collaborative partnerships.

Underpinning the principles and broad guidelines outlined in this document is the full compliance, by government departments, to the imperatives contained in the South African National Policy Framework for Women's Empowerment and Gender Equality which was adopted by Cabinet in 2000. In addition, they are premised on the compliance to agreements contained in sub-regional, regional and international gender instruments to which South Africa is a party, including:

- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- The Beijing Declaration and its Platform for Action (BPFA)
- AU Heads of State's Solemn Declaration on Gender Equality in Africa
- Optional Protocol to the African Charter on the Human and People's Rights on the Rights of Women in Africa
- SADC Heads of States and Governments' Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence against Women and Children
- The UN Millennium Declaration and its Development Goals (MDGs)

2.2 VISION

The vision espoused is simple – to create a **transformed, inclusive Public Service that is free of discrimination, inequalities and barriers to self-reliance**, and where women can begin to enjoy a better quality of life as equal citizens.

The *Framework* is premised on the promotion of **non-sexism, non-racism and non-discrimination**. It is about equality for all persons and fundamentally that women's rights are human rights. It is also about social justice, i.e. it is about every individual enjoying equal opportunity for a better life. In addition, it purports to promote women's increased participation in key decision-making levels, not just quantitatively but also qualitatively.

The approach is one of finding long-term solutions to women's experience of deep-rooted and low social status, exclusion, and discrimination. Since quick fixes offer only short-term solutions, the persistence of entrenched inequalities and inequities necessitates a long-term vision. The strategy seeks to encourage sustained investment and emphatic commitment to the goal of ensuring an economically stable, healthier, better skilled, better educated and gender aware society.

2.3 MISSION

The mission of this strategic framework is adopting initiatives and interventions that are geared towards ensuring that gender equality and women's empowerment are achieved in order to create a non-racial, non-sexist and an all-inclusive public service.

This therefore calls for putting in place a gender mainstreaming approach that will ensure that a gender perspective is adopted in assessing the implications for women and men in any planned action, including legislation, policies or programmes, in all areas and at all levels.

2.4 LEGAL AND POLICY FRAMEWORK

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

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

The ensuing years since the advent of democracy have seen considerable progress in the enhancing the status of women in the country. There has been a marked increase in the representation and participation of women in public life, particularly within the public sector, organized labour and the corporate sector. This increasing representivity has been guaranteed by a forward-looking legislative framework, including the Public Service Act of 1994, the White Paper on the Transformation of the Public Service, 1995; the Employment Equity Act, 1998; and the Promotion and Prevention of Unfair Discrimination Act 4 of 2000.

In 1997, the SADC Heads of States' Declaration on Gender and Development set a minimum target of 30% of women in decision-making positions for SADC Member States by 2005. South Africa was a signatory to this agreement and therefore has a regional responsibility to ensure the advancement of gender equality. In line with this Cabinet adopted the minimum target of 30% women in the Public Service in 2003, a target that is also contained in the White Paper for the Transformation of the Public Service (1995).

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

In 2005 the SADC Heads of State reviewed the minimum 30% target and aligned this target with the African Union (AU) target of 50% women in decision-making positions, as outlined in the 2004 AU Heads of States' Solemn declaration on Gender Equality in Africa. Again, South African is a signatory this agreement. On 30 November 2005 Cabinet adopted a revised employment equity target of 50% women at all levels in the SMS by 31 March 2009. In addition Cabinet also supported the development of a Gender and Governance plan of action that would ensure that substantial progress is made on women's empowerment and gender equality in the Public Service.

Table 1 presents an outline of the legal and policy framework for promoting women's empowerment and gender equality in the Public Service, including the mandates derived from global instruments that the country is signatory to. It must be noted at this point that the country reports on the progress made in advancing women and gender equality against several global and regional instruments, including the United Nations, African Union and SADC. In accordance with South Africa's global commitments, the Public Service needs to take cognizance of these international agendas for promoting women's equality and contextualise them for implementation at a departmental or organizational level.

It is anticipated that the Implementation Guidelines contained in the *Framework* set out an effective implementation process that will provide for a systematic and coordinated reporting line between the Public Service and the Presidency. This will facilitate and strengthen an effective national reporting process.

INTERNATIONAL INSTRUMENTS UNDERPINNING GENDER EQUALITY SIGNED OR RATIFIED BY THE SOUTH AFRICAN STATE

- International Labour Conventions (ILO)
- United Nations Convention on the Rights of People with Disabilities
- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 1996
- The Beijing Declaration and its Platform for Action, 1995
- United Nations Millennium Declaration and its Development Goals (MDGs), 2000
- The International Convention on Population Development, 1994
- AU Heads of States Solemn Declaration on Gender Equality in Africa
- SADC Heads of States Declaration on Gender and Development and its Addendum on the Prevention and Eradication of Violence Against Women and Children
- The Commonwealth Plan of Action on Gender Equality 2005-2015

LEGAL FRAMEWORK FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE

Constitution of the RSA, Act 108 of 1996	Employment Equity Act, 55 of 1998, Skills Development Act of 1998, Labour Relations Act, 1998	The Commission on Gender Equality Act, 1998	Promotion of Equality and Prevention of Unfair Discrimination Act, 4 of 2000	Public Service Act, 1994 as amended & Regulations	Basic Conditions of Employment Act, 1997 & Occupational Health and Safety Act, 1997
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STRATEGIC FRAMEWORKS FOR GENDER EQUALITY WITHIN THE PUBLIC SERVICE

