

**TRANSLATING GENDER POLICIES INTO PRACTICE IN THE BUFFALO CITY
AND AMAHLATHI LOCAL MUNICIPALITIES**

by

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS	i
TABLE OF CONTENT.....	iii
ACRONYMS	vii
ABSTRACT	viii
1. CHAPTER ONE : BACKGROUND TO THE NATIONAL GENDER POLICY FRAMEWORK	1
1.1 Introduction	1
1.2 Women’s struggle in South Africa	3
1.2.1 Women’s struggle against the Apartheid government	4
1.2.2 Women’s struggle against men within the liberation movement	6
1.3 Negotiations and a constitution for a new South Africa	7
1.4 The dawn of a new era	9
1.5 Local Government in the new South Africa.....	13
1.6 The gender policy in Local Government	16
1.7 The policy implementation dilemma	19
1.8 Conclusion.....	21
2. CHAPTER TWO: RESEARCH METHODOLOGY	23
2.1 Introduction.....	23
2.2 Description of research process and delineation of study	24
2.3 Clarification of key concepts and terms	26
2.4 Statement of the problem	33
2.5 Research questions.....	35
2.6 Research objectives	36
2.7 Research design.....	37
2.8 Research methods	37
2.9 Research method chosen for this study	38
2.9.1 Quantitative research	39
2.9.1.1 Interviewing as a data collection instrument.....	40
2.9.2 Qualitative research.....	41
2.9.2.1 Questionnaires as a data collection instrument	42
2.9.2.2 Literature review as a data collection instrument.....	43



2.9.2.3 Case studies as a data collection instrument.....	44
2.10 Sampling method and sampling size	44
2.10.1 Target population	45
2.10.2 Sampling details	45
2.11 Motivation for the study	47
2.12 Significance of the study	48
2.13 Limitations of the study.....	49
2.13.1 Time constraints.....	49
2.13.2 Issues with information availability	49
2.13.3 Issues with respondents.....	49
2.14 Conclusion	50
3. CHAPTER THREE: LITERATURE REVIEW ON THE DEVELOPMENT OF GENDER APPROACHES AND POLICY IMPLEMENTATION	52
3.1 Introduction	52
3.2 The elucidation of gender and sex concepts	53
3.3 The evolution of policy approaches towards development of women	55
3.3.1 The Women in Development (WID) approach.....	56
3.3.2 The Women and Development (WAD) approach	57
3.3.3 The Gender and Development (GAD) approach	58
3.3.4 Gender Analysis Frameworks (GAF).....	59
3.3.4.1 Gender division of labour	59
3.3.4.2 Access to and control over resources	60
3.3.4.3 Status and role	60
3.3.5 Gender mainstreaming	61
3.3.6 The empowerment approach/ or postmodernist approach	62
3.4 The evolution towards gender specific and gender analytical policies in South Africa	63
3.4.1 International instruments supporting South African efforts for gender equality	63
3.4.2 Regional instruments supporting South African efforts for gender equality	64
3.4.3 National instruments supporting South African efforts for gender equality .	64
3.5 Defining policy implementation	66
3.6 The policy implementation path	67



3.7	The 5 C protocol of policy implementation	70
3.7.1	Content	71
3.7.2	Context	72
3.7.3	Commitment	73
3.7.4	Capacity	74
3.7.5	Clients and Coalitions	76
3.7.6	Communication	77
3.8	The management, monitoring and evaluation of gender policies.....	80
3.9	Conclusion	85
4.	CHAPTER FOUR: INTRODUCTION TO THE BUFFALO CITY AND AMAHLATHI LOCAL MUNICIPALITIES	87
4.1	Introduction	87
4.2.	Situational analysis	88
4.2.1	Region analysis of the Amathole District Municipality	88
4.2.2	Demographic overview of the Amathole District Municipality	90
4.2.2.1	Population groups in the Buffalo City and Amahlathi Local Municipalities..	90
4.2.2.2	Gender composition of the Buffalo City and Amahlathi Local Municipalities	92
4.2.2.3	Human Development Index of the Buffalo City and Amahlathi Local Municipalities	92
4.2.2.4	Poverty and Inequality in the Buffalo City and Amahlathi Local Municipalities	93
4.2.3	Economic overview of the Buffalo City and Amahlathi Local Municipalities	95
4.2.4	Infrastructure overview of the Buffalo City and Amahlathi Local Municipalities	102
4.3	Gender equality analysis in the Buffalo City and Amahlathi Local Municipalities	103
4.3.1	Gender equality analysis in the Buffalo City Local Municipality: organisational context	105
4.3.2	Gender equality analysis in the Amahlathi Local Municipality: organisational context	105
4.4	Conclusion	105



5.	CHAPTER FIVE: DATA ANALYSIS AT THE BUFFALO CITY AND AMAHLATHI LOCAL MUNICIPALITIES	108
5.1	Introduction	108
5.2	Questions to the Buffalo City and Amahlathi Local Municipalities	108
5.2.1	Buffalo City Local Municipality	110
5.2.2	Amahlathi Local Municipality	110
5.3	Section A – Interview	112
5.3.1	Biographic data of interviewed respondents	112
5.3.2	Interview questions posed to the Buffalo City and Amahlathi Local Municipality respondents.....	113
5.3.3	Questions to the Office Manager in the Directorate of Corporate Services at the Buffalo City Local Municipality	120
5.4	Section B – Questionnaire	123
5.4.1	Questionnaire results.....	124
5.5	Section C – Case study of the Buffalo City Local Municipality.....	134
5.5.1	The Buffalo City Local Municipality’s Gender Mainstreaming Strategy and Gender Policy	135
5.5.2	Factors that influence policy implementation	135
5.6	Conclusion	138
6.	CHAPTER SIX: RECOMMENDATIONS AND CONCLUSION	140
6.1	Introduction.....	140
6.2	Abstract of preceding chapters	141
6.3	Findings and recommendations.....	144
6.4	Conclusion	149
7.	List of references.....	152
8.	Annexures	167



ACRONYMS

ANC	AFRICAN NATIONAL CONGRESS
ANCWL	AFRICAN NATIONAL CONGRESS WOMENS LEAGUE
ASGISA	ACCELERATED SHARE GROWTH INITIATIVE OF SA
BPA	BEIJING DECLARATION AND PLATFORM FOR ACTION
CEDWA	CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN
CGE	COMMISSIOB FOR GENDER EQUALITY
EPWP	EXPANDED PUBLIC WORKS PROGRAMME
GAD	GENDER AND DEVELOPMENT
GAF	GENDER ANALYSIS FRAMEWORKS
GFPs	GENDER FOCAL POINTS
GMS	GENDER MANAGEMENT SYSTEM
GNU	GOVERNMENT FOR NATIONAL UNITY
IDP	INTEGRATED DEVELOPMENT PROGRAMME
IMF	INTERNATIONAL MONETARY FUND
JIPSA	JOINT INITIATIVE FOR PRIORITY SKILLS AND ACQUISITIONS
KPAs	KEY PERFORMANCE AREAS
MDGs	MILLENNIUM DEVELOPMENT GOALS
NCBF	NATIONAL CAPACITY BUILDING FRAMEWORK
NGOs	NON GOVERNMENTAL ORGANISATIONS
OSW	OFFICE ON THE STATUS OF WOMEN
PRA	PARTICIPATORY RURAL APPRAISAL
RDP	RECONSTRUCTION AND DEVELOPMENT PROGRAMME
SADC	SOUTHERN AFRICAN DEVELOPMENT COMMUNITIES
SALGA	SOUTH AFRICAN LOCAL GOVERNMENT ASSOCIATION
SPO	SPECIAL PROGRAMMES OFFICER
SPU	SPECIAL PROGRAMMES UNIT
UDF	UNITED DEMOCRATIC FRONT
UN	UNITED NATIONS
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
ECOSOC	UNITED NATIONS ECONOMIC AND SOCIAL COUNCIL
WAD	WOMEN AND DEVELOPMENT
WB	WORLD BANK
WID	WOMEN IN DEVELOPMENT

ABSTRACT

Since the advent of democratic dispensation in 1994, the local sphere of government has had a significant role to play in the achievement of the South African government's goal of facilitating the social and economic development of communities. This development manifests itself in improving the lives of women, who have for the most part been excluded from taking part in the economy, politics and business. While accomplishments have been made in improving the lives of women post 1994, with reference to the increased participation and representation of women in all three spheres of government, the situation of women has degenerated especially in the local sphere. Women are threatened with problems such as gender-based violence, poverty, HIV and AIDS, the lack of provision of basic services, illiteracy and unemployment. This situation has drawn attention to analyse the issues municipalities are tackling in implementing government policies in their communities, in this research the policy that will be utilised is the Gender Policy Framework for Local Government Framework established to improve the lives of men and women. Challenges associated with implementing a gender policy are aligned with local government authorities making an allowance for gender as an auxiliary issue and not as precedence and the lack of capacity; financial, human resource and institutional in all municipalities in South Africa to implement gender policies. The premise of this research is to construct a comparative investigation of the progress that the Buffalo City and the Amahlathi Local Municipalities have made in the implementation, monitoring and evaluation of the effectiveness of the Gender Policy Framework for Local Government Framework.

CHAPTER ONE

BACKGROUND TO THE NATIONAL GENDER POLICY FRAMEWORK

1.1 INTRODUCTION

A cornerstone of the national liberation struggle in South Africa during the years of Apartheid was mobilisation and mass action. Entire communities took part in work stay-aways, workers engaged in strike action, students boycotted classes and closed down academic institutions. Women engaged in all these struggles as workers, students, and community members and as they did so, they pursued an additional struggle-struggle for women's liberation from oppressive gender relations (Meer 2005:36). Building from women's active participation and involvement in the liberation movement women ensured that they were included in the negotiations for a new democratic dispensation. Women's perseverance manifested in the inclusion of processes and mechanisms to advance gender equality throughout the country. South Africa's guiding document to create and preserve a non-racial, non-sexist society free from any forms of discrimination is the **Constitution of the Republic of South Africa, 1996**.

The principle structures of the national gender machinery are the Office of the Status of Women (subsequently changed in 2009 to the Ministry of Women, Children and persons with disabilities), Gender Focal Points (GFP) in national departments, the Commission for Gender Equality, and other organs of civil society. The radical transformation moreover presented an opportunity to review, amend and remove several pieces of legislation, if found to be inequitable towards women and men based on gender. In contrast to the formulation of mechanisms and processes to ensure an enabling environment to promote gender equality there is either a lack of debate, confusion and even ridicule of the meaning and ways of achieving a fully fledged non-sexist country (African National Congress Discussion Document 1997). The consequence of the gap lies in no clear programme to implement gender equality policies and programmes particularly in the local sphere of government. Yet gender equality is a core principle in the **Constitution of the Republic of South Africa, 1996**.

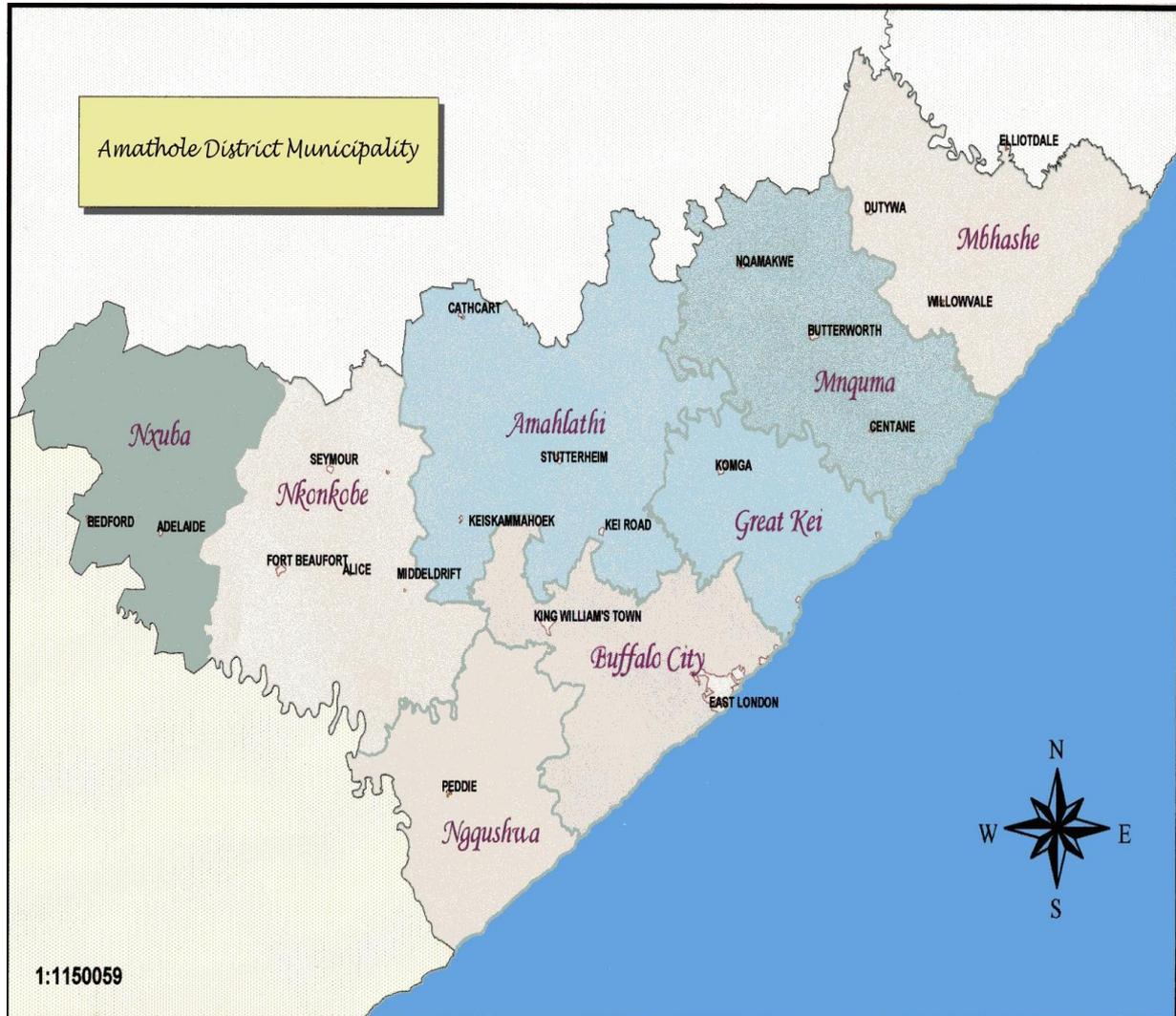
Local government is the closest sphere to the people and plays a proactive role in the social, economic and resource development of communities. Thus, local government is an important sphere for women and gender equality, as it has the potential to transform women's lives through the provision of services, such as water, sanitation, clinics, child care facilities and transport (Gray and Mare 2002:2). Two interrelated pieces of legislation that provide guidelines on formulating and implementing policies with a developmental agenda are the Integrated Development Plans (IDP) and the Gender Policy Framework for Local Government. Both documents present opportunities for women to participate in local government processes and contribute to local development initiatives that encourage economic growth and contribute to the improvement of life.

The lack of the successful implementation of gender-sensitive policies and IDP gender objectives is branded on the following problems: firstly, officials lacking capacities to respond to priorities considered sensitive. Secondly, the differing views of municipal representatives and community respondents during IDP consultation processes. Thirdly, the lack of defining specific indicators, highlighting intended outcomes of women; and finally the non prioritisation of gender analysis and gender mainstreaming in development planning (Gender Policy Framework for Local Government 2006:10-11). This research is rooted against investigating the policy implementation challenges that exist in the Buffalo City and Amahlathi Local Municipalities with regard to implementing the Gender Policy Framework for Local Government, 2007. The Amahlathi Local Municipality and the Buffalo City Local Municipality are situated in the Amathole District of the Eastern Cape Province, Figure 1.1.

The rationale steering this research is that without continuous appraisal on the progress of policies governed to improve the lives of women, the efforts completed by the South African government to accelerate the struggle for gender equality, and the advancement of the emancipation and empowerment of women will have been in vain. Gender is a broadly used concept and is frequently misconstrued. In this study when discussing gender, the researcher refers to the social differences and relations, learnt and transformed between men and women. The term gender does not replace the term sex, which refers exclusively to the biological differences between men and women. While the study recognises the importance of both genders, the study is

gender-specific, recognising the importance of Government policies and programmes affecting women in the local sphere of Government.

Figure 1.1 Map of Amathole District Municipalities



Source: adapted from Amathole District Municipality (2010)

1.2 WOMEN'S STRUGGLE IN SOUTH AFRICA

According to Meer, (2005:37) South African women have countenanced two forms of resistance: one from the former Apartheid capitalist government and from the resistance forged by men within the liberation movements. All South African women: African, White, Coloured, and Indians countenance tremendous pressure from the

Apartheid government although in dissimilar scales and fought jointly to dissolve the repressive system.

1.2.1 Women's struggle against the apartheid government

South Africa comes from a very painful past that oppressed the majority of its people, in particular African women. The most spectacular records are those of the mass resistance of black women, African, Indian, and Coloured. In 1912, all campaigned against passes: Africans and Coloureds as a single body in the Orange Free State against residential passes; Indians in Natal and in the Transvaal against provincial barriers and poll taxes, Meer (1985:15). Laws and policies were deliberately put in place to undermine and oppress the majority of the South African population. The population relocation policy, which according to Du Toit (1995:160-161) is one of the most directly visible effects of implementation of apartheid laws was based on the Group Areas Act. The Group Areas Act, divided urban landscape racially throughout the country, led to forced removals of people from their homes, and resulted in the separation of families. Coupled with physical relocation, Black citizens were given inadequate education and the job colour bar saw blacks settled to the bottom tiers of the socio-economic pyramid and the unequal distribution of public goods by the state (Du Toit 1995:161). These discriminatory laws created conditions that were harsher especially on African women as they were exploited on the basis that they were black, women, and workers. This form of oppression was referred to as triple oppression of race, gender, and class.

Firstly, for black women, (Dlamini-Zuma 2007) this triple oppression meant that they were legally disempowered by apartheid legislation, forcibly removed from their homes and dispossessed of communal land in which they had been the primary producers of agriculture. Families were separated as men were forced into migrancy and receiving low wages. In their daily lives, they were also subjected to the worst forms of racism. Secondly, the economic system of the Apartheid government sought to impoverish women and to enslave black people by exploiting their labour. As workers, despite the long hours and humiliation they experienced, black women were paid the least for their labour. Thirdly, prescribed gender roles led to women's role in the domestic sphere, as mothers and nurturers, were seen as of lesser importance

and value than the tasks of men. Women were said to be natural nurturers and domestic labourers while men were perceived to be natural leaders and decision-makers. These roles were reinforced at home, at school and through the media, thus restricting women's self-perceptions, disempowering their social and economic potential and limiting the possibilities for their future (Dlamini-Zuma 2007).

The International Year of Women opened in South Africa with new introspection on the part of black and white women in their relations with each other and in their commitment to society. Despite the fact that black politics of the time was heavily underlined by black consciousness, black and white women met and discussed prospects of working together on some community projects (Meer 1985:1). The most impressive white political group was a non-violent white women's resistance organisation founded in 1955 by Jean Sinclair soon after the Nationalist Party took power in 1948, specifically to protest against the excesses of the system against human rights, Meer (1985:15). The Black Sash was the Women's defense of the Constitution League in response to the National Party government's Senate Acts. The Senate Act increased the Senate members from 48 to 89, giving the Nationalists a two-thirds majority in Parliament, enabling them to eliminate entrenched clauses with ease, Spink (1991:28). The Women's League was given the name of the Black Sash by the media in recognition of the black sashes worn by four women standing in silence outside the entrances to the Union Buildings to indicate the bereavement of the Constitution, in order to remonstrance a lack of justice. Membership of the Black Sash composed largely of middle-class white women. The members mounted petitions, held regular street demonstrations, protests, marches, and vigils to oppose apartheid discriminatory laws. The vilification and physical attack of members of the movement was common by supporters of apartheid within local white communities. The Black Sash was popular breeding ground for prominent female anti-apartheid activists, such as Helen Zille.

It was only in the 1950s that women from different races decided to fight against all the injustices that they were subjected to and became the major source of resistance. A historic march was mobilised on 9 August 1956 where more than 20 000 women marched to protest against the imposition of pass laws while demanding the fundamental rights of justice, equality, and freedom. The march was organised under the banner of the Federation of South African Women. Women from all races

and cultures partook in the march and were led by Albertina Sisulu, Sophie de Bruyn, Lillian Ngoyi, and Helen Bruin to the Union Buildings in Pretoria. This day marked the culmination and continuation of the great and heroic struggle of South African women (ANC Today 2009) and the start of resistance to end Apartheid's discriminatory laws. Since then, the phrase '*wathint' abafazi, wathint' imbokodo*' a Zulu saying when interpret into English means (You Strike a Woman, You Strike a Rock) has come to represent the courage and strength of South African women who rose to question the Apartheid laws and fought for their emancipation and that of their families. The celebration of the first National Women's Day was in 1995 and since then annual celebrations take place throughout the country (South African History 2010).

1.2.2 Women's struggle against men within the liberation movement

South African women have had a long and successful history of organising in mass action. Their struggles ensured that gender equality became a central concern in the years leading up to the development of post-apartheid South African state (Meer 2005:37). Women's active participation in the liberation movement began in the 1960s after the banning of resistance organisations such as the African National Congress (ANC) and the Pan-African Congress (PAC). Despite state repression, other forms of organisations, such as trade unions, students and community organisations, women's movements grew substantially in size (Meer 2005:37). While the inclusion of women was initially perceived as a strategy to increase numbers within different umbrella organisations due to the dwindling numbers of male participation, men in due course saw women's importance and hard work. Women regarded their inclusion as an opportunity to make their demands for equality and make their voices heard and put on the political agenda issues such as childcare, abortion, sexual harassment, and domestic violence. Men in the unions were supportive of general concerns brought across by women, however according to Meer (2005:39) the call for women in leadership positions within the trade union was unsurprisingly met with a lot of resistance from the majority of men. The majority accepted the notion of gender equality with worker rights and the rights of black people, but they did not expect women to challenge male sexual behaviour or their prerogative to lead.

1.3 NEGOTIATIONS AND A CONSTITUTION FOR A NEW SOUTH AFRICA

The shift from Apartheid to a democratic dispensation took place in 1990 when the former President of South Africa FW de Klerk announced the unbanning of political parties such as the ANC, the returning of political exiles and the release of political prisoners, such as Nelson Mandela. Talks between exiled prisoners to join the United Democratic Front (UDF) in establishing the ANC within the country were underway. In addition, the UDF organisations, including the UDF women's organisation were encouraged to disband so that their members could build the ANC and ANC Women's League (ANCWL) branches, Meer (2005:41). The members of the ANCWL realised that their only chance of influencing the negotiations and inputting in the drafting of the country's constitution was in the formation of the Women's National Coalition (WNC). The formation of the WNC gave women an opportunity to make valuable input in the mainstreaming of gender equality as a core principle in the forging of a democratic South Africa. Meer concurs with the valuable importance of the WNC and goes further in (2005:42) by stating that the WNC ensured that women's equality took precedence over customary law in the country's constitution by campaigning for National Machinery to advance Gender Equality, including the Office of the Status of Women (OSW), the CGE and Gender Focal Points (GFP) in all government departments. The WNC furthermore played a key role in sensitising political parties on the importance of women's votes, and the advisability of increasing the numbers of women on their electoral lists.

The attainment of democracy in 1994 presented government with twin challenges as outlined in the Presidency (2003:2) : firstly significant institutional transformation and at the same time introducing new policies in line with **the Constitution of the Republic of South Africa, 1996**. Secondly, the Government had to deal with the legacy of Apartheid within South Africa. Whilst at the same time facing new challenges of integrating the country in a rapid changing environment and creating a democratic society based on principles of equity, non-racialism, and non-sexism. The transformation of institutions was central to the goal of translating the developmental vision of the democratic government into concrete policies, programmes and practices, however this had to be done by utilising the existing institutional infrastructures of the apartheid government (Friedman and Rao 2000:68).

To facilitate the country's transformation the South African government formulated various policy forums and research units to cater to the broadly defined demands and needs of the majority of South Africans. The Reconstruction and Development Programme (RDP) created by the African National Congress (ANC) in 1994 was to be the cornerstone guiding all ANC sectoral policy. Key objectives identified by the RDP was to meet the basic needs of the people who for the most part were impoverished, empower the people by building the economy and the eradication of Apartheid legacy and the building of a democratic, non-racial and non-sexist country. Furthermore, the RDP plan also reiterated the country's plans on ensuring a full and equal role for women in every aspect of the economy and society (ANC 1994:9).

Despite the fact that anti-apartheid and liberation movement activists had personally experienced hostile reception under the Apartheid government and often-brutal state policies, they had little experience with formulating or implementing national policies (Friedman 1999:2), especially those policies that addressed gender discrimination and inequality. The consequence was the establishment of a National Gender Policy by the South African government in collaboration with Office of the Status of Women (OSW) and WNC. The stakeholders involved in the establishment of the premier gender document, failed to make an allowance for the way forward in ensuring the effective implementation and the continuous monitoring and evaluation of set indicators in the gender policy in line with the developmental needs and capabilities readily available to the country.

Following the South African delegation's participation in the historic Fourth World Conference on women in Beijing in 1995, and following many consultations with South African women bodies, civil society and political parties, the South African government ultimately adopted the Beijing Platform for Action in 1996. The point of departure for the implementation of the declaration was for Government departments and other involved stakeholders to identify substantial actions to be adopted to assist the process of achieving gender equality and progression of women socially and economically. This would be in the form of formulating a National Gender Policy Framework.



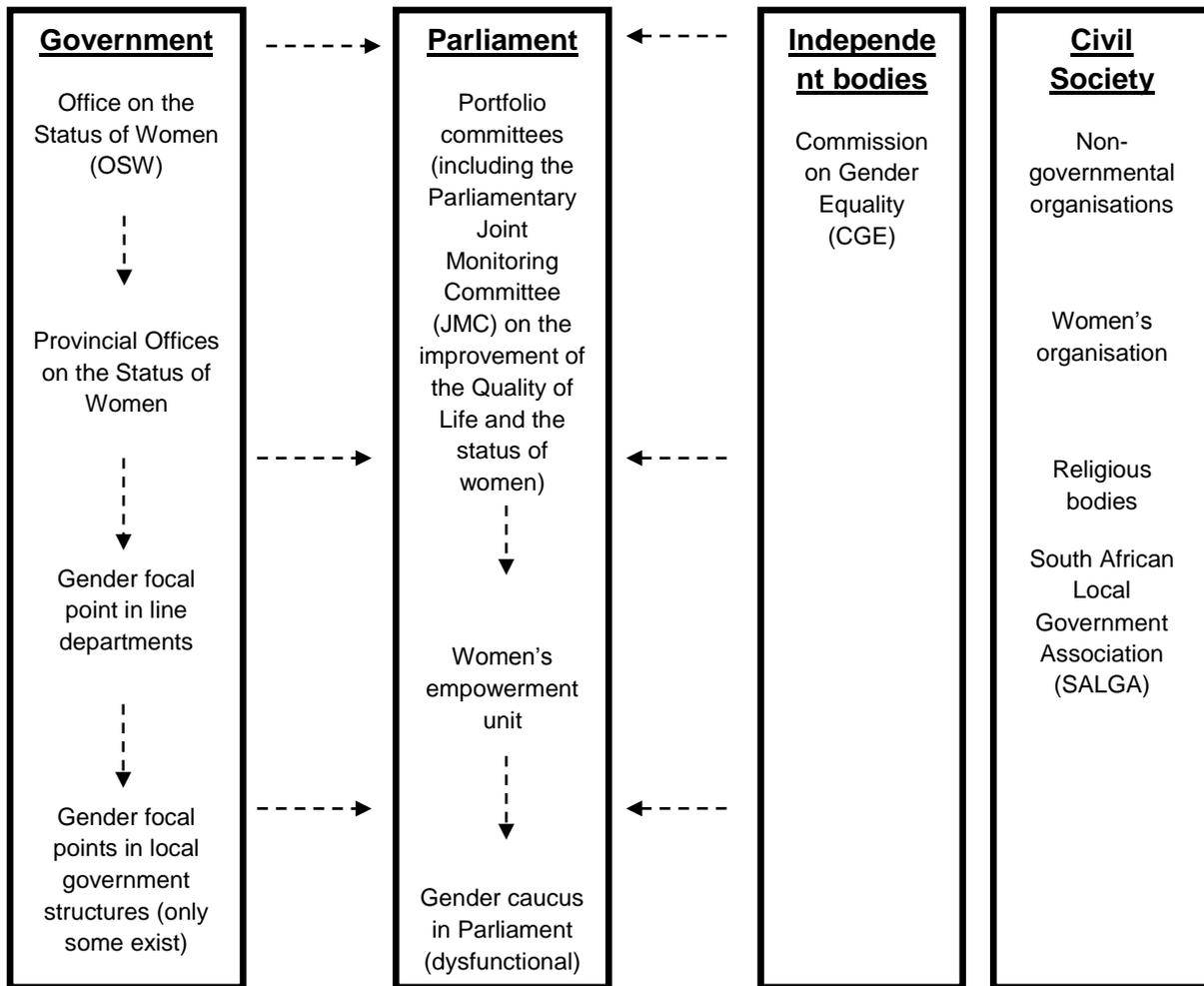
1.4 THE DAWN OF A NEW ERA

The South African government's devotion to the promotion of gender equality was verified by the establishment of a comprehensive National Gender Policy Framework, which attends to the systematic inequalities between women and men. The National Gender Machinery for the advancement of gender equality in South Africa composed of key structures in government, the legislature, parliament, statutory bodies, and civil society organizations is pictured in Figure 1.2. It includes the Office of the Status of Women (subsequently changed to the Department of Women, children and persons with disabilities in 2009); the Commission on Gender Equality; the Gender Focal Points and Units in government departments; the Women's Empowerment Unit which addresses the obstacles to women's full participation in law-making processes; the Parliamentary Women's Caucus and the Parliamentary Joint Monitoring Committee for Quality of Life and Status of Women.

The establishment of a National Gender Policy Framework and its National Machinery for Advancing Gender Equality was a radical change in the manner the Government aimed to deal with gender equality, for the reason that often than not gender issues were always earmarked and only discussed after first dealing with other issues of national importance. The landmark gender equality document recognised gender mainstreaming as an approach towards achieving gender equality, and stresses the importance of women's empowerment as a further requirement of gender equality. The framework recognised the significance of the equality between men and women, the recognition of inequalities among women, affirmative action for women, economic empowerment of women, mainstreaming gender equity in all government programmes and procedures and partnerships between government and civil society, Todes, Sithole and Williamson (2007:10).

Figure 1.2 National Machinery for the advancement of gender equality in South

Africa



Source: adapted from Todes, Sithole and Williamson (2007:10)

Throughout the terms of former State Presidents Nelson Mandela and Thabo Mbeki a substantial number of women were appointed in high-ranking positions, including the Speaker of Parliament, the position of Acting President when the President was out of the country, positions of Ministers in Cabinet and Premiers of provinces. A major triumph former President Thabo Mbeki was commended for, by national and international organisations towards achieving gender equality was the appointment of the country's first female Deputy President, Phumzile Mlambo-Ngcuka in 2005. The appointment of a woman in notably the second highest position in the Cabinet was seen not only as a victory in the fight against gender inequality, but also as government's endorsement of women's leadership capacity.

Additionally the commitment by the South African Government is further affirmed by: the focus on gender issues in a variety of policy documents; in the prioritisation of the basic needs of South Africa's poorest citizens through improving access to health, welfare, housing, water and education; the inclusion of women as political representatives in all spheres of government; the participation of women in the policy formulation process; and an increased number of social service policies that benefit the disadvantaged population of South Africa of which women constitute the majority. The White Paper on Water 1998 compiled by the Department of Water Affairs illustrated a commitment to include women's benefit of natural resources by including a requirement for 30 percent (which was subsequently raised to 50 percent) representation of women on water committees. This was a consequence of seeing women as the custodians of water, and spend long hours collecting it, they should benefit from water schemes. It emphasises empowering women through access to information, education, training, skills, development, capacity building, and employment (Todes **et. al** 2007:10).

The legal framework as represented by the **Constitution of the Republic of South Africa, 1996** is the overall law binding document in South Africa as overtly stated in section 2 'This Constitution is the supreme law of the Republic : law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled' Various other acts of Parliament have been passed to fulfil the obligations imposed by the **Constitution of the Republic of South Africa, 1996** in line with gender equality, such as the Termination of Pregnancy Bill of 1997 (92 of 1996), the Child Maintenance Bill (72 of 1998), the Customary Law Marriage Bill, 1998 (120 of 1998), Prevention of unfair Discrimination (Act 4 of 2000) and the Domestic Violence (Act 116 of 1998). The labour laws, some of which excluded vast majority of women workers, have also been reviewed and updated and other laws have been introduced. Some examples on the advancement of gender equality in the work place are, the Labour Relations Act (1996), the Basic Conditions of Employment Act (1998) and the Employment Equity Act, 1998 (Act 55 of 1998).

Along with the laws promulgated, Government created projects with a developmental agenda towards the advancement of the economic empowerment of women and to ensure gender equality. In 2004, the Department of Public Works initiated the Expanded Public Works Programme (EPWP) to fight poverty in South Africa. It

aspired to empower women in particular women in the rural areas and make certain the recognition and participation of women in non-traditional female occupations (Department of Public Works 2004). In 2006, the Accelerated Share Growth Initiative of South Africa (ASGISA) was launched to empower women through human resource training, to enable adequate access to finance and financial institutions, to move them out of the second economy, to ensure considerable participation in organisations agriculture and creative industries, to improve access to basic services and to increase participation in the expanded public works programme. Following the ASGISA initiative the Joint Initiative for Priority Skills and Acquisitions (JIPSA) was launched to identify urgent skills needed by the different sectors and to identify training needs. Through programmes like these, together with the National Skills Initiative by the Department of Labour, Government has planned to improve the lives of women by moving them from the margins to the centre.

The National Government has made enormous gains in terms of redressing the inequalities of the past regime that influenced negatively on most women by promoting women in political, administrative, and business decision-making structures and in the promulgating of laws and programmes to advance women. However, a great deal of work still needs to be completed especially in putting women's issues high on the policy agenda of the South Africa Government. Friedman (1999:7) concurs with this statement when she states that the constitutional and institutional protections for women's rights are not minor achievements and the question that must arise, notwithstanding the brevity of the period in which they have been operational, is why they have delivered so little in the way of transformation of the everyday material conditions of women's lives. Robinson (1995:7) also shares the same sentiment; women in Parliament find that even if they can somehow accommodate themselves to the male culture of the institution, the enormous task of addressing gender issues across the policy spectrum is beyond the capacity of the few women who take up these issues.

Six issues that are confronting women as identified in the gender policy of the City of Cape Town (2003:7) are the unequal power relations between women and men that allowed for disproportionate effects of the HIV and AIDS pandemic. The high incidences of gender based violence against women. Discrimination based on race, gender, and class; women's control over essential resources such as water and fuel

remain unsatisfactory. Women still occupy traditional female occupations, whilst legislation exists to improve access to employment. The lack of skills to implement a national gender programme and lack of monitoring and implementation mechanisms of rights based legislation. Because of all the issues confronting women all Government bodies and stakeholders need to be on the same footing and share the same vision in creating an enabling environment to promote gender equality and empower women in both the internal and external environment, to improve the quality of life of women and that of men.

