

CHAPTER ELEVEN

ADMINISTRATION AND HUMAN RESOURCES



The Administration Unit's overall responsibility is to ensure a smooth and safe working environment for staff, and to address some staff issues in line with the Secretariat's Administration Rules and Procedures. As at June 2008, the unit comprised 13 men and 16 women in the unit. The Head of the Unit is a man.

The HR Unit, established in 2006, is fairly new. As of June 2008, there were two men and two women in this unit and the head of the unit is a man. The key mandate of the HR Unit is to come up with policies that support the Secretariat's corporate strategy. This includes recruitment, health and safety, managing of certain processes at work, and performance management issues. With regard to recruitment policy, this has been explained earlier as well as attendant challenges.

There is also in place a draft Workplace HIV and AIDS Policy that at the time of writing was awaiting adoption. HR also does periodic awareness raising on some of the HR issues, for example on HIV and AIDS. On the issue of whether or not gender sensitivity informs their management of HIV and AIDS in the workplace, it was pointed out that this was considered, and they provide both male and female condoms, for example. However, the draft policy has to address both rights issues and wellness, including awareness on the gender dimensions of the pandemic on staff welfare.

Also at the time of writing the Secretariat was planning to take steps towards responding to recommendations from a Performance Management review and proposals made by consultants in 2005. Linked to this is the job evaluation and skills audit exercise currently being undertaken. This is an opportunity to raise issues of mainstreaming gender into job descriptions, key result areas and PAs.

There is clearly a willingness to have in place a sexual harassment policy, which can be integrated into the Workplace Gender Policy, although proper consultation and awareness was emphasised. Gender training is also a gap identified. This ranges from basic awareness training to the ability to analyse policy, programmes and projects from a gender perspective.



Case study 7: Gender gaps within the SADC Secretariat

Read the following excerpts from the Situation Analysis undertaken by GL as background to the development of a workplace gender policy for the SADC Secretariat and answer the questions that follow:

Staff profile: There are currently 183 members of staff, comprising 88 men and 95 women. The breakdown of the staff composition per category is outlined below (includes regional and local staff):

Table 8: Gender composition of the SADC Secretariat staff

Category	Total	No of women	%	No of men	%
*Senior Executive	2	0	0	2	100
Directors/Heads of Unit	15	4	27	11	73
Regional Senior Officers	23	7	30	16	70
Regional Officers	19	6	32	13	68
Technical Officers	40	10	25	30	75
Project Staff (local)	25	21	84	4	16
Assistant Officers (local)	9	7	77	2	22
**Support Staff (local)	35	32	91	3	9
Officer orderly/drivers	15	8	53	7	47

*Executive Secretary, Deputy Executive Secretary

** Personal Assistants, Secretaries, Receptionists, Clerks

It is clear that there is critical under representation of women at Senior Executive level (0%), Directors/Heads of Unit (27%), senior regional officers (30%), technical officers (25%). On the other hand, there is an overrepresentation of women at the support staff level (91%). The fact that the position of Chief Director is earmarked for a woman will not significantly change the status quo, if filled. The Human Resources Unit acknowledged the gap in terms of women representation at Senior Management level, and pointed out that every effort was being made to strictly apply the 50/50 policy adopted by SADC in 2005. Positions are advertised at national level and every advert for a key senior position points out that 'women are encouraged to apply'. One interviewee pointed out that this statement 'at the bottom of the advert' does not give the full picture regarding the values and commitment of the Secretariat in terms of gender equality and women's empowerment, and he also pointed out that the same would not hold true for positions lower in the Secretariat employment tier, such as at the secretarial level. The advertisements therefore should be reformulated.

Recruitment: Two issues were raised as contributing to the slow pace of implementation of the gender parity principle within the Secretariat. First is the fact that the recruitment procedure is dependent on Member States identifying and short listing potential candidates, and most do not adhere to the parity principle; more often than not most shortlist male candidates. The Secretariat does try to persuade Member States to comply but cannot force them to. Secondly, the quota system may sometimes stand in the way of accelerating the 50/50 principle in that at times a good female candidate may be available, but if the country of which she is a citizen has exhausted its quota, she loses out. It was also noted that there are some countries that have not used their quota at all, whereas if they did so, there potentially could be good female candidates for key positions.