White Paper on the Transformation of the Public Service, 1995	White Paper on Affirmative Action in the Public Service, 1998 & Code of Good Practice on Employment Equity	The South African National Policy Framework for Women's Empowerment and Gender Equality	The Draft National Action Plan for Women's Empowerment and Gender Equality (2005-2015)
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ECONOMIC AND SOCIAL POLICY FRAMEWORK AND SPECIAL PROGRAMMES

Presidential Pronouncements and Budget Speech	ASGISA, JIPSA, EPWP	Medium Term Strategy Framework	National Spatial Development Strategies	Premier's State of the Province Address, Provincial Growth and Development Strategies
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Table 1: The Legal and Policy Framework governing mainstreaming of gender equality within the Public Service

The Strategic Framework for Promoting Gender Equality within the Public Service must be aligned with Government's priority areas and national action plan for the various government clusters. The key priority areas are summarised in Table 2 below:

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

Table 2: Government's Key Priority Areas

2.5 CORE PRINCIPLES

This set of core principles been derived through a consultative process with relevant stakeholders during the period 2005 – 2007, on a review of available documents and international instruments pertaining to women's empowerment and gender equality, and the challenges faced in the upward mobility of women to Senior Management Services. The policy priorities of Government were always the focus point of discussions in all consultation sessions as they provided the key strategic point of reference.

The set of ten core principles identified in Figure 2 underpins the vision for the *Framework*. Figure 2 provides an elaboration of the core principles as these relate to the *Gender Equality Strategic Framework*:

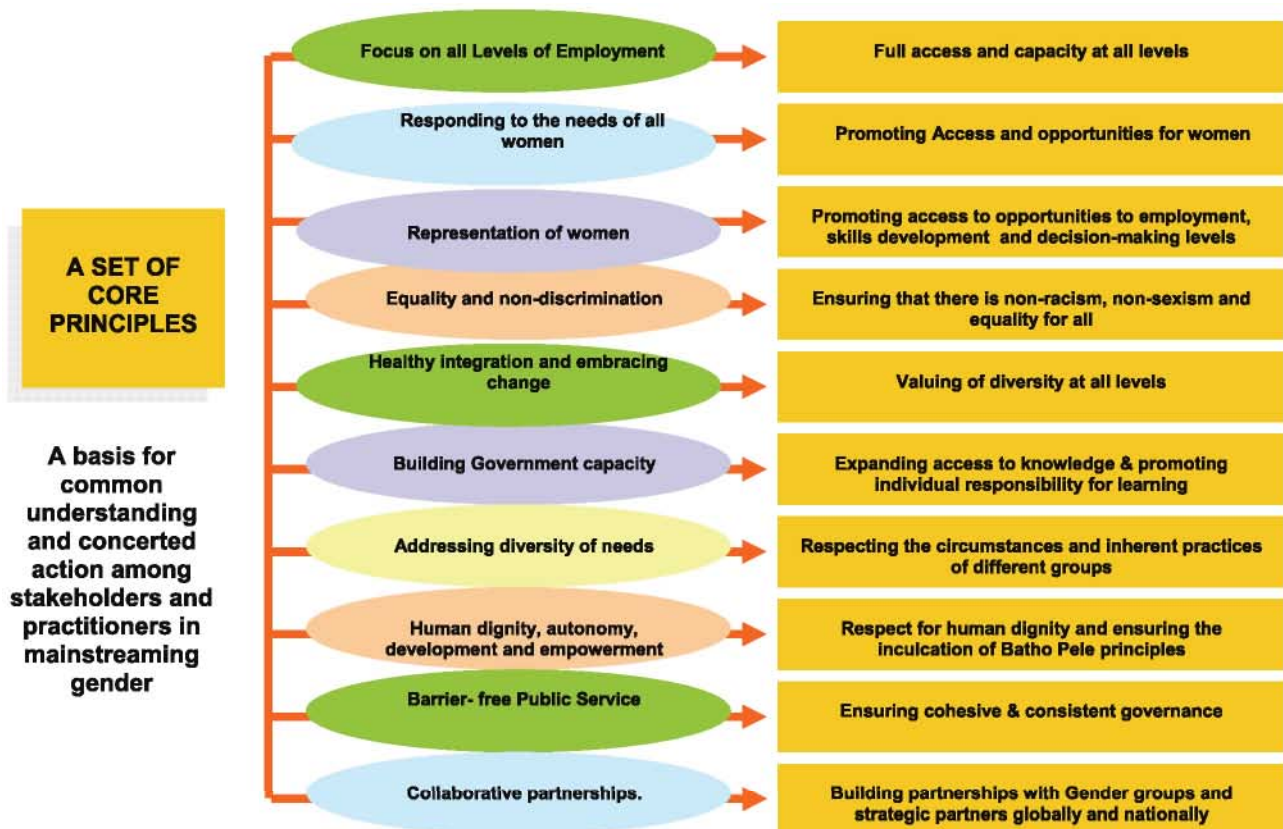


Figure 2: Core Principles of the Strategic Framework

These core principles are a set of value-based understandings which guide our behaviour and interactions, and are geared towards an understanding of the achievement of a transformed Public Service. They seek to establish a common set of beliefs and understanding among practitioners and stakeholders, so that programme interventions are not based on different stakeholder assumptions. Realising the established vision and ensuring that all will act to ensure progress is predicated on this common set of principles. The most highly prioritized principles which affect the application of the strategic framework are presented and explained below. These principles are by no means exhaustive. They may, however, represent the foundation of a process through which consensus is derived about additional principles that may be appropriate and relevant for promoting implementation success.