The move from policy formulation and all-round commitment to effective implementation represents in many ways important challenges facing the movement for women's empowerment and gender equality in South Africa. In meeting, the challenge of formulating gender equality mechanisms, a sustained and concerted effort by all parties working together: spheres of government, trade unions, civil society, Non Governmental Organisations (NGOs), and business is required. A range of variables that are of importance in the implementation phase as identified in the National Gender Policy Framework (2000:57) are: support and leadership from the three spheres of government and civil society, effective co-ordination, networking, monitoring and changing the attitudes, values and behaviours. Conversely, no particular set of variables guarantee success, variables vary for each case. As assured by O'Toole, (1986:184) researchers do not agree on the outlines of a theory of implementation or even on the variables crucial to implementation success. Researchers, for the most part implicitly, also disagree on what should constitute implementation success, especially in the multi-actor setting. The importance of variables that influence the level of successfulness or unsuccessfulness of a policy cannot be ignored when conducting this study. The variables that influence policy implementation will further be discussed in chapter three.

1.5 LOCAL GOVERNMENT IN THE NEW SOUTH AFRICA

Local government is a distinct sphere of government and as such, its powers are derived from **Constitution of the Republic of South Africa, 1996**. According to section 152 of the **Constitution of the Republic of South Africa, 1996** the objectives of local government are: to provide democratic and accountable

government for local communities. To ensure the provision of services to communities in a sustainable manner. To promote social and economic development. To promote a safe and healthy environment and encourage the involvement of communities and community organisations in the matters of local government. The **Constitution of the Republic of South Africa, 1996** together with the White Paper on Local Government 1998, accordingly support the idea of participatory democracy, by encouraging local government to work together with citizens, groups and communities. The objectives of the developmental local government initiative introduced by the White Paper on Local Government 1998, are attributable on strengthening the capacity of local government and municipalities to deliver services.

Levy and Tapscot (2001) believe that the blanket devolution of powers and functions of local government without considering the capacity of municipalities is the major cause of the non-delivery of services. A distinguish needs to made between local government and municipalities. According to Roux, (2005:64) local government refers to a sphere of government, and not to an individual municipality, while municipalities in South Africa are composed up of local government. Municipalities were created for the whole of South Africa to render basic services in a specific area. The capacity challenges experienced by local government and municipalities are a fundamental objective of the National Capacity Building Framework (NCBF) (2008) for local government. The framework sets to ensure that municipalities have the necessary understanding of their policy and regulatory obligations and the capabilities to discharge theses obligations and responsibilities.

Amid the new local government dispensation, the number of municipalities had to increase to enable local government to function efficiently, effectively and deliver services equitably. South Africa currently has 283 municipalities, based on the three Constitutional categories namely: (6) Metropolitan Municipalities, (46) District Municipalities and (231) Local Municipalities. However, as stated in the report commissioned by the Department of Cooperative Governance and Traditional Affairs (2009:7-8) the distinct differences in capacities and institutional context with the 283 municipalities means they have not all been able to pass through the phases of establishment, consolidation and sustainability at the same rate or within even playing field.

The inequalities in municipalities are further illustrated by the classification of municipalities in four categories designed by the Department of Cooperative Governance and Traditional Affairs to develop municipal profiles and rate them according to functionality, socio-economic profile and backlog status. The municipalities in classification 1 are the most vulnerable local municipalities falling within the lowest quarter nationally, while the highest performing municipalities are found in classification 4. Interestingly enough the two municipalities that will be used in the study provide an illustration of distinct differences of incapacities and institutional incapacity, the Buffalo City Local Municipality falls under classification 4, whilst the Amahlathi Local Municipality falls under classification 1. The role of municipalities is largely to deliver services to South African communities.

Fraser-Moleketi (2007:3) pointed out that, while a number of initiatives were undertaken by the local sphere to improve public sphere delivery, a number of challenges still remained. In this regard, despite efforts to extend service delivery to poorer communities it has become more evident that poorer communities have increasingly become more disadvantaged. Case in point is the recurrences of protest marches, riots, and uprisings from communities, all of which can be attributed to the lack of service delivery since the first local government elections in 2000. It is reported that over the past decade there have been over 500 protests concerning service delivery across the country, (Mafora 2009:1). Citizens are dissatisfied with Government's lack of delivery of basic municipal services such as housing, sanitation, electricity and water especially in the poor and disadvantaged communities as set out in the **Constitution of the Republic of South Africa, 1996**. The number of violent protest action increased alarmingly in 2009; some municipalities were put under state curatorship and this incited a report on the State of Local Government was commissioned by the Department of Cooperative Governance and Traditional Affairs in 2009.

These service delivery protests are blamed on numerous variables. According to the aforementioned report by Department of Cooperative Governance and Traditional Affairs (2009:4), the lack of service delivery or poor service delivery is partly due the scale of the challenge, the legacy of apartheid and the diversity that exists in South Africa. These obstacles are beyond the capabilities (institutional and fiscal) of the powers and functions of municipalities to confront by themselves. Naidoo (2010:114)

identifies the national and provincial government as catalysts of lack of efficient service delivery. She further in (2010:114) blames the two spheres of government for not widening their reach of their programmes sufficiently, and not fully supporting poorer municipalities to the extent that is required.

While municipalities have tried to keep pace of the increasing needs of communities, they have failed to reduce the underlying backlogs, inherited from the apartheid era. The level of distress upon municipalities to deliver services has drawn attention on the inability of Government to implement sound policies and explicitly increasing the pressure on municipalities to ensure effective management and effective leadership at all levels. The situation of municipalities has consequently pushed aside other local government responsibilities, such as gender equality, gender mainstreaming and women's empowerment policies, programmes and approaches. The lack of focus by municipalities on gender equality, gender mainstreaming, and women's empowerment policies, programmes and approaches, accordingly should not be blamed on defiance resting on the municipality's part to uphold international, regional, national, and local gender equality legislative frameworks and instruments. To a certain extent, the blame should be labeled on municipalities for being overburdened because of the grave challenges confronting them, such as adequate housing, potable water, and sanitation. The current state of affairs of local government requires a critical need to assess the capacity of municipalities and the need for effective leadership in local government.

1.6 THE GENDER POLICY IN LOCAL GOVERNMENT

The 1994 South African government preordained to formulate and implement gender sensitive policies that promote and encourage a better life for all its citizens, the participation of women, be represented and ensure equality, in line with their Constitutional rights. Local government was thus expected to play a practical role in the social, economic, and material development of local communities, consequently transforming the lives of women through the provision of basic services. Socially, women and children are more open to the elements and vulnerable to issues at this sphere of government, ranging from providing a free basic level of services like water and electricity to every household, creating jobs in communities where people live,

working for social and economic development, building safety and security in the communities and fighting the spread of HIV and AIDS (Joseph, 2002:4). The specific responsibility for delivery of services, allocated to the local government sphere, makes it the ideal site to impact on gender inequalities experienced by women.

In the economic environment women tend to face social and economic constraints due to the structural basis of gender inequality in the South African economy and society. Women are more likely to be excluded from the formal employment sector and rely heavily on informal employment. Where women were involved in the formal economy, they tend to earn less than men because of the structured gender bias within the economy. Because of their weaker earning capacity, women often face difficulties in providing services and necessities for their families. Without access to services and capacity–building programs, it is difficult for women to escape poverty. It follows then, that the participation of women in local government and the integration of gender analysis in programming and service delivery is essential to ensure effective service delivery and contribute to the empowerment of women. Service delivery must thus be assessed through a gendered lens in order to foster awareness of socio-cultural factors that shape gender inequality. Gender based analysis requires the assessment of the differential impact of policies and programs on women and men, including service delivery, as the roles of both women and men lead them to be differently affected by service delivery. Since women are primarily the heads of households and more vulnerable to the inefficiencies of municipalities providing basic services. It is thus crucial that local government be sensitized to the needs of women (Gray and Mare 2002:1).

A piece of legislation that provides clear guidelines on how and when council should integrate gender both in its internal functions and procedures, and in service provision is the Gender Policy Framework for Local Government. The primary objective of the Gender Policy Framework for Local Government policy is to create an enabling environment for all municipalities and other local government stakeholders in order to implement programmes aimed at achieving gender equality and women’s empowerment, (Gender Policy Framework for Local Government policy 2007:i). For Local Government, this means that gender considerations have to inform the Integrated Development Planning process, budgeting, programme implementation as well as monitoring, evaluation and reporting. Furthermore, every

policy or strategy that is developed should assist local government on the delivery of its developmental mandates and ensure that women are not situated in a disadvantaged position. A pertinent approach Government has undertaken in achieving the objective of placing gender in the forefront of Government's projects was to increase the participation of women in policy formulation and decision-making by seeking to hear and encourage women's voices from both inside and outside local government structures.

According to Gray and Mare (2002:3), the approach to increase the representation of women will allow for the possibility that policies should be undertaken with an appreciation of gender differences, the nature of the relationships between men and women and of their different social realities, life expectations, and economic circumstances. This end goal can be accomplished externally, through community participation during the IDP process and internally through the representation of women on municipal councils and in policy and administrative positions. In supporting the campaign to increase the representation of women in local government structures, the South African Local Government Association (SALGA) has established a National Women's caucus, to coordinate women's empowerment in local government, and has enshrined a target of 50 percent representation in its constitution. The 50 percent target of local government with regards the representation of women in ward committees and in all leadership positions of all decision-making structures, e.g. mayors, speakers and committees by 2015.

Women in South Africa comprise 60 percent of the total population and yet they still face gender, class, racial and cultural discrimination. While there is a growing awareness of women's plight coupled with efforts made by the government, women's situations have worsened. If empowered women can serve as a critical driving force in the social and economic development of communities and the country in general and furthermore the country cannot claim success until women's development is made a priority. This is a sentiment echoed by the former President Nelson Mandela in his inaugural speech in 1994 'it is virtually important that all the structures of Government, including the President should understand fully that freedom cannot be achieved unless women have been emancipated from all forms of oppression'. The empowerment of women entails addressing issues of gender inequality that manifest in numerous ways. These include differences between men and women in respect of

among others, access to opportunities, resources, and tools of economic advancement and access to basic human rights. Consequently, women as a group have tended to lag behind their male counterparts concerning achieving their life goals (Gender Policy Framework for Local Government 2007: i).

In order to consolidate the accomplishments already completed towards gender equality, minimise the gaps and overcome the challenges confronting government, a focus now has to be on the implementation of gender sensitive policies set by the Government. From the onset the Gender Policy Framework for Local Government appears like a comprehensive document, however as is constantly the case with policies the implementation phase of any policy is troublesome, particularly in terms of the gender policy. Roux (2005:60) identifies possible factors that affect the implementation of policies at the local sphere of government, namely: the lack of implementation capacity at the local sphere. Inadequate human resource capacity and expertise; inadequate communication between national government and local government on the real needs of the communities and inadequate financial resources to fully implement and manage well-meaning government programmes.

The variables identified by Roux (2005:60), are just a few variables that may impact the successful implementation of policies. Numerous other policy implementation authors, such as O'Toole, Mazmanian, Sabatier, Weatherley and Lipsky have also identified their individual factors that determine whether a policy is successfully implemented or not. Thus it is difficult to ascribe one particular reason as to the lack of policy implementation, this is ascribed to policies being different and as a result successful implementation will differ from case to case and in this study from municipality to municipality. The policy implementation quagmire is further discussed in chapter 3 of this research.

1.7 THE POLICY IMPLEMENTATION DILEMMA

Former President Thabo Mbeki's State of the Nation address in 2004 highlighted the crucial importance of policy implementation when he stated that 'the policies we required are firmly in place. The task we will all face in the next decade ahead will be to ensure vigorous implementation of these policies'. The call heeded to focus on

policy implementation follows a decade after the new democratic dispensation in 1994 was formed. The dawn of a new democratic era brought with it changes to several Government policies so that policies could reflect the requirements as set in the **Constitution of the Republic of South Africa, 1996** and eliminate any remaining discrimination evident in the past laws, programmes and procedures.

Policy implementation according to Van Meter and Van Horn (1974:447-448) encompasses those actions by public or private individuals that are directed at the achievements of objectives set forth in prior policy decisions. Put simply it is the task of putting policies that have been made by government into practice, to achieve the set objectives and aims of that particular policy. This sounds quite uncomplicated; but it is a daunting task, as success is never guaranteed. Authors Palumbo and Calista (1990:3) identified several variables that distinguish between the successful and unsuccessful implementation of a policy. According to Palumbo and Calista (1990:3), a policy is successfully implemented if it withstands the following five variables: firstly, if it identifies the reasons why people are in need of a particular policy, for instance the reasons behind people requiring social grants. Secondly, a policy is successful if the policy implementers can determine the likelihood that the eligible recipients of the policy will behave as desired. Thirdly, the policy implementers should possess the necessary managerial and political skills, and commitment to implement the goals of the policy. Fourthly, if the government program is actively supported by organising constituency groups and key legislators throughout the implementation process; and finally if the priority of statutory objectives is not undermined by other conflicting public policies or by changes in relevant socioeconomic conditions that limit the statute's purposes or political support.

Policy implementation also falls under the ambit of South Africa as a developmental state. As a developmental state South Africa has to be able to carry out four key tasks as presented in Gelb (2006:21). To formulate a cohesive and a focused set of goals and objectives for national growth and development, and a set of policies to achieve these goals. To co-ordinate, the mobilisation and allocation of financial and human resources for investment in line with the policies identified. To monitor and evaluate progress towards the objectives because of policies and to adjust the

mobilisation and allocation of resources in response to progress made towards existing objectives, changes in objectives and exogenous pressures and shocks.

In relation to the implementation of the gender policy, Valk (2000:14) identifies the problem in implementation of gender policies as threefold; because it is complex, contested and politicised. Complex, because it is not simply a matter of a technique to reduce disparities between women and men and furthermore it cannot be carried out in isolation from other development issues and approaches. It is contested because there may be a degree of confusion over goals, strategies, concepts and terms used or because conflicting perspectives exist on women and gender. Finally, it is politicised because it questions the socially and culturally determined relations between women and men and challenges existing allocations of authority and resources.

Valk's (2000:14) assertion could not be a more accurate assessment in the current South African framework. South Africa emerged from a system of institutional oppression that discriminated against race and gender. As such, the new administration instituted a massive institutional transformation and reconciliation mandate following the democratic elections of 1994. Central to the Government's goal of transformation, was the formulation of strategic interventions to integrate gender into the broader strategic agenda of national government in order to facilitate gender policy formulation and implementation in the National, Provincial, and Local Government and the achievement of equitable and sustainable development and service delivery for women and men.

1.8 CONCLUSION

Significant changes have occurred in South Africa in regarding the legal status of women since the first democratic elections of 1994. The racial and sexist discriminatory laws of the Apartheid government affected men and women equally with women enduring the most of these injustices as the caretakers of families. Notwithstanding the fear of imprisonment all South African women stood side-by-side men in the struggle for freedom against racial and gender discrimination, and were ensured that they too were not forgotten during the negotiations for a new

Constitutional dispensation. The promise manifested in gender equality developing into a key principle in the country's mechanism and processes. The establishment of the **Constitution of the Republic of South Africa, 1996** as the premium document progressing gender equality in all spheres of life of citizens, along with the National Policy Framework on Women's Empowerment and Gender Equality and the Gender Policy Framework for Local Government, afforded the county a theoretical grounding for promoting gender mainstreaming in all national policies and programmes. However, practically, little is known as far as the implementation, monitoring, and evaluation of such sound policies.

Policy implementation is not an easy task, moreover when it comes to implementing the gender policy. The difficult to measure the success or failure of municipalities to achieve the objectives as set in the Gender Policy Framework for Local Government, is also attributed to the monitoring and evaluation time-frame of the policy framework being due for review every 5-years, thus in 2012. In the interim municipalities can evaluate their performance to date by utilising the performance indicators as set in the framework. Despite the fact that the five-year review period is imminent, the blame for the ineffective implementation of gender policies is answerable on two interconnected problems: firstly, the capacity challenges confronting municipalities. Secondly, gender is not considered a high priority of municipalities' agendas; gender is generally considered as a peripheral to other concerns of the municipality. The responsibility for non-delivery of services cannot be entirely blamed on local government; the accountability should be shared amongst the three spheres of government. Thus, a new approach is required by government and all its stakeholders to formulate policies that are implementable by municipalities; this is possible by making certain that municipalities have the necessary institutional, organisational, financial, and human resource capacity to deliver services.

CHAPTER TWO

RESEARCH METHODOLOGY

2.1 INTRODUCTION

The intention of chapter two is to describe the methodology of research followed to disseminate information for the purpose of this study. The research methodology will provide a descriptive outline as well as a greater understanding of the way the research was performed. According to Schumacher and McMillan, (1993:72) research begins with a problem statement and usually involves literature review, which is used to enhance the study. It secondly involves decided upon a research design and methodology. In investigating a research question, several research designs and methodologies are employed to provide different kinds of knowledge and complementary methods. This chapter deals primarily with the research methodologies that have importance to the investigation. The choice between which methodology approach to follow is also determined according to Hancock and Algozzine (2006:7) by the considering variables: the availability of resources such as time, information, access to participants and the type of participants.

The two research methods employed in this research are quantitative and qualitative research strategies. A quantitative approach may be more appropriate when resources such as time are limited, instruments required, such as surveys and tests are useful to measure specific variables. While on the other hand, a qualitative approach involves a considerable amount of time to sift through data sources; such instruments include interviews, focus groups, observations and a literature review. In conducting scientific research a researcher is not restricted to utilising a single research methodology, the use of a combination of methodologies is suggested when the researcher seeks to improve the reliability of methods to each other and improve the validity of the research. This research will employ both the qualitative and quantitative research strategies. This chapter will simultaneously explain and outline the problem statement, the objectives of the study, the significance of the study in the research field, the limitations expected in the study and the sample size preferred.

2.2 DESCRIPTION OF RESEARCH PROCESS AND DELINEATION OF STUDY

In view of the significance of local government for women and the importance of implementing development-orientated policies and programmes, the relative absence of an effective implementation, monitoring and evaluation strategy of the gender policy could be a serious hindrance to the advancement of gender equality in South Africa. According to Robinson (1995:15) local government needs to make a substantial effort to ensure that the implementation of local government responsibilities take place in a gender sensitive way in terms of planning and delivery and equitable access to services for women. A way forward from Robinson's statement (1995:15) is the consideration of all local government policies, programmes and procedures from a gender perspective. Presently, municipalities in South Africa are faced with a magnitude of problems, some may consequently consider issues of gender as not a high priority, and thus gender issues serve as a periphery to other essential priorities of municipalities. The research will consist of six chapters.

Chapter 1: Background to the National Gender Policy Framework

Chapter one, provides an outline of a series of events that culminated in the emancipation of women in South Africa. It begins with women's struggle in South Africa and post 1994 developments that began a new era in the direction of gender equality. The chapter will examine two gender equality frameworks that steered the gender equality vision of the new South Africa, specifically the National Gender Policy Framework, as well as the Gender Policy Framework for Local Government. It explains the progress the government of the day has made with implementing the principles laid down in the gender policies and the challenges the government must grapple with. The chapter provides a foundation for the research topic and the overall investigation.

Chapter 2: Research design and methodology

Chapter two, this chapter primarily deals with the methodology of research followed for gathering and analysing information for the study. The first step in starting a

research project begins with identifying a problem. After which a methodological perspective must be determined. This chapter will describe the research design, the exposition of the instruments that used to measure organisational performance, the characteristics of the population, the size of the sample and the procedure used in selecting the representation in the sample. The research methods used to collect data relevant in the study and their importance is explained. Finally, the chapter will report on how the data will be collected before being processed and presented.

Chapter 3: Literature review concerning the development and the implementation of gender approaches and policies

Chapter three, will focus on literature review on the evolution of gender approaches in the past four decades that have been utilised by international organisations, such as the United Nations (UN) in the formulation of its programmes aimed at resolving gender equality issues. Internationally, these approaches have a direct influence on the formulation of gender specific policies and programmes such as Convention on the Elimination of all Forms of Discrimination Against Women (CEDWA), the Beijing Platform, and it's Plan of Action, the Millennium Development Goals (MDGs). In the South African context these approaches have helped outline the South African gender programme of action and in the context of this research, the approaches have facilitated the formulation of the Gender Policy Framework for Local Government. Further, the chapter will discuss the implementation quagmire faced by the policy and the monitoring and evaluation system.

Chapter 4: Introduction to the Buffalo City and Amahlathi Local Municipalities

Chapter four, will introduce the case studies for this research. The Buffalo City and Amahlathi Local Municipalities are similar as they fall under the Amathole District Municipality, yet extremely dissimilar in conditions of the economic, social, political, economic, and physical environment confronting citizens of both municipalities. The chapter provides a community profile as well as a gender profile of both municipalities and evaluates their advancement by utilising the monitoring and evaluation performance objectives and indicators that are utilised by local government and municipalities.

Chapter 5: Data analysis of the Buffalo City and Amahlathi Local Municipality's efforts to implement the Gender Policy Framework for Local Government

Chapter five, is the critical part of the research. It will start by performing the fieldwork, which necessitates interviewing, and providing questionnaires to the population samples chosen in the Buffalo City and Amahlathi Local Municipalities in relation to both municipalities' progress with implementing the Gender Policy Framework for Local Government. Chapter five, will also provide solutions to the problems and challenges facing both municipalities and provide solutions. The information collected while conducting the fieldwork: questionnaires, interviews, the case study, and literature review will be analysed, interpreted, and presented accordingly.

Chapter 6: Investigation recommendations and conclusion

Chapter six, is the concluding chapter in this research. The chapter will highlight important issues discussed in the previous chapters of this research and highlight how each chapter fits into the larger research report. This chapter will further discuss research findings, make recommendations, and make concluding remarks.

2.3 CLARIFICATION OF KEY CONCEPTS AND TERMS

For a full understanding and correct interpretation of the investigation, there is a need to provide a brief explanation of the terms referred to in the research.

2.3.1 Effectiveness

From a distance, the terms efficiency and effectiveness are similar as they both are used in administration term, yet these terms represent differing explanations. Effectiveness focuses on measuring whether the output meets the desired output, whilst taking into consideration any variables that may change in the future. The end goal of effectiveness is gaining success. Similar, Hanekom and Thornhill (1983:119) explain effectiveness as the achievement of a predetermined result with minimum expenditure. The effectiveness of an organisation is determined by utilising the same

benchmark of evaluating the set objectives accomplished by means of the least amount of human and financial in the achievement of the set objectives.

2.3.2 Efficiency

Efficiency refers to doing things in the right method, by investigating and avoiding mistakes, while focusing on getting maximum output with minimum resources. According to Hanekom and Thornhill, (1983:167) efficiency is concerned only with outputs, by measuring the extent in which the goals and objectives of a government unit are realised, relative to an accepted standard of performance. The efficiency of a public institution should be seen from three points of view, as follows: firstly, from the point of view of effectiveness, which boils down to the extent to which a need has to be satisfied as indicated in the original programme of action. Secondly, attention should be given to the frugality (economy) with which the resources (money-principally used for personnel and materials) have been used. Thirdly, economy requires that the inputs (e.g. materials and equipment) should be obtained at the lowest prices and used without waste, Cloete (1993:73-74). In policy implementation terms efficiency refers to the comparing of the achievements of the organisation with the intended results.

2.3.3 Evaluation

Evaluation is the objective assessment of an ongoing policy or programme with an aim of determining the extent to which the objectives set out have been accomplished in terms of efficiency, effectiveness and economically. In this research, evaluation refers to the overall progress of the Gender Policy Framework for local government and includes periodic review of principles and assumptions informing the framework, as well as the aims and objectives of the framework. In terms of the evaluation of the policy it has been suggested that the Gender Policy Framework be subjected to an overall review after five years. It also suggested that in order to institutionalise gender mainstreaming, both the Department of Cooperative Governance and Traditional Affairs and other levels of government undertake to align IDP and other review processes, such as IDP hearings (Gender Policy Framework for Local Government 2007:44).

2.3.4 Gender, sex, and transgender

Depending on the context in which it is used, the idea of gender is often confused with sex and less often with sexual orientation. The National Policy Framework for Women's Empowerment and Gender Equality (2000: xvii) defines gender as the social roles allocated to women and men in particular societies and at particular times. Such roles and the differences between them, are conditioned by a variety of political, economic, ideological, and cultural factors, and are characterised in most societies by unequal power relations. Additionally the Gender Equality Report of the United Nations Development Programme (2008:38) states that gender determines what is expected allowed and valued in a women or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group, and age. Unlike gender, sex refers to the biologically determined characteristics that distinguish between females and males. Sex is thus determined at birth and not influenced by society.

Society has generally accepted that there are two sexes and gender models, which people are arbitrarily tied to from the moment they are born: female and male. Thereafter, gross deviations from the respective gender roles are not welcome from society. Deviations, which stray too far from what is socially acceptable, are met with discomfort. Some such deviations result in the labels, tomboy (as distinct from girl), mama's boy (as distinct from boy), and butch women and effeminate man. These grey-area categories themselves demonstrate the rigidity of gender norms that true 'women' are not supposed to be 'butch', true 'men' are not supposed to be 'effeminate', (Lanframboise and Long 3-4:nd).

A third gender model has thus emerged called transgender, used by people whose gender expressions are considered inappropriate for their sex. It is also increasingly used as an umbrella term to include everyone who challenges the boundaries of sex and gender. Anyone who crosses the line of what socially is acceptable appearance and self-expression may be included in the definition of transgender. The following transgender sub-groups biological, social, and morphological are not meant to be

understood as rigid or mutually exclusive categories, most transgendered people cross more than one line. Biological: transsexual, intersexuals, and androgens. Social: transgenderists, transvestites, drag kings and queens, cross-dressers, gender benders, women who pass as men and men who pass as women. Morphological (appearance): masculine looking women, feminine looking man, bearded women, and women bodybuilders (Lanframboise and Long 3-4: nd).

While the **Constitution of the Republic of South Arica, 1996** upholds the principle of non-discrimination in all forms as a key principle upon which all South Africans are to follow. To circumvent confusion between the broad meanings of the term gender, the research seeks to refer to gender as the human characteristics created by society on how people are accepted to behave, express themselves and the roles they play. Thus, referring to the socially prescribed roles of women and men, and not transgendered people.

2.3.5 Gender analysis

Gender analysis seeks to identify and address the impact of a policy, programme, action, and initiative on men and women. Through gender analysis, analysis is founded on the differences between women and men regarding their specific activities, conditions, needs, access and control over resources and access to development benefits and decision-making. In identifying gender analysis, three key elements that are highlighted: the division of labour: men, productive tasks while women, reproductive tasks; division of resources, women are often not allowed to own capital assets and have no access and control over resources; and needs: practical and strategic needs differ greatly between men and women (United Nations Development Programme 2001:6-7).

2.3.6 Gender equality

Gender equality describes the unequal statuses and rights accorded to men and women in society. These unequal statuses can be in terms of remuneration and employment opportunities. In this research gender, equality refers to a situation

where men and women have equal conditions for realising their full human rights and potential. This entails the identification and removal of the underlying causes of discrimination in order to give women and men opportunities, also, taking into consideration their differences. Nelson Mandela Metropolitan Municipality Gender Policy (2004:13). The Gender Equality Report, commissioned by the United Nations Development Programme (UNDP) identified two complementary approaches to achieve gender equality: mainstreaming gender mainstreaming and promoting women's empowerment.

2.3.7 Gender empowerment

Gender empowerment emerges with a purpose to empower women through greater independence. The Gender Equality Report of the UNDP (2008:39) the concept of empowerment is related to gender equality but distinct from it. The core of empowerment lies in the ability of a woman to control her own destiny. This implies that to be empowered women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment). Women must also have the agency to use those rights, capabilities, resources, and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions. In addition, to exercise agency, women must live without the fear of coercion and violence. Furthermore, women's empowerment is central to human development. Human development, as a process of enlarging people's choices, cannot occur when the choices of half of humanity are restricted.

2.3.8 Gender mainstreaming

Gender mainstreaming is a process towards achievement of the goal of gender equality. It involves incorporation of gender considerations into policies, programmes and practices, so that before decisions are taken, an analysis is made of the effects on women and men respectively. The Gender Equality Report of the UNDP (2008:39) explains gender mainstreaming as the process of assessing the implication for women and men of any planned action, including legislation, policies

or programmes, in all areas and at all levels. It is a strategy for making the concerns, experiences of women as well as men 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 inequality is not perpetuated. The ultimate goal is to achieve gender equality.

2.3.9 Local government

In the Republic of South Africa, government is based on a model of decentralisation, which creates three spheres of government, as national, provincial, and local. These three spheres are distinct, interrelated, and interdependent. Local government is therefore not subordinate to either the national or provincial structures, but rather is, in one sense, the most important sphere of government, because it is the one with which citizens engage most directly. Furthermore, local government is the sphere most directly responsible for matters relating to development and service delivery. (Bentley, Cherry, and Mafhuny 2003:6).

2.3.10 Monitoring

Monitoring and evaluation are occasionally used interchangeably; both terms are involved in determining the progress and accuracy in achieving the objectives of the organisation. Unlike evaluation, monitoring is continuous assessment of the progress of the programme, and enables the involved stakeholders to view advancement of the plan. In this study, monitoring refers to the measurement of the implementation of the Gender Policy Framework; this is achieved by using qualitative and quantitative indicators as units of measurements. Existing platforms and programmes for continuous monitoring of local government programs should be targeted to leverage gender mainstreaming and interventions, namely the IDP reviews and the IDP engagements (Gender Policy Framework for Local Government 2007:44).

2.3.11 Policy implementation

The meaning of the term policy implementation differs from author to author and from context to context. In this research O'Toole's definition will be appropriate (2000:266), he defines policy implementation as what develops between the establishment of an apparent intention on the part of government to do something, or to stop doing something, and the ultimate impact in the world of action. Put simply, in this research it is the process of converting set objectives into goods and services. Furthermore, a top down and a bottom up approach may be utilised in implementing policies.

2.3.12 State Capacity

State capacity is the ability of the state to act authoritatively to foster inclusive development and enhance the human capabilities of all citizens (Mothae 2008:246). It not only includes the state but also includes partnerships with non-governmental organisations, the private sector, and the civil society to work together in promoting the general welfare of society and a call for a better life for all. Levin (2005:6) identifies the following four categories of capacity: ideological capacity, active commitment to government programmes. Political capacity refers to the inability of political heads to lead and drive performance. Technical performance is the capacity to translate broad objectives into programmes and projects and ensure implementation and finally, implementation capacity, is the skills and other resources needed to successfully implement policies and achieve their intended objectives.

2.3.13 Successful policy implementation

The successfulness of an organisation is measured by weighing a balance between efficiency and effectiveness. Efficiency is concerned with focusing on the process while avoiding mistakes, whereas effectiveness is meeting the end goal and gaining success. The success of a policy is thus determined by achieving the set goals and objectives. Giacchino and Kakabadse (2003:140) define success as a policy implementation initiative in which the strategic action adopted by the administrative

arm of government was considered to have delivered the intended policy decision and to have achieved the intended outcomes. Success is achieved when the policy decision under review has been delivered in a manner that addressed its terms of reference as well as achieved the expected functionality to the identified stakeholders. Therefore, to determine the degree of success or unsuccessfulness implementation of a policy, two criteria are necessary. Firstly, the policy proposal and its objectives must be satisfactorily addressed. Secondly, the extent to which the policy proposal was delivered according to the expectations of the stakeholders.

2.4 STATEMENT OF THE PROBLEM

Public policy implementation at every stage is a crucial process as it involves various activities, resources, and stakeholders. Key to the implementation of public policies is the capacity of all concerned role players to undertake their responsibilities effectively, efficiently and economically. The capacity of all participants in policy making processes constitutes sufficient state capacity to pursue its developmental goals of the government. Sufficient state capacity requires co-operation, collaboration and co-ordination of all efforts (Mothae 2008:245-246). Thus, the incapacity of all state organs to implement state goals is big problem that needs urgent attention. According to Kiggundu and Mutshaba (2008:15), the state cannot do it all alone. Effective and sustaining development requires specialisation and cooperation among sectors of the economy and society and the development of the political and institutional space to give each actor room, authority and expertise to strategies, execute and deliver in the areas that matter most.

The importance of capacity in policy implementation is further revealed in its inclusion as one of five variables that have a decisive impact on the implementation of public policies set by Government. It is important to mention that the 5-C protocol mentioned throughout this research is only one particular policy implementation protocol, several other protocols are available. These five variables are referred to as the 5-C protocol and consist of Content, Context, Commitment, Capacity, Clients, and coalitions. According to Roux, (2005:76) capacity refers to the tangible ability and having the resources, the knowledge, and the funds to implement a proposed policy. Capacity also refers to the intangible resources such as commitment, to and

leadership for, the implementation of policies. What is considered necessary in the current circumstances are municipalities with enough capacity and resources to formulate and implement policies and strategies to reflect the national commitments towards the values of equality, dignity and mutual respect.

Together with the incapacity of municipalities to implement policies, a need arises to look at the leadership capacity of officials especially in the implementation phase as well. The value of acquiring competent administrative leadership and its importance during the policy implementation phase is made known in Mfene (2008:209). She (2008:209) articulates that there should be an official responsible for each activity and capable of ensuring that all affected officials act in a manner to achieve the predetermined objectives and be accountable for the progress, failure, and success of such policy implementation.

In discussing the limits to the implementation of the gender policy at the local sphere of government Todes **et al.** (2007:14) makes an observation on four likely problems to have caused the removal of gender from main local government policies, programmes and procedures. The importance of the availability of sufficient capacity is a recurring theme in analysing the limitations identified by Todes **et al.** (2007:14). Firstly, in the national and local spheres of government, gender is often undermined and not prioritised. For example, in training sessions to facilitate the inclusion of gender in the Integrated Development Process (IDP) aimed at municipal managers, councillors and officials, Todes **et al.** (2007:14) identified that some officials lacked practical knowledge about the functionality and relationship between local government and gender.

Secondly, the lack of attention of gender in municipalities was a concern not to overload municipalities, which were small, new and had limited capacity to undertake even the essential activities. The under capacity of municipalities was a result of the new administration inheriting a highly fragmented local government and the inability and incapacity of the newly formed municipalities to cope with the delivery of basic services to its citizens. Thirdly, the abandonment of gender also arose from the absence of strong champions to promote gender within integrated development planning at a national level. The decline in the involvement of the women's

movement in policy formulation stages after the liberation is thus a major concern that needs immediate consideration, Todes **et al.** (2007:14).

Fourthly, issues with the lack of continuous monitoring of the efforts by the National Gender Machinery are widespread, caused by the institutional incapacity of various departments, the Office of the Status of Women, gender focal points in national and provincial departments and the South African Local Government Association (SALGA). Finally, activists have argued that local government has a weak understanding of gender and tends to associate it with limited women-only activities such as sewing and agricultural projects, which often leave men feeling left out. Todes **et al.** (2007:14).

In acknowledging that municipalities vary enormously in terms of size, capacity and geographical location the Gender Policy Framework for Local Government provides a comprehensive set of indicators for the success of gender mainstreaming in every municipality. The set generic, short-term, and long-term indicators offer guidelines for the development of Municipal Gender Policies and Action Plans and the determining the municipality's position in implementing the Gender Policy Framework for Local Government. These indicators will serve as a guiding principle in conducting this research and examining the success implementation or failure of the policy framework.

2.5 RESEARCH QUESTIONS

An inevitable policy gap exists between the intent of policies and the programs actually delivered by government. The justification of why such a gap occurs are branded on, implementers not having the knowledge and a plan of action to make the policy work; insufficient resources committed to the program; the changing of socioeconomic and political conditions that render the solution promised in the legislation inappropriate a few years later. Finally, the discovery by administrators during the implementation stage that a different type of program and organisation structure would work better than the one envisioned in the legislation, also contributes to the policy gap, (Palumbo and Calista 1990:4).

In terms of the objectives of the research the main questions that will be posed are:

Does the municipality utilise the guidelines in the Gender Policy Framework for Local Government?

How far is the municipality in terms of successfully implementing the Gender Policy Framework for Local Government?

