

**REPRESENTATION OF WOMEN IN LOCAL GOVERNMENT IN SOUTH AFRICA: A
CASE STUDY OF NGAKA MODIRI MOLEMA DISTRICT MUNICIPALITY**



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DECLARATION

I, Susan Masale Manyane, declare that this mini dissertation in partial fulfilment for the Degree of Master of Social Sciences in Development Studies at the North West University has not been previously submitted by me at any other University and that this is my work and the material herein used is duly acknowledged.

Signed..... on this day of 2010
at

ABSTRACT

The aim of this study is to examine the extent of women representation in the Councils of the Local Municipalities in the Ngaka Modiri Molema District Municipality in the North West, Province of South Africa. The specific objectives of the study are to investigate the ratio of women representation at both the political and administrative structures of the Ngaka Modiri Molema District Municipality; and examine the factors which inhibit the realization of the women quotas at the District Municipality level. This is an empirical study which utilized both the qualitative and quantitative approaches in the collection and analysis of data. The study identifies the extent of women representation and establishes that there is insufficient women representation in general within local governance in South Africa and in the Ngaka Modiri Molema District Municipality in particular. As a consequence, although the critical legislative and policy has been enacted, presentation of women in local governance still remains a challenge.

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LIST OF ACRONYMS

1.	NMMDM	Ngaka Modiri Molema District Municipality
2.	ANC	African National Congress
3.	BPFA	Beijing Platform for Action
4.	OSW	Office of the Status of Women
5.	CGE	Commission for Gender Equality
6.	SALGA	South African Local Government Association
7.	CEDAW	Convention on the Elimination of All Forms of Discrimination against women.
8.	IEC	Independent Electoral Commission
9.	UNUDHR	United Nations Universal Declaration of Human Rights
10.	SDG	Solemn Declaration on Gender Equality
11.	ICPD	International Conference on Population and Development
12.	SADC	Southern African Development Countries
13.	CBO	Community Based Organizations
14.	MDG	The Millennium Development Goals
15.	SAHRC	The South African Human Rights Commission
16.	NSW	The National office on the Status of Women
17.	PSW	The Provincial office on the Status of Women
18.	GFP	Gender Focal Points on Government Departments
19.	UN	United Nations
20.	NGM	National Gender Milestone
21.	NPF	South African National Gender Policy Framework
22.	DA	Democratic Alliance
23.	UCDP	United Christian Democratic Party
24.	IDRC	Decentralization, Local Power and Women's Rights
25.	EISA	Electoral Institute for Sustainability of Democracy in Africa)
26.	IFP	Inkatha Freedom Party

CHAPTER ONE

INTRODUCTION TO THE STUDY

1.1 Introduction

At the close of the 20th Century and the beginning of the 21st Century, gender equality and women empowerment has emerged as one of the central issues in development literature (Parpart. et al 2002; UNECA, 2009; World Bank, 2001). Consequently, the gender equality and good governance have been firmly placed at the cutting edge of the development debate over the last decade (UNDP, 2003; Brush, 2003). The issue of gender equality is central to sustainable development and democratization. There can be no sustainable development without taking into consideration the specific issues and needs of women. Women representation is therefore a fundamental prerequisite for gender equality, sustainable development and democracy. This is true because gender equality facilitates women's direct participation in decision-making and is a means of ensuring that their "voice" is placed on the political agenda.

Local governance is viewed as a critical arena for gender work. This is due to the fact that it is at the local government level that women experience the state more directly. Local Government is the coalface of local socio-economic development: it is the level that administers service delivery pertaining to housing, water, sanitation and some primary health services. Women thus encounter local governance more than they do other levels of government (Serote et al., 2001). It is for these reasons that local governance is viewed as the most appropriate level to address gender equality and women empowerment (Habitat,2008); and that the proportion of women representation in local governance is seen as an important indicator of gender equality in decision making in governance (UNECA, 2009).

Since assuming power in April 1994, the ANC led government's commitment to ensuring women's equal participation in general and local governance in particular, is reflected in a number of initiatives of legislative and policy

frameworks, as well as the endorsement of international and regional protocols. The South African Government has undertaken specific initiatives to address the gender equality and women empowerment through policy and legislation formulation, as well as the establishment of national gender machinery. These are designed to remove gender discrimination and promote Women's rights and empowerment.