The core principles indicated in Figure 2 are detailed below:

- a) **Focus on all Levels of employment:** Any organization has to operate at maximum performance and fulfill demands that are spread across a wide spectrum of complexity levels. The reach and influence, as well as the time spans of responsibility and consequence differ markedly from level to level. The *Framework* must be inclusive of all employees in the Public Sector. In this respect, it must focus on senior and executive management, middle managers, operational and technical staff as well as staff at the lowest level of the occupational ladder. Each employee has a role to play in the enhanced performance and service delivery in their respective departments, and each has a right to opportunities for development. Consideration of the needs of employees at different levels and in occupational categories has to be emphasized. Competencies and skills commensurate with job descriptions become critical to ensure effective individual performance and ultimately improved overall organizational performance and service delivery.
- b) **Responding to the needs of designated groups:** An important dimension of any diversity development must be the self-reflection and introspection with regard to one's values, beliefs and behaviours related to how one perceives designated groups such as women, older persons, people with disabilities and people living with HIV and AIDS. This awareness is crucial to the manner in which a Public Service official responds to the needs of individuals within designated groups, with particular importance to persons with disabilities and women. Stereotyping, ill-conceived perceptions and negative attitudes become insurmountable barriers to the advancement and development of designated groups, whether as Public Service employees or as the clients of the services of the government departments. The Public Service must endeavour to address disparities in respect of race, gender and background, promote equal opportunity and create a culture that embraces diversity. This is primarily a social-economic imperative to normalise society and achieve sustainable and embedded transformation.
- c) **Representation of targeted groups:** Fundamental to the creation of a non-sexist, non-racist and fully inclusive Public Service is the process of achieving equity, parity, representation and participation of the designated groups in the employ of the Public Service. It is imperative that any strategy that aims to promote and protect human rights and human dignity of all people, must ensure that it first gets the "numbers game" right. Concomitantly, affirmative action measures and special measures to

empower women, people with disabilities and blacks are critical in order to increase their participation in all occupational categories and levels. Furthermore it is essential to ensure that processes of policy and programme generation that are aimed at advancing designated groups include participation by members belonging to such groups. Participation in key decision-making that concerns designated groups cannot take place outside of those it concerns and those it seeks to address.

d) **Equality and non-discrimination:** The principles of equality and non-discrimination are the cornerstones of democracy upon which the South African constitution is based. Any discrimination based on any grounds such as sex, race, ethnicity, language, religion or belief, political or any other opinion, disability, age or sexual orientation contravenes such constitutional imperatives. Pivotal to the transformation of the Public Service is the principle of non-discrimination and upholding the value that discrimination on any unfair grounds should be eliminated. While this is the case, it should be remembered that a core principle adopted by government in the promotion of the interests of, and access to opportunities, by women, people with disabilities and blacks, is constituted as "fair discrimination". The basic notion which belies this thinking is the pressing need to "level the playing fields" and fast track the achievement of both *de jure* and *de facto* equality. The Public Service upholds, promotes and disseminates the values and practices underlying the fight against discrimination, including through the use of awareness-raising campaigns and diversity management interventions. Equality and the right to non-discrimination warrant the creation of an environment within which individuals are protected against unreasonable or unacceptable differential treatment.

e) **Healthy integration and embracing change:** In order to successfully facilitate a healthy integration among employees, the organizational culture needs to be built on honest feedback and should be supported by a system where change is embraced at all levels. Such an approach needs to be supported by means of open and transparent performance and feedback within the context of non-discrimination. Cultural phenomena and traditional value systems, including issues such as race, language, ethnicity and religion, need to be addressed in order to achieve progressive integration that is free of prejudice. Culture change therefore requires a paradigm shift. If the organizational ethos, culture, beliefs and values do not incorporate flexibility and innovation, then it is critical to ensure that it strives to become flexible and innovative in

order to survive the challenges of an ever-evolving workplace and competitive global markets. In a highly evolving Public Service, the manner in which organizations are able to adopt change, and adapt to it effectively, will impact on their ability to become high performing learning organizations.

- f) **Building Government capacity:** An effective and efficient Public Service is central to South Africa as a developing State, and therefore the issue of development is always core to its agenda. These developmental imperatives are pressing and demand urgent redress, particularly for those issues that impact directly on the lives and welfare of people. It is therefore always a “call to action” in and for the Public Service. This context therefore merits comprehensive and multi-sectoral approaches and responses that combine both the capacity and unique strengths of all sectors of the Public Service. Any agenda for diversity management in the Public Service must, therefore, always take cognizance of the developmental agenda of the State and must be responsive to the capacity development needs of the State in terms of advancing growth and development.

- g) **Addressing diversity of needs:** A thorough understanding of the ways in which environmental pressures impact on organizational life is essential to the effective management of diversity. In order to improve the organization’s overall effectiveness, it is essential to recognize and acknowledge the different needs of all employees.