How efficient are the monitoring and evaluation mechanisms in overseeing the implementation of the Gender Policy Framework for Local Government?

2.6 RESEARCH OBJECTIVES

According to Shaughnessy and Zechmeister 1994 in McNabb (2004:6) the goals that guide all research are recommended as, either to describe some event or phenomenon, predict future behaviour or events based on observed changes in existing conditions, or to provide a greater understanding of phenomenon and how variables are related. The key objectives of the study are: firstly, to assemble a comparative analysis on the progress that both the Buffalo City and Amahlathi Local Municipalities have made in terms of the implementation, monitoring, and evaluation of the Gender Policy framework for Local Government. Secondly, the research will enquire if the municipalities in question have formulated a municipal gender policy using the guidelines of set by the Gender Policy framework for Local Government to meet the particular social, economic, political, organisational environment within which the municipality operates. Thirdly, through making the comparison between the two case studies, the investigation aims to gain knowledge from each municipality's success and subsequent impact of the Gender Policy Framework for Local Government and programmes that seek to advance gender equality.

Fourthly, this study will observe whether the objectives set down in the Gender Policy Framework for Local Government where not overly ambitious, premature, and exclusive of the level of disparities of municipalities inherited from a fragmented system of local government. Fifthly, the study will investigate the effectiveness of the monitoring, evaluation system provided in the Gender Policy Framework for Local Government.

2.7 RESEARCH DESIGN

A great deal of confusion exists between research design and research methods, both terms are frequently used interchangeably. Research design refers to the way an investigator applies a logical structure to his or her research, McNabb (2004:96). The plan usually begins with identifying the research problem or research questions and describes the means to collect information. The purpose of this step in the research process is to make sure that the data gathered is sufficient and appropriate for answering the research questions completely and unambiguously.

2.8 RESEARCH METHODS

According to Mouton and Marais, (1996:28) research methodology focuses on the manner in which the research was planned, structured, and executed in order to comply with scientific criteria. It therefore, explains the research process and the research tools and procedures employed in the research. The types of research methods are namely categorised into qualitative and quantitative research methods. Qualitative and quantitative research represents distinctive approaches to social research and associated with a certain cluster of methods of data collection. The methodology to be used in the study is very imperative as it determines the accuracy and validity of the research undertaken, by providing a path to how the research will be conducted. Each research method has peculiar advantages and disadvantages, depending upon three conditions: the type of question, the control an investigator has over actual behavioural events and the focus on contemporary as opposed to historical phenomena, (Yin 2009:2).

Qualitative research is a means for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. The process of research involves emerging questions and procedures, data typically collected in the participant's setting, data analysis inductively building from particulars to general themes, and the researcher making interpretations of a meaning of the data (Cresswell 2009:4). Qualitative research is thus more responsive in that it enables the researcher to interact with the respondents in the study. Close interaction between the researcher and the respondents will give the researcher an opportunity

to get firsthand experience of the respondents and the situation studied. Furthermore, the respondents will also provide the researcher their own interpretations of the problem and thus facilitate learning. Data collection methods in qualitative research is normally related with participation observation, semi and unstructured interviews, focus groups, the qualitative examination of texts, and various language-based techniques like conversation and discourse analysis (Brannen 1992:59).

Cresswell (2006:4) elucidates quantitative research as a means for testing objective theories by examining the relationship among variables. These variables, in turn, are measured, typically on instruments, so that numbered data can be analysed using statistical procedures. Quantitative research is strongly associated with social survey techniques like structured interviewing and self-administered questionnaires, experiments, structured observation, content analysis, the analysis of official statistics and so on (Brannen 1992:59).

2.9 RESEARCH METHOD CHOSEN FOR THIS STUDY

In conducting scientific research a researcher is not restricted to utilising a single research methodology, the use of a combination of methodologies is suggested when the researcher seeks to improve the reliability of methods to each other and improve the validity of the research. In this study, multiple research strategies have been employed. Multiple research strategies are an approach to inquiry that combines or associates both qualitative and quantitative forms. It involves philosophical assumptions, the use of qualitative and quantitative approaches, and the mixing of both approaches in a study (Cresswell 2009:4). The argument to employ multiple research strategies is advocated by Burgess 1984 in (Brannen 1992:11), according to the author, researchers ought to be flexible and therefore ought to select a range of methods that are appropriate to the research problem under investigation.

Four multiple strategy categories are, namely multiple methods, multiple investigators, multiple data sets, and multiple theories. In support of the rationale of this research, multiple-methods: between-method and the multiple data sets are

selected. A between-method of multiple-methods will entail using both qualitative and quantitative research approaches. An example of the between-method approach is participant observation in a boardroom setting and combined with a questionnaire survey of members of the Special programmes unit. Multiple data sets of multiple-methods will involve using a combination of instruments to collect data, in this study, questionnaires, case study, literature review, and interviews will be employed as data collection instruments.

The advantages of applying the multiple research strategy as offered by Brannen (1992:59-60), are the ability to check the findings from one type of study against the findings deriving from the other type. Qualitative research may help to provide background information on context and subjects, acting as a source of hypotheses and scale construction; while quantitative research helps with the choice of subjects for a qualitative investigation; and finally quantitative research may be employed to plug the gaps in a qualitative study, which may arise. For the purpose of this research, the instruments for data collection methods chosen are interviews, questionnaires, literature review, and the case study method. In conducting any type of research, the possibility of constraints is inevitable and unavoidable, more so when utilising both the qualitative and quantitative research methods. Constraints identified by Brannen (1992:17) are the skills of the researcher, the availability of financial resources, the social organisation, and political orientation of the research team.

2.9.1 Quantitative research

Quantitative research involves working with numbers in order to describe the characteristics of the unit of analysis. According to Mouton and Marais (1996:47), the quantitative approach displays the following characteristics: it displays a higher level of formalisation and control, the range is defined in a more precise manner and it is comparatively close to physical science. In most cases, it involves surveys and interviews. Conducting interviews will allow interaction with the interviewees, while on the other hand surveys will provide less interaction. Quantitative approaches can provide authoritative survey data and relative diverse factors. They can also assess the incidence, epidemiology, and boundaries of problems of the situation under

scrutiny. Within such an approach, it is possible to compare areas of the country and sub group or sets of factors can be selected for further consideration. Such work contributes to policy development at an administrative level, such as in the framing of legislation, the planning of services or monitoring the implementation of change (Brannen 1992:85).

2.9.1.1 Interviewing as a data collection instrument

According to McNabb (2004:108), interviewing research is the most intrusive of all qualitative research approaches. Interviewing techniques may include face-to-face interviewing, over the phone interviewing and both structured and unstructured interviews. Structured interviews follow a predetermined plan to asking questions and provide the interviewer slight flexibility. Interviews are structured in such a way that all interviewees are asked the same questions. These can range from open-ended questions to only a few yes/ no questions, asked of a large group of people. They can take the form of focus groups, where small group of participants are asked in-depth about a particular topic in a semi-structured manner or they can be entirely open-ended, one-on-one interviews (Hofstee 2006:135). Unstructured interviews are most favourable, they give the researcher freedom and flexibility to formulate questions on the spur of the moment, its strength lies in the complete freedom they provide in terms of content and structure, (Kumar 2005:123). There are several types of unstructured interviewing: open-ended interview, unstructured interview with a schedule and in-depth interview, but for the purpose of this research, in-depth interviews will be made use of. It involves face-to-face contact involving the researcher and interviewee with an aim to gain perceptive and confidence between the two, to lead to in-depth and accurate information (Kumar 2005:124).

Advantages of interviewing identified by Kumar (2005:131) are namely that: questions can be explained, interviewing has a wider application, information can be supplemented, in-dept information is collected, and this method is more beneficial for complex situations. Advantages of unstructured interviewing allow the interviewer to obtain a first hand in-depth view of the social phenomenon, as well as the freedom to explore other opportunities of research emerging from the interview and the autonomy to openly discuss sensitive topics. The disadvantages of the interview as a

data collection instrument are interviewing is a time consuming and expensive method, especially when respondents are scattered over a wide geographical area. The vast amount of data collected makes the interpretation and ordering difficult. The quality of data depends upon the quality of the interaction. The quality of data depends upon the quality of the interviewer's experience, skills, and commitment. The quality of data may vary when many interviewers are used the researcher may introduce his/her bias in the framing of the questions as well as in the interpretation of the responses and the interviewer may be biased.

2.9.2 Qualitative research

Qualitative research provides a different approach to scientific research than the quantitative research. According to McNabb, (2004:341) qualitative research strategies are used to describe a set of non-statistical inquiry techniques and processes used to gather data about social phenomenon. It further refers to a collection of words, symbols, pictures or other non-numerical records, materials or artefacts that are collected by a researcher and is data that has relevance to the social group under study. Mason and Bramble (1997:38) add on that qualitative research deals with observations, impressions and interpretations of researchers. Furthermore, qualitative researchers believe that knowledge is constructed symbolically based on conventions broadly held within the community. Qualitative research may involve field studies, interviews, and direct observations. All three of these categories involve the researcher observing and documenting the actions of the participants in the study and furthermore it involves the researcher having to make a critical analysis on his/her own findings.

According to Cresswell (2009:175), the characteristics of qualitative research are natural setting, qualitative researchers tend to collect data in the field at the site where participants experience the issue or problem under study, and therefore there is no need to bring individuals into a lab. Researchers as key instrument, qualitative researcher collect data themselves examining documents, observing behaviours, or interviewing participants. Multiple sources of data, qualitative researchers typically gather multiple forms of data, such as interviews, observations and documents, rather than rely on a single source. Inductive data analysis, qualitative researchers

build their patterns, categories and themes from the bottom up, by organising the data into increasing more abstracts units of information. Participants' meaning, in the entire qualitative research process, the researcher keeps a focus on learning the meaning that the participants hold about the problem or issue , not the meaning that the researchers bring to the research or writers express in the literature.

2.9.2.1 Questionnaires as a data collection instrument

Questionnaires are a form of structured interviewing, where all respondents are asked the same questions and often offer the same options in answering the questions. Questionnaires may include open questions, which respondents answer in their own words, but it is usually better to avoid this as much as possible (Hofstee 2006:132). This is levied against the difficulties experienced in interpreting people's answers and depending on a person's willingness to take time to fill in the questionnaire. The purpose of utilising questionnaires lies in its practicality in collecting information and efficiency.

Employing questionnaires as a data collection instrument has several advantages. It is less expensive and convenient. It also offers greater anonymity, especially when sensitive questions are asked it helps it increase the likelihood of obtaining accurate information, Kumar (2005:130). Questionnaires have the ability to offer confidentiality to the respondents; they are much easier to analyse and turn into quantitative results and allow more volume to raise confidence levels in your sample (Hofstee 2006:133). Questionnaires will centre on asking a range of questions focusing on the challenges the case study municipalities are confronted with implementing the Gender Policy framework for Local Government.

Questionnaires have the disadvantage of not allowing the researcher to interact or often even to observe, respondents. They also limited in the depth to which the researcher is able to probe any particular respondent and do not allow for digression from the set format, (Hofstee 2006:133). Further disadvantages identified by Kumar (2005:130) are, the application of the questionnaire being limited to a study population that can read and write, it cannot be used on a population that is illiterate, very young, very old or handicap. The response rate being low, there is a self-

selecting bias, not everyone who receives the questionnaire returns. The opportunity to clarify issues is lacking, if respondents do not understand some questions, there is no opportunity for them to have the meaning clarified. Spontaneous responses are not allowed for. The response to a question may be influenced by the response to other questions. It is possible to consult other respondents. In addition, a response cannot be supplemented with other information, an interview can sometimes be supplemented with information from other methods, however a questionnaire, lacks this advantage. Unlike the interview method, the respondents will record the answers themselves, thus the questions should be clear and easy to understand to avoid any confusion on the questions.

2.9.2.2 Literature review as a data collection instrument

Following the identification of a research topic, the selection of relevant literature related to the topic is collected. The literature review accomplishes several purposes. It shares with the reader the results of other studies that are closely related to the one being undertaken. It relates a study to the larger, ongoing dialogue in the literature, filling in gaps and extending prior studies (Cooper, 1984; Marshall & Rossman 2006) in Cresswell 2006:25). Furthermore, it provides a framework for establishing the importance of the study as well as a benchmark for comparing the results with other findings, Cresswell (2006:25). Literature presented in this research is in the form of scholarly literature; journal articles, books, published and unpublished theses and dissertations. Official government or semi government publications, earlier research done by other researchers, personal records, and mass media reports published in credible newspapers and magazines. The availability, format, and quality of secondary sources of data may cause problems and the extent of these problems varies from source to source. The following issues should be considered in employing secondary sources of information: the unreliability of information from source to source. Personal bias from personal diaries, newspapers, and magazines as these writers are likely to exhibit less rigorousness and objectivity than one would expect in research and finally the availability and format of data.

2.9.2.3 Case studies as a data collection instrument

The case study method is an approach to study a social phenomenon through a thorough analysis of an individual case. The case may be a person, a group, episode, process, community, society, or any other unit of social life. All data relevant to the case are gathered and organized in terms of the case (Kumar 2005:113). The case study is the preferred method when (a) how and why questions are being posed (b) when the investigator has little control over events, and (c) when the focus is on a contemporary phenomenon within a real-life context (Yin 2009:2). The advantages of using a case study as identified by Adelman, Jenkins and Kemmis (1980:59-60) are firstly, that data for case studies are strong in reality and therefore likely to identify with the issues and concerns raised in the case. Secondly, a case study can represent multiplicity of viewpoints and can offer support to alternative interpretations. Thirdly, a properly presented case can provide a database of material, which may be reinterpreted by future researchers. Fourthly, the insight yielded by a case can be put to immediate use for a variety of purposes including staff development, intra-institutional feedback, formative evaluation, and educational policy-making and finally case data is usually more accessible than conventional research reports and therefore capable of serving multiple audiences.

Concerns against the use of the case study method are articulated against the lack of rigor of case study research, based on biasness. Case studies provide little basis for scientific generalisation. They take too long, and they result in massive, unreadable documents, Yin (2009:14-15). In providing additional advice on utilising case study method as an instrument, Mouton (2001:104) advises the researcher to be explicit about how he or she will collect the data, and how people have been selected for the interviews. It is imperative that a researcher documents the data collection as accurately as possible for the use as a historical record for the researcher himself or herself, and for other possible researchers.

2.10 SAMPLING METHOD AND SAMPLING SIZE

The first task in sampling is to define the population to describe the particular gathering of units that make up the population. Defining the population is two-step

process. First, one must clearly identify the target population, that is, the population to which the researcher would like to generalize his or her results. To define the target population, one must keep in mind (1) the scope of the planned generalizations and (2) the practical requirements of drawing a sample Singleton, Straits, Straits, and McAllister (1988:134).

2.10.1 Target population

The concept population is understood as the total set from which the individuals participating in the study are chosen. Brynard and Hanekom (2006: 43) write that population refers to objects, subjects' phenomenon, cases and activities, which the researcher would like to study to identify data. In this study, the population will be the total number of staff from special programmes units in the Buffalo City and Amahlathi Local Municipalities who are directly involved in the implementation of the gender policy in both cases. The Buffalo City Local Municipality has seven directorates, 25 departments and employs 4202 personnel. From the total 4202 personnel, only 8 will form part of the sample. The Amahlathi Local Municipality employs 223 people and has nine departments. From the 223 employees, only 2 will form part of the sample in this research.

2.10.2 Sampling details

A sample is a small portion of the total set of people that make up the subjects of the study. Differentiation connecting quantitative and qualitative research extends to sampling methods. Sampling in qualitative research is different from sampling in quantitative research. Quantitative sampling is concerned with representativeness; qualitative research requires that the data to be collected must be rich in description of people and places (Patton, 1990:169). Two categories of sampling are in work in the social sciences, namely probability sampling and non-probability sampling. Probability sampling is one in which each person or other sampling unit in the population has the same known probability of being selected. The researcher moreover is well informed about the population to be investigated in the study and their selection. The selection of persons from the population is based on some form of random procedure. The best-known kinds of probability sampling are simple

random sampling, systematic sampling, stratified random sampling, cluster sampling, and panel sampling, Seaberg (1988:244).

In contrast to probability sampling, non-probability sampling is selecting the sample size based upon the researcher having to select in depth information for the case studies that is not familiar without generalising. There are various types of non-probability sampling techniques in qualitative research, namely purposive sampling, theoretical sampling, deviant case sampling and volunteering sampling. In this research, only purposive sampling was selected because it affords the researcher the opportunity to deliberately select particular settings, persons, or events for the important information they can provide that cannot be gotten as well from other choices (Bickman & Rog, 2009:235).

The sampling design utilised in this research are the use of two case studies. The study attempted to make a comparative analysis by evaluating the Buffalo City and Amahlathi Local Municipality's progress in implementing the Gender Policy Framework for Local Government. The sample size in relation to the Buffalo City Local Municipality was eight (8) respondents from the Directorate of Executive Services: distinctively the special programmes unit. The special programmes unit develops and implements special programmes inline with the Integrated Development Plan of the municipality. The General Manager, Manager and personnel in the special programmes division assisted with information regarding the development, performance, monitoring, and evaluation of special programmes, such as gender, in an effort to attain broad gender mainstreaming.

The Amahlathi Local Municipality was the second case study in the research, the sample size accessible to participate in the research was minimal. The units of analysis and sample size in relation to the Amahlathi Local Municipality were two (2): Strategic Planning Department (1) and Human Resource Department (1). The principle purpose of deciding upon these two departments was for the task both departments share in the support of gender equality issues.

2.11 MOTIVATION FOR THE STUDY

Since the first democratic elections in 1994, South Africa has formulated several policy documents and structures to guide all major national efforts to open doors for both men and women in both the public and private spheres. The South African government knew that embarking on women's empowerment for the attainment of gender equality is crucial to the national project of transformation of society and its institutions, especially in a country with deeply rooted inequalities such as South Africa. The Government further fulfilled the commitment to gender equality by being a signatory of the Convention on the Elimination of all forms of Discrimination (CEDAW); the adoption of the Beijing Platform for Action in 1996; as a signatory to the Southern Africa Development Community (SADC) Declaration on Gender ; and the Addendum on Violence against Women.

The efficient, effective and successful implementation of Government gender policies and programmes is important and cannot be ignored and in this research specific reference to the Gender Policy Framework for Local Government. Whilst the research takes into consideration that the Gender Policy Framework for Local Government is due for review in 2012, little is identified with reference to the progress of municipalities to date concerning the implementation, monitoring, and evaluation. The challenges allied with translating gender policies into action are not unique in the South African context; challenges extended to international stages.

According to (Valk, 2000:15) translating gender commitments into policy and practice is a long-term process that involves changing organisations and personal behaviours to pursue the radical goal of social transformation with equality between women and men. This is an accurate assertion by Valk, since the advent of democracy South Africa has made progress in attempting to transform society from a racially divided society to a more united and racially tolerant society. Yet, not enough has been made to identify and plan a way forward for the efficient, effective, and successful implementation of the policies and programmes aimed at gender equality. Without continuous monitoring and evaluation of efforts accomplished by the South African government in the struggle for: gender equality, the advancement and full emancipation and empowerment of women, the great effort will have been worthless.

2.12 SIGNIFICANCE OF THE STUDY

The Gender Policy Framework for Local Government was established with the intention to promote the integration of gender equity and equality and women's empowerment in local government development programmes and service delivery, programmes in compliance with national and international instruments. While the framework recognised the difficulty in a single policy for all municipalities, the framework provides guidelines, which enable each type and size municipality to provide a detailed gender policy, action plan, gender infrastructure and gender budget. The failure of municipalities to implement the policy successfully has raised a number of questions, including the lack of prioritising gender in municipalities due to more serious issues and lack of on the capacity of municipalities. The lack of municipal capacity to implement policies has attributed to the failure of sound policies formulated by government particularly in this research, the Gender Policy Framework for Local Government.

The issues of state incapacity to implement policies are not recent in the South African policy environment. The failure of the RDP policy as adopted by the ruling ANC party in 1994 as the main programme of action has been liable on this phenomenon as well. Simkins (1996:89) identified three dimensions of state incapacity. Firstly, the difficulty involved in implementing specific programs in a complex, evolving, and uncertain policy environment as South Africa was. Secondly, the reconstruction of the South African civil administration at the provincial and local levels from the former provincial and homeland bureaucracies created a structure incapable of efficient policy implementation. Thirdly, the establishment of controls essential to good government took time and were not always adequate. For South Africa to implement the good policies formulated successfully, it is thus important that an assessment on the capacity of municipalities to implement policies forwarded by the national government be required.

2.13 LIMITATIONS OF THE STUDY

In terms of the research, the following five limitations affected the investigation. The constraints are time constraints, the availability of information resources and issues with respondents.

2.13.1 Time constraints

Time constraint affected this study in three ways; firstly, there was a fixed time schedule to assemble information from the respondents. Secondly, reaching some senior managers also proved difficult either because of demanding schedules or they were away on leave. Finally, devoid of time, the researcher is of the view that a thorough comparative investigation on the implementation of the gender policy in other municipalities in South Africa would have been advantageous.

2.13.2 Issues with Information availability

A plethora of literature on concerns relevant to gender, for example the history and development of gender approaches, case studies, and best practices is easily accessible. However, literature regarding the implementation of gender policies is scarce due to the newness of the topic.

2.13.3 Issues with respondents

The respondents initially selected to be available for questionnaires and interviews were senior and lower management officials in both political and administrative positions. As time drew nearer to conduct the fieldwork, the respondents started cancelling scheduled appointments. At the same time, a portfolio reshuffle occurred while confirming appointments at the Buffalo City Local Municipality. The Director of the Executive Support Services at the Buffalo City Local Municipality, the directorate that was the focus of the study, was appointed as the Municipal Manager and the new Director was unavailable to assist with the interviews, as she was new to the portfolio. The portfolio reshuffle in the Directorate of Executive Support Services also

caused an inconvenience, as the sample size had to be changed to meet the current situation. The same problem persisted at the Amahlathi Local Municipality, whereby the predetermined respondent sample outsized the available personnel capacity of the unit tasked with gender equality.

2.14 CONCLUSION

This chapter began with affirming that research methodology starts with identifying the problem statement for the study. The problem statement will determine the selection of the research methods and data collection instruments to be utilised in the investigation. Along with the problem statement, also discussed in this chapter was the objectives of the investigation, the rationale behind, as well as the motivation upon which this research was ingrained. This chapter further outlines, the delineation of the study, research questions, the significance of the study and limitations of the study. It also provides explanations of concepts that were utilised right through the study.

The problem statement embedded in this research, is the lack of successful implementation of policies with a developmental agenda by municipalities in South Africa, Several explanations are known for the disparities that exist between the policy objectives and the policy results, the answer this research may possibly provide is the occurrence of inequalities found within municipalities themselves. The issue of municipal inequalities and incapacity broadens when approaching the implementation of gender policies. For instance, municipalities overlook and displace the importance of investing already limited human and financial capacities in a gender policy, whilst confronted with more urgent problems within their constituency, such as service delivery backlogs.

The research design and methodology determine the methods used for the research and the factors influencing the investigation process. Both the qualitative and quantitative research methods were discussed to highlight the differences as well as the similarities. A mixing methodology was considered as most appropriate in this research as to provide the most reliability and compatibility. The method entails mixes both the qualitative and quantitative research approaches. Utilising both the

qualitative and quantitative research approaches permitted the offsetting of the disadvantages when using a single method, increase the advantages of utilising two methods, and thus ensure the reliability and feasibility of the investigation.

The population and sampling details for the study provided information about the subjects and the selection of respondents. The purposive sampling technique was selected as it affords the researcher the opportunity to select respondents based upon available knowledge about the case studies. In this, the target population will be 10 personnel from the Buffalo City and Amahlathi Local Municipalities directly involved with the implementation of the gender policy in both cases. The preference of mixing the research methods makes available the opportunity to utilise qualitative and quantitative data collection methods. In this research, four categories of data collection were utilised namely: interviews, case study, questionnaires, and literature review. The data assembled from the interviews and questionnaires will be analysed, interpreted, and published in the form of a master's dissertation and a scientific article.

CHAPTER THREE

LITERATURE REVIEW ON THE DEVELOPMENT OF GENDER APPROACHES AND POLICY IMPLEMENTATION

3.1 INTRODUCTION

The main purpose of this chapter is to twofold, firstly to provide a roadmap for the development of gender approaches that eventually led to the mounting focus on gender mainstreaming and gender analytical frameworks in the formulation of gender policies and programmes. Secondly, the chapter will analyse the implementation, monitoring, and evaluation of gender policies. The prominence of gender equality in development has advanced over time from approaches in the 1960s that viewed women as only homemakers and mothers, to approaches that focus on only women and finally to approaches that prioritise equity, efficiency, and empowerment. The development of gender equality approaches, policies, and programmes has caused recognisable perplexity emanating between the concepts gender and sex, and the third gender category transgender. The renowned confusion has resulted in an array of questions, with the three most prominent in this study to be inquired are, firstly, who are the actual recipients of development initiatives. Secondly, whether the target beneficiaries benefit from such development planning, and finally whether such development-orientated interventions are biased towards men.

The confusion heightens when making an allowance for the integration of concepts, participation, and gender in the development process. Mathye (2002:24) is of the opinion that the concepts of participation and gender are often perceived to be central to the representation of the most marginalised groups, namely women and the poor, and consequently overlooking men. She further notes (2002:24) that introducing the dimension of gender into the language and practice of participation has challenged participatory development to surpass the poor category. In quest of eliminating discriminatory participatory approaches to development, at present gender approaches also engage with diverse women and diverse men's experiences of poverty and weakness. Following the development of gender approaches, the chapter will subsequently focus on the positive influence of these approaches as well as from several international and regional gender equality instruments in the development of South African's gender-sensitive policy era. The chapter will in

conclusion, observe the difficulties encountered in the implementation path and the value of an efficient and effective gender monitoring and evaluation system.

3.2 THE ELUCIDATION OF GENDER AND SEX CONCEPTS

The concepts gender and sex are probably the most misconstrued concepts in contemporary times. Whenever the concept gender is stated in a publications and official Government documents, it is mistakenly assumed as referring to women and not men. Gender rather refers to the economic, social, and cultural attributes, responsibilities, opportunities, and roles associated with being male and female. According to Mathye (2002:45), one's gender identity is often defined by one's culture. Gender identity is that behavior that is considered appropriate for a man or a woman. The influence of gender by culture is noticeable in cultures that dictate the productive and economic roles of women by forbidding women from earning more than their husbands earn. Culture is part of the fabric of every society. It shapes the way things are done and our understanding of why this should be. Gender roles also determine the social roles appropriate for men and women, the division of labour, and stature in society. Gender roles involve the relation to power; vary greatly from one culture to another and change overtime; vary from one social group to another within the same culture; gender roles are influenced by race, class, religion, ethnicity, economic circumstances and age; sudden crisis, like war or famine can radically and rapidly change gender roles, (United Nations Development Programme 2001:4).

The classification of gender policies has also evolved over time, gender policies can be classified into five groups as the following. Firstly, gender-blind policies; recognise no distinction between the sexes. These assumptions incorporate biases in favour of existing gender relations and tend to exclude women. Secondly, gender-aware policies recognise three things, namely that firstly, within a society actors are women as well as men. Secondly, women and men are constrained in different and often unequal ways, and thirdly, they may consequently have differing and conflicting needs, interests, and priorities. The third gender policy group is gender-neutral policy approaches; they use the knowledge of gender differences in a given context to overcome biases in delivery, to ensure that they target and benefit both genders effectively in terms of their practical gender needs, and that they work within the

existing gender division of resources and responsibilities. Fourthly, gender specific policies; use the knowledge of gender differences in a given context to respond to the practical gender needs of a specific gender, working with the existing division of resources and responsibilities. Finally, gender redistribution policies, are interventions that intend to transform existing distributions to create a more balanced relationship of gender. These policies may target both genders, and one gender specifically (United Nations Development Programme 2001:6-7). For the purpose of this research, gender-aware and gender specific policies are preferred for the reason that both approach the needs, interests, and priorities of a particular gender and in this instance women.

The second category of gender is sex; sex refers to the description of people according to biologically and physically defined characteristics, determined by birth. Gender therefore defers from sex in that it is dynamic, socially and culturally defined rather than biological and static. Therefore, according to Mathye (2002:45) relations that privilege men and subordinate women in gender power relations, to create an equal and just society can change. A gender perspective distinguishes between what is biologically given and what is culturally constructed. Two advantages according to Mathye (2002:45) provided by such an approach is to emphasise that the relations between women and men are shaped more by culture and socialisation than by biological components. Finally, a gender perspective acknowledges that people have many different identities- not only as women and men but also as partners, spouses, workers, and church members.

The confusion broadens when the gender category is further cascaded to gender equity, gender equality, and transgendered. Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality. Gender equality means that women and men enjoy the same status, have equal conditions of realising their full human rights and potential to contribute to national, political, economic, social, and cultural development, and to benefit from the results. Originally, it was believed that equality could be achieved by giving women and men the same opportunities, on the assumption that equality would bring sameness of results. However, same treatment was found not necessarily to yield equal results.

Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men and the varying roles that they play (Status of Women in Canada 1996:3).

Society advocates for two categories of gender, namely female and male. However, a third category has emerged and known as transgendered. The concept transgender is used by people whose gender expressions are considered inappropriate for their sex. It is also increasingly used as an umbrella term to include everyone who challenges the boundaries of sex and gender. Anyone who crosses the line of what socially is acceptable appearance and self-expression may be included in the definition of transgender. The following transgender sub-groups biological, social, and morphological are not meant to be understood as rigid or mutually exclusive categories, most transgendered people cross more than one line, (Lanframboise and Long 3-4).

While the **Constitution of the Republic of South Africa, 1996** upholds the principle of non-discrimination especially discrimination on sexual orientation in all forms as a key principle upon which all South Africans are to follow. It is unapparent whether international, regional, and national gender equality and human rights instruments are cognisant of transgendered people. To circumvent confusion between the broad meanings of the term gender, the research seeks to refer to gender as the human characteristics created by society on how people are accepted to behave, express themselves and the roles they play, thus referring to the socially prescribed roles of women and men, and not transgendered people.

3.3 THE EVOLUTION OF POLICY APPROACHES TOWARDS WOMEN AND DEVELOPMENT

There has been a continuing shift in the way women are perceived within development planning throughout the past four decades, from that of victims and submissive objects to develop into independent and valuable actors in development spheres. The evolution began with criticism of participatory approaches to development, such as the participatory rural appraisal (PRA). The PRA approach was developed to enable local people to present and analyse information about their

livelihoods and other issues, and make their own plans. However, the approach was criticised for its gender blindness: the lack of gender awareness and gender differences in planning processes. In place of the term gender, development practitioners preferred exclusive terms such as the community or the poor. To overcome the criticism, participatory methodologies have been enriched such as those of gender analysis, for example, the need for sex-disaggregated data and separate meetings for women and men, (Mathye 2002:24). Particular consideration of the mentioned issues related to gender and development have thus enhanced the evolution of the participatory approaches are to follow.

3.3.1 The Women in Development (WID) approach

During the United Nations Decade for Women from 1976-1985 there was a push to integrate women into development in view of the fact that women were ignored and excluded from the development approach (Beall1998:514). The birth of the Women in Development (WID) approach was to ensure women gain equity in the development process and consequently perceived as active participants in development. The attitude underlying the WID approach was to meet the strategic gender needs of women in terms of the triple role they participated in: reproductive, productive and community role and eliminate inequality with men. Instead of women being regarded as under-utilised resources for development, women were recognised as valuable resources. The method employed by WID advocates was the implementation of integrated projects for women, as it was regarded as the right answer to address women's marginalisation. WID assumed that if women were provided access to resources such as skills training and small-scale income generating activities then they will improve their situation and women will become full economic partners with men (United Nations Development Programme 2001:8).

Criticism to the WID approach emerged later, underlying the increasing relegation of woman's issues to marginalised programmes and isolated projects. The WID approach did not implicitly have a direct impact on development. The problem of WID was that it provided women with additional resources but no power to manage these resources. The WID concept led to increased workloads and heavy schedules for women (United Nations Development Programme 2001:8). The second problem of

the WID approach was the categorisation of women as separate and homogenous entities while in fact, women are part of a broader diverse group and further categorised under class, ethnicity, history, and culture (Beall 1998:515). The WID approach thirdly, failed to question existing structures and their effects on gender equality. It did not examine the root causes of women's subordination and oppression. The final problem according to O'Shaughnessey (2001:58) came from Western Feminists who opposed the approach's identification of the subordinate position of women in terms of the relationship to men, the approach is thus not popular with governments.

3.3.2 The Women and Development (WAD) approach

The Women and Development (WAD) approach was shaped during the 1970s due to the criticism on equity and limitations of the Women in Development (WID) approach. The WAD approach saw women as never receiving their equal share of development benefits without tackling patriarchy and global inequality issues. The purpose of the WAD approach was twofold, to ensure poor women increase their productivity and to ensure that women's poverty was considered as a problem of under-development, not of subordination. The approach's aim was to meet the practical gender needs of women in productive role, to earn an income, particularly in small-scale, income-generating projects, O'Shaughnessey (2001:58). While, women were already integrated into the development process in an exploitative way, the problem lies with planners holding inaccurate assumptions about women's specific activities and subsequently leading to the neglect of women's real needs and over-exploitation of their labour. The WAD approach offers a more critical view of women's positions, however like WID, WAD's perspective assumes that women's position will improve if and when international structures become more equitable. The approach disputed that the dominant development approach lacks women's viewpoints and the perspectives of developing countries.

Proponents of the WAD approach view overcoming poverty and addressing the effects of colonialism are also as important as promoting gender equality in the development process. WAD strategies added women's projects or project components to complement mainstream development programmes. Such projects

were geared towards increasing women's income and productivity (Morna 2008: 69), an example is the Development Alternatives with Women for a New Era network (DAWN), which aimed to make the view of developing countries known and influential. According to the DAWN perspective, women were not a neglected resource but overburdened and undervalued. Critics of DAWN suggested the re-evaluation of women's considerable contribution to the development process and a redistribution of the benefits and burdens of development between men and women.

3.3.3 The Gender and Development (GAD) approach

In the 1980s, the GAD approach emerged because of WID and its shortcomings. The GAD approach was concerned with making development cooperation more gender-aware, concentrating on the unequal relations between men and women due to 'uneven playing field' and the removal of disparities in social, economic and political equality between women and men as a pre-condition for achieving people-centered development (Beall 1998:515). While WID was advocating for adding women into development process, GAD advocates envisioned rethinking development concepts and practice as a whole through a gender lens. The term gender arose as an analytical tool from an increasing awareness of inequalities due to institutional structures. It focused not only on women as an isolated and homogenous group, but on the roles and needs of both men and women. Given that women are usually in disadvantaged positions as compared to men, promotion of gender equality implies an explicit attention to women's needs, interests, and perspectives. The objective of GAD was then towards the advancement of the status of women in society, with gender equality as the ultimate goal, (United Nations Development Programme 2001:8). A further objective of GAD was to create equitable and sustainable development with women and men as equal decision-makers. A GAD approach takes into account the different practical and strategic needs of women and men at all stages of a project cycle (Morna 2008:69). Unequal gender relations deny women the opportunity to access or obtain education, technology, and agricultural extension.

Dissimilar from the WID approach, GAD was critical of the economic growth model of development. The GAD approach appreciated women's reproductive roles particularly as their double day: paid and unpaid work profited both capital and

domestic spheres. Unlike the WID approach, GAD views women as already integrated into the development process and are central to it as they provide unpaid family labour. GAD sees women as belonging to diverse categories: class, ethnicity, marital status, race, age and religion, rather than homogenous women.