A number of interviewees are aware of the disparities and the limits of the recruitment system, however, they pointed out that a lot more effort was required to address the constraints which are not insurmountable; the bar has to be raised on political will. This issue can be raised at Council and Summit levels, and repeatedly with Member States for a significant change in gender representation at management level. However, it must also be pointed out that there are concerted efforts to make sure that selection panels are gender balanced and that issues of gender equality are integral to the recruitment process, however this is not always achieved. Further, currently guidelines on the type of interview questions and whether they are affirming and not gender discriminatory are not in place. Fundamentally, certain sectors are still male dominated, so most qualified persons almost always turn out to be male.

Staff development: There is no specific staff development strategy taking into account women's empowerment that also focuses on training for career development, not just functional skills building. Some training is undertaken, and resources are allocated towards this, as reflected in the Master Budget for the Secretariat. The response of the Human Resources and Administration Units was firstly that the absence of this strategy was due to the fact that SADC recruited professionals and experts who are well established in their professions, so further training was not a priority. However, the focus of any training internally was to improve functional skills for better performance, not career pathing. It was also pointed out that staff was on contract, therefore the prospects of them 'moving up the ladder' was not there, unless if they applied for an advertised position in the Secretariat that would provide better prospects for their career. It was pointed out that members of staff were encouraged to apply for advertised positions if qualified, but would have to compete with other candidates. There are therefore few opportunities for either moving women upward or providing specific targeted training for upward movement in the Secretariat.

Family friendly practices: With regard to maternity and paternity leave, it was pointed out that men do take advantage of the latter, however, the leave allotted (3 days) appeared to be more a token, and would need to be reviewed, given complaints by men who have used it.

Sexual harassment: There is no sexual harassment policy in place. Cases of sexual harassment are dealt with in an ad hoc fashion.

Questions:

1. What are some of the key institutional challenges facing the SADC Secretariat internally as it seeks to mainstream gender in its work?

2. What are some of the strategies that the Secretariat will have to adopt to meet the SADC target of 50 percent women in decision-making by 2015 as set out in the draft SADC Protocol on Gender and Development?

3. To what extent is SADC constrained by applicants being put forward by Member States in achieving this objective?

4. What creative strategies can be adopted to overcome this?

5. To what extent is the SADC Secretariat leading by example in creating a gender aware and friendly working environment?

6. What key measures still need to be taken?

7. From this analysis what do you understand by gender mainstreaming in the work place? Why is it important?



Exercise 32: Finding gender in Administration and Human Resources

Go through the organisational policies and procedures manual and answer the following questions:

1. Is there explicit reference to the key gender equality issues you identified in the case study?

2. If yes, where, is this adequate in line with requirement for gender mainstreaming?

3. Would you describe Administration and Human Resources policies and procedures plans as gender blind, gender neutral or gender aware?

4. What steps can be taken to ensure that these are gender aware?



Exercise 33: Finding Administration and Human Resources in gender instruments

Go through the instruments listed below and any others that you may regard as relevant. What provisions are made that are relevant to your sector?

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (adopted 2003)	
SADC Regional Gender Policy	
SADC Declaration on Gender and Development (1997)	
Draft SADC Protocol on Gender and Development	
Other legal or policy instruments relevant to the sector	

Action planning



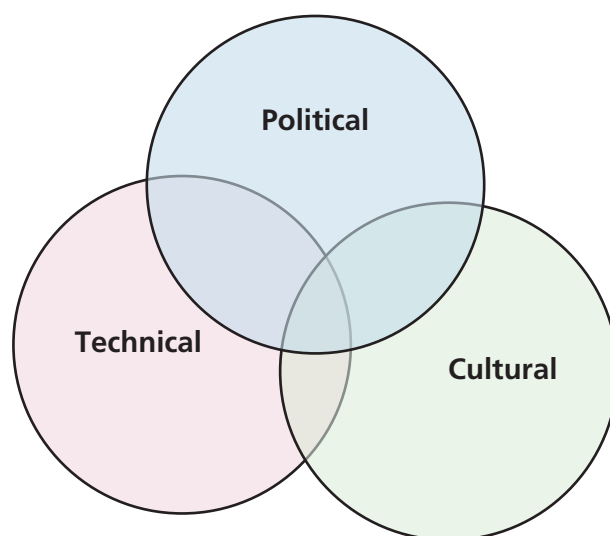
Exercise 34: Think through all the different programme areas in this area of work and identify key gender issues and actions to be taken