- h) **Human dignity, autonomy, development and empowerment:** The implication of human dignity is that every employee should be acknowledged as an inherently valuable member of the Public Service who brings a unique contribution to the workplace. There is a need to provide space for mutual respect and esteem in order for every individual to be empowered and for them to grow within the organisation.

- i) **Barrier-free Public Service:** There is a need to maintain an inclusive, barrier-free work environment that is accessible to all. Respect for an individual’s right to privacy and confidentiality should be maintained at all times. The Public Service is mindful of these factors in terms of the planning and design of work-related events so that events and opportunities are accessible to all employees. Professional barriers (e.g. lack of advancement, mentoring, and training opportunities) and psychological barriers (e.g. issues related to balancing family/work expectations and sexual discrimination/

harassment) that affect the progress and well-being of individuals in the workplace need to be eliminated. The removal of these barriers will, ultimately, result in departments improving their service delivery levels.

- j) **Collaborative Partnerships:** The need for partnerships between the Public Service and organisations like Disabled People's Organisation of South Africa, the National Gender Machinery and other Non-Governmental Organisations is becoming increasingly important as needs, trends, and issues are identified. The essential elements that are associated with successful collaborative partnerships are those of networking and visioning. The establishment and sustainability of these collaborative partnerships should ideally be built on mutual strengths and help create innovative services and processes for the Public Service and communities.

2.6 CRITICAL FOUR PILLARS OF ACTION

This component of the strategy comprises a set of key pillars to be undertaken in implementing the Strategic Framework. They can essentially be described as the strategic pillars of the Strategic Framework and therefore forms the core or kernel of the strategy. It embodies 4 pillars or strategic initiatives and a number of actions for implementation. The four strategic pillars are:

2.6.1 AN ENABLING ENVIRONMENT

Creating an **enabling environment** that is conducive for promoting women's empowerment and gender equality. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

2.6.2 EQUITY

Ensuring the achievement of **equity** in the Public Service through the equalization of opportunities and treatment. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

2.6.3 MAINSTREAMING GENDER

Mainstreaming gender issues into all policies, projects, programmes and day to day work of government. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

2.6.4 BARRIER-FREE WORKPLACE

Creating a **barrier-free workplace** to ensure that women are provided with equal chances for empowerment and develop both as employees of the State and as clients or users of government's services through the removal of physical, attitudinal, social, economic and psychological barriers. Figure 3 provides a schematic representation of this functional pillar with its activities, including the transversal process pillars or initiatives.