3.3.4 Gender Analysis Frameworks (GAF)

Gender analysis frameworks (GAF) were developed on the foundation of GAD. In the contemporary perspective, gender analysis provides a transformational approach to problems faced by women as opposed to the problem solving approach. The process can make development planners and other decision makers become aware of women's issue. Gender analysis frameworks, have different objectives, and seek to highlight and identify inequalities in the relationships between men and women. GAFs further breakdown the divide between the personal relationships between men and women and the relationship with the wider society. The approach identified women as the target population of programs and projects. The programs were designed with an aim to reduce the inequality between men and women, especially with regard to the division of labour by gender and to increase the political and economic autonomy of women. The GAD approach uses a strategic gender approach through top-down government interventions giving political and economic autonomy to women in order to decrease their inequality. Key elements utilised to identify gender analysis frameworks relate to the division of labour, access to and control over resources, and status and role.

3.3.4.1 Gender division of labour

Gender division of labour is grouped into reproductive, productive and community work. Reproductive work encompasses the care and maintenance of households and its members and often goes unrecognised and unpaid, or as not being of the same value as productive work. Women overwhelmingly do it. Productive work involves the production of goods and services for income or subsistence. Value is generally placed on productive work. Although both men and women engage in productive work, it is often not rewarded in the same way. Community work encompasses the

collective organisation of social events services, activities to improve the community, participation in groups and organisations, local political activity etc. Community work often goes unrecognised in economic analysis, as it is voluntary. These three roles comprise of what is known as women's triple role, Mathye 2002:25-26).

3.3.4.2 Access to and control over resources

A distinction is made in the way in which resources are allocated between men and women; access is the opportunity to make use of a resource; and control is the power to decide how a resource is used, and who has access to it. Women often are not allowed to own capital assets and have no access and control over resources.

3.3.4.3 Status and role

Status and role are used in the GAFs to distinguish between visible aspects of gender relations, such as the physical activities and invisible power relations that determine these activities. The distinction between practical and strategic gender needs illustrate the visible and invisible gender relations between men and women. Practical and strategic needs differ greatly between men and women. Practical gender needs are the needs that if met they improve the lives of women and men without necessarily changing the existing gender division of labour or challenging women's subordinate position in society. Thus, interventions relate to meeting basic needs such as water, health care, and employment. Strategic gender needs are those needs that relate to gender division of labour, power, and control, thus seeking to transform the existing unequal power relations between man and women. Interventions may thus focus on legal rights, domestic violence, equal wages, and women's control over their bodies. Strategic gender needs are often highlighted through outside intervention, for instance an external facilitator, Mathye (2002:25-26).

Gender analysis approaches several purposes: situational/context analysis; planning and decision making; information sharing and training; sensitisation to ensure issues affecting men and women, boys and girls; and monitoring and evaluation. These approaches also facilitate an understanding of various aspects of communal life

including: circumstances of men and women (e.g. abused women, unemployed men). The status of women relative to men in a given context. Sexual division of labour and the triple role of women (the community, reproductive and productive). Access to and control over resources, practical gender needs (e.g. need for education, water, housing, credit); and strategic needs (e.g. equal employment opportunities, protection from domestic violence), Mathye (2002:49).

3.3.5 Gender mainstreaming

The concept of bringing gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality in the Platform for Action (PFA) adapted at the United Nations Fourth World Conference on Women in Beijing in 1995. The conference highlighted the necessity to ensure that gender equality is a primary goal in all areas of societal development. In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as, the process of assessing the implications for women and men in any planned action, including legislation, policies or programmes. It is a strategy for making the concerns and experiences of women as well as of men integral part of design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality, (United Nations Development Programme 2001:8). The focus on gender mainstreaming was initiated as mounting criticism on GAFs and GAD approaches transpired, for assuming that local authorities have a male bias in terms of their organisational culture, rules and outcomes, and this might reproduce the conventional hierarchies and inequalities in the wider world, (Mathye 2002:27).

Mainstreaming is not only about adding a woman's component or even a gender equality component into an existing activity. It goes further than increasing women's participation. It means bringing the experience, knowledge, and interest of women and men to the development agenda through alterations to the goals, strategies and actions so that both women and men can influence, participate in and benefit from development processes. Accordingly, the goal of mainstreaming gender equality is

the transformation of unequal social and institutional structures into equal and just structures for both women and men.

3.3.6 The empowerment approach/ or postmodernist approach

The empowerment approach defines empowerment as access to control of the use of material, economic, political, educational information and time resources. The approach has its origins in women's organisations; it proposed a new relationship between the health sector and different groups of a population. It saw women's subordination not only in relation to men at the individual level, but as part of predominant political, economic, psychological and social models (McLaren 2000:5). The purpose of the empowerment approach was to empower women through greater self-reliance: women's subordination was seen as a problem not only of men but also of colonial and neo-colonial oppression, O'Shaughnessey (2001:58). The empowerment approach intended to positively change the discourse and practice of development, by using bottom-up mobilisation around social needs, in a manner that incorporates strategic and practical gender approaches. Both men and women need to be considered as active agents of change and not passive recipients of the development process.

The development of the different approaches to gender to meet the developmental needs of women has assisted countries around the world to develop their own gender related policies and programs tailored according to the condition of women and gender position in that particular country. International, national and local policies and programs may reflect a combination of approaches and can be used an analytical tool to achieve the following: recognise and understand the relationship between gender and the various programs directed at women and to measure the effects and the effectiveness level of programs at addressing the issues that need to be addressed. Two appropriate approaches utilised to ensure that policies and programs achieve the desired objectives are firstly, to employ a gender lens in policy analysis. The concept of examining issues through a gender lens, the concept has been applied to policy analysis in the federal Ministry of Women's Equality in the United States of America (USA) since 1994 (McLaren 2000:6). Secondly, incorporating gender analysis in all policies and programs.

3.4 THE EVOLUTION TOWARDS GENDER SPECIFIC AND GENDER ANALYTICAL POLICIES IN SOUTH AFRICA

In the South African local government context, the utilisation of gender analysis frameworks, gender mainstreaming and empowerment approach are recommended for the fact that these gender approaches aim to identify the practical and strategic needs of a particular gender, in most instances women and formulate policies and programmes to respond to these requests. The promulgation of the national and local government policies is such an example of policies that were formulated for a particular gender. The South African government has made enormous feats since the transition to democratic governance and adopting gender equality as an all-round objective in government policies. Several international human rights instruments collectively support the South African Government's call for gender equality in terms of ensuring equal employment opportunities in both the private and public sectors, equal representation of women in senior decision making positions, equal provision of basic services, the reduction of poverty, the provision of social security grants, the provision of functioning health care services and the protection against all forms of violence. As signatory of these impressive human rights declarations, South Africa is well positioned to accentuate the value of gender mainstreaming in all Government policies, programmes, planning processes and implementation.

3.4.1 International instruments supporting South African efforts for gender equality

Internationally gender equality is guided by premier document, the Convention on the elimination of all forms of discrimination against women (CEDAW). The CEDAW declaration is described as the international bill of rights for women. It sets up an agenda for national action to end discrimination against women in all spheres of life and commits, states to take responsibility in promoting and protecting the human rights of all (CEDAW Articles 1979). South Africa reported to CEDAW without any reservations in 1995, and since then efforts have been made to equalise the position of women in law.

The Beijing Declaration and Platform for Action (PFA) was the second instrument that South Africa became a signatory to in 1995 following the Fourth World Conference on Women. The PFA supports women's rights, commits to ensuring gender equality, equity, and enhance the social, economic, and political empowerment of women, by offering guidelines on achieving gender mainstreaming as well as the institutional arrangement for the achievement of gender mainstreaming. The platform urges countries to take measures that will ensure women's equal access to and full participation in power structures and decision-making and that will increase women's capacity to participate in decision-making and leadership. It further calls for the integration of gender perspectives in all policies and programmes, and links strategic objectives to actions to be taken by Governments. Members of the Southern African Development Community (SADC) in the form of the Gender and Development Declaration (GDD) have since signed the Beijing Declaration and Platform for Action (PFA) in 1997. The final instrument that informed the Local Government Gender Policy Framework and to which South Africa is signatory to, is the United Nations Millennium Development Goals (MDGs) of halving poverty and unemployment by 2014.

3.4.2 Regional instruments supporting South African efforts for gender equality

In the Southern Africa region, the binding two human rights instruments endorsed by regional members are the SADC Declaration on Gender and Development and its Addendum on Violence against women and the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, 2003.

3.4.3 Nationally instruments supporting South African efforts for gender equality

The Reconstruction and Development Programme (RDP), 1994; the Women's Charter for Effective Equality, 1994; the **Constitution of the Republic of South Africa, 1996**; the White Paper on Transforming Public Service Delivery, 1997; the White Paper on Local Government, 1998; the Local Government: Municipal Structures Act, 1998 (Act.117 of 1998); the Employment Equity Act, 1999; the Local

Government: Municipal Systems Act 2000 (Act.32 of 2000); the Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act. 4 of 2000); South Africa's National Policy Framework for Women's Empowerment and Gender Equality,2002; Traditional Leadership and Governance Framework Act of 2003, the Communal Land Rights Act, 2004; Gender Policy Framework for Local Government, and Intergovernmental Relations Act,2005.

It is within these contexts that local government has the opportunity to maximise and redress gender inequalities in South African communities. Thus responding to gender development is in many ways compliance to these pieces of legislation. These gender equality frameworks were developed to act as guides for countries worldwide on how to commit to gender equality, non-discrimination of women and to ensure equal rights and opportunities for men and women in all spheres, including the workplace, the community, and the family. Translating the principles explicitly positioned in the frameworks into practice remains a problematic and a tireless process. The reputation of policy implementation has grown substantially over the past decade and is sometimes referred to as the Achilles tendon of the public policy process owing to the difficulties associated with ensuring the success of a policy. Identifying the motive for any policy discrepancy is not an easy task more so when an issue such as gender is concerned.

The Gender Policy Framework for Local Government (2007:10-11) held responsible the lack of the successful implementation of gender-sensitive IDP objectives on the following variables: firstly, officials lacking capabilities to respond to priorities considered sensitive. Secondly, the differing views of municipal representatives and community respondents during IDP consultation processes. Thirdly, the lack of defining specific indicators, highlighting intended outcomes of women; and finally the non prioritisation of gender analysis and gender mainstreaming in development planning. Analysing these variables, three out of four variables identify the lack of the prioritisation of gender analysis in determining the gender specific priorities and needs of basic services in the integrated development plan (IDP) document and thus increasing the marginalisation of women.

Gender analysis is generally the first step in gender sensitising planning and for promoting gender equality. The gender implications of policies and programs must

be analysed for the possible differential impact they may have for women and for men. Where suitable, such analysis must also look at differential impact for different groups of women (such as older women, women of colour, or women living in rural areas). Further, the analysis should consider whether the policy or program supports equity for women (McLaren 2000:6). Gender analysing thus ensures to identify and address the impact of a policy, programme, action, and initiative on men and women. The analysis will categorise differences between women and men regarding their specific activities, conditions, needs, access, and control over resources and access to development benefits. The focus on more gender specific and gender analysis policies and programs will advance sex disaggregated data on the delivery of basic services, based on the needs and priorities of a particular gender and gender sensitive information about the concerned population for the most part women. Disaggregated data plays a key role in informing gender analysis and assisting decision makers in understanding the gender implications of other policies (Donaghy 2003:13).

The intricate process of translating policies into practice remains a constant challenge in policy sciences. The difficulty of the task lies in the fact that policies begin as public law enacted by the legislative spheres of government. In many cases, the law enacted is not clear in its intentions, has not considered the translation the policy has to go through in the executive sphere, or has not considered the reactions of the public to the design and implementation of the policy at the local sphere of government. The complexity of the smooth transition from policy to practice has resulted in extensive research guided by policy scholars on the strengths and weaknesses of policies, reasons for policy failure, as well as offering valuable insights on improvements. Problems with the implementation process are not merely apparent in the implementation stages, problems manifest throughout the policy-making processes; from the first stage of policy formulation to the final stage of policy evaluation stage.

3.5 DEFINING POLICY IMPLEMENTATION

Defining policy implementation is not a straightforward task, particularly providing a single comprehensive generic definition for measuring successful policy

implementation, such that Hanekom (1987:55) refers to the implementation process as the Achilles heel of the entire policy process. According to Dye, (1981:56) policy implementation is concerned with steering a course of action and seeing that it is followed over time. It is mainly a practical activity, distinguishable from policy formulation, which involves the development and synthesis of alternative solutions for policy problems, and is primarily a theoretical activity. Correspondingly, Mazmanian & Sabatier (1983:20) define implementation as carrying out basic policy decisions, usually incorporated in a statute but which can also take the form of important executive orders or court decisions. In the South African perspective, Brynard and de Coning (2006:180) propose that policy implementation is a multifaceted concept, attempted at various levels of government and pursued in conjunction with the private sector, civil society, and NGOs.

The definitions of policy implementation outline that the process consists of merely carrying out decisions made by policy makers. This is a fallacy. According to Lane (1993:92) policy implementation is a complicated process that involves three considerations, such as clarification of the objectives involved (the goal function); statement of the relationship between outputs and outcomes in the causal effectiveness (the causal function); and clarification of the relation between objectives and outcomes in order to affirm the extent of goal achievement (the accomplishment function). According to Brynard (2007:35), each of three of the tasks identified by Lane (1993:92) present peculiar problems and jointly they cause more difficulties to judge the effectiveness of implementation.

An implementation programme should further take into consideration, the actors involved in the process of policy implementation. The financial or budgetary requirements brought by new policies or changes in existing policy. The organisational and administrative capacity of the municipality to cope with practical implementation of local development programmes and policies. Human resource requirements, as implementing policy, imply not only the availability of trained staff, but also their commitment to pursue goals and objectives in a professional manner. Adequate infrastructural facilities, this would include apart from office space and equipment, the availability of information technologies (IT), as well as the organisational and administrative capacity to effectively manage implementation strategies, especially in rural communities, (Roux 2005:73).

3.6 THE POLICY IMPLEMENTATION PATH

In democratic South Africa, the policy-making process was mainly guided by the democratic government's objective of creating a better life for all. The Government's policies thus had to be non-discriminatory, responsive to the needs of citizens, address injustices of the past, and incorporate the broader environment. Implementation problems occur when the desired result on the target beneficiaries is not achieved. Thus success is not always guaranteed, and no matter how thorough the policy process has been, more often than is generally realised, policies are unsuccessful or even fail (Birkland 2001:188). The branding of policies into either successful or unsuccessful in meeting the objectives depends on the individual's psychological understanding of the terms. Ingram and Mann (1980:12) consider the two terms as highly subjective and reflective of an individual's goals, perception of need and perhaps even psychological disposition towards life. Whilst one person may suggest that a policy has failed another may look at it as a first step towards a larger goal (Birkland 2001:188).

A policy implementation problem is not restricted to only developing nations or to national spheres of governments. Wherever and whenever the basic critical factors crucial to policy implementation are missing, whether in developing or developed nations, there is bound to be an implementation problem, Makinde (2005:63). Policy gaps in developing countries arise from issues of poor implementation, corruption, a lack of co-ordination, ineffective government, centralisation and distance of policy makers from practice, Sajid and Kahn (2006:5-7). Makinde (2005:63) attributes four critical factors that operate and interact simultaneously to aid or hinder policy implementation: communication, resources, dispositions or attitudes and bureaucratic structures. Implementation gaps could also transpire when there is an indication of ineffective leadership, a lack of harmony between stakeholders, implementer's lack of understanding the policy, lack of monitoring and evaluation mechanisms, unavailability of human, financial, and technical resources and capacity issues.

Often then not, the process of translation of policies into practice is aptly illustrated as failing to meet the set objectives. Successful policies are infrequently revealed and utilised as best practices that can have potential for replication as inspirational

guidelines and contribute to policy development. An example of a successfully implemented policy is the Child Support Grant (CSG). The Child Support Grant started was established in 1998 as a South African policy instrument aimed at alleviating child poverty, an objective that was indeed attained successfully.

Arguments offered for successful policy implementation at the local sphere of government originate from McLaughlin (1998), Mazmanian and Sabatier (1981) and Van Meter and Van Horn (1975). McLaughlin (1998) argues local capacity, the political will, and context as important. Mazmanian and Sabatier (1981), Van Meter and Van Horn (1975) argue that local policy implementation is undermined because of an inability of state policymakers crafting clear and consistent directives with respect to the behaviours desired from the implementers. The argument put forward by Mazmanian and Sabatier (1981), Van Meter and Van Horn (1975) corresponds with the two main arguments in this research, firstly that the implementation of well meant policies should not be the sole responsibility of officials in municipalities, but equally of policy making officials in the high echelons. In formulating national policies that will be cascaded to local government, policy formulators should involve local government stakeholders of municipalities in initial phase of agenda setting. The foundation of including local government stakeholders rests in these officials encompassing a greater understanding of amongst other issues the human and institutional capacity. In formulating IDP documents municipalities are required to involve different stakeholders in the participatory process of formulating the document, such groups include women's groups, youth organisations, civil society, and NGOs. The participation of these groups appraises the needs of community and facilitates participatory democracy as enshrined in the **Constitution of the Republic of South Africa, 1996**.

Secondly, policy implementers at the local sphere of government often have trouble in translating and understanding policy discourses. The effective interpretation and translation of the policy discourse could lead to effective policy implementation. Policy discourses represent the intentions of the policy and only discovered by interpretation the policy with understanding. Thus, policy implementers need to understand the policy discourse. While the policy is comprehensible on its objectives and responsibilities, on most instances the policy implementers normally encounter difficulties in determining the intentions of policy makers. Lewis and Naidoo (2004:3)

argue that since 1996 public policies in South Africa have focused on the formal articulation of rules, responsibilities, and roles. These prescriptions according to Lewis and Naidoo (2004:3) convey a narrow, meaning of how policy should be implemented.

According to Van der Waldt, Van Niekerk, Doyle, Knipe, Du Toit (2001:17) policy makers and implementers in the national and local government should primarily determine what the intentions of government are before they converse about implementation. The inclusion of policy implementers in the formulation stage could assist in the formulation of overly ambitious and irresponsible policies and affords policy implementers a better understanding of the intentions of the policy. Furthermore, the policies formulated by Government should merely provide a parameter and guidelines to municipalities. Municipalities should be encouraged to formulate municipal policies and IDP documents specific to the needs and priorities of their citizens.

The implementation gap in most developing countries, similar to South Africa occurs as an outcome of a gap between policy intentions and results achieved. While variables identified for policy failure are recognised without difficulty, important variables that shape successful policy implementation are abundant. The complexity of implementation research amplifies because there is no single theory of successful policy implementation. Policy scholars have however attempted their individual formulas, models and have identified critical variables to shape the directions that implementation might take and to ensure the successful implementation of policies. Such a model is referred to as the 5-C protocol.

3.7 THE 5 C PROTOCOL OF POLICY IMPLEMENTATION

The policy implementation process is equated to a complex network involving critical variables, which shape the path that implementation, may possibly take. In consequence of the increasing recognition and importance of policy implementation, several set of rules to ensuring policy implementation have been developed. In this research, the 5-C protocol will function as the modus operandi; it will evaluate the implementation of the Gender Policy Framework for Local Government. The protocol

identifies five interconnected causal variables, the content of the policy; the context of the policy; the commitment of policy implementers; the capacity of Government institutions; and the clients the policy is expected to serve and coalitions of influence. Although communication does not fall under the ambit of the 5-C protocol, it has been included as a sixth variable in this study. The 5-C protocol is divergent to what reductionism scholars declare implementation is. Reductionism scholars assume that if a policy is decided upon, implementation will be carried out automatically, because in their view, to implement a policy, is simple, straightforward and mechanical, once resources are available (Brynard 2007:35).

3.7.1 Content

The content of a policy in a democracy determines the kind of social and political activity that will be stimulated by the policy making process. The content of a policy is a function of the level and type of coercion by government. The content of a policy is important not only in the means it employs to achieve its end, but also in its determination of the ends themselves and how it chooses the specific means to reach those ends (Roux 2005:74). It is not possible that policies will equally stimulate the interest of all the people. Some policies may be less stimulating and attracting less interest, while other policies may trigger a chain of events are categorised as either distributive, regulatory or redistributive. Distributive policies create goods for the general welfare and are non-zero sum in character. Regulatory policies specify rules of conduct with sanctions for failure to comply. Redistributive policies attempt to change allocations of wealth or power of some groups at the expense of another, Brynard and de Coning (2006:196-197).

The Gender Policy Framework for Local Government can be classified as a redistributive policy. Since re-admission to the international arena, the South African Government understood the significance of local government for women and for creating a better life for all. In view of the fact that women in South Africa were recipients of the discriminatory laws created by the Apartheid government, for example triple oppression. The democratic Government saw women as critical driving forces in the social and economic development and pledged to create policies, programmes and opportunities towards the encouragement and empowerment

women to participate in the political, economic and social environment. The new framework for a developmental local government as stipulated in the **Constitution of the Republic of South Africa, 1996**; the Local Government White Paper, 1998; the Municipal Structures Act, 1998 (Act. 117); the Municipal Systems Act, 2000 (Act. 32 of 2000), provided substantial opportunities to address the challenges associated with poverty and gender equity. Municipalities had to focus their efforts and resources on improving the quality of life of their communities, especially the disadvantaged members, such as women, children, and persons with disabilities. The key document that guides municipality's to fulfill their developmental role is the adoption and implementation of an IDP (Gray and Mare 2002:4) in conjunction with the Gender Policy Framework for Local Government 2007. The policy framework includes comprehensible goals and objectives of the policy and the implementation plan to be followed.

3.7.2 Context

The context, in which a policy is implemented, contributes a crucial role in ensuring successful implementation and may perhaps be the difference between the success and failure of a policy. Berman (1980:206) in Brynard and de Coning (2006:198) concurs with the statement when he composes a conception that a context-free theory of implementation is unlikely to produce powerful explanations or accurate predictions. Fowler (2000:11) argues that all policies are mediated through the context in which they are implemented and yet according to Wolf **et al.**(1999:450) many policy makers ignore how the context of the policy can impact implementation. O'Toole (1986:202) in Brynard and deConing (2006:198) seemingly agrees to an extent, he recognises that the field of implementation has yet to address the challenge of contextuality, however he states that the context should go further than policy makers, policy implementers and researchers' understanding of social, economic, political and legal setting. Policy makers should additionally endeavor to adjust the policy according to the context and not the context to the policy. A policy developed by policy makers without reference to social, political, economic, political, and administrative environment could possibly cause a policy gap.

Following 1994 elections, policy makers in the new democratic dispensation formulated widely distributed policies that were responsive, non-discriminatory and cut across racial, sexist, cultural, and economic participation barriers. The Gender Policy Framework for Local Government was formulated in the context of the social, economic, and political variables confronting the local spheres of government and stakeholders. As a signatory to several international gender and human rights instruments, such as CEDAW and the Beijing Platform for Action, the South African Government realised the importance of gender equality as a key strategy to advance the empowerment of women in the public and private spheres. For the local sphere of government, the commitment was apparent in allowing for gender in government processes, for instance in the integrated development planning process, local government budgeting, programme implementation and monitoring and evaluation.

Whilst policy makers had considered the social, economic, and political variables, policy makers have often failed to connect institutional environmental variables of local government and municipalities to deliver upon the mandate. Following the first local government elections in 2000, the local sphere of government was given a greater developmental mandate to meet the social, economic, and material needs and improve the lives of citizens. The local sphere has seemingly had trouble in fulfilling the developmental orientated pledge, as apparent from the huge backlogs in the delivery of services. The situation has consequently led to the municipalities being overloaded with responsibilities and the neglect of gender issues.

3.7.3 Commitment

Policy makers may formulate the most practical and financially viable policies, however, without commitment emanating from implementers in all echelons, the successfulness of the policy lessens. According to Brynard, (2009:561) commitment refers to an ability to maintain the focus of an initiative from its inception through to its delivery. For effective implementation, commitment must occur at all levels of the policy process, including policy makers and policy implementers from the top-down or bottom-up hierarchy of government departments and organisations. In addition, Brynard (2006:199) suggests that commitment influences and in turn influenced by the other four variables in the 5-C protocol. People are more likely to commit to a

high-profile programme. The higher the visibility and profile of a policy, the greater the pressure for change. However, low profile programming is not necessarily doomed. Ownership of a programme reflects commitment at multiple levels, which in turn implies both administrative and political commitment (Brynard 2009:562).

In addition to commitment, another key factor that influences effective policy implementation is disposition or attitude. Most implementers can exercise considerable discretion in the implementation of policies because of either their independence from their nominal superiors who formulate the policies or because of the complexity of the policy itself. The way the implementers exercise their disposition depends, largely, on their disposition towards the policy. Therefore, the level of success will be depending on how the implementers see the policies as affecting their organisational and personal interests. Where a policy, will result in reduction of pay, low self-esteem or loss of position to the implementers, the attitude will be affected adversely. On the other hand, if a policy enhances the status, the pay, or the self-esteem of the implementers, such implementers will be favourably disposed to it (Makinde 2004:64).

The commitment of the South African Government to create an enabling environment for all citizens was an endorsed after the first democratic elections in 1994. The commitment of Government was articulated in the formulation of comprehensive policies broadly representative of the needs of and demands of South Africans, for instance the establishment of National Gender Policy Framework and its National Gender Machinery. The Gender Policy Framework for Local Government was formulated to guide municipalities and local government stakeholders to implement programmes aimed at achieving gender equality and promote the empowerment of women. The commitment of Government to applies to all officials, from the top echelons cascading down to street level bureaucrats.

3.7.4 Capacity

Implementation of all policies is determined by the capacity of government. Brynard (2006:199) views capacity in terms of general systems thinking, as the structural, functional, and cultural ability to implement the policy objectives of the government.

Capacity refers to both tangible and intangible resources. Tangible resources include human, financial, material, and technological resources. Intangible resources include leadership, motivation, commitment, willingness, courage, and endurance. According to Makinde (2005:64), the nonexistence of adequate resources will result in implementation gaps, because it means that laws will not be enforced, services will not be provided, and reasonable regulations will not be developed. Woods (2000:811) asserts capacity comprises of two elements namely, policy capacity and implementation capacity. Policy capacity entails the ability of local government to structure the decision making, coordinate it and feed informed analysis in it. Implementation capacity is the ability to carry out the decisions and enforcement thereof.

The South African Government has an unfortunate record in terms of adequate resource allocation and is thus often the first reason alluded to as the cause of ineffective implementation of public policies. The incapacity of municipalities to deliver services as mandated by the **Constitution of the Republic of South Africa, 1996** is largely due to local government inheriting a highly fragmented local government system in terms of service delivery and economic opportunities. Although the three spheres of government are independent, interrelated, and distinct, their operations influence one another; local government is first to blame. For local government, to operate and effectively delivery of services support and cooperation from the other spheres is vastly required. Local government capacity is directly affected by the effectiveness of the relations that exist between and among the three spheres of government. Effectiveness is the degree of co-operation, support, and mutual respect that the three spheres of government have with each other in policy formulation and implementation, (Davids, 2009:20). The coordination between the three spheres of Government is administered by the national government, through co-operation amongst the various spheres of government facilitated by the Intergovernmental Relations Framework Act, 2005 (Act. 13 of 2005) and the Principles of Cooperative Government in the **Constitution of the Republic of South Africa, 1996**).

Successful co-operation requires addressing the lack of capacity and creating capacity building initiatives. Capacity building is an essential step in achieving effective policy implementation. It encompasses more than training and includes

human development, organisational development, institutional and legal framework development. The Gender Policy Framework for Local Government also acknowledges the importance of capacity-building programmes as essential part of the Gender Mainstreaming System (GMS), specifically Gender Focal Points (GFP) in national departments, provinces, SALGA, municipalities and Local Government Gender Forums. The significance of capacity building is especially at the three levels of: general awareness for the whole organisation. Firstly, understanding gender planning concepts at leadership and senior management positions. Secondly, thought in-depth gender analysis of skills for councilors leading committees responsible for gender mainstreaming and finally, through gender focal points, (Gender Policy Framework for Local Government 2007:41). A fundamental goal of capacity building is to enhance the ability to evaluate and address the crucial questions related to policy choices and modes of implementation among development options, based on the understanding of environment potentials and limits and of needs perceived by the people of the country concerned, (Global Development Research Centre: nd).

3.7.5 Clients and Coalitions

It is a universal perception that the sole role and responsibility to deliver basic services falls under the ambit of the national governments. However, since the first local government elections in 2000, the South African Government has encouraged effective relationships between Government and stakeholders, clients, and coalitions from the public and private sectors especially in delivering services. The call for establishing partnerships to deliver services by Government is encapsulated in the **Constitution of the Republic of South Africa, 1996** in section. The section makes provision for constitutional and political rights and encourages citizens to participate in political processes. It is important for effective policy implementation that government, join coalitions of interest groups from the public and private sectors, opinion leaders and other outside actors who are supportive of a particular implementation process since power shifts can strongly influence a particular policy implementation process (Brynard and de Coning 2006:203).

While the responsibility to mainstream the Gender Policy Framework for Local Government falls upon all spheres of government, the Department of Cooperative Governance and Traditional Affairs, provincial departments of Local Government, SALGA, municipalities, Government Sector Departments, and Traditional leadership and structures. The responsibility to drive and monitor the implementation of the policy rests with the National Gender Focal Point (GFP) in the Department of Cooperative Governance and Traditional Affairs. In the formulation of a gender policy and IDP document, the Gender Policy Framework for Local Government encourages municipalities to build up on the guidelines accessible by the framework and formulate a gender policy for its own context.

The Gender Policy Framework for Local Government in collaboration with the Municipal Systems Act, 2000 encourages municipalities to involve communities and community organisations in municipal governance by three elements of participatory governance: Firstly, municipalities must foster participation in the IDP process, performance management, the budget process, and strategic decisions regarding service delivery. Second, they must enable participation through capacity building in communities among staff and councilors and third, municipal funds must be allocated and utilized for the purposes of improving participatory government. Participation must take place through structures, such as ward committees, established under the Municipal Structures Act, 1998 (Act. 117 of 1998) and through the processes that exist in the Municipal Systems Act, 2000 (Act. 32 of 2000). Municipalities must also establish mechanisms, processes and procedures to enable community participation, for instance the municipality may establish advisory committees that consist of persons who are not councilors, (Gray and Mare 2002:5).

3.7.6 Communication

Communication is theoretically the first step in the implementation process and an essential ingredient for effective implementation of public policies. Through communication, orders to implement policies are expected to be transmitted to the appropriate personnel in a clear manner while maintaining accuracy and consistency. Inadequate information can lead to misunderstanding on the part of the implementers who may be confused as to what exactly are required of them. In effect,

implementation instructions not transmitted, distorted in transmission, vague or inconsistent may cause serious obstacles to policy implementation. Conversely, overly precise directives may hinder implementation by stifling creativity and adaptability (Edward III, 1980) in Makinde (2005:63). The process of policy communication according to Dunn (1994:20) incorporates policy analysis, materials development, interactive communication, and knowledge utilization. The communication process involves communicating with communities as well as communication of policy through the various levels of local government and stakeholders.

According to the Burnett Shire Council (2005:1), communicating policy to communities is essential as policy decisions affect communities. The communication process begins directly after the policy making process and thus for public policies to be effective, communication should be vigorous. The process of communication and factors possibly affect communication often differ from country to country. In the South African context, communication throughout the various levels of government is through written circulars, comprehensive reports and in the Government Gazette. The factors that lead to misinterpretation of policies and hinder effective communication to the public and to other stakeholders are the communication infrastructure, resources and language barrier.

After the formulation of the policy, affected stakeholders and the recipients of the policy are to be provided with policy-relevant knowledge. The responsibility of communicating policy-relevant knowledge to stakeholders, for example policy memoranda, policy issues papers, executive summarise, appendices, and new releases is the role of the policy analysts. The mentioned policy-relevant documents will consecutively serve as a basis for multiple strategies of interactive communications in conversations, conferences, meeting, briefings, formal hearings, and other types of oral presentation. The purpose of developing policy-relevant documents and making oral presentations is to enhance prospects for the utilisation of policy-relevant knowledge and open-ended debates among stakeholders situated within the process of policy making, Dunn (1994:20). Communication with stakeholders is very important as it enhances better understanding and better interpretation of the policy that will consecutively improve implementation. In communicating with recipients of the policy, the mode of communication selected is

very important. The selection is influenced by who the policy beneficiaries are and the type of communication to be used (Wolf **et al.** 1999:63). Policies are communicated both through written documents, the spoken word and through the media.

The Gender Policy Framework for Local Government encourages municipalities to have a communication strategy and ensure that the process and content of their gender policy is communicated to all women and men within their jurisdiction. Such a campaign to include communication in the local indigenous languages, and have regard to prevailing local rates of adult illiteracy. Policies should also be made available in Braille and seek as far as possible to communicate their contents on local community radio, (Gender Policy Framework for Local Government 2007:48).

Communication without community participation in IDP processes is impossible, thus both processes work together. The Municipal Structures Act, 1998 (Act. 117 of 1998) identifies mechanisms, processes, and procedures to enable the participation of communities, through either ward committees or advisory committees. .According to Gray and Mare 2002:5) where a council decides to establish an advisory committee or a ward committee, gender representation must be taken into account when appointing members. Ward committees are an important opportunity to build the capacity of women and build their self-confidence. These committees act as formal communication channels between the community and council, and thus, enable municipalities to translate women's representation into active participation to ensure gender-specific needs are met. Furthermore, municipal councils must take into account the special needs of women, for example, when planning a public meeting, Council must try to accommodate all these groups and consider issues such as whether the venue or time chosen may effectively exclude certain groups of individuals from attending.

The exposition of the 5-C variables has identified the following information, it confirmed that policy implementation is a multifarious process and far from being, simple process where administrators merely execute policy directives set by policy makers. The protocol recognised that policy implementation involved multiple actors, operating in diverse environments and with diverse resources at their control. The model also identified that the five policy variables are dynamic, diverse, and

interdependent while informing each other. The 5-C protocol is a single policy implementation model and is not alleging to be an all-inclusive theory of policy implementation; the variables are flexible and are just a few that shape the directions that implementation might take.