AREA	GENDER ISSUES	ACTIONS
Setting targets		
Job advertisements		
Selection processes		
Career opportunities		
Staff development		
Capacity building		
Working conditions		
Working environment		
Other		



Fact Sheet 20: Gender in organisational performance and development

Below is a useful conceptual framework developed by the United Nations Development Programme (UNDP) that points to the fact that gender mainstreaming is also a process of institutional transformation, that is, a profound shift from the mainstream⁸¹. Basically, gender mainstreaming means change has to take place in three domains, the technical, political and cultural, and these three domains overlap. Where the three overlap is the point where institutional transformation takes place. This implies that mainstreaming gender equality is not a mechanistic, instrumentalist process, where a few things are tweaked and the term 'gender' is used more often; it is a complex process backed by profound commitment at all levels of an institution, and it requires a focus on practical and strategic issues for overall effectiveness.



- The **technical domain** consists of capacities, tools and instruments for gender mainstreaming. Gender experts, guidelines and tools for integrating gender into the project cycle, gender training modules and materials are all located within this domain.
- The **political domain** is the site for mainstreaming of gender equality concerns into processes of planning and decision-making within the institution. This is the domain within which hierarchies of power take shape, which in turn determine access and control over resources and decision-making in the institution.
- The **cultural domain** is the arena in which the environment and daily practice of the organization are defined and shaped and determined. While processes in this domain may not be guided by clearly articulated rules and procedures, they are nonetheless critical to gender mainstreaming. Since it is in this domain that the gap between policy and practice is created, it is also the space where it can be negotiated and contested. However, this is also the domain where personal beliefs and ideas have the greatest impact on the successful institutionalization of gender mainstreaming.

⁸¹ Adopted from UNDP gender mainstreaming process (Progress Report on UNDP Gender Thematic Trust Fund) www.undp.org/netherlands/Progress (accessed on 12.03.08)

The structuring of an organisation and the development of procedures and rules for a good workplace environment provide one of the best opportunities for mainstreaming gender equality. If this is institutionalised, it reinforces the valuing of men and women’s participation and contribution in the workplace, unlocking their potential to increase performance and deliver results, thereby fostering dynamic organisational development and transformation. This implies having gender sensitive hiring and promotion policies, non discriminatory workplace policies, work environments that are family friendly and free of sexual harassment and, importantly, reorienting the practices of the institution at all levels to encourage the best in both men and women.

From a human resources perspective, a key indicator in the gender mainstreaming process is a workplace gender policy backed by a strong policy statement affirming the vision of the organisation to achieve gender equality. The workplace gender policy must address organisational rules and procedures taking into account gender equality and employee rights issues, as well as broader performance management issues and concerns. Some key considerations include:

- Explicit attention to gender equality issues in the corporate vision, mission and values of the organisation
- Political will from leadership and management, so that gender mainstreaming is a management issue that cascades to every level of the organisation
- A gender balanced staff profile, gender sensitive recruitment policies, including short listing and interview panels
- Affirmative action, coupled with a benchmark and target to reach a gender balance in staffing and recruitment
- Gender equality as a key result area in performance assessments, particularly at senior and management levels where responsibility for strategic organisational performance lies
- A policy prohibiting any form of unfair discrimination, including sexual harassment
- Structures and systems that decentralise and support gender mainstreaming processes throughout the organisation.
- Clear guidelines on mainstreaming gender in planning, project/programme development and implementation, monitoring and evaluation
- Clear guidelines on mainstreaming gender into budgets and resource allocation
- A capacity building strategy and plan, addressing targeted skills building in gender analysis
- A communication strategy focusing on awareness raising and targeted at attitudinal change





Checklist

Category	No of women	%	No of men	%
Director				
Senior Management				
Professional				
Secretarial/clerical				

- ✓ How many women and men are currently employed in each job and grade?
- ✓ Does the pattern of male and female employment indicate there are areas of ‘women’s work’ and of ‘men’s work’?
- ✓ Why do divisions exist, if they do? Is it because of the work involved? Is it because of tradition? Is it because of low pay?