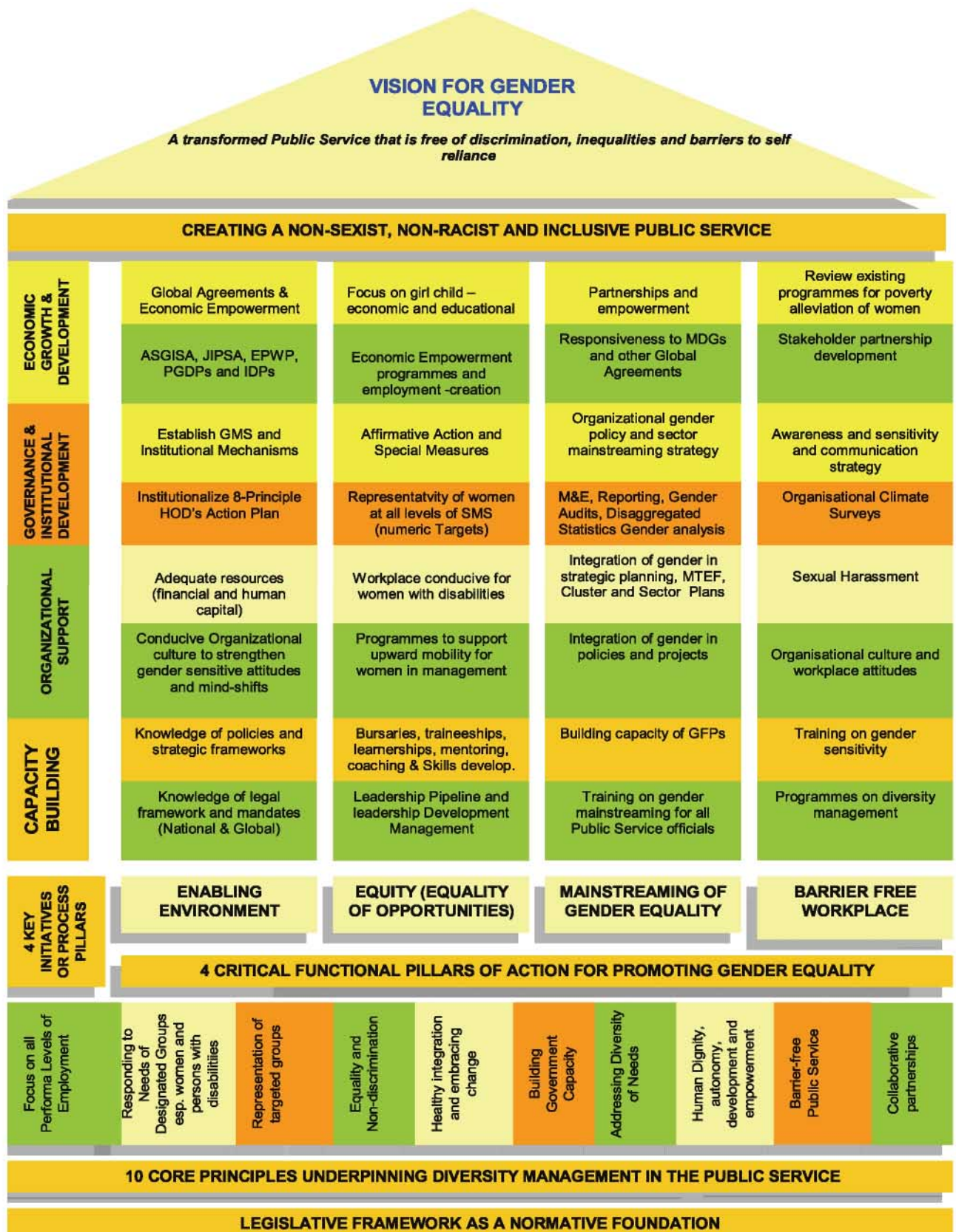


Figure 3: A Conceptual Framework for Gender Equality in the Public Service

2.7 PROCESS PILLARS TO ENSURE IMPLEMENTATION

The process (operational) pillars of the Strategic Framework for promoting gender equality cut across all functional pillars. It is the basis on which the implementation of the strategic framework is premised. These four key initiatives are the defining pillars on which the Public Service Human Resource Development Strategy and to which the *Framework* had been linked. They serve as the underlying basis on which the emancipation, empowerment, development and advancement of women, including women with disabilities must be founded. Each of the four key initiatives is briefly described below:

2.7.1 CAPACITY DEVELOPMENT INITIATIVES

Capacity development initiatives are represented in those activities which add value in strengthening our ability to build human capital. Human capital must be built efficiently and effectively, with the infrastructure put in place to promote ease of access. These capacity development initiatives are implementable in order to promote gender equality.

2.7.2 ORGANISATIONAL SUPPORT INITIATIVES

The success of the Strategy for Promoting Gender Equality in the Public Service depends on the extent to which pertinent organizational support structures and systems in place are properly utilised. The strategy cannot function effectively without proper structures and processes for allocating and managing assigned responsibilities and resources, and without proper operational systems for promoting effectiveness and efficiency. This organisational support is essential to the success of this strategy. These organisational support measures and strategic activities are implementable in order to promote gender equality.

2.7.3 GOVERNANCE AND INSTITUTIONAL DEVELOPMENT INITIATIVES

Governance and Institutional Development Initiatives refer to the manner in which the strategy will be promoted, governed and supported in the Public Service. Governance here refers to the manner in which strategic leadership will be provided in order to ensure successful implementation of the Strategic Framework. It also entails the interventions that will be made to track progress, promote quality and integrity and impact assessment. Such a critical Strategy cannot be successful without proper oversight, governance and policy guidance. Interventions need to be developed so that the strategy will be “driven” through good

leadership at all levels. Good governance is included as one aspect in the strategy because of its capacity to lead the field in the right direction. It is also included because of its importance in providing support and giving strength in areas of weakness; and because of its relevance in filling the gaps which constrain performance in the implementation of the strategy. These governance and institutional development measures and strategic activities are implementable in order to promote gender equality.

2.7.4 ECONOMIC GROWTH AND DEVELOPMENT INITIATIVES

In its overall agenda Government seeks to build an economically vibrant state and simultaneously address the many challenges which affect the welfare of its people, in particular, designated groups. These include: poverty and its consequences; unemployment (especially among rural women and women with disabilities); lack of housing; the impact of HIV and AIDS on individuals, households, communities and the society at large; crime and corruption. Many Government programmes and initiatives are undertaken in skills development in response to driving the development agenda forward, to increase employability and, in turn, increase the chances of economic growth to the country. Government also fosters and forges effective partnerships which the aim of empowering such organizations and providing them with information on services and opportunities that are available. This is critical in the development and advancement of women and gender issues. These economic growth and development measures and strategic activities are implementable in order to promote gender equality.

2.8 BUILDING BLOCKS OF THE FOUR PILLARS

There are specific areas of focus that have been identified within the strategic approach to promoting gender equality in the Public Service. These focus areas form the key components of the Strategy and are set in a framework that gives them meaning, relevance and strategic focus. The conceptual approach to gender equality is represented by Figure 3, the purpose of which is to provide a graphic representation of the Strategy as a whole.

Figure 3 highlights the key elements, initiatives and priorities of the Gender Equality Strategy for the Public Service. The representation again utilises the form of a “Parthenon House” with four pillars, where each pillar is one functional area in the overall process of achieving gender equality. A transverse pillar of key government initiatives cuts across all four pillars. In effect it represents a holistic approach to empowering and advancing women in the Public Service.

SECTION 3: STRATEGIC APPROACH TO MAINSTREAMING GENDER EQUALITY

Cutting transversally across the four functional pillars are the four process pillars which drive implementation of the *Gender Equality Strategic Framework*. These implementation initiatives are substantive programme interventions that are intended to provide the institutional, human and economic resource foundation for the achievement of gender equality. The initiatives are as follows:

- Capacity development initiatives;
- Organisational support initiatives;
- Governance initiatives;
- Economic growth and development initiatives.