3.8 THE MANAGEMENT, MONITORING AND EVALUATION OF GENDER POLICIES

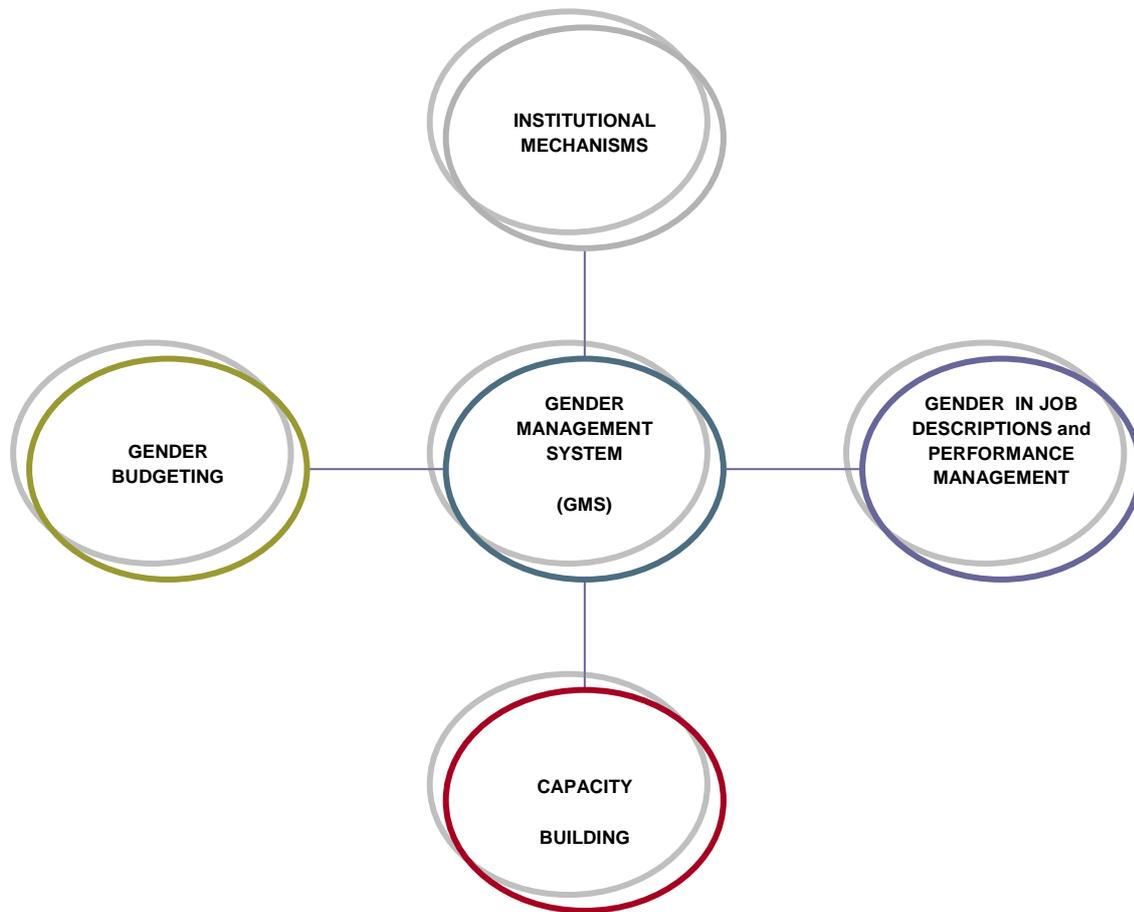
More and more governments are working to improve their performance by creating monitoring and evaluation systems to measure and to help them understand, their performance. These efforts rest on the simple proposition that it is better to have more information than less, in order to support and help guide policy making and management , and to underpin accountability relationships. The strengths of creating monitoring and evaluation systems include the improvement of the quality of government decisions and the effectiveness of government. Monitoring and evaluation identifies the most efficient use of available resources, and can be used to identify implementation difficulties. Finally, monitoring and evaluation enhances transparency and supports accountability relationships by revealing the extent to which government has attained its objectives. Monitoring and evaluation provides the essential evidence necessary to underpin strong accountability relationships, such as the accountability to Parliament, government stakeholders and to civil society, Mackay (2008:88).

To facilitate a monitoring and evaluation environment institutional mechanisms were established to ensure efficient, effective, and co-ordinated machinery for the formulation, implementation, monitoring, and evaluation of government policy on women's empowerment and gender equality. These mechanisms are referred to as the Gender Management System (GMS). The GMS recognises that gender mainstreaming should not be isolated to an organisational department, but should be shared by all departments within an organisation. The GMS (illustrated below in Figure 3.1) in the Gender Policy Framework for Local Government consists of several components, namely, institutional structures, gender in job descriptions and performance management, monitoring and evaluation, gender budgeting and capacity building.

The National Gender Policy Framework determined a network of institutional mechanisms to warrant continuous management, monitoring, and evaluation of the Gender Policy Framework for Local Government. These mechanisms encompass each national, provincial department as well as municipalities creating a Gender Unit or Gender Focal Points (GFP) and the creation of local government gender forums. In National Government the GFP are located in the office of the Head of Department and the Municipal GFP are located in the office of the mayor who in some instances can delegate supervision by the Municipal Manager.

The office of the Municipal GFP is mandated with comprehensive functions, they are required to advance a local government policy on women's empowerment and gender equality. Ensure that gender issues are routinely considered in planning session, including integrated development planning. Ensure that gender is incorporated in the municipal performance management system. Advise and brief the Mayor, Deputy Mayor, and Municipal Manager on all matters pertaining to the empowerment of women. Liaise and working with civil society structures, municipal departments, provincial offices on the Status of Women, in mainstreaming gender in policies, programmes, and practices. Ensuring the provision and use of gender disaggregated information in all municipal operations and reporting. Facilitating training in gender analysis, including training for staff and councillors, community-based organisation, ward committees and community development workers. Initiate and promote cross-sectional action on cross-cutting issues, such as HIV and AIDS and violence against women (Gender Policy Framework for Local Government 2007:39).

Figure 3.1 Gender Mainstreaming System



Source adapted from Morna (2008:86)

In municipalities that have gender policies, Special Programme Officers (SPOs) or gender managers in Special Programmes Units (SPUs) are entrusted with gender mainstreaming process. The problem with these SPOs and SPUs is that gender is integrated as a cross-cutting issue; it is rather assembled collectively with social needs such as HIV and AIDS, children and youth, people with disabilities and poverty. The result is that some of these units are stretched and run the risk of becoming dysfunctional with gender often falling to the bottom of the agenda even though it cuts across all the special issues. Thus the objective of local government

authorities advocating for gender equality and gender mainstreaming is for the incorporation of gender as an issue itself and not dealt with as a cross cutting issue. The renaming of the Office of the Status of Women to the Ministry of Women, Children and Persons with disabilities, in following of the 2009 general elections sparked annoyance by gender activists, most notably former Apartheid human rights activist and Speaker of Parliament Frene Ginwala and Gender Links executive director, Colleen Lowe-Morna. While delivering the Ruth First Lecture in 2009 Ginwala argued that the newly-established ministry, disguised patriarchy and the oppression of women and continued male domination in South Africa (Johwa 2009). She along with members of the Gender Commission called for women to have a ministry of their own. In the same vein, Morna shares Ginwala's views that the concerns of women and children are different and should not be conflated, as is the case, not just in the country, but also over much of the world. Her argument is that while women and children are both considered vulnerable groups, both groups have different needs. Furthermore, she adds that women are adults who should be exercising full agency, while children are dependents who should be cared for (Johwa 2009).

The second component of the GMS is that responsibility of mainstreaming gender needs in job descriptions and performance evaluations of the management teams. In an effort to ensure that the selection, recruitment and employment practices of municipalities comply with transformation legislation, councils in accordance with the Local Government Municipal Systems Act must provide an equitable, fair, open and non discriminatory working environment and Municipal Managers are obliged to comply with the Employment Equity Act, No.55 of 1998. In fulfillment with the legislation, it is also suggested that efforts should be made to encourage women to apply for jobs, interview panels are gender balanced and be representative of the entire population, the municipality and the training and development of women should keep a database of suitable women fast-tracked into management positions. Women should be afforded time to acquire the necessary experience and knowledge, gender training, and must have options of being mentored and coached. Consideration must be given to selection and recruitment policy targets for ensuring and participation of women at all levels of decision making.

The GMS provides for monitoring and evaluation as the third component of GMS. The gendered impact of policies, laws, service delivery is through gender indicators as part of the monitoring and evaluation system. These gender indicators, consecutively, have an important effect if the organisation keeps regular, accurate, and updated gender disaggregated statistics. These statistics must go further than how many women and men are employed by the organisation. Possible monitoring and evaluation interventions identified in the Gender Policy Framework for Local Government (2007:45) include, statistics disaggregated by the level of service, employment and procurement. Whether Key Performance Indicators (KPI) identified in the Gender Policy Framework for Local Government, enable municipalities to assess how service delivery impacts on women and men from different backgrounds in the community. Whether Municipal Managers are fully aware of their responsibility with regard to gender mainstreaming and whether it is built into the Performance Agreement. Finally, whether the leadership of the municipality raises questions regarding performance on gender targets constantly.

Gender budgeting and resource allocation is also another useful measure in gender mainstreaming. Municipalities in South Africa, are experiencing difficulty in this regard, either: there is a lack of a specific municipal budget for promoting gender equality and employment equity or if a municipal budget concerns gender budget it is often the easiest gender related statistic to identify, and usually constitutes a small portion of the overall budget, Morna (2008:87). Municipal budgets are encouraged to be gender responsive, according to the Gender Policy Framework for Local Government (2006:21) a budget is gender responsive if it ensures that resources are allocated for the development of municipal policies and actions. Gender is taken into account in all municipal budget allocations and expenditure. Budget reviews at national, provincial, and local government level demonstrate that it has considered the differential impact of spending on women and men. A gender analysis accompanying all budget submissions thus ensuring that all women and men benefit equally. Resources are allocated for overcoming the historical disadvantages faced by women. Gender budgeting therefore refers to only expenditure earmarked for women, but also to an analysis of the entire budget from a gender perspective. Municipalities should be consequently encouraged to dedicate a percentage of total expenditure devoted to municipal services prioritised for women and utilise available

monitoring and evaluation mechanisms to ensure that all expenditure benefits women and men equally.

Capacity-building is the final approach; it is an essential part of the Gender Management System (GMS). It recognises the need to offer women at all levels of municipalities training and confidence building, such as training in the media, public speaking, and assertiveness. While the GFPs and SPUs need to have in-depth gender analysis skills, it is important that all members of the organisation have the capacity and skills to identify, recognise, and address gender issues in their work, and in the workplace. Ideally, such training should be not be once off, and should form part of the organisation's overall transformation agenda, (South Africa Local Government Gender Action Plan 86-87). Further, capacity building entails understanding gender planning concepts at leadership and senior management positions. Gray and Mare (2002:8), assert that appointed women should also be provided information and support so that they understand their roles and responsibilities better. Further, policies favouring women in job selection and promotion must be in place as well as the provision for their training and development, including public speaking, assertiveness training, mentoring, and networking.

3.9 CONCLUSION

The test for any proficient government administration is the evidence of bridging the gap between the intention of a policy and the actual achievement of the policy objectives. The requirement of successful policy implementation entails all government policy makers and spheres of government to consider the issue of policy implementation seriously, through all the stages of policy making. In its commitment to creating an enabling environment for gender equality and the empowerment of women, the South African Government established gender sensitive policies and legislative frameworks aligned with developmental, international, regional, national, and local government frameworks. The premium gender local government legislative framework is the Gender Policy Framework for Local Government, 2007. The framework provides a highly structured implementation plan; specifically with indicators and mechanisms for restructuring, strategic interventions to facilitate

gender policy implementation in both the Provinces and in Local Government. Since its promulgation in 2007, national, provincial, and local government GPF and relevant stakeholders have not been mandated to the five-year review period stipulated by the policy framework aligned with the IDP review and IDP hearings. Thus, municipality's successful or failure in achieving the set objectives has yet to be reported. The Gender Policy Framework for Local Government however provides five-year performance indicator's municipalities can utilise to confirm their progress.

Nevertheless, translation of the policy directives and achieving some of the performance objectives as authorized by policy makers has proven challenging. The performance objectives will be discussed further in chapter four. The implementation gap can arise because of many factors from the policy itself, the policy makers, the policy implementers, or the environment in which the policy was planned. The main obstacles with the implementation of the Gender Policy Framework for Local Government are identified as: municipalities lacking the capacity to deliver upon the objectives; gender issues are not a main concern of municipalities; the attitude of policy implementers and insufficient bureaucratic structure. Significant variables that Government should consider towards successful implementation of the Gender Policy Framework for Local Government are the following: effective communication and commitment between policy makers, beneficiaries, policy implementers, and monitoring agencies. The involvement of policy implementers in the formulation stages of the policy. Taking into consideration the capacity of municipalities to manage, implement, monitor, and evaluate the objectives of the Gender Policy Framework for Local Government.

CHAPTER FOUR

INTRODUCTION TO THE BUFFALO CITY AND AMAHLATHI LOCAL MUNICIPALITIES

4.1 INTRODUCTION

Gender analysis is initially the first step in gender planning, the process has the objective to identify and address the impact of a policy, programme, and initiatives on men and women. The analysis categorises the differences between women and men regarding their specific activities, needs, control over resources and access to resources and development benefits. The focal point on gender specific and gender analytical policies and programs serves two purposes, namely the advancement of sex-disaggregated data on the delivery of basic services, based on the needs and priorities of a particular gender. Secondly, according to Donaghy (2003:13) disaggregated data plays a key role in informing gender analysis and assisting decision makers in understanding the gender implications of other policies. In accord with the two purposes, gender analysis, will finally lead to improving gender planning for the concerned population, who principally are women. The differential impact according to (Gray and Mare 2002:2) is also true for service delivery, as the roles of both women and men, lead them to be differently affected by service delivery. To accomplish the effective application of gender-sensitive planning and the construction of gender indicators, municipalities are encouraged to produce information disaggregated by sex, especially in relation to the provision of adequate basic services, adequate housing, economic opportunities, and persons living in poverty.

The focus of this chapter will be the comparative analysis on the differences between the needs of women and men in the two case studies in this research namely, the Buffalo City and Amahlathi Local Municipalities. It intends to; firstly, provide a review of the situational analysis of the needs of women at the Buffalo City and Amahlathi Local Municipalities in the jurisdiction of Amathole District Municipality. Secondly, the chapter will provide a gender equality analytical profile concerning the Buffalo City and Amahlathi Local Municipality's efforts in implementing the Gender Policy Framework for Local Government. The central intention of this chapter is to offer in-depth understanding of the differences between the municipalities with regard to

socio-economic challenges, service delivery impediments, and their gender equality standpoint towards the needs of women.

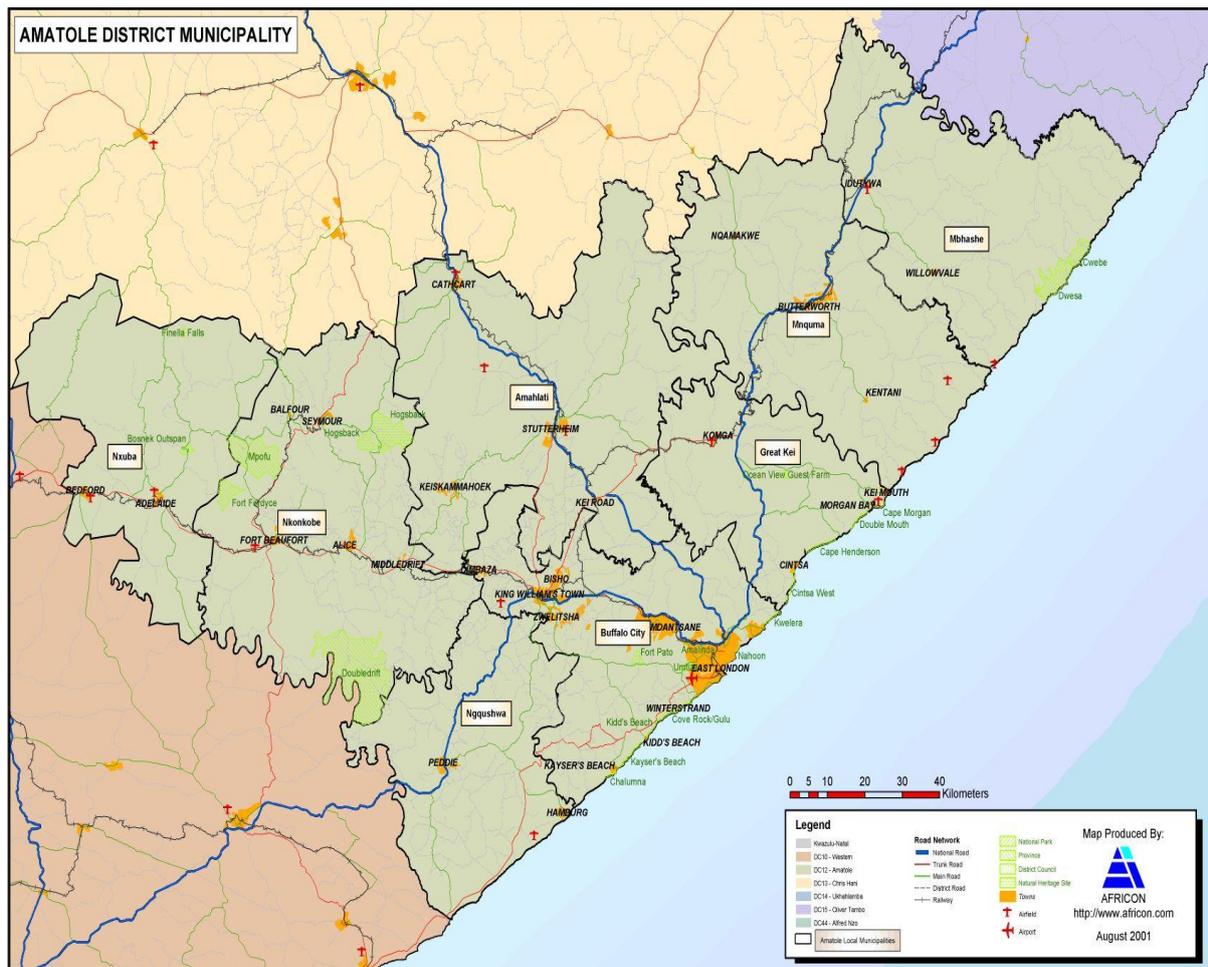
4.2. SITUATIONAL ANALYSIS

The situational analysis will concern areas of importance for women, for example: region analysis, demographical overview, economic overview, and infrastructural overview. The region analysis will provide a geographical outlook of the Buffalo City and Amahlathi Local Municipalities. Demographical overview will contain statistical information on population by gender and race, Human Development Index (HDI) and poverty and inequality levels. Economic overview indicators will include labour market indicators that will include formal employment, economically active population, and population employed. Infrastructural overview indicators comprise of basic service needs mostly important to women, such as dwelling types, households receiving water in the dwelling, households receiving sanitation, households receiving electrification in their dwelling, and household refuse disposal.

4.2.1. Region analysis of the Amathole District Municipality

The Amathole District Municipality, Figure 4.1 is located within the Eastern Cape Province, between the small towns of Port Alfred and Port St John's. The District covers a land area of approximately 23, 577.11km² and broadens from the Indian Ocean coastline in the south to the Amathole Mountains in the north. The District consist of the large parts of the former Ciskei and Transkei homeland areas and is bordered by the Cacadu, Chris Hani and OR Tambo municipalities (Amathole District Municipality 2009:12). The area of Amathole District Municipality comprises of eight local municipalities. The eight local municipalities are Buffalo City Municipality, Amahlathi Municipality, Nxuba Municipality, Nkonkobe Municipality, Ngqushwa Municipality, Great Kei Municipality, Mnquma Municipality, and Mbhashe Municipality. The first two local municipalities, Buffalo City and Amahlathi Municipalities form part of this research.

Figure 4.1 Amathole District Municipality Map



Source adapted from the Eastern Cape Development Corporation (2010)

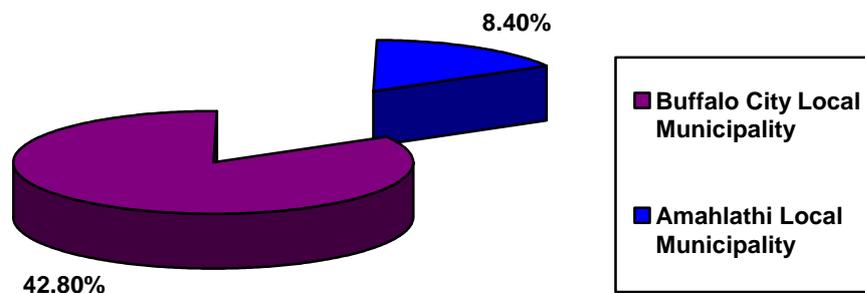
Buffalo City is the key urban centre of the eastern part of the Eastern Cape. It consists of a corridor of urban areas, stretching from the port city of East London to the east, through to Mdantsane and reaching Dimbaza in the west. Both East London and King Williams Town have important functions. East London is the primary node as it is the dominant economic centre. King Williams Town functions as a Regional Service Centre and together with Bhisho, is the Provincial Administrative Centre and contains the seat of the Provincial Government of the Eastern Cape Province area (Buffalo City Municipality 2009:12). The Amahlathi Local Municipality is part of the Amathole District Municipality, and has a population of 112 735. It comprises of areas formerly under the administration of the transitional local government bodies of Stutterheim, Stutterheim rural, Keiskammahoek, Keiskammahoek rural, Cathcart, Cathcart rural, Kei-Road, King Williams' Town rural, and Tsomo rural. The key three

economic sectors of employment in the municipality are the community, social and personal services sector. The agriculture, forestry, fishing, and hunting sector and the manufacturing sector and tourism industries have significant potential.

4.2.2 Demographic overview of the Amathole District Municipality: Buffalo City and Amahlathi Local Municipalities

The demographic overview section will outline demographics profile of the Buffalo City and Amahlathi Local Municipalities, indicators used are population, population group, gender, human development index and poverty levels. According to the Community Survey conducted by Statistics South Africa in 2007, the population of the Amathole District Municipality was about 1,635,433. The Buffalo City Local Municipality has the majority population of 765 343 (42.8 %), while the Amahlathi Local Municipality has a population of 112 735 (8.4 %), Figure 4.2.

Figure 4.2 Population outline in the Amathole District: Buffalo City and Amahlathi Local Municipalities



4.2.2.1 Population groups in the Buffalo City and Amahlathi Local Municipalities

The population group of the Amathole District Municipality predominately encompasses Black South Africans (91.89%), followed by White South Africans

(4.94%), Coloureds (2.90%) and Indians or Asians (0.3%), (Amathole District Municipality 2009: 14). Table 4.1 represents the Amathole population demographics.

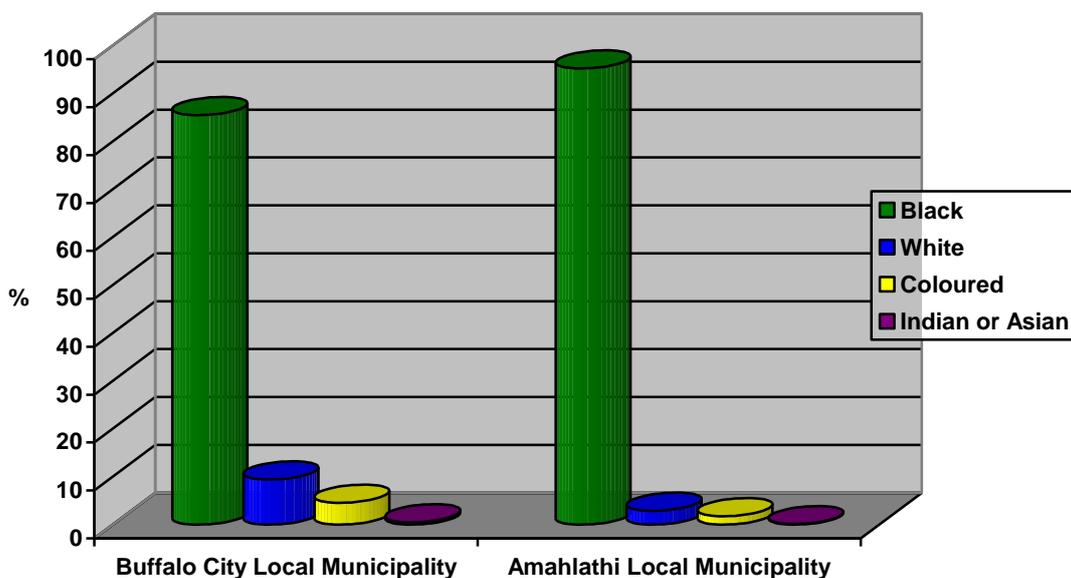
Table 4.1 Population groups in the Buffalo City and Amahlathi Local Municipalities

Municipality	Black	White	Coloured	Indian or Asian
Buffalo City	85.48 %	9.42 %	4.59 %	0.51 %
Amahlathi	95.22 %	2.90 %	1.76 %	0.12 %

Source: adapted from Amathole District Municipality (2009:14)

The population groups of the Buffalo City Local Municipality are composed of 85.48 % Black, 9.42 % White, 4.59 % Coloured, and 0.51% Indian or Asian. While in the Amahlathi Local Municipality Black 95.22 %, White 2.90 %, Coloured 1.76% and 0.12 % Asian or Indian. Figure 4.3 provides a graphical illustration.

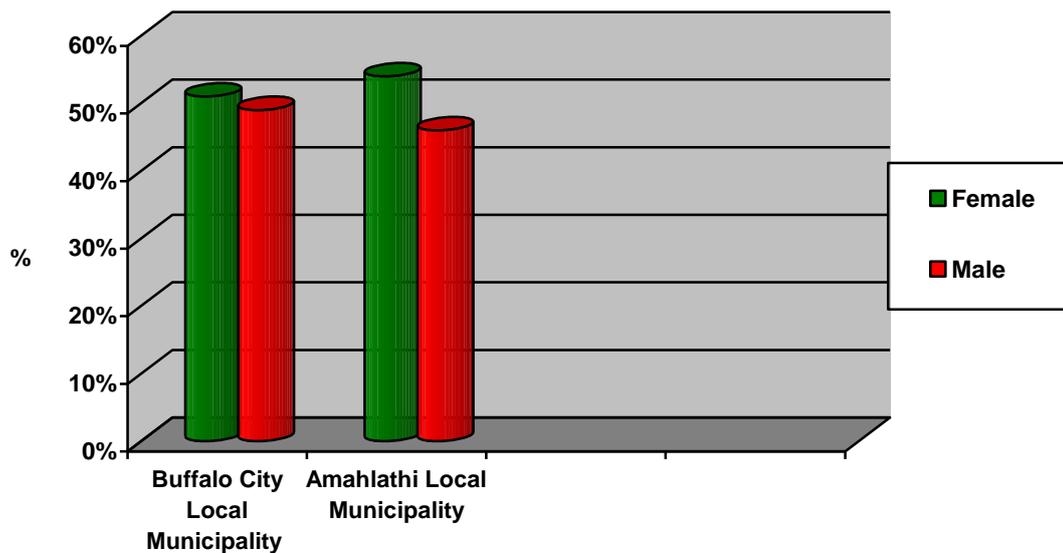
Figure 4.3 Population groups in the Buffalo City and Amahlathi Local Municipalities



4.2.2.2 Gender composition of the Buffalo City and Amahlathi Local Municipalities

In the Eastern Cape, women not only represent the majority of the population, but also form the majority of household heads. In terms of gender, both municipalities have an equal distribution. From the overall 765 343 inhabitants of the Buffalo City municipal area, 53 % comprise of female inhabitants and 47 % male. The Amahlathi population comprises of 54 % female and 47 % male, about half of the 112 735 population live in rural areas and younger than 20 years. Figure 4.2 represents the gender composition.

Figure 4.2 Gender composition of the Buffalo City and Amahlathi Local Municipalities



4.2.2.3 Human Development Index (HDI) of the Buffalo City and Amahlathi Local Municipalities

The Human Development Index (HDI) is an indicator, which measures development. It measures life, expectancy, literacy, and income of a particular district. With an increase in all Local Municipalities in South Africa from 1996 to 2005, it is clear indication that the quality of life has improved. Buffalo City has the highest HDI of all

local municipalities, 0.59 % in the Amathole District. The increase is explained by the presence of good education in the area, the areas good economic performance as compared to the other local municipalities and better health facilities (Amathole District Municipality 2009:20). The Amahlathi Local Municipality HDI is poor and is attributed to the areas demographic challenges, for example the higher demand for basic services, higher poverty levels and the economic condition in terms of lack of income and unemployment opportunities.

4.2.2.4 Poverty and Inequality in the Buffalo City and Amahlathi Local Municipalities

Poverty alleviation remains a high priority of the South African Government since 1994. Although the yearly extension of social grants has brought much necessary support for many South Africans trapped in poverty, it is perceptible that the social grants address the symptoms of poverty and not necessarily the problem. To fully alleviate poverty in South Africa, Armstrong, Lekezwa and Siebrits (2009) acknowledge a solution through the formulation of massive poverty reduction strategies to accelerate economic growth and the reform of the education system. The plague of the poverty trap persists and most noticeable in the rural areas of the country and its victims are mostly women as they are often marginalised from economic opportunities.

Poverty has constantly been a challenge for municipalities to control, especially in the Eastern Cape, poverty rates in the province account for 57.6 %. The high levels of poverty in the Buffalo City Local Municipality are apparent starting from the 2001 Census statistics where approximately 70 % of households have an income of less than R1500 per month and 28 % of all households have R0 income. Poverty alleviation is thus a central issue for the Buffalo City Local Municipality and is addressed, within the available various resources, through various IDP programmes and projects. Examples of these include the municipality's Local Economic Development Programme, the provision of free basic services to qualifying households and the Mdanstane Urban Renewal Programme (Buffalo City Municipality 2010:13). Table 4.2 represents the poverty levels along population lines.

Table 4.2 Poverty levels in the Buffalo City Local Municipality

Municipality	Black	Coloured	Indian	White	Total
Buffalo City	241 989	15 867	541	6989	265 386
	(91%)	(6%)	(0.2%)	(3%)	

Source adapted: from the Department of Social Development in the Eastern Cape (2010:22)

Income figures obtained from the 2001 Census report suggest that 86 percent of households within the municipality earn less than R1600 per month and headed by females. The residents of these households live below the Household Subsistence Level, highlighting the large-scale poverty (Amahlathi Municipality 2008:8-10). Table 4.3 provides an overview of demographics of persons living in poverty in the Amahlathi Local Municipality.

Table 4.3 Poverty levels in Amahlathi Local Municipality

Municipality	Black	Coloured	Indian	White	Total
Amahlathi	44 498	70	0	561	45 129
	(98%)	(0.15%)		(1.24%)	

Source adapted: from Department of Social Development (2010:22)

The number of people living in poverty in the Amathole District Municipality, in the Buffalo City Local Municipality accounts for the lowest poverty level 54 % because of the area is the primary economic hub. The Amahlathi Local Municipality experienced a 70 % poverty level. Figure 4.3 provides a statistical analysis of the poverty population of both municipalities.

Figure 4.3 Combined poverty population of Buffalo City and Amahlathi Local Municipality



The high levels of poverty have subsequently amplified the quandary in a series of quarters, such as unemployment, health problems especially HIV and AIDS, inadequate basic services and increase in residents surviving on government grants and pensions. Household grant dependence is higher in the Amathole District (66%) than the average for the Eastern Cape Province (64%) as a whole. Buffalo City Local Municipality (53%) falls below the district and provincial average and the household grant dependence percentage of the Amahlathi Local Municipality is unidentified. The number of people receiving social grants indicates the number of people earning a household income below a certain level and therefore qualify for social grant support. Child support grants are by far the common type of social grant support received by residents it accounts for 18.8%, followed by old age pension 7.9 % and disability grant 3.1 % (Amathole District Municipality 2009:23).

4.2.3 Economic overview of the Buffalo City and Amahlathi Local Municipalities

The economic overview section will focus on the economic functioning and dynamics of the Buffalo City and Amahlathi region in the direction of the economy, labour market, the unemployment rates and further challenges constraining economic growth in both regions. The Amathole District Municipality has the second largest economy in the Eastern Cape, contributing 27 % to the provincial economy. Buffalo City is one of the key economic hubs of the Eastern Cape Province. In 2004, it was

estimated that the municipality contributed 23 % to the total GDP of the Province and provided 19 % of the Provinces formal employment opportunities. The Census calculated in 2001 states that the unemployment rate for the Eastern Cape is at 54.6 % the highest unemployment rate in the country, which had a national average of 41.6% unemployment. Of those employed in the Eastern Cape, the majority (approximately 210 000) were found in elementary occupations (Buffalo City Municipality 2007:8).

The data represented to depict the labour market in Table 4.4 and Figure 4.4 clearly gives an idea about the unemployment crisis facing the city. International companies such as Daimler Chrysler and Johnson and Johnson have also been deeply affected by external economic factors, such as the financial crisis that has led to major downsizing and retrenchments.

Table 4.4 Labour market analysis of the Buffalo City region

Municipality	Employed	Unemployed	Not economically active	Not applicable	Total
Buffalo City	177 834	112 253	145 567	17 107	492 104

Source adapted: from the Department of Social Development in the Eastern Cape (2010:26)

The overcast unemployment statistics represented in Table 4.4 and Figure 4.4 have had an adverse effect on the HIV and AIDS levels and exacerbated the poverty levels in the Buffalo City municipal region. The unemployed majority in the Buffalo City municipal region in 2004 were women (approximately 57%), 65 % were younger than 29 (52 % between the ages of 20 -29) and 60 % of the unemployed had lower skills levels and had not progressed beyond grade 9 (Buffalo City Municipality 2007:10).

Figure 4.4 Labour market graphical analysis of Buffalo City region



The key three economic sectors of employment in the Amahlathi Local Municipality are the community, social and personal services sector. The agriculture, forestry, fishing and hunting sector and the manufacturing sector and tourism industries have significant prospective. As a mostly rural region inhabited by women, unemployment levels are high. Women in the municipal district are primarily involved in domestic, reproductive and community work and as with most regions in South Africa the area the high levels of unemployment have exacerbated by the HIV and AIDS pandemic. The enduring consequences of the HIV and AIDS pandemic have unsurprisingly caused the following four occurrences of events. Firstly, the disease drastically altered the demographic profile of the Amahlathi area. Secondly, the disease naturally had a negative effect on the economic activity of the population (the economically active population consist of individuals who are employed and between the ages of 15-65), as depicted in Table 4.5 and Figure 4.5 and thirdly, the disease affected women directly with a quick increase in the number of female-headed households.

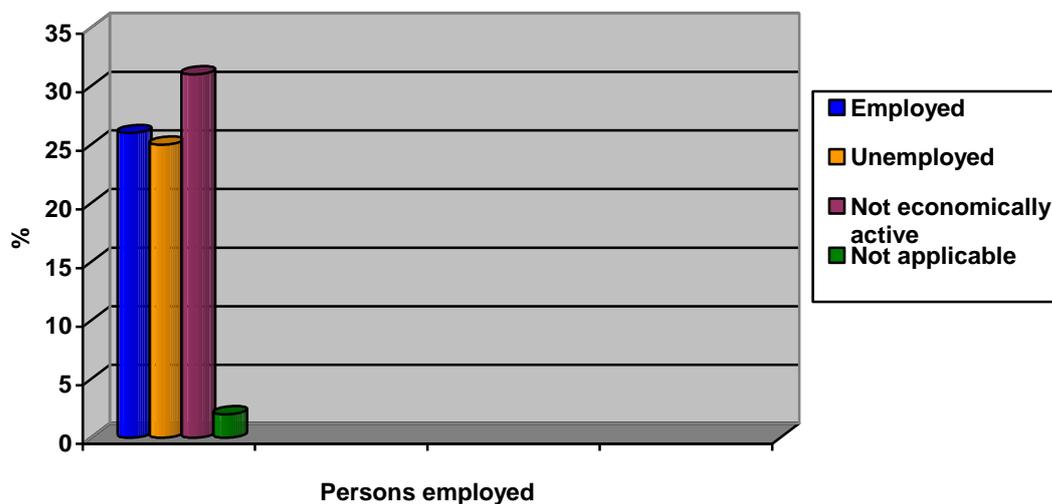
Table 4.5 Labour market analysis of the Amahlathi region

Municipality	Employed	Unemployed	Not economically active	Not applicable	Total
Amahlathi	17 630	16 583	21 277	1500	67 477

Source adapted: from the Department of Social Development in the Eastern Cape (2010:23)

Table 4.5 and Figure 4.5 represent a graphical illustration of the labour market environment of the area. Setting aside the disappointing cost of HIV and AIDS on the economically active population employment in the Amahlathi area, statistics by the Amahlathi IDP indicate that only 17 % of the economically active population within the municipality is employed, although only 23 % of the population is actively seeking employment.

Figure 4.5 Labour market graphical analysis of the Amahlathi area



The final consequence of the HIV and AIDS pandemic in the Amahlathi Local Municipality resulted in an increase in the number of families that live below the

poverty line. The poverty levels are shown in Table 4.3 and Figure 4.3. The municipality will consequently have severe increase in the need for healthcare and social support mechanisms, particularly for the most vulnerable sectors of the population, including the sick and young and the elderly (who will be deprived of caregivers). A change in consumer patterns is expected as a result of the disposal income of most affected household being increasingly being preoccupied to medical and related expenses (Amahlathi Municipality 2008:8-10).