With specific regard to local Governance, the South African Government produced the Gender Policy Framework for Local Government (COGTA, 2007) to guide local authorities to mainstream gender in municipalities in particular, and provincial and local government in general. In addition, besides the constitutional commitment, gender equality and women's rights are embedded in the following legislations:

- The Municipal structures Act 2000 (Act 32 of 2000) directs local authorities to ensure that women are equitably represented in ward committees. The Act also encourages political parties to draw up their party lists in such a way that every alternate candidate is a woman; and
- The Traditional Leadership and Governance Amendment Act of 2003 (Act 41 of 2003) provides for a quota for the representation of women to the establishment of traditional councils. Thus the legislative and policy framework strives towards the advancement of gender representation in local governance.

As the current IEC registration statistics for the May 2011 local government elections show, there are more registered female voters than males. There are 826 501 registered female voters against 750 398 male voters in the North West Province. However, despite their numerical strength, women remain under represented in local governance.

To sum up, as a result of adopting the above legislative and policy frameworks which are aiming at advancing gender equality, South Africa is seen as having one of the most progressive policy frameworks for improving women equality and representation in governance in the world (Albertyn, 1995; Beall, 2004).

1.2 Statement of the problem

Since the introduction of the new democratic dispensation in 1994, gender equality and the empowerment of women has been accorded a high priority on the political agenda, as reflected in the policy and legislative frameworks. Since then significant progress has been made in increasing women representation in political and decision-making structures such as in Cabinet, national parliament, provincial executive committees and legislatures (Department of Social Development, 2005). However, despite the progress made at national and provincial levels, women continue to be under represented at the local governance levels. For instance, while the target of 50% representation of women has already been achieved at national and provincial levels, at local governance level representation remains low. In 2004, at the national level there were a total of 8,828 councillors. Out of these 6 263 (70.94%) were male and only 2,565 (29.06%) were female (Salga, 2004; Molebatsi, 2009). The figure of women councillors' representation in the North West is currently about 28%. However, in spite of the Government's efforts to increase women representation and achieve gender parity, this goal has not yet been achieved. Consequently, more needs to be done to achieve the 50/50 parity level (as adopted at the ANCs Polokwane Conference in 2008) and thereby increase gender equity and representation in local governance.

1.3 Rationale of the Study

Local governance has been given a constitutional mandate to play a critical role in facilitating sustainable development in South Africa in general and Ngaka Modiri-Molema in particular, as it is the level of governance closest to the people. Local governance is of critical importance to women, because of its mandate for the delivery of goods and services that directly affect their social reproduction.

As a result of its location, local governance is in a unique position not only to understand the needs of women's lives but it also has the potential to contribute to greater gender equity and representation.

Women also make up a significant percentage of the population. According to population figures, the demographic breakdown of Ngaka Modiri Molema District Municipality is 52% female and 49% male (Statistics South Africa, 2007).

It is therefore important to establish the extent to which women are represented in the political and administrative structures of the District Municipality. The study also seeks to find out what extent the government gender quota target has been achieved in order to ascertain compliance to constitutional and other legislative and policy requirement of the national government.

It is also anticipated that the findings of this study would add new insights into the debate regarding gender equity and women representation in local governance. It therefore provides a legitimate focus for Development Studies, as an academic discipline and as a practice.

The study is also important due to the fact that few studies have been undertaken on gender equality and women representation in local government in the North West Province. To the best of my knowledge, no specific study has been undertaken on women representation in the Ngaka Modiri Molema District in particular and the North West Province in general.

Finally this study is intended to highlight the status of women representation in one district municipality of the North West. An understanding of women representation in local governance is important in the on-going debate about effective service delivery and strategies for sustainable development in the country as a whole.

1.4 Objectives of the Study

The main objective of this study is to examine the extent of women representation in the municipalities in the Ngaka Modiri Molema District Municipality in the North West Province of South Africa. The specific objectives of the study are:

- 1.4.1** To investigate the ratio of women representation at both the political and administrative structures of municipalities in the Ngaka Modiri Molema District Municipality.
- 1.4.2** To identify and examine the factors and challenges which inhibit the realization of gender equity and women representation in the District Municipality area of jurisdiction.
- 1.4.3** To offer a set of recommendations to deal with the challenges hindering gender equity and women representation in local government.

1.5 Central argument of the study

This study is based on two major arguments:

Firstly, there is insufficient women representation in general within local governance in South Africa in general and the Ngaka Modiri Molema District Municipality in particular although women representation is both a legislative and political prerogative.

Secondly, considering the under representation of women in local governance and the drive for gender equality, it is incumbent on local government authorities and respective political parties to device effective women representation strategies for the country in general and the Ngaka Modiri Molema District Municipality in particular.