3.1 CAPACITY DEVELOPMENT INITIATIVES

Capacity development initiatives are represented in those activities which add value in strengthening Government's ability to build human capital. Human capital must be built efficiently and effectively, with the infrastructure put in place to promote ease of access. Strengthening capacity in women, including women with disabilities and young women in order to render them employable, skilled and able to take up positions in decision-making levels effectively, is one of the core objectives of this strategy. Capacity development should be seen in its variety of forms so that the right set of training options or responses to challenges can be explored in response to the unique circumstances of each setting. Figure 4 provides a framework for the capacity development initiatives that seen as critical in promoting women's empowerment and gender equality. The rationale and intended outcomes of each element are outlined in Table 3. Following this is the table outlining the content structure of the capacity development initiatives that government departments should undertake in promoting women's empowerment and gender equality.

The Constitution and a progressive legal framework clearly articulate the imperatives for women's advancement and gender equality. All Officials in the Public Service must be able to translate and relate these imperatives into their work. It is therefore critical to create knowledge of these imperatives at the line function level among officials who have to integrate

gender issues in their day to day work. As such it cannot be taken for granted that by virtue of the possession of such legislation all officials are clearly aware of their gender implications.

In addition, South Africa is signatory to several global agreements on women's empowerment and gender equality. The country is therefore obligated to report at different points to global organisations such as the United Nations (UN), Commonwealth, South African Development Community (SADC), and the African Union (AU). Departments are expected to align their work with these instruments, and to provide progress reports to the Presidency which is the Government department responsible for reporting globally.

In order to ensure that mainstreaming occurs, and that officials are able to execute their obligations in meeting national and global obligations in advancing gender equality, it is essential to develop capacity among officials to be able to translate the imperatives contained in the Constitution, legislation and global agreements such as Millennium Development Goals (MDGs), Beijing Platform for Action (BPA) and the Convention on the Elimination of Discrimination against Women (CEDAW) into implementable activities.

Measures must be put in place to raise awareness on the various global agreements, the imperative on gender equality in the Constitution, and those in related legislative frameworks. Efforts to align with global agreements as they relate to sector/cluster work must be undertaken and to be driven by the GFPs within the sector/cluster. There are several policies which clearly articulate the imperatives for women's advancement and gender equality. All public servants must be able to translate and relate these imperatives into their work. It is therefore critical to create knowledge of these imperatives at the line function level among officials who have to integrate gender issues in their day to day work. As such it cannot be taken for granted that by virtue of the possession of such policies all officials are clearly aware of their gender implications. Such policies include the National Policy Framework for Women's Empowerment and Gender Equality, the Draft National Plan of Action for Women's Empowerment and Gender Equality (2005 – 2015), the Gender Equality Strategic Framework for Public Service, the White Paper on Integrated National Disability Strategy as well as the Public Service Human Resource Development (HRD) Strategy. In order to ensure that mainstreaming occurs, and that officials are able to execute their obligations in meeting national obligations in advancing gender equality, it is essential to develop capacity among officials to be able to design standard operating procedures to implement these documents.

There are ongoing efforts to build leadership within the Public Service to ensure that officials are able to discharge their responsibilities effectively and efficiently so that they contribute constructively to growth, reconstruction and development. Critically important within this process are efforts being made to raise the skills levels within the Public Service. A leadership pipeline, starting with junior management service through to middle management and up to senior and executive management, is critical for the upward mobility of women. This would form a strong nexus with competency and performance related development activities. In this context supply then becomes less a matter of chance and more the result of applying a set of well engineered structures, programmes and arrangements that will ensure the constant and continual availability of strong leadership capacity in the Public Service.