4.2.4 Infrastructural overview of the Buffalo City and Amahlathi Local Municipalities

The infrastructure overview explores the Buffalo City and Amahlathi Local Municipalities capacity to deliver basic services to its residents, such basic services include piped water inside the house, access to lavatories, electricity inside the house, safe and adequate housing and refuse removal. The Eastern Cape Province is comprised of six district municipalities, 38 local municipalities and one uni-city. Approximately 6.98 million people live in the province, the third most populace province in the country. The province has the least amount of formal housing 47.3 % and the highest percentage of traditional dwellings 38.1% in South Africa. The majority of people use paraffin and wood for cooking and heating. In addition, approximately 350 000 people used a stream or river to collect water; only 62.4 % have access to piped water. Approximately 30 % of the households in the province do not have access to toilets, the highest percentage of households without access to toilets in the country (Buffalo City Municipality 2007:8). While the Buffalo City Local Municipality's service delivery impediments are not distinctive in similarity with other municipalities in South Africa, the municipality has however improved the quality of lives of black women, as the category most vulnerable with regard to inadequate provision of services.

The statistics in illustrated in Table 4.6 and Figure 4.6 present that 98 % of the inhabitants in the Buffalo City municipal area have piped water inside their dwelling, 67 % have access to adequate sanitation, and 75 % have access to electricity as a main source of energy. The provision of adequate housing is a challenge for the

municipality; the municipality is estimating an annual growth of 1 % in the housing backlog.

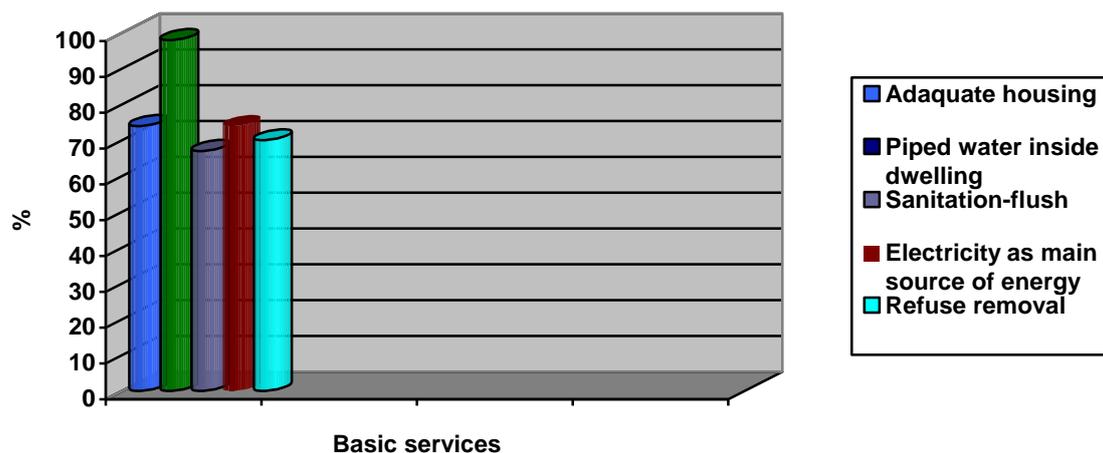
Table 4.6 Provision of infrastructural services in the Buffalo City Municipality

Municipality	Adequate housing	Piped water inside dwelling	Sanitation-flush	Electricity as main source of energy	Refuse removal
Buffalo City	74%	98%	67%	74%	70%

Source adapted: from the Department of Social Development in the Eastern Cape (2010:27-33)

Challenges confronting the Buffalo City Local Municipality pertain to water sanitation, water backlogs, sanitation backlogs, electricity backlogs, refuse removal, roads and public transport and housing are still rampant. Women are also most vulnerable to HIV and AIDS as well as victims of violence.

Figure 4.6 Provision of infrastructural services in the Buffalo City Local Municipality



The specific responsibility for delivering services is allocated to the local sphere of government and this makes it the ideal site to impact on gender inequalities. Most

women in the Amahlathi area are mostly involved in domestic, reproductive and community roles, the inadequate delivery of services thus has a direct impact on their lives and those of their families. Amahlathi Local Municipality's service delivery impediments are not unique in comparison with other municipalities in South Africa. The weak state of local government was highlighted in the recent report on the State of local government in South Africa published by the Department of Cooperative Governance and Traditional Affairs. The report intended to assess the performance and state of local government and to what degree the state needs to reform and rationalise its resources to support the intent of developmental local government. The Report (2009:40) highlights that each province has regional specific challenges and variations in service delivery strengths and weaknesses.

Challenges in the Amahlathi Local Municipality pertain to water sanitation, water backlogs, sanitation backlogs, electricity backlogs, refuse removal, roads and public transport and housing. Table 4.7 and Figure 4.7 presents a graphical representation of infrastructure services provided to the residents of the Amahlathi area and further shows the opportunity for improving the already exceedingly low quality of life of black women as compared to those of other races. The percentages illustrate that: 53 % of Black Africans still live in rural areas and in traditional dwellings, 8 % have access to piped water inside their dwelling, 20 % have adequate sanitation, 67 % use electricity as a main source of energy for cooking and only 17 % have access to refuse removal.

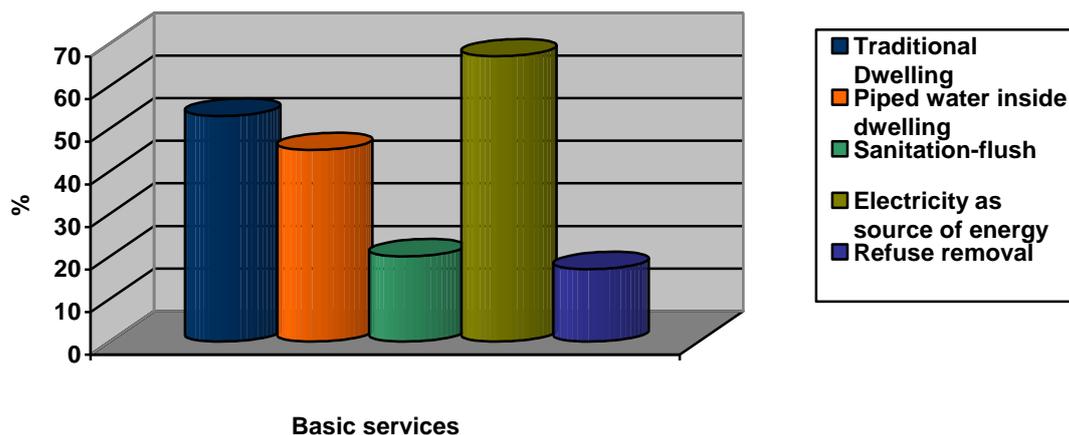
Table 4.7 Provision of infrastructural services in the Amahlathi Local Municipality

Municipality	Traditional Dwelling	Piped water inside dwelling	Sanitation-flush	Electricity as main source of energy	Refuse removal
Amahlathi	53 %	45%	20%	67%	17%

Source adapted: from the Department of Social Development in the Eastern Cape (2010:23-27-33)

The Amahlathi Local Municipality's IDP of 2008 and statistics provided by the 2010 report published by the Department of Social Development in the Eastern Cape, confirm the report on the state of local government in South Africa. Both reports indicates that there is a lack of potable water in certain areas; insufficient housing; poor condition of roads and associated infrastructure; inadequate power supply and infrastructure; limited access to sanitation infrastructure and poor telecommunication networks. The appropriate and adequate delivery of services will lessen the burden on women and therefore open up opportunities for them to develop themselves in different ways.

Figure 4.7 Provision of infrastructural services in the Amahlathi Local Municipality



4.3 GENDER EQUALITY ANALYSIS IN THE BUFFALO CITY AND AMAHLATHI LOCAL MUNICIPALITIES

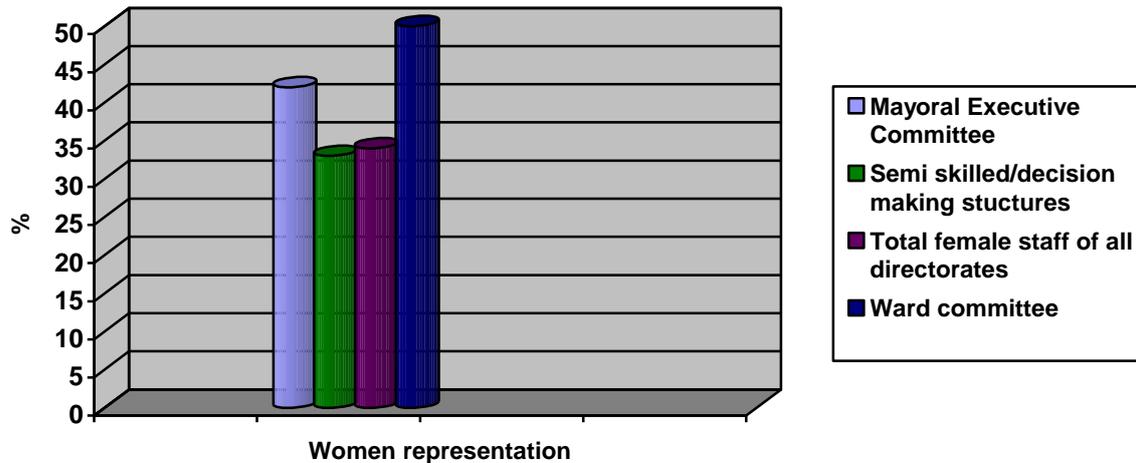
Local government has an obligation to assist municipalities to participate in the transformation of gender relations and make sure that gender issues are mainstreamed within all processes and structures within municipalities and within communities. The gender equality analysis section entails analysing the Buffalo City and Amahlathi Local Municipality's engagement with gender both internally and externally in the course of the analysis of their respective IDP documents.

4.3.1 Gender equality analysis in the Buffalo City Local Municipality: organisational context

While analysing the internal dynamics, the Buffalo City Local Municipality has made gender equity a high priority. In the year 2007, the Buffalo City Municipality commissioned and subsequently launched a gender policy and strategy, which aimed to promote and protect, develop and attain gender equality within the Municipality and the community. The Buffalo City Local Municipality like most municipalities in South Africa focuses on gender equality in terms of implementing the employment equity policy by promoting women in senior management positions and could be considered as a gender champion. In the municipality, women account for 42 % of the Mayoral Executive Committee. Both the Executive Mayor and Speaker are women. In terms of employment equity, the Buffalo City Local Municipality has put in place an employment equity plan with monitoring indicators that are gender disaggregated. These indicators show that women comprise 38 % of the total staff of the directorates. The higher representation, approximately 33 % is found in semi-skilled and discretionary decision-making levels (Buffalo City Municipality 2010:14). All statistics are represented in Figure 4.8.

Within the municipality, several initiatives have been undertaken related to gender. For instance, the Buffalo City Local Municipality has undertaken a 10 percent target for awarding preferential procurement contracts to companies in which women specifically have a major share. A sexual harassment policy is in place and sexual harassment is taken seriously by the municipality. The election of ward committees, undertaken in 2006, focused on ensuring equal representation of women. Currently just below 50 percent of the ward committees are women. The Municipality has also launched plans to make it more convenient for the mothers with children, by establishing a childcare facility (Buffalo City Municipality 2009:23).

Figure 4.8 Representation of women in Buffalo City Local Municipality



In the IDP 2009-2010 the Buffalo City Local Municipality has pledged to transform gender relations within the municipality, by reducing gender inequalities as they affect access to job opportunities, land, service, and procurement. Two practical strategies the municipality will utilise in transforming gender, is the review of the Gender Strategy and Plan of Action and the creation of gender awareness on gender mainstreaming. The monitoring indicator for the Gender Strategy and Plan of Action strategy is the successful implementation of the plan; the measurement source will be reports and minutes of the strategic committee who will meet annually. In terms of gender awareness, the number of gender mainstreaming training workshops will serve as indicator; reports, minutes of meetings and gender training register will provide a biannual measurement source. The municipality has nevertheless made momentous gains in placing gender equality as cross-cutting issue. The municipality is optimistically undertaking a process of mainstreaming cross-cutting issues, through supporting the different directorates to consider and take account of cross-cutting issues, namely: HIV and AIDS, local agenda 21, poverty, gender, disability, gender, disability, older persons and youth and children. In analysing the performance of the Buffalo City Local Municipality according to the generic, short-term, and long-term performance indicators, the leadership of the municipality and the provincial GFPs should be immensely proud.

4.3.2 Gender equality analysis in the Amahlathi Local Municipality: organisational context

In an analysis of the internal dynamics of the Amahlathi Local Municipality, it is apparent that gender equality and mainstreaming is not a main concern and thus not much information is available regarding the commitments, progress and problems the municipality has made concerning gender sensitising the organisational structure to meet requirements in the Gender Policy Framework for Local Government. Three examples that evidently illustrate this argument are firstly, the low percentage representation of women in decision-making structures. Secondly, the lack of special gender structures, such as gender desks within the municipality. Thirdly, the lack of formulating a gender policy for the municipality. The response to the municipality's poor performance is accounted to the grave challenges confronted by the municipality such as poverty alleviation, limited capacity of the institution, staff and finances. The resultant outcome is that complete focus on gender initiatives as required by the Gender Policy Framework for Local Government are considered an extravagance that the municipality unfortunately cannot meet the expense of.

4.4 CONCLUSION

The Gender Policy Framework for Local Government and Integrated Development Planning framework put forward guidelines on how and when local government stakeholders and municipalities should integrate gender in both the internal functions and procedures, and externally in service provision. The intent of both frameworks are intertwined, as they both seek to ensure that the needs of women were met in the policy formulation and decision-making stages, they propose ways to of mainstreaming gender. This chapter intended to analyse the progress that the Buffalo City and Amahlathi Local Municipalities have made thus far with regard to implementing, of the objectives of the Gender Policy Framework for Local Government. The chapter provided a situational analysis profile and gender analysis profile on both municipalities. The main objective of this chapter is to offer in detail understanding of the differences between the municipalities with regard to socio-economic challenges and service delivery impediments and their gender equality standpoint.

In terms of analysing the IDP of both municipalities and the short-term and long-term performance indicators established in the Gender Policy Framework for Local Government the following findings were made: both municipalities are clearly under pressure to implement the IDP and fulfill the promise of a better life for all, as was reported in the report commissioned by the Department of Cooperative Governance and Traditional Affairs in 2009. As such, there is apprehension in some municipalities that including gender equity in the IDP would burden municipalities even more. This is currently evident in the case studies selected for this research. Attention to gender within the IDP documents was absent in the Amahlathi Local Municipality, whilst the Buffalo Local Municipality focused on gender as a cross cutting issue. Women tended were regarded as one of the vulnerable groups deserving of special attention, but, in practice, this was not carried through within the IDP. What is suggested is for gender to be incorporated and mainstreamed at each stage of the IDP process, rather than treating gender as a separate issue. However, municipalities cannot mainstream gender if the institutions themselves have no capacity to deliver upon service delivery mandates. Thus, the call is for local government authorities to increase the all-round capacity of municipalities through the provision of human, financial, technical, and physical resources.

In terms of the evaluating the performance of the municipalities in comparison with the short-term and long-term indicators established in the Gender Policy Framework for Local Government, the Buffalo City Local Municipality has surpassed the Amahlathi Local Municipality. The Buffalo City Local Municipality has developed two documents to address gender equality, a Gender Policy accompanied by a Gender Mainstreaming Strategy developed to implement the goals of the Policy. The achievements of the policy and its strategy are apparent from the increased representation of women in strategic and operational levels, establishment of a sexual harassment policy, a child-care facility, and the awarding of preferential procurement contracts to companies in which women specifically have a major share. Yet gender is mentioned as a cross-cutting issue along with people with disabilities, the youth, and elderly in the IDP and not as a stand alone issue.

In terms of the progress of the Amahlathi Local Municipality with regard to the short-term and long-term performance indicators in the Gender Policy Framework for Local Government, the municipality has performed poorly. Insufficient literature is

accessible on the level of performance relating to the representation of women in strategic and operational levels, a sexual harassment policy, or even a municipal gender policy. The poor performance can be attributed to the momentous challenges confronted by the municipality; challenges include poverty alleviation, limited capacity of the institution, staff, and finances. These challenges have made the attention on gender sensitizing the municipality particularly with the formulation of a gender policy difficult and hence gender is an extravagance the municipality simply cannot afford.

CHAPTER FIVE

DATA ANALYSIS AT THE BUFFALO CITY AND AMAHLATHI LOCAL MUNICIPALITIES

5.1 INTRODUCTION

The main purpose of this chapter is to provide an overview of the findings of the empirical data collected on the understanding and experiences of the respondents in the implementation of the Gender Policy Framework for Local Government. The chapter follows the comprehensive study of literature assembled in chapter 3 concerning the evolution of gender needs and the environment and scope of policy implementation, monitoring, and evaluation. The fieldwork aimed at determining whether municipal officials in the two case studies responsible with Special Programmes have a comprehensible understanding of the policy and whether they had followed the provided guidelines in the formation of a gender strategy. The research presents the viewpoints of respondents from the Buffalo City and Amahlathi Local Municipality.

5.2. QUESTIONS POSED TO THE BUFFALO CITY AND AMAHLATHI LOCAL MUNICIPALITIES

The White Paper on Local Government 1998, assigned developmental local government to be dedicated to working with communities in order to find sustainable ways of meeting their social, economic, and material needs. In doing so, specifically target those members and groups within communities who were marginalised and effected by Apartheid planning for example women, persons with disabilities, and the poor. Developmental local government ideals guided the Department of Provincial and Local Government's (at present known as the Department of Cooperative Governance and Traditional Affairs) IDP Guide Pack (V) conception that the 'one size does not fit all'. The IDP Guide Pack instead examined that sustainable development requires the integration of community specific factors, namely social, economic, and environmental factors within all planning phases. Together with this in mind, the IDP guide lists the following cross-cutting issues: Natural Environment, Spatial Development, Economic Dimension, Institutional Dimension, Poverty,

Gender, HIV and AIDS, Rural and Urban Development (Buffalo City Local Municipality 2009:12). Following the guidelines of the IDP guide pack, that includes gender as a cross-cutting issue, the empirical research attempted to answer some of the following questions pertaining to the implementation of the Gender Policy Framework for Local Government:

- *What is your understanding of the Gender Policy Framework for Local Government?*
- *What is the intention of the policy?*
- *Has the municipality used it as a guideline?*
- *What successes the municipality has achieved?*
- *Challenges experienced by the municipality in following the implementation of the policy?*
- *How was the policy implemented, monitored, and evaluated?*
- *What is the way forward?*

The data collection strategies utilised in the fieldwork was questionnaires, interviews and the case study method. Interviews and questionnaires were conducted with municipal officials involved with Special Programmes. The case studies of two local municipalities selected for this research were the Buffalo City and Amahlathi Local Municipalities under the auspices of the Amathole District Municipality in the Eastern Cape Province. From the data collected through interview, questionnaires, and case study of the two municipalities, extensive content analysis was performed. Themes that emerged from the data collected from the questionnaire were classified under the following themes in Table 5.1.

5.2.1 Buffalo City Local Municipality

In the Buffalo City Local Municipality, the Directorate of Executive Support Services served as the centre directorate for the research in the Buffalo City Local Municipality. The Directorate of Executive Support Services consists of the following Departments namely: Public participation & Special programmes; Integrated Development Planning (IDP), Budget Integration, Performance Management, and Geographical Information Services (GIS); Development Cooperation and Communication; Manager: Office of the Speaker: Knowledge Management and Research; and Office of the Chief Whip (Buffalo City Municipality 2009: 143). From the mentioned directorates this study selected to concentrate on and required assistance from respondents from the Special Programmes Directorate, in particular the General Manager: Special Programmes and his workforce. Assistance from the Directorate of Corporate Services was also prearranged. This section presents the questions and responses to the questionnaires and interviews conducted.

5.2.2 Amahlathi Local Municipality

As a much smaller and vulnerable municipality, in comparison to the Buffalo City Local Municipality, the Amahlathi Local Municipality does not comprise of a definite gender programmes unit. The unit consulted for the empirical fieldwork was the Strategic Planning unit, where a Special Programs Officer (SPO) was positioned. The SPO was unfortunately unavailable to participate in the interview and the Strategic Manager was the replacement. The respondents in the unit were first given a questionnaire to complete and followed by the personal interview with the Strategic Manager.



Table 5.1 Questionnaire Themes

Themes	Topic
Theme 1	Institutional mechanisms
Theme 2	Representation
Theme 3	Participation
Theme 4	Integrated development plan
Theme 5	Basic service delivery
Theme 6	Local economic development
Theme 7	Safety and security
Theme 8	Budget
Theme 9	Procurement policy

From the face-to-face interviews and comments from the critical literature study conducted in chapter 3 of this research, the following questions were raised:

- *What is the role of the unit?*
- *What is the capacity level of the unit?*
- *What is the municipality's stance on gender equality?*
- *Does the municipality utilise the Gender Policy Framework for Local Government?*
- *How does the municipality create an enabling environment for gender equality and the empowerment of women?*
- *What are the challenges facing the municipality in terms of implementing the policy?*
- *What are the solutions to the challenges?*

The case study section captures data generated from the Buffalo City Local Municipality's Gender Strategy and Policy. This document is encompassing and exemplifies as a best practice example of a municipality that has formulated its own Gender Strategy and Policy by utilising the Gender Policy Framework for Local Government guidelines. The section intends to provide a plan that the Amahlathi Local Municipality can apply as a model of best practice.

5.3 SECTION A - INTERVIEW

The section below addresses the questions and responses to the interviews conducted from the 18 - 27 October 2010. Interview sample is available in the Annexure, A. The intention of this study was to gain in-depth knowledge, understanding, and insight from those individuals who work directly with the implementation of the Gender Policy Framework for Local Government with the purpose of understanding the implementation of the policy in the two municipalities.

5.3.1 Biographic data of interviewed respondents

The interviewed respondents in both the Buffalo City and Amahlathi Local Municipality were general managers and managers of the units charged with undertaking the huge responsibility of managing special programmes. The rationale for selecting persons in managerial positions' is entrenched on them having a broad knowledge of the management part of the entire unit and the essential knowledge value any contribution by them would provide the study. The respondents utilised in the interviews were also utilised in the questionnaire section. Further questionnaire respondents were administrators who work in the special programme units. These respondents had vast experiences in several gender related positions, for example ward committees and gender, employment equity, HIV and AIDS, gender mainstreaming training and gender equity within council. The motivation for involving administrators from the units was to receive explanation on their experiences on functioning of the unit in relation to the implementation of the Gender Policy Framework for Local Government. Table 5.2 provides a depiction of the biographical characteristics of the respondents in the study.



Table 5.2 Biographical profile of respondent's

RESPONDENTS PROFILE	%
Gender:	
Female	70
Male	30
Age:	
Youth younger than 36	10
36 and above	90
Position held:	
Managers	30
General Managers	10
Administrators	60

5.3.2 Interview questions posed to the Buffalo City and Amahlathi Local Municipality respondents

Question 1: What is the role of the Special Programmes Unit?

The manager of the special programmes unit began with explaining that the unit falls under the Directorate of Executive Support Services along with public participation and IDP. The unit is responsible for and involved in cross-cutting issues: gender, HIV and AIDS, youth & children, disability and older persons. The unit develops strategies to address the specified needs of vulnerability within these groups. When asked about the reasoning behind grouping these vulnerable groups together and not solely having a functioning gender unit in the special programmes unit. The respondents' assertion was that these vulnerable groups were not remote from one another but interlinked and interdependent. It closely works with and provides strategic support to the Mayoral Office in terms of special programmes strategies,

collaborates with the public participation unit in several projects and other directorates and units in the municipality. The manager mentioned several times that the success of the municipality in terms of initiating projects and the formulation policies address issues affecting vulnerable groups was largely due to mainstreaming function.

Since the Amahlathi Local Municipality does not contain a special programmes unit in isolation: any programmes associated with women, youth, children and the elderly are instituted in the auspices of the Strategic Management unit. The manager of the unit was at hand to assist with the interview. The unit tasked with driving the work on strategic elements of the IDP and other key development programs such as integrated Local Economic Development (LED) and special programs relating to the institutional plan of the municipality and ensuring the implementation of municipal plans and programs. The IDP component sets in motion the IDP processes, the development of the IDP strategy and the implementation thereof. The LED component is focuses on promoting tourism development within the Amahlathi area, initiating local sustainable agricultural programs, and preserving the culture and history of the indigenous people of the Amahlathi area through the promotion of crafts. The portfolio of the office of the Special Programs Officer (SPO) comprises of women, the elderly, youth, children and people with disabilities.

Question 2: What is the capacity level of the Special Programmes Unit?

The manager of the SPU in the Buffalo City Municipality approved that capacity is a big problem even for a municipality such as Buffalo City when he held that, “*capacity can never be enough, and you can never have too much*”. The category of capacity specifically identified was the requirement for the development of human capacity, financial capacity and intellectual capacity. While the unit collaborates with the public participation unit and thus is available to utilise their human and intellectual capacity, it is persistent problem.

The Strategic management unit in the Amahlathi Local Municipality is under immense capacity constraints, the manager of the unit acknowledged the need for

capacity building for the unit to function effectively and efficiently. The municipality deals with financial, human resource and institutional capacity backlogs. A working example of the human resource capacity requirements of the unit were illustrated by the Special Programs Officer unit being driven by one individual. When inquired on the subject of the reasons behind the human incapacity of the SPO, the manager identified financial constraints as well as the overloading needs of the people residing in the municipal area. A short-term capacity solution the manager identified was the continuous collaboration between the LED and SPO units in a number of municipal projects.

Question 3: What is the municipality's stance on gender equality?

The Buffalo City Local Municipality successfully launched a gender strategy and policy in 2007, which has obtained great rewards. The document is divided into two components, namely gender mainstreaming strategy and gender policy. The researcher did not understand the reasons behind this and to avoid further confusion, was supplied with the actual document by the respondent during the course of the question. According to the document, the difference lies in that the Gender Mainstreaming Strategy is a key implementation mechanism for the Gender Policy. The document was formulated from the guidelines of the Gender Policy Framework for Local Government and is due for periodic review. Successes internally and externally were identified, internally the increased representation of women in high-level positions, especially those positions of Mayor and Speaker. Externally the municipality has developed good working relationships with different sectors of society to help attain its vision of creating a municipality with an equal enabling working environment for women and men.

The mainstreaming function is a key attributor to the success of the Buffalo City Local Municipality towards realising its gender vision. The municipality has thus used mainstreaming to create programmes that not only look at the empowerment of women but those that involve other vulnerable groups. Similar to the gender strategy and policy, the municipality also has a youth development strategy and older person's strategy, which are successfully being monitored and implemented. Other

initiated projects include gender forums, youth forums, the awarding of bursaries to hardworking and financially needy persons under the age of 35 and youth centers.

The Amahlathi Local Municipality acknowledges the importance of gender equality in terms of internal and external municipal transformation. Internal municipal transformation occurs with the creating of an enabling environment for women through employment, promotion, and training opportunities. Externally it is difficult to differentiate between the specific gender needs of its citizens, owing to the municipality having a holistic approach to be responsive all the needs of the beneficiaries, namely women, children, youth, the elderly and persons with disabilities and thus eliminating what they refer to as biasness of one gender to the other. The municipality thus measures its gender equality position in the course of initiating and implementation of projects aimed at the empowerment of women, children, youth, the elderly, and persons with disabilities. The municipality supports women's involvement in projects, since according to the manager, women were more reliable and hardworking then compared to their male counterparts. The statement by the manager guarantees the municipality's continuous support to women empowerment and development beyond national guidelines.

Question 4: Does your municipality utilise the Gender Policy Framework for Local Government?

The Buffalo City Municipality fully utilises the Gender Policy Framework for Local Government, it was the guiding policy document in formulating their own Gender Strategy and Policy. The respondent further added that the policy framework sets minimum standards for municipalities and recognised a challenge for smaller municipalities.

The Amahlathi Local Municipality is aware of the Gender Policy Framework for Local Government, however it does not have the capacity to deliver upon the mandate. Furthermore, the municipality considered the Key Performance Areas (KPA's) too broad for smaller municipalities to fully understand and even implement. Suggestions provided were for a simpler KPA's orientated Gender Policy Framework for smaller

municipalities, or even acquiring assistance from consultants with formulating a gender policy, however the issue of financial problems once again emerges.

Question 5: How does the municipality create an enabling environment for gender equality and the empowerment of women?

The formulation of the gender strategy and policy was a stepping-stone for the Buffalo City Local Municipality. It provided the municipality with an opportunity to formulate a policy that makes certain the recognition of the rights of women as enshrined in the **Constitution of the Republic of South, 1996**, especially when it came to the provision of basic services, from exclusion in the economy and protection from violence. The Gender Policy intends to guide the municipality to develop positive actions and programmes that promote the full participation and empowerment of marginalised groups. As mentioned earlier, the gender policy works in collaboration with the Gender Strategy. The Gender Strategy encompasses activities and indicators for success that are due for review. The municipality also utiises assistance from partnerships with different stakeholders from the community and municipality.

Gender equality alone is not a main concern of the Amahlathi Local Municipality; the municipality focuses on improving the lives of the vulnerable groups, namely women, children, youth, the elderly, and persons with disabilities. While the municipality may not have the full capacity requirements to meets its desired standards, the strategic manager noted the importance of gender equality programs and projects and identified numerous projects the municipality has successfully implemented; such as a craft mania festival held in November at the Amahlathi area yearly, where crafters mostly women can market their merchandise. The municipality also handed over livestock to women in rural areas as a means for them to empower them and start their farming projects. Similar to all municipalities in South Africa, the Amahlathi Local Municipality explored ways to benefit from the Soccer World Cup held in South Africa in 2010. The result was that the municipality was part of a flagship initiative that managed a group of women to prepare handmade crafts that were eventually sold to tourists in during the World Cup. Not forgetting the youth and the elderly, the

municipality has a great deal of projects it has initiated, for example recently upgrading the youth advisory centre. The Strategic manager predicted the municipality's continuous support to and the empowerment of women by initiating of projects as they took advantage of opportunities available to them and since men were lazy.

Question 6: What are the challenges facing the municipality in terms of implementing the Gender Policy Framework for Local Government?

Respondents from the Buffalo City Local Municipality identified three challenges. The issue with capacity emerged again, more specifically human and financial capacity and the availability of gender training resources. The second challenges emanates from the budget, it was identified that at any time municipal funds shortage, gender was always the first item to be slashed. Thirdly, the manager somewhat challenged the municipality to look ahead of internal gender representation and equally look at gender externally. Externally it wanted to change people's mindset on gender. Fourthly, the instability of political leadership as also affected the functioning of the directorate, evident from the position shuffling in recent weeks of the fieldwork. For instance, the appointment of the Director of the Executive Support Services to the position of Municipal Manager caused organisation problems. Finally, the municipality respondents identified a requirement to gain a broader understanding of gender and the mainstreaming function.

As important as the topic is, a gender policy is regrettably not a high priority in the Amahlathi Local Municipality; it is perceived as a periphery to their main concerns. The municipality has very limited finance and staff and is struggling with basic municipal management. While the municipality lacks a written gender policy, it follows national guidelines and criteria that insist that women benefit from projects and are delighted with the success. The capacity challenges further prohibit the municipality from expanding their projects.

Question 7: What are solutions to the challenges?

The Buffalo City Local Municipality acknowledged the positive project results it has achieved in collaborating with different stakeholders. Such a project is working with the University of Witwatersrand and Lunden municipality in Netherlands to develop an urban health plan looking at vulnerable groups. The increasing need strengthen mainstreaming within the other units in the directorate especially Intergovernmental Relations (IGR) and other directorates in the municipality. The respondents gave recognition to the Gender Policy Framework for Local Government for including an implementation plan section as guidelines for successful implementation as well as the South African Local Government Association (SALGA).

The Amahlathi Local Municipality has identified the need to increase its capacity. Firstly, through the allocation of additional funds to promote a more robust gender equality stance. Secondly, with more personnel appointments to drive special programme initiatives as well as the training of new and existing personnel on gender equality.

The following two questions (Questions 8 and 9) were solely raised to the Buffalo City Local Municipalities' General Manager and the manager in the Special Programmes Unit.

Question 8: What attributed to the municipality's success with implementing the Gender Policy Framework for Local Government?

Both the General Manager and manager credit the Buffalo City Local Municipality's progress to the collaborative efforts by multiple stakeholders from within and outside the municipality. From within the municipality, the Special Programmes Unit formed rewarding partnerships and strategies with other units, but most importantly the continuous collaboration with the IDP unit, especially with funding. The formulation of the Gender Strategy and Policy also opened many doors for example; the formulation of the youth strategy. The unit also ensures success through continuous monitoring and evaluation through quarterly meetings. From outside the municipality, the Special Programmes Unit utilised Community Development Workers (CDWs)

with act as a bridge between the municipality and citizens concerning areas of concern.

Question 9: What can other municipalities in South Africa learn from the experience of the Buffalo City Local Municipality?

The main advice the managers acknowledged was that municipalities simply do not have to have many resources to make the relevant changes. Five elements of value that pushed the gender agenda forward are the actual formulation of the Gender Strategy and Policy, political will and political leadership of the municipality, commitment of all stakeholders, good cooperation with the IDP unit and the passion of individuals in the unit.

5.3.3 Questions to the Office Manager in the Directorate of Corporate Services (Employment Equity Officer) at the Buffalo City Local Municipality

As the Employment Equity Officer (EEO) in the Buffalo City Local Municipality, the officer was questioned on amongst other issues on the Employment Equity vision of the municipality, challenges the municipality is confronted with in implementation of the Employment Equity Act (EEA) and future goals.

Question 1: What is the Employment Equity vision of the municipality?

The Office manager verified that the municipality thrived in upholding principles of gender equity on employment equity and by appointing women to senior management positions. The ultimate vision was the alignment to that of the vision of the gender strategy and policy, essentially to create a municipality where all women (Black, White, Coloured, Indian, and persons with disabilities) and men enjoy equal rights and opportunities. The substantiation is municipality evident from the impressive statistics on the representation of women in senior management.

Question 2: What are the challenges with implementation of the EEA?

The biggest problematic challenge the municipality is facing in its mission is the challenge with the level of skills capacity. The municipality has several positions that have been earmarked for women; however, there are no suitable women even men to fill these in because of relevant skills needed and no skills training was available at the municipality. The officer was adamant that the municipality would not employ an inexperienced individual simply based on their race and sex. The officer thus identified the need to build capacity of applicant, by filling the gap between skills. When probed further about the unavailability of skills training at the municipality for new recruits, the officer granted the reason behind this as follows. In the job advertisement, either from the municipal website or national newspapers, the job requirements and job description are explicitly outlined. Thus, all applicants who respond should fit all the relevant requirements because the municipality wants incumbents who know what they are doing.

While conducting the questionnaire session female respondents suggest a question later posed to the Employment Equity Officer pertaining to allegations that the Buffalo City Municipality should have preferential treatment towards single parents concerning leave days. The question arose, from an incident when a single parent in the Special Programmes Unit had to be on unpaid leave when her child unexpectedly became sick in the morning while preparing to get to work. The respondent felt that the municipality did not fully understand issues confronting single parents and had failed females in that regard. When this episode was pointed out to the Employment Equity Officer, she simply responded that the Buffalo City Local Municipality was sensitive to parental issues and considered it very friendly to parental issues. Unfortunately, men and women whether single or married had equal leave days and no preferential treatment was awarded, she further did not foresee that changing.

Question 3: What are the solutions to implementing the Employment Equity Act?

Under the question pertaining to challenges affecting the implementation of the Employment Equity Act, the officer identified the need to build capacity, from within Buffalo City municipal official's right through to potential recruits. This could be achieved through encouraging scarce skills through a scarce skills allowance. This allowance will be used to attract certain position especially engineering.