1.6 Research Methodology

This is an empirical study which utilized both the qualitative and quantitative approaches. According to Earl Babbie (2004), the qualitative approach is a non-numerical examination and interpretation of data collected primarily through qualitative research techniques such as face-to-face interviews, participant observation or focus group discussions. Thorne (2000) argues that this analytical strategy provides the base for more descriptive, interpretive and thematic analyses that develop ways of understanding human phenomena within the context in which they occur.

The qualitative approach provides 'insights' to data, the quantitative approach provides data in 'statistics' form. Moreover, quantitative study has the advantage of reducing a complex situation down to a single number that's easy to grasp and discuss in the form of tables. Quantitative assessments thus have the advantage of being more standardized and more precise than qualitative assessments and have the advantage of being objective because assessments are not made in terms of established standards (Yates, 2004:150).

1.6.1 Data Collection Procedure

The study is also based in the content analysis of existing documents consequently. Data was collected from a variety of sources. These included face-to face in-depth interviews with officials of the Ngaka Modiri Molema District municipality, ward councillors, ward committee representatives, community-based organizations (CBO), political party representation and other stakeholders. A semi-structured interview schedule was designed and administered by the researcher personally. In addition, secondary data was collected by reviewing documents and reports, books, journals, newspaper clippings, various Acts and official government documents and reports.

1.6.1.1 Sampling

- Mafikeng Local Municipality
- Ratlou Local Municipality
- Ditsobotla Local Municipality
- Ramotshere Moiloa Local Municipality
- Ngaka Modiri-Molema District Municipality
- Tswaing Local Municipality

Table 1.1 Results of interviews with respondents in different Local Municipalities in NMMDM

Local Municipalities within the District	Results of the interview held with respondents from local municipalities						
	No. of respondents per local municipality	No. of Senior officials in various local municipalities men versus women		Do you believe that women are misrepresented in the local municipalities	Do you agree that investigation should be exercised on ratio of women representation	Do you agree that there are factors and challenges that inhabit the realization of gender equality and women representation in local municipalities	
	NMMDM	10	5101	3213	YES	YES	YES
	DITSOBOTLA	6	1490	885	YES	YES	YES
	MAFIKENG	7	1869	1633	YES	YES	YES
	RAMOTSHERE	4	565	393	YES	YES	YES
	RATLOU	4	449	0	YES	YES	YES
	TSWAING	3	728	301	YES	YES	YES

1.6.2 Method of data analysis

Data was analyzed using both qualitative and quantitative methods. The method of data analysis used is interpretational where constructs and patterns are used to describe and explain the studied phenomenon. A descriptive narrative report that includes a conclusion and recommendation is presented in this dissertation.

1.7 Limitations of the study

The question of Gender equity and women representation has many interesting challenges that can potentially be explored further. However, due to resource and time constraints, coupled with the fact that this is a mini-dissertation, this study has not delved into all challenges facing gender equity and women representation in local government, but rather the focus is on women representation in NMMDM. In addition, due to "red tape" and "passing the buck"

within the District Municipality, some information turned to be incomplete with limited explanatory value.

Furthermore, according to the layman's information or knowledge, the Researcher was under the impression that Ngaka Modiri Molema District Municipality is the umbrella body under whose jurisdiction all five local municipalities, i.e Ratlou, Tswaing Ditsobotla, Mafikeng and Ramotshere Moiloa fall. However after persistent enquiries and search of information it was revealed that in fact Ngaka Modiri Molema District Municipality is an independent institution on its own and has nothing to do with the management of the five local municipalities in its district boundary.

This came as a blow to the Researcher because she had to consult with each municipality individually, which took too much time more than anticipated. Political information was also not fully accessed because the Political wing of the District Municipality did not just have enough information on the local authorities. This meant that one had to go back to the local municipalities for the information which also took them more time to give out, in some instances it was not even available.

1.8 Ethical Consideration

Given the fact that data was collected through both primary and secondary sources, the main ethical issues which were to be taken into consideration were confidentiality and anonymity of respondents and acknowledgement in the publication of results where possible. In addition, the subjects were informed of the purpose of the research project as well as the method and storage of the data collected. The researcher also sought to avoid all forms of research misconduct, fabrication, falsification, or plagiarism, including misrepresentation of credentials, in proposing, performing, or reviewing the research, or in reporting research findings. The researcher points out the limitations of the findings and acknowledges all assistance, collaboration of others, or sources from which information was sourced.

1.9 Organization of the study

The study consists of five chapters. Chapter one provides an introduction to the study and statement of the research problem, objectives of the study, the rationale of the study, methodology, limitation of the study and scope of the study.

Chapter two provides definition of key concepts and reviews the existing literature. This consists of published books, journals, official reports in order to situate the study within a theoretical foundation.