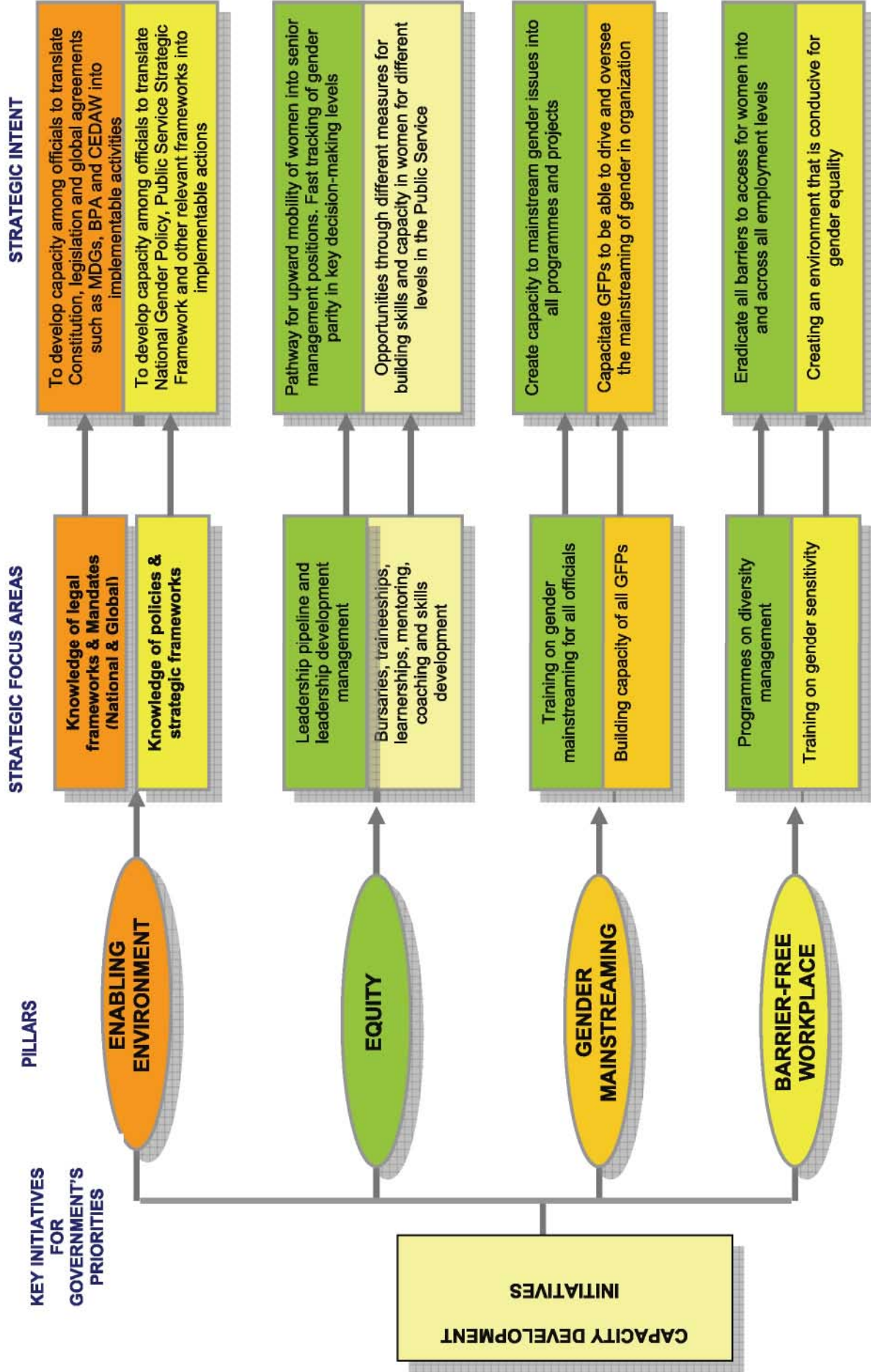


Figure 4: Strategic Framework for Capacity Development Initiatives for Gender Equality

AREAS OF FOCUS FOR CAPACITY DEVELOPMENT FOR GENDER EQUALITY SUMMARY OF RATIONALE AND OUTCOMES		
AREAS OF FOCUS FOR CAPACITY DEVELOPMENT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
Knowledge of gender-related legal frameworks & Mandates (National & Global)	The rationale for capacity development for gender equality is the need for a multi-faceted approach. Building capacity in women, including women with disabilities and young women in order to render them employable, skilled and able to take up positions in decision-making levels effectively, is one of the core objectives of this strategy. It is also critical to create knowledge of gender imperatives at the line function level among officials who have to integrate gender issues in their day to day work. Equally critical is the need to build leadership within the Public Service to ensure that officials are able to discharge their responsibilities effectively and efficiently towards growth, reconstruction and development with an overarching gender perspective.	To develop capacity among officials to translate Constitution, legislation and global agreements such as MDGs, BPA and CEDAW into implementable gender-related activities
Knowledge of gender-related policies & strategic frameworks		To develop capacity among officials to translate National Gender Policy, Public Service Strategic Framework and other relevant frameworks into implementable actions
Leadership pipeline and leadership development management for women		Pathway for upward mobility of women into senior management positions. Fast tracking of gender parity in key decision-making levels
Bursaries, traineeships, learnerships, mentoring, coaching and skills development for women		Opportunities through different measures for building skills and capacity in women for different levels in the Public Service
Training on gender mainstreaming for all officials		Create capacity to mainstream gender issues into all programmes and projects
Building capacity of all GFPs		Capacitate GFPs to be able to drive and oversee the mainstreaming of gender in organization
Programmes on diversity management		Eradicate all barriers to access for women into and across all employment levels
Training on gender sensitivity		Creating an environment that is conducive for gender equality

Table 3: Prioritized Focus Areas for Capacity Development for Gender Equality

3.2 ORGANISATIONAL SUPPORT INITIATIVES

The success of this strategy for the Public Service depends on the extent to which pertinent organisational support structures and systems that are in place are properly utilised. The strategy cannot function effectively without proper structures and processes for allocating and managing assigned responsibilities, and without proper operational systems for promoting effectiveness and efficiency. This organisational support is essential to the success of this strategy. Figure 5 provides a framework for the organisational support initiatives that are critical in promoting gender equality. The rationale and intended outcomes of each element are outlined in Table 4.