Question 4: What are your goals as an Employment Equity Officer?

The main goal of an Employment Equity Officer identified related to her position was the attracting of more females in senior positions and appointing them purely on experience and not on racial and gender equity alone.

Buffalo City and Amahlathi Local Municipality Interview Conclusion

The interviews with the managers tasked with Special Programmes have presented valuable and in-depth knowledge on the both municipality's gender equality standpoint. Generally, similarities were evident in the information gathered; both municipalities projected gender equality internally and externally. Internally through the representation of women within the municipality by promoting gender equality through employment equity and appointing women to senior management positions and creating an enabling environment for women employed within the municipality. Externally, gender equality is noticed through the empowerment of women and other marginalised groups that led to increased participation of women in IDP processes, giving gender attention with the IDP and at a project level. Both the Buffalo City and Amahlathi Local Municipality interview respondents identified the capacity needs of the units covering special programmes, the capacity requirements extent to financial and human resource.

The differences between the municipalities are noticeable; Buffalo City Local Municipality has a Gender policy as well as an implementation strategy known as the

Gender Mainstreaming Strategy. The Amahlathi Local Municipality has shown initiative in promoting gender equality through the representation and participation of women in IDP process; nonetheless, the importance of having a written Gender Strategy and Policy should not be underestimated. The Buffalo City Local Municipality's Gender Strategy and Policy provides a point of reference for councillors, officials, and community members of the Buffalo City Local Municipality. It also proposes actions to be undertaken, the responsible target groups and partners and how the progress should be measured. Therefore, the initial challenge the Amahlathi Local Municipality should deal with, is firstly formulating a gender policy. The formulation of the policy accompanied by a policy implementation plan with monitoring and evaluation mechanisms. Secondly, the training of staff to increase their knowledge and understanding of gender issues.

What is also apparent from the Amahlathi Local Municipality is that gender equality is promoted disproportionately during external mechanisms, for example, empowerment programmes for women. Gender equality internally has been unnoticed. Gender equality should go beyond the representation of women in political and administrative senior positions and consider creating a gender sensitive workplace, increasing the training of staff and the use of gender-disaggregated data for programme design and budget allocation. The indicators in the Gender Policy Framework for Local Government with regard to creating a gender sensitive workplace in practice are the existence of day care centre in the work place. Secondly, the effectiveness of guidelines for reporting and disciplining cases of sexual harassment. Finally, the existence of effective internal structures established to deal with gender-based discrimination and sexual harassment.

5.4 SECTION B – QUESTIONNAIRE

This section surveys the questionnaires from those individuals who work directly with the implementation of the Gender Policy Framework for Local Government in the Buffalo City and Amahlathi Local Municipality. The surveys were conducted from the 18- 27 October 2010. A sample of the questionnaire is provided in the Annexure, B.

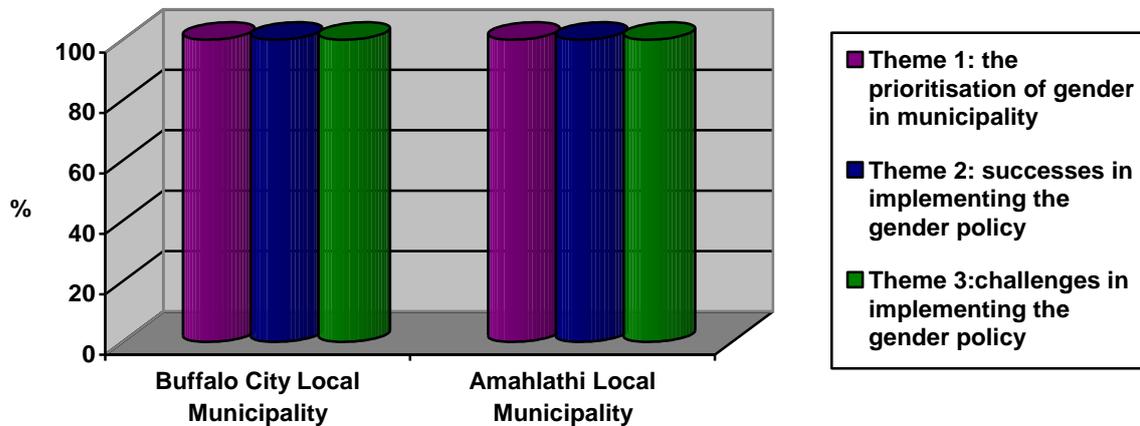
5.4.1 Questionnaire results

Section 1: Institutional Mechanisms - women's voices and the place of gender in the municipality

The respondents were asked to explain their understanding of the place of gender within the municipality. The themes that emerged were categorised and formed the basis of the analysis of data recurring. Themes emerging from the questionnaire were classified into three categories: gender is prioritised in the municipality internally and externally, successes in implementing the Gender Policy Framework for Local Government, challenges obstructing the implementation of the policy. The responses are represented in Figure 5.1. The response to theme one and two are discussed together as the responses demonstrated similarity. Theme one: the prioritisation of gender in the municipality: internally and externally provided the following assumed. Theme two: successes in implementing the Gender Policy Framework for Local Government: internally and externally. Theme three: challenges obstructing the implementation of the Gender Policy Framework for Local Government.

All respondents from the Buffalo City Local Municipality have indicated that the municipality is not only highly aware of the existence of the Gender Policy Framework for Local Government, the municipality has further used it as a guideline in the formulation of their Gender Strategy and the Gender Policy in 2007 and are successfully implementing it. From the respondents it was confirmed that the municipality has set up special structures to institutionalise gender internally. Such structures include the Buffalo City Local Municipality gender strategy, employment equity committee, the sexual harassment policy, gender procurement scoring system and the high representation of women in the Mayoral Executive Committee. Externally the municipality launched and an intersectional forum for the community and gender mainstreaming, for example both the youth development strategy and HIV/AIDS cross-cutting strategy include gender as an important cross-cutting issue and all wards have a representative who deals with the emancipation of gender issues.

Figure 5.1 Women’s voices and the place of gender in both municipalities



Analysing the results on the place of gender in section one, theme one from respondents from the Amahlathi Local Municipality. The following conclusions can be made. Firstly, management is well aware of the Gender Policy Framework for Local Government as a guiding gender policy framework for municipalities and the importance of its successful implementation and consider gender as a high priority, however owing to limited resources and meeting the basic needs of its citizens. Nevertheless, the municipality has made noticeable changes in terms of empowering the development of women through several small-scale projects, the establishment of a gender forum, which deals with all issues that affect women in the municipal council, but there is no gender policy.

Theme three: both municipalities labeled a lack of capacity as a major challenge in successful implementing the Gender Policy Framework for Local Government as well as implementing their own gender strategy objectives. The capacity problems experienced by the Buffalo City Local Municipality were identified as mainly financial and human resource related. It emerged that gender issues in the municipality were mainly funded by donors and that departments were not fully capacitated to carry out the task. Unsurprisingly gender funds were also the first item to be cancelled on the budget attributable. The Amahlathi Local Municipality showed initiative to develop a gender strategy for the municipality, but is struggling with a lack of human capacity; one person is fulfilling the position of Special Programs Officer (SPO). Financial

constraints have also attributed to the municipality’s failure to formulate a gender equality policy.

Section 2: Representation of women within the municipality

A follow up section asked about the representation of women within the municipality provide the following themes: women managerial positions, women in council, women municipal portfolio committees and women in traditionally male dominated position.

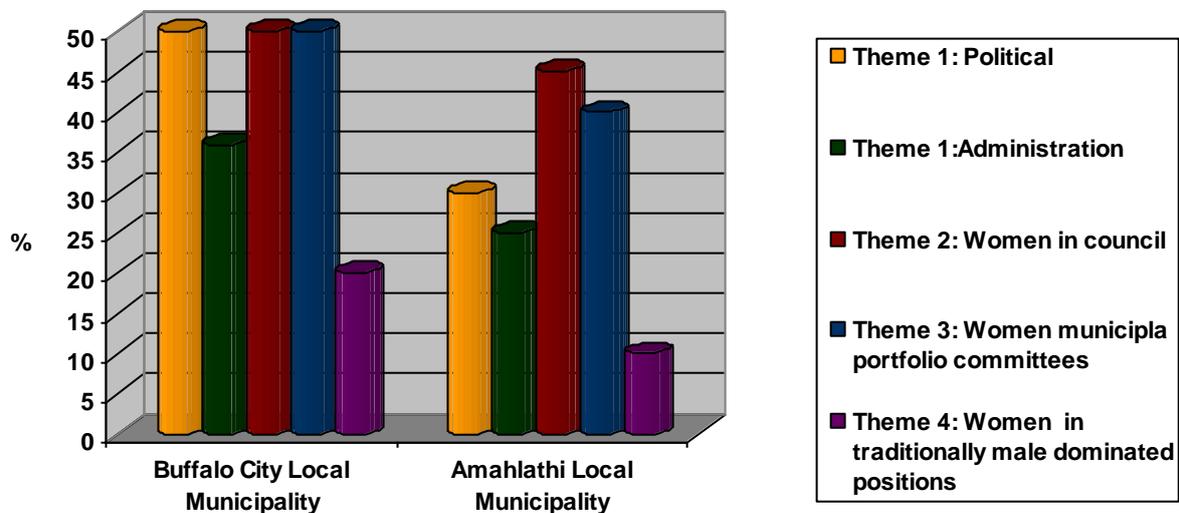
Table 5.3 Internal representation of women in both municipalities

		Buffalo City Local Municipality	Amahlathi Local Municipality
		%	%
Theme 1	Women managerial positions:	50	30
	Political	36	25
	Administration		
Theme 2	Women in council	50	45
Theme 3	Women municipal portfolio committees	50	40
Theme 4	Women in traditionally male dominated positions	20	10

According to Table 5.3, the Buffalo City Local Municipality has almost achieved the 50:50 ratios in all themes. The figures of the two municipalities are represented in Figure 5.3. In the case of Buffalo City It shows that Women in managerial positions hold 50 % of political positions and 36% of administration positions. Women in council and women in portfolio committees hold 50 % of seats. In traditionally male

dominated positions, for example those of financial women hold 20 %. The municipality can be viewed as a gender champion with regard to the focusing of gender equality on employment equity and appointing of women to senior management levels. Gender issues within the municipality are championed by the Mayor and Speaker.

Figure 5.3 Internal representation of women in both municipalities

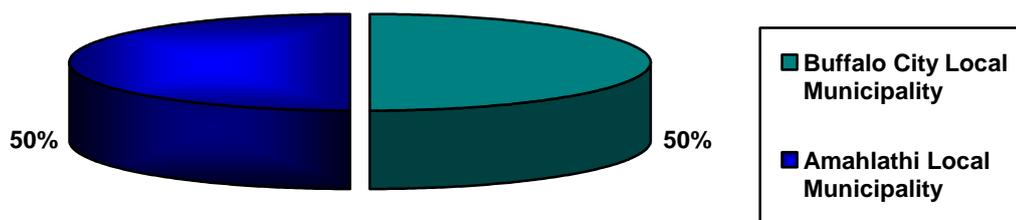


Although the Amahlathi Local Municipality effectively utilises affirmative action programmes in line with the provisions of the **Constitution of the Republic of South Africa, 1996** and the Employment Equity Act, the representation of women is still relatively low. The results are as follows: women hold 45 % of seats in council, women in top political positions hold 30 % of seats including the position of the Municipal Manager, while in administration positions women hold 25 %. Women chair 40 % of the municipal portfolio committees and of the 25 % of women in top positions, 10 % are in male dominated positions.

Section 3: Participation of women within both municipalities

All the respondents from the questionnaire survey, 100 % representation as graphically represented in Figure 5.4 clearly depicts that both the Buffalo City and Amahlathi Local Municipality strongly agreed that women participated in the municipality, however in differing levels. In the Amahlathi Local Municipality, it was established that women do contribute in municipal and public meetings, however the degree to which they participate as well as factors that prohibit their participation are unknown. With reference to the Buffalo City Local Municipality, it was strongly agreed upon that the participation of women in meetings as well as in gender forums was noticeable. It is also mandatory for women to be represented in ward committee meetings scheduled. While participation is visible, the respondents identified two constraints that hindered full participation, firstly, the inaccessibility of information especially about the holding of public meetings. Secondly, time constraints also are a factor, since meetings are held in the evening when most women are at home fulfilling their family duties.

Figure 5.4 Participation of women within both municipalities

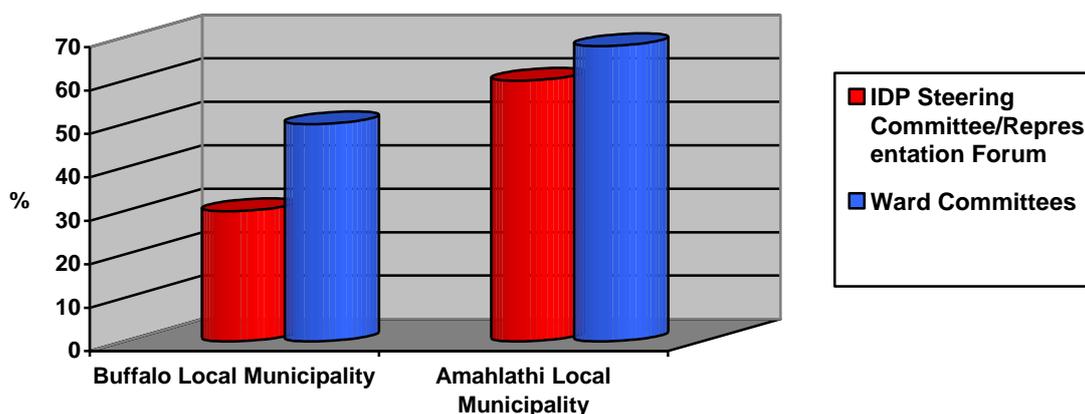


The Buffalo City Local Municipality has established the following mechanisms to increase the participation of women in local forums, firstly, the establishment of the public participation strategy and the gender strategy. Secondly, in the IDP representative forum and with the mainstreaming of gender in the IDP. Thirdly, the speaker was identified as the driving force in establishing the Women’s Caucus that will be responsible for co-ordination of capacity areas for all women councilors.

Section 4: Involvement of women in the Integrated Development Plan process in both municipalities

Analysing the responses from the respondents at the Buffalo City Local Municipality it was established that women are active participants in the IDP formulation process. The municipality has two strategies that involve the active participation of women, firstly an intersectoral forum, which involves women in sector co-ordination work i.e. NGOs and other platforms working with and for women and secondly, ward committees. The questionnaire surveys show that women hold 30 % of the IDP Steering committee/Representation Forum and below 50 % of seats in ward committees belong to women, Figure 5.5 graphically portrays women’s involvement in Buffalo City Local Municipality’s IDP process. These partnerships with stakeholders and ward committees have culminated in the municipal IDP including gender as a strategic objective, including gender indicators in the IDP and the formulation of the prime gender strategy and policy document of the municipality.

Figure 5.5 Involvement of women in the Integrated Development Plan process in both municipalities: women representation



While the percentage participation and representation of women is noticeable, the municipality aspires to increase the number further than 50 % and have thus taken into account of factors that inhibit their participation and formulate a solution. The Buffalo City Local Municipality is involved in numerous projects that stimulate the

empowerment and development of women. A few projects identified by the respondents were training undertaken by ward committees at the empowerment fund and partnerships with Local Economic Development (LED) co-operatives. An achievement that further was identified was that in the 2007/2008 financial year the municipality set aside R5 million for women empowerment and many projects driven by women injected with funds and training resources. Not forgetting rural women within the municipal area, the municipality more recently in August 2010, a Women's Summit for rural women was organised to observe possible interventions that the municipality can come up with for rural women.

Concerning the Amahlathi Local Municipality, women's participation in IDP processes occurs through public meetings and committee meetings for representatives of organisations (e.g. the IDP representative forum for stakeholder groups, women structures, and ward committees). Women are more represented in these IDP participatory processes as compared to men because they deal with issues that are critical to them. It is sometimes found that women even speak more than men during meetings. The questionnaire survey identified women as forming 60 % of the IDP Steering committee/Representative Forum and 68 % of women hold ward committee seats, all graphs are represented in Figure 5.5. While women do participate, factors that limit the participation of women in IDP processes have not been identified. The municipality has two well functioning municipal projects aimed at the development of women, the Sophakama Ngemizamo, and the Ikhwezi Day care centre.

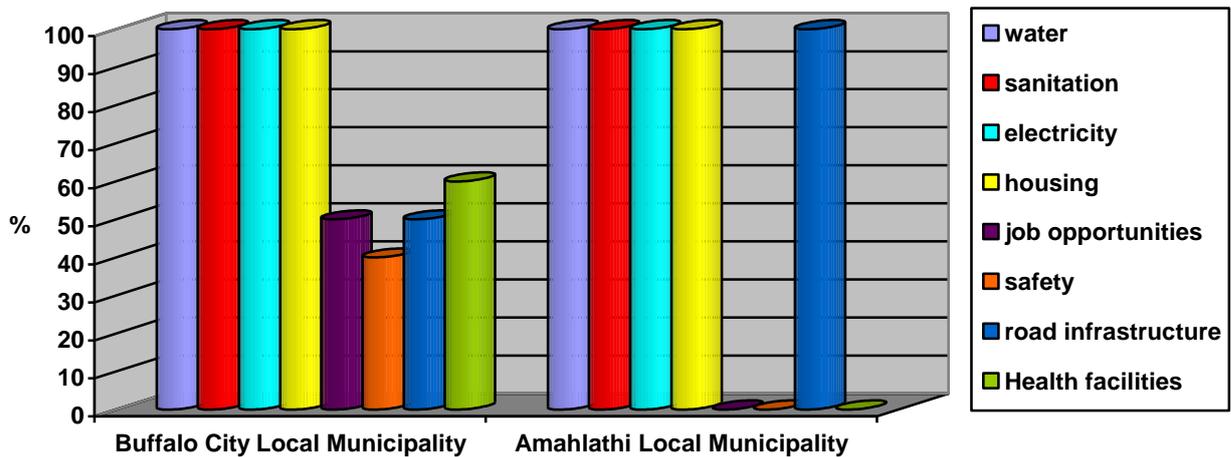
Certain inconsistencies in the IDP section were identified while conducting the interview. According to the responses of the Strategic Manager's the IDP of the Amahlathi Local Municipality has the following: there is municipal undertaking of how gender will be defined and used in the IDP and the availability of gender indicators in the IDP. However, when analysing the Amahlathi Local Municipality's IDP, attention to gender within the IDP documents was limited, whilst vulnerable groups, for example the elderly, youth and children were mentioned sporadically. Therefore, it can be concluded that gender alone is not considered as a driving force in the overall development of the municipality.

Section 5: The delivery of basic services in both municipalities

The responses from Buffalo City and Amahlathi Local Municipalities confirmed the long-established challenge of basic service delivery confronting municipalities, as graphically represented Figure 5.6. Although both municipalities have improved provision of basic services, the main basic service needs identified in the Amahlathi area were the provision of water, electricity, and roads infrastructure needed serious attention from the municipal authorities. The respondents also identified women as the main beneficiaries of housing allocation; however, it was surprising to note that the respondents did not mention any concerns about health facilities, safety, or job opportunities.

The main needs of women with the Buffalo City area are water, sanitation, electricity in rural areas, job opportunities, safety, access to projects and housing. Similar to the Amahlathi Local Municipality housing allocation in the Buffalo City Local Municipality has certain quotas for vulnerable groups.

Figure 5.6 The delivery of basic services in both municipalities



Section 6: Local Economic Development (LED) opportunities in both municipalities

Both respondents from the Buffalo City and Amahlathi Local Municipality areas face high economic challenges evident in the unemployment, skills and education and illiteracy statistics. To rise above the economic challenges the municipalities has initiated several LED programmes targeting women that have increased the employability of women.

Section 7: Safety and Security of women in both municipalities

Responses regarding the level of safety and security in the Amahlathi Local Municipality with relation to the availability of safe houses for abused women and children and adequate street lighting, were neutral. While in the Buffalo City Local Municipality, responses about adequate street lighting and the availability of safe houses for abused women and children differed from respondents. One of the aims of the Buffalo City Local Municipality's Gender Mainstreaming Strategy is decreasing the levels of gender-based violence in the municipal area.

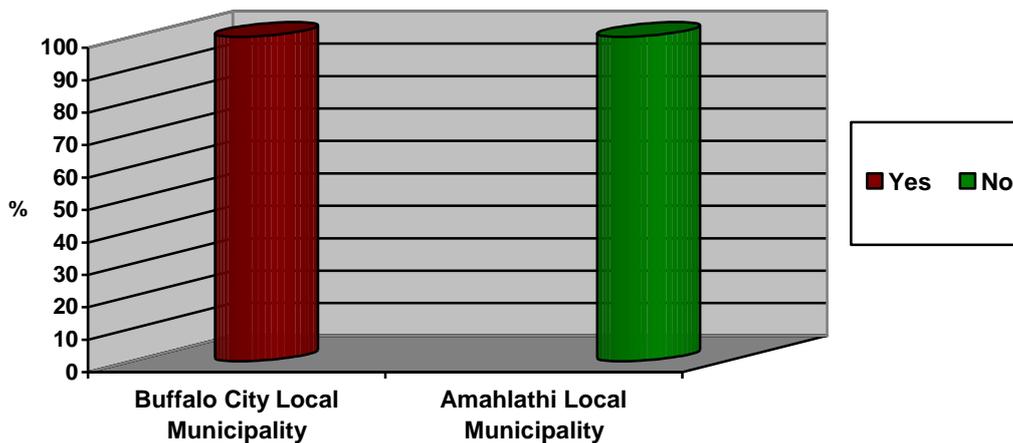
Section 8: Gender disaggregating of Municipal budget in both municipalities

The Buffalo City Local Municipality respondents acknowledged the utilisation of mainstreaming on the subject of budget, for more information on gender-based expenditure the respondents referred to the Gender Mainstreaming Strategy. However, figures were not at hand as to the total set aside for gender based expenditure. Figure 5.7 graphically represents both the Buffalo City Local Municipality's positive attitude to disaggregating the municipal budget according to specific gender needs and the negative response from respondents in the Amahlathi Local Municipality.

The respondents from the Amahlathi Local Municipality unfortunately did not complete the budget section, due to the lack of gender disaggregating the budget allocation to women alone. According to the responses from the Amahlathi Local Municipality, the municipality thrives on not differentiating between the budget needs of women and men or those of the elderly, youth, and people with disabilities. The municipality rather considers the needs of the citizens as a whole and not of gender

and it was thus complicated to discuss the budget allocation in terms of gender sensitivity

Figure 5.7 Gender disaggregating of Municipal budget in both municipalities



Section 9: Procurement policy and practice in both municipalities

In the procurement procedure, both municipalities recognised the awarding of points to companies with a certain percentage of female owners, female employees, or female beneficiaries, however the proportion is unknown.

Buffalo City and Amahlathi Local Municipality Questionnaire Conclusion

The questionnaire survey responses from respondents of the Buffalo City Local Municipality specify the exceptional work accomplished by Gender Mainstreaming Strategy and Policy thus far. All respondents were highly aware of the aims, implementation strategy, and achievements of the Gender Mainstreaming Strategy and Policy. Three commendable characteristics of the Mainstreaming Strategy are firstly, that it is reviewed periodically; secondly involves partnerships with the private sector, civil society, government departments and donors, and thirdly, it is not focused only on the Special Programmes Unit in the Directorate of Executive Support

Services it extends to other Directorates in the municipality. Acknowledgements of the financial and human resource capacity challenges were also identified from the questionnaire responses and serious attention was needed to overcome combat.

The Amahlathi Local Municipality may be small, under-resourced and lacks a written gender policy, but the municipality has utilised other opportunities of supporting gender equality. Inferences assumed while evaluating the questionnaires from the Amahlathi Local Municipality are the following. The IDP participatory process and the emphasis on women's representation in council provide women to express their views. The IDP document provided a difficult space for taking up gender issues, often falling under the ambit of vulnerable groups. The municipality does not specifically identify women's needs and concerns and thus the budget is not gender-disaggregated. The municipality deals with the needs of citizens of the municipal area all together. Such needs and concerns are for example basic service delivery, unemployment, economic independence, access to social grants, HIV and AIDS, social services and childcare facilities. The municipality has attempted to address some of these challenges by initiating projects that benefit women in several areas of the local economy. The challenges confronting the municipality with regard to a gender policy are specifically capacity orientated. The municipality acknowledges the importance of a written gender policy, however it lacks financial support to develop one as well as a shortage of staff affects the operations.

5.5 SECTION C – Case study of the Buffalo City Local Municipality

The section to follow captures data generated through a case study of the Buffalo City Local Municipality. The utilisation of Buffalo City Municipality only in this section is for the reason that the municipality has formulated a Gender Mainstreaming Strategy and Policy that could serve as a direction to the Amahlathi Local Municipality. The section intends to draw up elements identified as contributing to the success of the municipality in terms of implementing the Gender Policy Framework for Local Government and the follow-on formulation of their gender strategy and policy plan.

5.5.1 The Buffalo City Local Municipality's Gender Mainstreaming Strategy and Gender Policy

The success of an organisation is not only reflected in its ability to formulate well-meant policies, but also in its ability to implement such policies effectively. The consistency between writing a good policy and the actual execution is difficult to maintain, owing to the inherently complicated implementation process. Policy implementation may be difficult, but it is attainable. The Buffalo City Local Municipality's Gender Mainstreaming Strategy and Gender Policy is such an example, the policy framework was developed in 2007, following collective participation in debates with development consultants and internal and external stakeholders in the municipal area. Both documents work in conjunction but have different yet supportive roles. The Gender Mainstreaming Strategy and Policy is also guided by the principles of the Employment Equity Plan and its objectives. The gender policy situates the municipality's vision of creating a gender equal environment internally and externally, while the gender mainstreaming strategy is the key implementation mechanism, Annexure C.

5.5.2 Factors that influence policy implementation - lessons learnt from the Buffalo City Gender Mainstreaming Strategy and Policy

There is no distinct variable that will guarantee successful policy implementation. Throughout the evolution of the field of policy implementation, policy scholars have contributed to the existing understanding on policy implementation and in the course earmarked their individual critical variables attributing to successful policy implementation. The factors mentioned in this section are not original and complete, rather they form part of the 5-C Protocol pointed out in chapter three of this research, namely Content, Context, Capacity, Commitment, Capacity.

The two principal factors that positively influenced the Buffalo City Local Municipality to successfully implement the Gender Policy Framework for Local Government as well as the municipality's own Gender Strategy and Policy are commitment and co-

ordination. Policies alone do not achieve desired outcomes, political influence accompanied by leadership, commitment and co-ordination are very imperative as they set in motion the agenda. While both variables are equally important Giacchino and Kakabadse in (2003:143) affirm commitment as the core construct of the relationship model and the hub of all activity. Giacchino and Kakabadse's preference of commitment over co-ordination was explicated in (2003:143) by the authors affirming that while successful policy implementation is directly dependent upon the cooperation of all persons involved in the implementation to an initiative, their skills and abilities to deliver. The type and degree of cooperation that is required to drive success is a function of the commitment shown by the persons involved in the implementation initiative. In turn, commitment is seen to be dependent upon people's unconditional ownership of the policy and therefore their will/disposition to see it through, as well as an effective approach or a sound strategy to make it happen. Yet, the ability of effective approach and ownership in building commitment is moderated by the factors labeled as location of political responsibility and project management/team dynamic. Thus, factors that influence commitment are the location of political responsibility and leadership, cooperation, project management, Giacchino and Kakabadse (2003:143).

The Buffalo City Local Municipality's internal and external commitment and co-ordination with gender thus far has yielded some achievements especially in terms of the increased representation of women in senior positions as mentioned in chapter four of this research. Additional achievements worth mentioning include: the municipality launching an internal gender forum for the councillors and officials and an internal forum for the community; the establishment of a Women's Caucus of female councilors; both the Youth Development Strategy and the HIV/AIDS Cross-Cutting Strategy have included gender as an important cross-cutting area to address; and the HIV Practitioner placed in the Special Programmes Unit has been delegated the responsibility of gender for the municipality (Buffalo City Municipality Gender Strategy and Policy 2007:10). The attainment of these targets is attributed to the holistic approach the municipality had to improving their policy implementation efforts mainly through the evaluation mechanism provided by the Buffalo City Local Municipality's Gender Mainstreaming Strategy. The Mainstreaming Strategy is from

2007-2010, the policy document provides a comprehensive implementation framework that puts forward the actions to be assumed, those responsible, and the measurement of the progress, provided in Annexure C.

Further demonstration of the successful partnership between commitment and co-ordination is evident in the women-specific interventions, stakeholder participation, and mainstreaming by the Buffalo City Local Municipality. The evidences manifests firstly through, addressing areas empowering women, such as women-specific interventions and quotas contribute to the long-term goal of gender equality. Women-specific interventions promoted by the Buffalo City Local Municipality for the reason that they recognised that gender inequality persists in many areas- social, economic, cultural spheres and that women are the more disadvantaged gender. The municipality thus intended to create interventions that would promote and change the lives of women in the municipal area. The Gender Strategy and Policy thus addressed women's specific issues such as poverty alleviation, access to resources and services, and the need to balance domestic life and work. Internally and externally, the municipality upholds quotas and other affirmative actions to increase women's participation in municipal structures.

Secondly, in relation to stakeholder participation, the Buffalo City Local Municipality has taken good advantage by including diverse interest groups in local government. Civil society, key among them, women's organisations development agencies and NGOs, have been central to bringing gender equality onto the agenda of the municipality. Stakeholders' participation is built on freedom of association and speech, as well as capacity to participate effectively. Initiatives such as gender budgeting intrinsically recognise the equal right of women and men to incorporate their interests in resource allocation.

Thirdly, the mainstreaming of gender in the services and functions of the municipality, including mainstreaming gender issues in the IDP and increasing access to LED opportunities for women and marginalised groups. The mainstreaming has assisted in changing the mindset of people and showed that gender is across-the-board and cuts across all directorates. Additionally to commitment and co-ordination, implementation strategies, action plans, capacity

building, dedicated resources, performance management, as well as monitoring and evaluation mechanisms must support political will.

5.6 CONCLUSION

There is a significant difference between the way gender is included in the Buffalo City and Amahlathi Local Municipalities. The state of local politics and leadership, resources, capacities and commitment affect the extent to which gender is considered in local government as evident in the two case studies. The Buffalo City Local Municipality was able to go furthest in introducing highly active gender structures, a Gender Strategy and Policy, and innovative projects that benefit women. The problem statement argued that the rationale behind the unsuccessful implementation of the Gender Policy Framework for Local Government, is due to the municipal incapacity (institutional, human, financial), owing to a number of factors. For instance, the bigger mandate given to municipalities after the first local government elections, in terms of service delivery has allowed the overburdening of small and medium capacitated municipalities to exhaust already strained institutional, human, and financial resources to deliver upon their developmental local government and IDP mandates.

The field research provided evidence that capacity building is a cross-cutting demand that impinges on small municipalities similar to the Amahlathi Local Municipality and large and well heeled municipalities resembling the Buffalo City Local Municipality similarly. While the Buffalo City Local Municipality has prepared and successfully implementing an impressive Gender Strategy and Policy, the Amahlathi Local Municipality does not have a written gender policy and as an alternative, the municipality has revealed initiatives in implementing several women, empowerment programmes. The Amahlathi Local Municipality does realise the Constitutional obligation of implementing gender equality within the municipal area, through municipal policies and programmes and does not deliberately disregard gender issues. The Amahlathi Local Municipality comparable to several other municipalities in South Africa is vulnerable, overworked and over burdened with the service delivery backlog, the lack of skilled personnel and financial resources to implement

programmes and thus gender issues simply dwindles. The Amahlathi Local Municipality could perhaps utilise the Buffalo City Local Municipality's Gender Strategy and Policy together with the policy implementation building blocks namely commitment through political leadership and co-ordination, as guidelines towards formulating their own Gender Strategy and Policy.

CHAPTER SIX

RECOMMENDATIONS AND CONCLUSION

6.1 INTRODUCTION

In order for municipalities to fulfill their developmental commitments, a requirement exists for them to be more gender sensitised to the needs of their citizens in particular the marginalised and disadvantaged, who are women. The preceding chapters of this research have emphasised the need to have well-resourced and fully capacitated municipalities that will be capable to implement the Gender Policy Framework for Local Government. The ambition of encompassing fully capacitated municipalities is implausible; municipalities are overburdened and showing signs of distress in terms of delivering services to communities. The overburdening has resulted in major shifts in the focus of municipalities, to improving service delivery and the subsequent sidelining of significant issues for example gender planning.

Gender planning is the comprehensive process that entails identifying and addressing the impact of a policy, programme, and initiatives on men and women. The main objective of gender planning is to advancement equal quality of life between men and women with particular analysis on their immediate social needs, access to employment opportunities, control over resources and access to development benefits. The importance of applying gender planning in Government planning processes is founded on the assertion that men and women have dissimilar needs and priorities. Accordingly, Government is required to be more responsive to the needs and priorities of both men and women through the designing of policies, programmes, and initiatives to the gain of both genders, but with more reference to the disadvantaged population, who principally are women.

This chapter will highlight important issues discussed in the research investigation; this entails summarising each of the research chapters and highlighting how each chapter fits into the larger research report. This chapter will further discuss findings, make recommendations, and make concluding remarks.

6.2 ABSTRACT OF PRECEDING CHAPTERS

Chapter one, provided an outline of the history of the struggle endured by women in South Africa under the Apartheid regime and how their perseverance manifested in the inclusion of processes, mechanisms and policies to advance gender equality after the first democratic elections of 1994. A landmark policy that steered the way forward for women in South Africa was the comprehensive National Gender Policy Framework and its National Machinery for Advancing Gender Equality. The establishment of this milestone policy and its machinery allowed a direct means to hold gender equality issues as of national importance in all Government processes. While women nationally were offered equal rights, freedoms and opportunities to participate in politics, business and in other spheres of life as men, as required in the **Constitution of the Republic of South Africa, 1996**, women in the local sphere did not share in the same testimonies. In sight of the importance of the local government sphere to women and due to the reality and plight of women in this sphere, the Gender Policy Framework for Local Government was initiated in 2007. The chapter highlighted the importance of local government for women, as the sphere most responsive to the needs of women and thus the importance of the implementation, monitoring, and evaluation of the policy framework to ensure success. This research seeks to provide a comparative analysis on the implementation of the Gender Policy Framework for Local Government in the Buffalo City and Amahlathi Local Municipalities.

Chapter two, began with identifying the problem statement that guided the selection of the research methods to be utilised in the investigation. A mixing method strategy was considered as most appropriate in this research as to provide the most reliability and compatibility. The chapter also included the objectives of the investigation, the motivation upon which this research was ingrained, research questions, the significance of the research, research limitations, and provided explanation of concepts utilised throughout the research.

The problem statement of this research identifies the incapacity of municipalities as the cause of the lack of successful implementation of policies with a developmental agenda by municipalities in South Africa, in particular the Gender Policy Framework

for Local Government. Municipalities neglect and relocate the importance of investing already limited human and financial capacities in a gender policy, whilst confronted with more urgent problems within their constituency, such as service delivery backlogs.

The key objectives of the study are: firstly, to assemble a comparative analysis on the progress that both the Buffalo City and Amahlathi Local Municipalities have made in terms of the implementation, monitoring, and evaluation of the Gender Policy Framework for Local Government. Secondly, the research will enquire if the municipalities in question have formulated a municipal gender policy using the guidelines of set by the Gender Policy framework for Local Government. Thirdly, the investigation aims to gain knowledge from each municipality's success and subsequent impact of the Gender Policy Framework for Local Government and programmes that seek to advance gender equality.