Chapter three focuses on the socio-economic profile of Ngaka Modiri Molema District Municipality. Chapter four examines women representation on Councils of Local Authorities in the Ngaka Modiri Molema District Municipality. Chapter five summarizes findings of the study, conclusion and recommendations.

1.10 Summary

This chapter serves as a general background and context to the study. The general problem of women representation in local government in South Africa is highlighted. After stating the statement of the problem, and outlining the research objectives, as well as the significance of the study, the chapter highlighted the research methodology utilized, the data collection procedures adopted to collect the data and the scope of the study.

CHAPTER TWO

DEFINITION OF CONCEPTS AND LITERATURE REVIEW

2.1 Introduction

This chapter provides definition of concepts and review of literature pertinent to the study of the representation of women in local governance in general and in South Africa in particular, and provides a brief literature review as well as discuss the legislative and policy frameworks enacted to facilitate gender equality and representation.

2.2 Definition of key concepts

This section provides definitions of concepts in order to put the study in context. The concepts and related terms defined in this section are gender, gender equality, gender mainstreaming, local governance, local government, participation and representation.

2.2.1 Gender

Gender is defined as the socially determined characteristic of being male or female (Serote, et al, 2001:156). Gender incorporates both bodily differences and the socially accepted characteristics of what it means to be male or female in any society (Wood, 2007:23, Serote, et al, 2001:156). A distinction is made between sex and gender. Beasley (2005:11) puts it that gender refers to the social process of dividing up people and social practices along the lines of sexed identities. It therefore refers to both men and women. It is based on the differences between men's and women's conditions, constraints, roles and responsibilities, as well as access to resources and services. It thus refers to a relationship of inequality between men and women. This relationship of inequality is reinforced by custom, law and specific development policies. A gendered approach to development therefore means that we have to take into account gender power relations. If development strategies have to have an impact on women's lives, they need to take into account not only of how power relations are engendered, but also address the manner in which power relations

operate in households, institutions, different spheres of governance, as well as society as a whole. Only then can development succeed in improving the status and quality of life of women in general. Understanding what the concept of “gender” means is useful for the examination of the disparities between men and women.

2.2.2 Gender Equality

Gender equality refers to women having the same opportunities in life with men, boys and girls including the ability to participate in the public sphere. It refers to equal rights, responsibilities and opportunities for men and women, girls and boys regardless of whether they are born male or female. So, gender equality refers the equivalence in life outcomes for women and men, recognizing their different needs and interests, and requiring a redistribution of power and resources (Reeves & Baden, 2000). Nematenda (2008) defines gender equality as both men and women contributing equally to national political, social, economic and cultural development and benefiting equally from the results. This means the women and men have:

- same intrinsic value;
- equally valuable to society;
- equal rights and responsibilities; and
- equal opportunities (absence of discrimination)

A good starting point for making sure that men and women have equal rights is to make sure that legislation and public policy frameworks are gender neutral. It means equality between men and women.

Equality between the sexes therefore means that both men and women are valued equally, and given equal opportunities, as outlined above. However, this need not mean that men and women become the same! Men and women may continue to make different choices when it comes to work, family and hobbies – while still remaining perfectly equal in other spheres. Thus gender equality requires the identification and removal of the underlying causes of discrimination.

2.2.3 Gender Mainstreaming

Gender mainstreaming is an organisational strategy to bring a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability (Hazel Reeves and Sally Baden, 2000).

Gender mainstreaming seeks to promote full participation of women in decision making in order to move women's needs from the margins to the centre of development planning and resource allocation. Gender mainstreaming was endorsed as a strategy for the promotion of gender equality at the Fourth World Conference on Women, held in Beijing, China in 1995. At the conference governments pledged to advance equality and peace for women by implementing the Beijing Platform for Action (BPFA)

2.2.4 Local Governance

Local governance refers to the exercise of administrative, economic and political authority to manage local affairs. It involves the establishment of connections and interactions between local government and other stakeholders, such as community, non - governmental and private organizations (Reddy, 1996; Stoker 1996 and Bogason, 2000). As Goodwin (1998:8) points out, local governance refers to "a complex set of institutions and actors that are drawn from but beyond government". In other words, local governance means that, all local role players are accountable for the social and economic development of their area. Local Governance is, therefore, about the manner in which local authority and stakeholders in local government organize themselves to make collective decisions, promote shared interests and solve socio-economic problems (UN, 2000:2). Local Government, therefore, refers to a process through which local stakeholders interact in determining local development agenda and in managing their resources to implement development priorities. Thus the term "governance", is wider than the term "government", because it directs us to the relationship between organs of civil society on one hand and state institutions on the other hand (Chikulo, 2004:130). Mule (2001:73) points out that local governance

simply refers to the ability of a governing body of committees to provide its members with goods and services in an effective, efficient, transparent and accountable manner under the rule of law and individual liberties. Governance therefore refers to how things are done – i.e. to the effective problem solving, decision making and efficient management of public resources in a democratic and participatory manner.