AREAS OF FOCUS FOR ORGANISATIONAL SUPPORT SUMMARY OF RATIONALE AND OUTCOMES		
AREAS OF FOCUS FOR ORGANISATIONAL SUPPORT	SUMMARY OF RATIONALE	INTENDED OUTCOMES
Conducive organizational culture, gender sensitive attitudes & mind-shifts	The strategy requires appropriate and effective structures and processes for allocating and managing assigned responsibilities. The strategy takes as its premise the understanding that appropriate and efficient operational systems will promote effectiveness and efficiency in achieving the goal of gender equality.	Creating a climate of appropriate attitudes and sensitivities for women's advancement and gender equality in the workplace
Adequate resources (human capital and financial)		MTEF and other planning to provide adequate financial and human resources for the achievement of gender equality in the organization. Gender budgeting to occur.
Programmes for upward mobility of women into management		Achievement of women representativity in decision-making, especially 50% in SMS.
Workplace conducive for women with disabilities		Accessibility into employment and upward mobility especially increasing representation in SMS levels through reasonable accommodation in the workplace and gender-linked skills development, bursaries and other measures
Integration of gender issues into all policies and projects		To ensure that gender issues are taken into consideration in all work of the department to ensure a better life for women
Integration of gender in strategic plans, MTEF, cluster and sector plans	The strategy requires appropriate and effective structures and processes for allocating and managing assigned responsibilities. The strategy takes as its premise the understanding that appropriate and efficient operational systems will promote effectiveness and efficiency in achieving the goal of gender equality.	Provision of adequate resources for driving the gender agenda in departments
Organizational culture and workplace attitudes conducive to achieving gender equality		Addressing issues that obstruct or hinder women's advancement in the workplace
Focus on Sexual Harassment, workplace Gender-Based Violence, work-life balance, provision of child care facilities		Promoting the human rights and human dignity of women employees. Also creating a workplace that promotes effective participation of women in all activities of the workplace, including opportunities for upward mobility.

Table 4: Prioritized Focus Areas for Organizational Support for Gender Equality

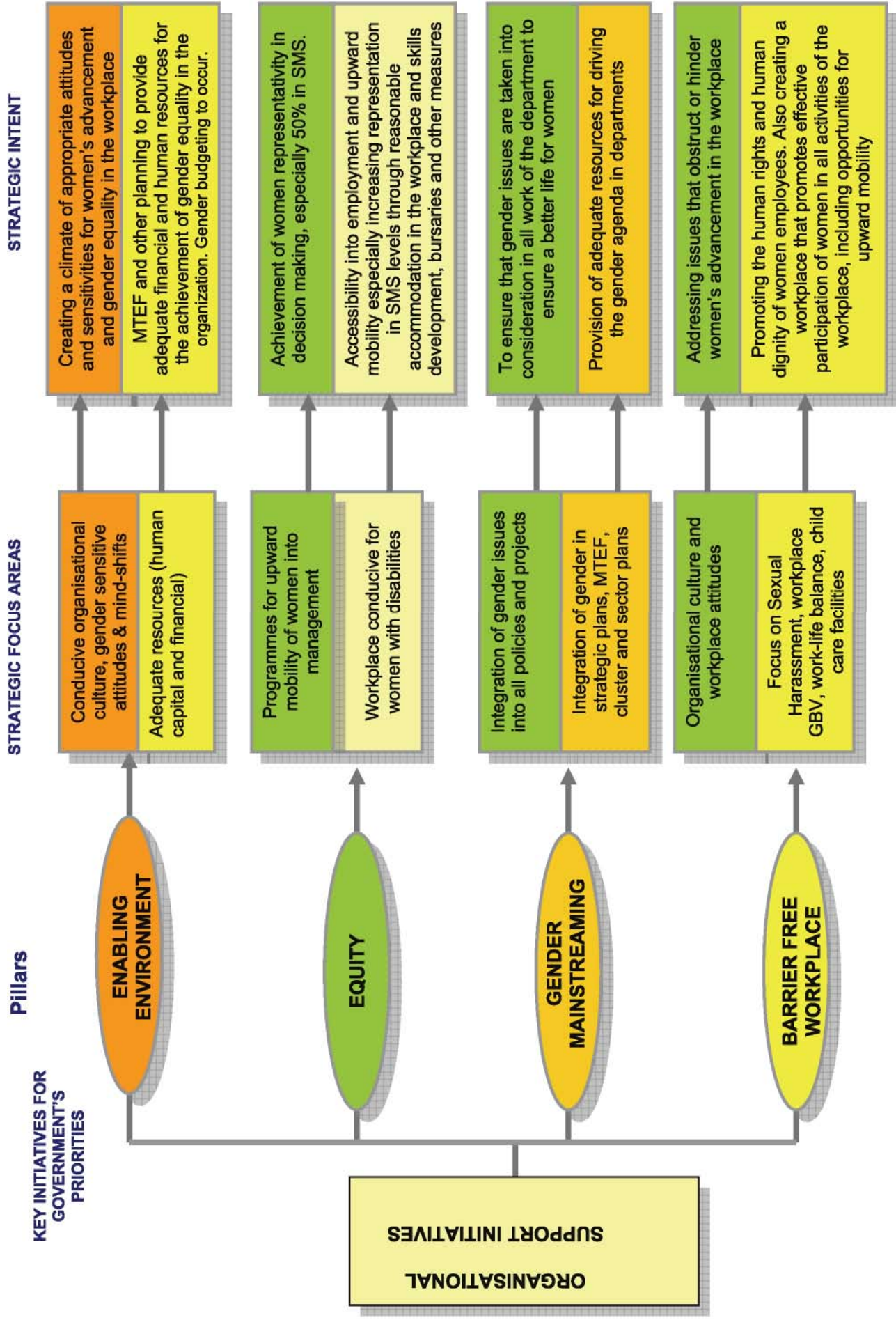


Figure 5: Strategic Framework for Organisational Support Initiatives for Gender Equality