Chapter three, provided a journey of the development of gender approaches and international and regional gender equality instruments that have positively influenced the formulation of South Africa's gender-sensitive policies, specifically the Gender Policy Framework for Local Government. These gender approaches, international, national, and regional frameworks were developed to act as guides for countries worldwide on how to commit to gender equality, non-discrimination of women and to ensure equal rights and opportunities for men and women in all spheres, including the workplace, the community, and the family. The chapter identifies the difficulties in translating the policies into practice by discussing the policy implementation path and identifying variables attribute to unsuccessful policy implementation. While identifying the variables that may attribute to the unsuccessful implementation of policies, the chapter identifies critical variables, which shape the path that implementation, may possibly take in the form of 5-C protocol. The 5-C protocol of policy implementation is discussed and applied in the background of the Gender Policy Framework for Local Government. The final part of chapter three, observes the significance of an efficient and effective gender monitoring and evaluation system.

Chapter four, introduced the two case studies of this research, namely the Buffalo City and Amahlathi Local Municipalities. The central purpose of the chapter was to offer in-depth understanding of the differences between the municipalities with regard to socio-economic challenges, service delivery impediments, and their gender equality standpoint towards the needs of women. It thus had two aims, namely, to provide a breakdown of the situational analysis of the needs of women at the Buffalo City and Amahlathi Local Municipalities. Secondly, the chapter provided a gender equality analytical profile concerning the Buffalo City and Amahlathi Local Municipality's efforts in implementing the Gender Policy Framework for Local Government.

Chapter five, presented an indication of the conclusions of the empirical data collected founded on the understanding and experiences of the respondents in the implementation of the Gender Policy Framework for Local Government, during the performance of interviews, questionnaires and case study analysis. The chapter follows the comprehensive study of literature assembled in chapter 3 concerning the evolution of gender needs and the scope of policy implementation, monitoring, and evaluation. The fieldwork aimed at determining whether municipal officials in the two case studies responsible with Special Programmes have a comprehensible understanding of the policy and whether they had followed the provided guidelines in the formation of a gender strategy.

The research findings confirmed the argument posed by the problem statement, that lack of successful implementation of the Gender Policy Framework for Local Government, is due to the municipal incapacity (institutional, human, and financial). The findings also surprisingly demonstrated that both small and big municipalities have similar capacity challenges, regardless of size, budget allocation, and location. The difference rests in the approach the municipality undertakes to build sufficient capacity, this is apparent in the case of the Buffalo City Local Municipality. The municipality draws on the following success factors, the support from commitment through political leadership, the co-ordination, and collaboration in projects with different stakeholders, the mainstreaming of gender throughout all municipal policies, programmes, and units. The successes of the Buffalo City Local Municipality are

unquestionably the preparation, successful implementation, monitoring, and evaluation of an impressive Gender Strategy and Policy. The Gender Strategy and policy provides an excellent prototype to municipalities similar to the Amahlathi Local Municipality on effectively mainstreaming gender development throughout all core municipal activities and not as a stand-alone issue.

6.3 FINDINGS AND RECOMMENDATIONS

While the commitment to uphold gender equality is carried through in several Government policies, most notably the **Constitution of the Republic of South Africa 1996** and in the Gender Policy Framework for Local Government, the findings in this research have established that there is no correct or incorrect approach of addressing gender equality in municipalities. While municipalities are required to follow the guidelines as stipulated in the Gender Policy Framework for Local Government, it needs to be remembered that the policy serves as a mere guideline. The municipality under discussion is required to apply the provided guidelines in their particular environment. A working example, is the two case studies in this research, both municipalities are under the jurisdiction of the Amathole District Municipality, yet are confronted with different social, economic, political and environmental challenges. These differences have contributed in the method chosen to address gender inequalities and put into action the guidelines presented in the Gender Policy Framework for Local Government. The Buffalo City Local Municipality case study was utilised as a gender champion, throughout the research and presented lessons to the Amahlathi Local Municipality on endorsing the gender equality agenda forward.

Finding 1

Lack of organisational support for gender

Small, rural poorly capacitated municipalities similar to Amahlathi Local Municipality lack the institutional support to implement the Gender Policy Framework for Local

Government. To provide sufficient institutional support to municipalities similar to the Amahlathi Local Municipality the following four propositions have been listed, firstly the municipality needs to formulate a gender policy with an implementation strategy. Secondly, the municipality is encouraged to table gender issues routinely in municipal planning sessions, including integrated development planning. Thirdly, the municipality must ensure that gender is incorporated in the municipal performance management system. Finally, the municipality should start with the prioritizing of gender-disaggregated statistics on service delivery and success of empowerment programmes.

Recommendation

The Amahlathi Local Municipality is in desperate need of assistance from stakeholders internally and externally to build alliances with the municipality. The creation of coordinating structures to support women, through implementing a supporting structure for the development of a gender plan or a gender programme could help the municipality to focus on gender and assist in carrying through commitments encapsulated in the Gender Policy Framework for Local Government. The stakeholders will consist of internal stakeholders, involving government institutions, and employees, as well as external stakeholders, such as citizens, international and national NGOs, and the corporate sector. To avoid the duplication of roles, all stakeholders should identify their functions and roles and the linkage between all stakeholders. The holistic gender approach applied by the Buffalo City Local Municipality is recommended to a strong presence of support from the political will and effective leadership from Buffalo City Local Municipality management, commitment, and coordination from different stakeholders of the municipality and strong Intergovernmental Relations (IGR) element. The achievements of the Gender Policy and Strategy are apparent from the increased representation of women in strategic and operational levels, establishment of a sexual harassment policy, a child-care facility, and the awarding of preferential procurement contracts to companies in which women specifically have a major share.

Finding 2

Lack of skilled and knowledgeable human resources

There are significant differences between the approach gender, is incorporated in the Buffalo City and Amahlathi Local Municipalities. A common variable affecting the successful implementation of the Gender Policy Framework for Local Government in both municipalities is the shortage of skilled and knowledgeable staff to implement the policy. While the Buffalo City Local Municipality also desires to increase human resource capacity in the Special Programmes Unit, the unit is fortunate to receive human resource support from other units from within the municipality through co-ordination, collaboration, and mainstreaming. In making an effort to have a fully skilled work force to meet the growing requirements of the unit to accomplish the set mandate, a HIV/AIDS practitioner in the Special Programmes Unit recently undertook a gender training course and the positive gains of knowledge gained from the course are within reach. The unit is confronted with two challenges that obstruct the full accomplishment of their mandate owing to a lack of skills, firstly the unit requires employees to attend gender training courses and be qualified in this field, yet there are few qualified people with relevant experience available on the labour market. Secondly, the possibility of employing people requiring additional training was hampered, by the EEO's assertion that the municipality does not offer supplementary training to new incumbents, on the basis that job applicants should only apply if they fulfill all job requirements.

As a mostly rural, small and under capacitated municipality the Amahlathi Local Municipality is facing complexities in fulfilling the mandate of the Gender Policy Framework for Local Government as evident from evidence captured in the interviews conducted and questionnaires completed in chapter 5 of this research. One of the rationales identified for the lack of focus on implementing the principles of the Gender Policy Framework for Local Government together with financial incapacity is the lack of sufficient human capacity; no more than one person heads the special programmes unit. The lack of progress is not premeditated; the municipality does realise the importance of fulfilling Constitutional obligations to implement gender equality within the municipal area, through municipal policies and

programmes. However, the lack of skilled and knowledgeable human resources and gender analysis training is a big contributor to the municipality's unsuccessfulness in implementing the Gender Policy Framework for Local Government.

Recommendation

The provision of the necessary knowledge and skills is important in building the capacity of public officials in both municipalities. The availability of financial resources is a crucial driver in determining the acquisition of additional human resources. Other tools that can be utilised to build sufficient human resource capacity are firstly, collaboration that entails executing some functions jointly with other units within the municipality or externally. The Buffalo City Local Municipality has acknowledged the positive project results achieved through collaborating with different stakeholders and especially through utilising the Intergovernmental Relations (IGR) function. Secondly, the mentoring and coaching of less experienced officials in both municipalities will provide the officials with much required in-depth knowledge about the work and acquire the essential skills linked directly to the job. Thirdly, both municipalities should encourage all staff, councillors, community-based organisations, ward committees, and community development workers in their municipalities to undertake gender training and gender sensitivity training. Fourthly, the presence of strong leadership within the municipality can have a positive effect in inspiring internal and external stakeholders to work towards achieving the objectives encapsulated in the Gender Policy Framework for Local Government.

Finding 3

No need to have gender as a stand-alone issue

In chapter 3, an argument was made concerning the integration of gender as a cross-cutting issue in municipalities in South Africa with social needs such as HIV and AIDS, children and youth, people with disabilities and poverty. The rationale for the argument was rooted upon the present state of affairs where some Special

Programmes Units in some municipalities were over-stretched with the collective projects and thus the risk of becoming dysfunctional increased and the resultant effect is gender often falling to the bottom of the agenda even though it cuts across all the special issues. According to the Strategic manager in the Amahlathi Local Municipality and the manager in the Special Programmes Unit in the Buffalo City Local Municipality, the incorporation of all marginalized and vulnerable groups in one unit assisted the planning processes of projects of the unit, the utilisation of available financial and human resources and did not create unfavourable competition.

Finding 4

Budget Constraints

Both the Buffalo City and Amahlathi Local Municipalities are experiencing budget constraints, either there is a lack of a specific municipal budget for promoting gender equality and employment equity or if gender is a component in the budget, it is often awarded the smallest amount of the overall budget. The third challenge surfaced while conducting empirical research. In both municipalities, it was well-known that gender was always the first item to be cut off, where municipal funds were scarce.

Recommendation

All municipal budgets in South Africa are encouraged to be gender responsive, specifically ensuring that resources are allocated for the gender related development of municipal policies and actions and the assurance that gender is taken into account in all municipal budget allocations and expenditure. However, not all municipalities, case in point the Amahlathi Local Municipality have the initial resources of considering the differential impact of spending on women and men or resources dedicated to a percentage of total expenditure devoted to municipal services prioritised for women. The Buffalo City Local Municipality has the same problem, however the municipality is fortunate enough that the majority of its gender equality

initiatives are funded through partnership with international organisations. Perhaps this is a suggestion the Amahlathi Local Municipality can engage in.

6.4 CONCLUSION

The newly democratically elected South African Government in 1994 undertook to address decades of gender subordination, by the institutionalisation of gender policies and structures through the adoption of a national strategy for advancing gender equality and its machinery. In spite of progressive gains made regarding the legal status of women, South African women and men do not have the benefit of equal rights in practice. The gains made by the national and provincial spheres of government thus far are overshadowed challenges confronting women at the local sphere of government confirm that the South African society faces challenges with gender inequalities. Local government is the closest sphere to the people and the most consulted in terms of implementing policies with a developmental agenda, mainly policies of improving service delivery and the resultant improving the lives of the people of the Republic of South Africa. This sphere of government has a moral and a legal obligation to play a dynamic role in redressing the past racial and gender imbalances of communities and to engage in gender equality approach in all its policies, programmes, and projects in order to ensure fairness in the treatment of men and women. The challenges faced by local government authorities are generously disproportioned and intersect broad collections of gender dimensions, specifically the unsatisfactory level of women's access to basic services; the high incidences of gender based violence; the disproportionate effects of HIV and AIDS on men and women; the underrepresentation of women in decision making structures and the lack of skills and resources to implement the gender programmes formulated by national government.

The challenges confronting women in local government initiated the formulation of the Gender Policy Framework for Local Government. The comprehensive five-year policy framework identified key areas of focus for women and aimed to present opportunities for women to participate in local government processes and contribute to local development initiatives that encourage economic growth and contribute to

the improvement of life. The importance of this policy cannot be accentuated enough, however ultimately what is important is the level, at which a policy achieves the set aims and objectives when the set term approaches with support from continuous monitoring and evaluation methods chosen, all the same successful implementation is not assured. The policy implementation process is multifaceted and finding the missing link is not a straightforward task. To assist policy implementation processes, policy scholars all over the world have devised numerous policy implementation protocols and additional variables that support successful implementation. This research solely identified and applied the 5-C Protocol prepared by Professor P. Brynard and utilised additional variables verifying policy implementation. Even with policy implementation guidelines, success is not guaranteed, factors that restrain the successful implementation of gender-sensitive policy concerns, take account of the lack of capacity; the lack of financial capacity of the municipality and the lack of skills capacity of municipal officials. Further factors comprise of the lack of prioritisation of gender equality programmes, gender analysis, and gender mainstreaming in development planning and the lack of continuous monitoring and evaluation systems.

The main aim of this chapter was twofold, firstly to provide a summary of the previous chapters and secondly to present the research findings and make recommendations. The premise of the research was rooted in building a comparative analysis on the successful implementation of the Gender Policy Framework for Local Government by the Buffalo City and Amahlathi Local Municipalities. The problem statement recognised inadequate capacity as the root cause leading to the lack of implementation of the policy, because of the capacity disparities apparent in municipalities in South Africa. In conducting the comparative analysis, the research utilised the Buffalo City Local Municipality as a best practice municipality concerning the successes achieved by implementing the Gender Policy Framework for Local Government as well as the formulation and successful implementation of the municipality's Gender Strategy and Policy. The reasoning behind this decision was to provide the Amahlathi Local Municipality with significant counsel and outline a strategy of action.

The main recommendations presented to the Amahlathi Local Municipality, concern the municipality building alliances with internal as well as external stakeholders. The

collaboration function was a main contributor to the successes of the Buffalo City Local Municipality. Referring to the Buffalo City Local Municipality's Gender Strategy and Policy implementers included the following stakeholders, national and provincial government departments, unions, all municipal directorates, NGOs, tertiary institutions, councilors, municipal officials, citizens, and private sector organisations. Each of these participants has important contributing responsibilities and functions to execute in pursuit of implementing policy. The capacity of each of the stakeholders contributes the capacity to implement the gender policy.

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8. ANNEXURE A

INTERVIEW SCHEDULE TO EVALUATE QUESTIONNAIRE ON EVALUATING THE COMPLIANCE OF YOUR MUNICIPALITY TO THE GUIDELINES OF THE GENDER POLICY FRAMEWORK FOR LOCAL GOVERNMENT

Opening

My name is Ms Nonelelwa Qoboshiyana; I am a student at the University of Pretoria, doing research for my M Phil in Public Policy. The title of my dissertation is *Translating Gender Policies into Practice: in the Buffalo City and the Amahlathi Local Municipalities*, under the supervision of Professor P.A. Brynard at the School of Public Management and Administration (SPMA) at the University of Pretoria. I would like to ask you some questions related to compliance in implementing the Gender Policy Framework for Local Government. The finished research will assist in identifying the underlying gender issues in both municipalities and suggest a way forward. The interview should take 20 minutes.

(Transition: Let me begin by asking you some questions about general information)

GENERAL DEMOGRAPHIC INFORMATION

Name and surname:
Gender:
Age:
Municipality:
Directorate:
Department:
Position held:

(Transition: to the next topic)

This section attempts to understand the current institutional arrangement as well as to uncover human resource power existing in the municipality but also to check whether there are gaps or a need for more staff members/officials to advance gender equality programmes and intentions. The focal point of this section is to explore different experiences seized by different officials in the department and to understand if there are other needs required to promote gender equality programmes

1. ORGANISATIONAL STRUCTURE AND EXPERIENCE

- What is the institutional structure of the Directorate tasked with gender equality programmes?
- What is the role of the Directorate?
- Does the Directorate have the means to achieve their objectives?
- In your opinion what is the Directorate's greatest achievement?
- What is the weakness of the Directorate?

- Do you have enough staff members to promote gender equality programmes?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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- Do you think there is a need for capacity building for the Directorate?
- What are the capacity building needs of the Directorate?

(Transition: to the next topic)

This section aims to examine the Amahlathi and Buffalo City Local Municipality's conceptualization of their gender equality approach/strategy/ policy and programmes, its alignment with national gender policy and Gender Policy Framework for Local Government guidelines. Moreover, the section will also try to assess the progress of unit tasked with gender equality.

2. GENDER EQUALITY STRATEGY/ PROCESS AND IMPLEMENTATION

- Have you heard Gender Policy Framework for Local Government?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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- What is your understanding of the Gender Policy Framework for Local Government?
- Are you implementing the Gender Policy Framework for Local Government? In addition, how?
- Is it easy to understand and apply the Gender Policy Framework for Local Government in the context of your municipality?
- Does the municipality have a gender equality policy?
- Who drafts your strategy?
- Is the gender equality strategy/ policy easy to understand?
- Is the policy accompanied by an official programme of actions regulating implementation?
- What other gender equality/gender equity/women's empowerment programmes and activities that the directorate is involved with?
- Does the Directorate have enough resources such as human, finance, computers and so forth to advance your gender equality programs?
- How does your gender equality strategy correspond to national and local gender policies?

(Transition: to the next topic)

This section looks at the relationship between the specific directorate with other sectors of government, municipality as well as relevant stakeholders. More importantly, to know the extent to which the provincial local government department has been involved in the implementation, monitoring and evaluation of gender equality projects, programmes and approaches of the municipality and the Gender Policy Framework for Local Government.

3. INTERNAL AND EXTERNAL MONITORING MECHANISMS LINKS

- Are there any links, contacts and exchange between the directorate and other municipal structures in terms of implementing, monitoring and evaluating the progress with gender equality

programmes and Gender Policy Framework for Local Government? E.g. IDP Unit, provincial and national government If there are any? To what extent have you been working together?

- What is the level of collaboration with communities, civic organisations, NGOs on programmes that involve gender equality programmes?
- In what way can this directorate support these organisations to ensure that they become more effective?
- Do Key Performance Indicators (KPIs) enable the municipality to assess how service delivery impacts on women and men from different backgrounds in the community?
- Are managers made fully aware of their responsibility with regard to gender mainstreaming and is this built into Performance Agreements?
- Does the leadership of the municipality raise questions regarding performance on gender targets constantly?
- Are there any mechanisms included in your gender equality policy, regulating its monitoring, final evaluation and revision? If yes, please provide more information in which way

(Transition: to the next topic)

This section uses SWOT analysis to understand opportunities and challenges confronting the municipality in promoting the Gender Policy Framework for Local Government. It basically looks at the general strengths, weaknesses, opportunities and threats faced by the Directorate in the implementation of its programmes.

4. STRENGTHS OF THE MUNICIPALITY

- What do you credit the municipality's progress towards implementing the Gender Policy Framework for Local Government and its own gender equality strategy?
- What can other municipalities in South Africa learn from the experiences of your municipality?

5. CHALLENGES AND OPPORTUNITIES FACED BY THE UNIT

- What are the logistical problems that you face in promoting gender equality, gender equity, gender sensitivity and women's empowerment programmes?
- In your view, what are the barriers to the full implementation of the Gender Policy Framework for Local Government and other gender sensitive programs?

(Transition: to the next topic)

This section deals with strategies and mechanisms with which the Directorate can adopt in order to improve its capacity or the strength of the Directorate to implement the Gender Policy Framework for Local Government.

6. WAY FORWARD

- What do you think should be done to strengthen the capacity (human resource and institutional) of the directorate?
- What do you think should be done to strengthen the link between the directorate and other departments?
- What do you think should be done to strengthen the link between the directorate and the community (civil society organisations)?

- What are the general recommendations based on your experience in this directorate, that will be more useful in ensuring that the municipality is able to implement the Gender Policy Framework for Local Government adequately?

Thank you for your cooperation

9. ANNEXURE B

QUESTIONNAIRE ON EVALUATING THE COMPLIANCE OF YOUR MUNICIPALITY TO THE GUIDELINES OF THE GENDER POLICY FRAMEWORK FOR LOCAL GOVERNMENT

PREFACE

My name is Ms Nonelelwa Qoboshiyana, I am a student at the University of Pretoria, doing research for my M Phil in Public Policy. The goal of the questionnaire is to provide an overview of the level of municipal compliance to implement the Gender Policy Framework for Local Government. I am trying to obtain responses to the questionnaire from as many participants from the responsible directorates in both the Buffalo City and Amahlathi Local Municipalities. The questionnaire may be filled out in varying degrees of detail. Depending on how much detail is provided, realistic response times might vary.

Name and surname:

Gender:

Age:

Municipality:

Department:

Position held:

1. INSTITUTIONAL MECHANISMS

1. Are you aware of the Gender Policy Framework for Local Government?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If not, give reasons				
2. Does the municipality comply with guidelines in the Gender Policy Framework for Local Government?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If yes, are you implementing it?				
3. Does the municipality have a written gender policy?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If yes, when was it adopted?				
And are you implementing it?				
If not, give reasons				
4. Are gender issues taken into account of when drafting policies at the political and administrative level of the municipality?				



Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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If not , give reasons

5. Do the political structures (council), office bearers (mayor) and municipal staff members (municipal manager) regularly make public statements in favour of gender equality?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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6. Do the policy documents, public communication and by-laws of the municipality reflect gender sensitive language?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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7. Do municipal publications include articles on gender issues?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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Does the municipality consider gender issues a priority?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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If not, give reasons

If yes, give evidence

8. Does the municipality have the necessary capacity: human, financial, and institutional allocated to programmes to advance women’s empowerment and gender equality?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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If not, identify which category of capacity and why

9. Does the municipality update gender disaggregated data and statistics on a regular basis for use in programme development, planning, and implementation?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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10. Does the municipality have adequate human and financial capacity for the collection, analysis, and dissemination of gender-related statistics?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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11. Does the municipality have appropriate guidelines for gender awareness training for those responsible for recruitment and selection?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
12. Does the municipality have an effective internal structure established to deal with gender-based discrimination and sexual harassment?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
13. Does the municipality have a day care centre in the work place?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

2. REPRESENTATION

1. Does the municipality have increased number of women, especially at professional and managerial levels?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If not, give reasons				
2. Does the municipality have effective affirmative action programmes in line with the provisions of the Constitution, Employment Equity Act, and the White Paper on Affirmative Action in Public Service?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
3. Are there mentoring schemes between councillors that are more experienced and new women councillors?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If not, give reasons				
	Representation Percentages			
4. What percentage of seats is held by women in Council?	% Women			
5. What percentage of women are in top decision-making positions (indicate political structures and administration, separately)?	% Political % Administration			
6. What percentage of women chair municipal portfolio committees?	% Women			
7. What percentages of women are in traditionally male dominated positions as opposed to more mainstream committees (e.g. management, finance)?	% Women			



3. PARTICIPATION

1. Do women participate in meetings?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If not, give reasons				
2. Has the municipality identified factors regarding the participation of women in local public forums?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If yes, what are these?				
3. Has the municipality developed action plans to rectify impeding problems regarding women's participation?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If yes, what are these?				
4. What proportion of interventions do women in meetings make?	% Women			
5. What proportion of these is made by women in top positions?	% Women			

4. INTEGRATED DEVELOPMENT PLAN

1. Do women effectively participate in the IDP Representative Forum?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If not, give reasons				
2. Have women been consulted equally with men during the IDP process?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
3. Do participation strategies explicitly attempt to involve individual women as well as women's organisations?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
If yes, give examples				
4. Has information been prepared in advance of the participatory process to ensure meaningful participation of all role players?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
5. If women are not participating in the IDP process, have the impeding factors been identified?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
6. Is there a municipal undertaking of how gender will be defined and used in the IDP?				
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree



7. Is gender one of the strategic objectives of the municipality?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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If not, why?

8. Has information been collected with regard to women's respective constraints' opportunities, incentives, and needs?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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9. Does the municipality have projects aimed at women empowerment and development?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
----------------	-------	---------	----------	-------------------

If yes, name them and are they effective?

If not, why?

10. Are gender indicators included in the IDP?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
----------------	-------	---------	----------	-------------------

11. Do all programmes in the IDP include gender equity considerations?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
----------------	-------	---------	----------	-------------------

12. What is the percentage of the IDP Steering committee/Representative Forum who are women?

% Women

13. What is the percentage of Ward Committees who are women?

% Women

5. BASIC SERVICE DELIVERY

1. What are the needs of women in the municipal area in terms of basic services?

2. Is water, sanitation, and electrification made available to every household?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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3. Is there improved access to water and sanitation, electricity and communication services for women?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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4. Is all data relating to housing disaggregated by gender?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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6. LOCAL ECONOMIC DEVELOPMENT

1. Does the municipality LED programme target women entrepreneurs as key beneficiaries?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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2. Is there increased participation of women in local economic development programmes?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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3. Are there skills development programmes to increase women's employability?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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7. SAFETY AND SECURITY

1. Is there adequate street lighting?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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2. Are there safe houses for abused women and children?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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8. BUDGET

1. Does the municipality have gender mainstreaming of budget allocations and expenditure (for example, allocations to support rural women entrepreneurs)?

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
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2. What percentage of expenditure is explicitly targeted for the promotion of gender equality? % Expenditure

3. What percentage of total expenditure is devoted to municipal services prioritized by women? % Expenditure

4. What percentage of the Budget Committee are women? % Expenditure

ANNEXURE C

BUFFALO CITY LOCAL MUNICIPALITY'S GENDER STRATEGY AND POLICY

Strategic focus area :Internal Municipal workforce

Goal I: Empowerment of councilors and officials of Buffalo City Local Municipality

Objectives	Possible Activities	Directorate/ Organisation	Partners	Indicators
Gender Policy and Mainstreaming Strategy in place and operational	<ul style="list-style-type: none"> • Gender policy adopted by Council after having gone through all municipal processes • Gender mainstreaming strategy in place and plan of action developed, with budget attached to activities Buy-in of all internal stakeholders including officials and trade unions <ul style="list-style-type: none"> • Review all staff policies and procedures to ensure gender mainstreaming/sensitivity • Review of all HR policies and systems to ensure that they incorporate gender • Training needs analysis undertaken 	Directorate of Executive Mayoral Support (DOEMS) – Special Programmes Unit (SPU)	<ul style="list-style-type: none"> • Unions • All directorates • Non Governmental Organisations (NGOs) • Tertiary institutions • Executive Mayor, councilors 	<ul style="list-style-type: none"> • Gender Policy in place, approved by Council • Gender Strategy in place, approved by Council • Budget attached to Strategy • Strategy being implemented • Training conducted with councilors and officials • Policies reviewed and appropriate changes made to ensure gender mainstreaming • Regular Gender Forum meetings held

	<ul style="list-style-type: none"> • Training on gender undertaken • Ensure that peer educators are capacitated to understand and deal with issues of gender • Strengthening of Gender Forum with meetings regularly to monitor activities as per the Mainstreaming Strategy 		and officials	
Opportunities for hiring and advancement in workplace for women and other marginalised groups	<ul style="list-style-type: none"> • In line with the Employment Equity Plan, identify critical positions that will be earmarked for candidates who are from marginalised groups • Gender-balanced interview and selection panels • Empowerment of “champions” within the Municipality at political and administrative level that advocate issues related to marginalized groups • Promote upward mobility in the institution by providing specific capacity building opportunities with a focus on women and marginalised 	Directorate of Corporate Services (DCS) - Human Resource (HR)	<ul style="list-style-type: none"> • Unions • All directorates 	<ul style="list-style-type: none"> • Increased number of women in the municipal workplace, at higher positions • Gender-balanced selection and interview panels • Appropriate questions incorporated into interview questions • Number of opportunities /trainings undertaken by female and marginalised employees • Gender focal point appointment and/or fully capacitated • Number of “champions” trained

Gender sensitive workplace practices	<ul style="list-style-type: none"> Investigate the establishment of a child care facility at the workplace Ensure employees are aware of sexual harassment policy Treat sexual harassment as a serious offence and ensure that the consequences are known for sexual harassment Safety measures in place for women at work (for example, those who work at night) 	DCS - HR	<ul style="list-style-type: none"> DOEMS – SPU Executive Mayor Municipal Manager Unions All directorates 	<ul style="list-style-type: none"> The existence of day care centre in the workplace The effectiveness of guidelines for reporting and disciplining cases of sexual harassment The existence of effective internal structures established to deal with gender-based discrimination and sexual harassment Safety measures in place
<p>Strategic focus area: Services and programmes delivered by the Buffalo City Local Municipality , including IDP</p> <p>Goal 2: Mainstreaming gender in the services and functions of the municipality , including mainstreaming gender issues in the IDP and increasing access to LED opportunities for women and marginalised groups</p>				
Objectives	Possible Activities	Directorate/ Organisation	Partners	Potential Indicators
Gender and other marginalised groupings integrated in municipal IDP planning and	<ul style="list-style-type: none"> Gender taken into account at all stages of IDP processes Gender guidelines developed and taken into account for IDP planning Collection and use of disaggregated data 	DOEMS – Integrated Development Planning (IDP)	<ul style="list-style-type: none"> All directorates Ward councilors and committees 	<ul style="list-style-type: none"> Gender disaggregated data and statistics reviewed and updated regularly for use in programme development, planning and implementation Adequate human and financial capacity for the collection , analysis and

processes	<ul style="list-style-type: none"> Monitoring that there is equal gender representation on IDP forum and ward committees Special efforts made to include women and other marginalised groups in IDP processes, through for example, looking at appropriate times to hold public meetings and hearings, door-to-door visits to input etc. 			<p>dissemination of gender-related statistics</p> <ul style="list-style-type: none"> The extent to which sector-based gender disaggregated data are being used effectively in programme design
Integration of gender and other marginalised into all LED and poverty alleviation programmes	<ul style="list-style-type: none"> Ongoing review all Council approved strategies to ensure that gender issues are adequately mainstreamed Conduct needs analysis in the community to identify opportunities and challenges for women to engage in LED activities Engage in preferred local procurement focusing on women and marginalised groups Make by-laws and policies related to business to include gender considerations Review municipal indigent policy to ensure gender sensitivity 	<ul style="list-style-type: none"> DCS - Research Policy Management Unit (RPMU) Directorate of Development Planning (DDP) – Local Economic Development (LED) Department of Finance (DOF) – 	<ul style="list-style-type: none"> Private business Employer associations Unions All directorates Tertiary institutions Department of Social Development 	<ul style="list-style-type: none"> Review of LED strategies and gender mainstreamed Number of contracts awarded to female headed businesses Needs analysis conducted By-laws reviewed and simplified Linkages with Department of Social Development strengthened Municipal indigent policy mainstreaming gender Poverty reduction strategy developed, taking into account female-headed

	<ul style="list-style-type: none"> • Establish linkages with Department of Social Development for grants and other poverty alleviating programmes • Develop a poverty reduction strategy, which takes into account the challenge of female-headed households 	<p>BUDGET</p> <ul style="list-style-type: none"> • DOEMS – SPU • DOF-BUDGET 	<ul style="list-style-type: none"> • HR 	<p>households</p>
<p>Mainstreaming gender and marginalized groups in development projects</p>	<ul style="list-style-type: none"> • Ensure HIV mainstreamed in IDP processes (both planning and consultations) in the municipality • Ensure human and financial resource allocated to programmes to advance women's empowerment and gender equality • Ensure that there is specifically identified, gender-based expenditure (for example , on women's poverty alleviation programme) • Ensure equal employment opportunity expenditure by directorates (e.g. training for female managers) • Ensure gender mainstreaming of budget allocations and expenditure (for example allocations to support rural women 			

	<p>entrepreneurs)</p> <ul style="list-style-type: none"> Incorporated gender targets into the key performance indicators of officials 			
<p>Strategic focus area: Partnerships and coordination of gender-based services within the municipal area, including focus on gender-based violence</p> <p>Goal 3: Strengthening of partnerships and coordination of gender-based services within the municipal area, including a focus on organisations/programmes that deal with gender-based violence</p>				
Objectives	Possible Activities	Directorates/Organisation	Partners	Potential Indicators
<p>Establish/strengthen the Gender Forum</p>	<ul style="list-style-type: none"> Undertake a review of the Gender Forum, including Terms of Reference and membership Refine Terms of Reference and membership, if appropriate Capacity building of the Gender Forum Reporting lines of Gender Forum established – to report to Executive Mayor and/or Municipal Manager, and through Portfolio Committee, to the Municipal Council Official launch of Gender Forum 	<ul style="list-style-type: none"> DOEMS - SPU 	<ul style="list-style-type: none"> Executive Mayor's Office NGOs, Faith Based Organisations (FBOs) and Community Based Organisations (CBOs) 	<ul style="list-style-type: none"> All stakeholders represented on Gender Forum Monthly report to Mayor Minutes of meetings held consistently Gender issues placed on agenda of Council and reports received and considered Gender strategy adopted by the Council Launch of Gender Forum

<p>Increased partnerships and increased resource mobilisation</p>	<ul style="list-style-type: none"> • Database of all gender role-players within the municipality, what services they provide etc. • Identify potential areas of better collaboration • Development of an action plan in order to give effect to the collaboration • Gender Forum to focus on resource mobilization from external and internal sources • Development of guidelines for fair and equitable system for resource allocation 	<ul style="list-style-type: none"> • DOEMS - SPU 	<ul style="list-style-type: none"> • Gender Forum • International and national donors • Other government departments 	<ul style="list-style-type: none"> • Action plan developed • Database in place and regularly updated • Guidelines in place for fair distribution of resources
<p>Monitoring and evaluation of gender activities</p>	<ul style="list-style-type: none"> • Develop a monitoring and evaluation and review system with interim and endpoint success indicators • Responsibilities, frequency of monitoring activities and accountability lines are formalised 	<ul style="list-style-type: none"> • DOEMS - SPU 	<ul style="list-style-type: none"> • NGOs, FBOs and CBOs • Tertiary institutions 	<ul style="list-style-type: none"> • Monitoring and evaluation plan in place • Reporting on indicators • Formal reporting lines in place
<p>Increased access to services focusing on sexual and gender –</p>	<ul style="list-style-type: none"> • Database of services that are available in municipal area for survivors of sexual and gender-based violence • Campaign against violence against women 	<ul style="list-style-type: none"> • DOEMS - SPU 	<ul style="list-style-type: none"> • Mayor and Municipal Manager • Ward councillors 	<ul style="list-style-type: none"> • Minute of meetings • Formation of implementation plan • Database in place and regularly

based violence	<p>and children</p> <ul style="list-style-type: none"> • Increased partnership with South African Police Services (SAPS) and other justice stakeholders, including NGOs • Municipal employees ware of sexual harassment policy • Sexual harassment policy implemented 		and committees	<p>updated</p> <ul style="list-style-type: none"> • Gender ward forums established and regularly reporting
<p>Strategic focus area: Increased and meaningful participation of women and marginalized groups in both municipal and community affairs</p> <p>Goal 4: Empowerment of women and other marginalised groups to lead to increased participation of women and marginalised groups in both municipal and community affairs</p>				
Increased participation of women and people from other marginalised groups in political and decision-making structures	<ul style="list-style-type: none"> • Taking into account gender implications with respect to time of meetings etc. (for example , the time that ward committees are held) • Empowerment of female councillors • Empowerment of ward committees on gender related issues • Ensuring equal representation on ward committees 	<ul style="list-style-type: none"> • DOEMS – Public Participation (PP) 	<ul style="list-style-type: none"> • Executive Mayor and Council • All directorates • Municipal Manager 	<ul style="list-style-type: none"> • Percentage of women chairing municipal portfolio committees • Number of female councilors • Number of female managers • Effective participation of women in ward committees • Effective participation of women in the IDP Representative Forum

	<ul style="list-style-type: none"> • Effective functioning of the Gender Forum • Creation of a multi-party women's caucus 			
Increased engagement of gender issues by both men and women	<ul style="list-style-type: none"> • Training of both male and female councilors and officials to ensure engagement in women's issues, especially buy-in by men to address challenges faced by women • Ongoing dialogue on women's issues 	<ul style="list-style-type: none"> • DOEMS - SPU 	<ul style="list-style-type: none"> • All directorates • Municipal Manager's Office • Executive Mayor 	<ul style="list-style-type: none"> • Women's issues placed on agenda of Council meetings • Training of male and female councilors and officials