Selection, recruitment

ISSUE	GENDER QUESTIONS
Policy	Is there an affirmative action policy in line with the Employment Equity Act? What does it say with regard to gender?
Recruitment	How are jobs advertised? What efforts are made to encourage women to apply? Are data banks of possible women applicants kept?
Selection	Are interview panels gender balanced? What kind of questions is asked?
Job description/ per agreement	Is the responsibility for promoting gender equality in all policies, programmes and projects written into these documents?
Qualifications	What relevant qualifications are held by women and men in each job and grade? Are those with equal qualifications in the same grade? And could it be established that women with equal qualifications are in proportionately lower graded jobs than men? What is the organisation doing to encourage women to upgrade qualifications? What does the organisation do to encourage people to upgrade their qualifications? Why are there differences? Is it because of assumptions about women not wanting to take responsibility, or because she might leave to have a family etc?

3. Career pathing

<i>ISSUE</i>	GENDER QUESTIONS
Age	<p>What is the age distribution of women and men in each job and grade? Are the ages of personnel related to the numbers of years and experience of staff? Why are there age differentials? Is it because men are promoted at a younger age than women?</p>
Training and development	<p>What special efforts are made to provide training for women to bridge the gender gap? Is gender training provided, and if so, in what form? How many women and men attend training courses at your expense or at their expense? Are these courses relevant to their work and will they add value to the work of the organisation? What grades are the trainees? Is there a difference between the numbers of women and men who attend courses? If so, does this mean that training needs of one or the other is not being attended to? If there is a difference in the attendance of women and men, why is this the case? Do courses meet the needs of women as opposed to men?</p>
Promotion	<p>How many women and men apply for promotion? How many women and men are in the potential pool? What are the success rates for each sex? Do women and men apply for promotion in the same numbers? What does the organisation do to encourage people and women to apply for promotion? What are the criteria for selection? Why are there differences? Is it cultural? Is it perceptions? Is gender a consideration in promotion?</p>
Full time versus part time work	<p>How many women and men work part-time? In what jobs and grades are part-timers? For councillors, does the part-time nature of the work and remuneration, restrict who applies to become a candidate? Do part-timers feature more often in the lowest grades? What steps does the organisation take to ensure that part-timers are not discriminated against in terms of benefits? If there is a difference in the grades, why is this the case?</p>
Length of service	<p>How long have women and men spent in each grade? Is there a difference? Where are women located in terms of age and grade? Does this indicate difference in the pattern of women and men's careers? Where are women located in terms of age and grade? Why is there a difference, and can we find instances of discrimination?</p>

4. Working conditions and environment

ISSUE	GENDER QUESTIONS
Conditions of service	Are benefits for male and female employees equal? Are maternity and paternity leave provided for?
Sexual harassment	Is there a sexual harassment policy? Has it ever been tested? What was the response? NB: Please see CD ROM 15 for an example of a sexual harassment code.
Working and physical environment	Are employees required to work at night? What security provisions are made? Is there provision for flexi time? Does the job involve a significant amount of travel? Are there childcare facilities/provisions? Is there a policy on sexual harassment? Is the use of sexist language banned?
Gender culture	Are women and men perceived as equals? How are women and men perceived? What roles are they perceived to be best suited to? Why are women and men seen to have different capacities and capabilities?
Retention	How many women and men leave the organisation? What are their reasons? Does your organisation have exit interviews? If there is unhappiness in the organisation, does your organisation seek to consult the staffs that remain? What is your organisation doing about ways to retain trained staff? If more women than men are leaving, is this linked to domestic responsibilities, especially child care? Is this linked to the culture in the organisation? Is it sympathetic to diversity?

Gender management system

- ✓ Do the performance contracts of the first three layers of management include responsibility for ensuring gender equity?
- ✓ Is gender disaggregated data kept?
- ✓ Does it form part of the monitoring and evaluation system?
- ✓ Is there adequate human and financial capacity for the collection, analysis and dissemination of gender-related statistics?

Capacity building

- ✓ Are gender awareness courses offered by the municipality?
- ✓ Percentage of councillors who have received gender awareness training.
- ✓ Percentage of managers who have received gender awareness training.