2.2.5 Local Government

Local government refers to a legally, independent authority that is responsible for governing a particular geographical area, raising its own funds and has autonomy to decide on the politics and administering issues of its own area. It is a democratic institution established to give residents a say in the management of their local affairs (Cloete, 1997; Meyer, 1978). As Reddy (1999:13) points out local government “is the level of democracy that is closest to the people and allows the local populace to actively participate in the affairs which affect them directly.”

The White Paper on Local Government (DLG, 1998:37) defines local government “as the third tier of governance created to ensure that government is brought to the grassroots population to give them a sense of involvement in the political process that controls their daily lives.” Local government is sometimes also referred to as a local authority or a local municipality. In the literature, therefore, these two terms are used interchangeably. This study also adopts the approach.

Local government and local governance remain a critical focus area for the gender debate due to three factors. Firstly, local authorities are closest sphere of government to citizens and are thus best positioned to involve women in the decision making process and consultation. Secondly, they have the capacity to address gender imbalances within themselves as organizations. Thirdly, as municipalities they render basic services which impact on men and women with differential impacts.

2.2.6 Participation and Representation

In the context of the gender debate participation refers to women's involvement in formal political structures as well as civic engagement in politics. It refers to the equal involvement of women in governance institutions and processes, freedom of association and active involvement (Evertzen, 2001). In the context of this study participation and representation refers to the women's involvement in local governance.

2.3 Local Governance and Women representation in Southern Africa

The issue of local governance and women representation has been the focus of a growing body of literature in the World in general and Southern Africa in particular (Gender Links, 2004; IDRC, 2008; Pini, 2011). Local government is part of the state that is located closest to the people and organized civil society. It is also both a vehicle for the provincial local needs as well as an instrument for engaging the communities in civic affairs. As a result, it has a big impact on the way men and women lead their lives. It can influence whether service delivery is gender-sensitive or whether women have access to services or not. It can also influence whose voice is heard over the above issues. Therefore, local government is important since it sets political priorities by presenting new items on the development agenda. This is why it is important to increase women's representation at this level of governance.

Internationally, studies indicate that progress in increasing women's representation in political and decision-making position, has been made. (Dahlerup, 2006; Pini, 2010). The literature indicates that most countries are doing well with regard to women representation at national level but not necessarily doing well with respect to local governance. The situation of women in political and decision-making positions in Southern Africa, shows that countries in the region have gone further in meeting women quotas than in most regions in the world. However, while progress has been made at national level, at the local governance level literature indicates that women still do not have a very secure footing (Beall, 2005; Lowe-Mona, 2004). Studies indicate that although women

were achieving a "critical mass" in governance in general, their representation in local governance remains low and limited (Mornay Tolman, 2007). One of the major cross cutting issues that attracts ongoing attention in the literature is the fact that women representation in local government in Africa remains low and limited. Women from all levels of society tend to be under-represented in the positions of political authority and socio-economic decision-making (Nyame, 2008). As a result, the important contribution that women can make to the socio-economic development is lost to local authorities.

Furthermore, although decentralization has in recent years, been presented as one of the vehicles for increasing women representation and participation, in Southern Africa the benefits of devolved local government are not always obvious (Beall, 2005).

Despite commitment to gender inclusive politics and policy, a best model scenario such as South Africa, equal women representation in local governance is yet to be achieved. Studies show that the country has made significant gains in women representation at national and provincial government levels since 1994. However, women on the whole tend to be under-represented in local government and do not have as secure a footing in local governance structures (Maharaj & Maharaj, 2004; Nabe and Chaobi, 2004; Molebatsi, 2009). As a result, increasing women representation in local governance constitutes "a fundamental test of the test of the success of women representation and access to and involvement in public office" (Beall, 2004:1).

Table 2.1: Women representation at various levels of Government

Share of total (in %)	Sex	Benin	Burkina Faso	Cameroon	Egypt	Ethiopia	Ghana	Madagascar	Mozambique	South Africa	Tanzania	Tunisia	Uganda
Members of parliament	F	10.8	15.3	13.9	1.8	28.5	8.7	10.3	73.2	33.0	30.5	22.7	33.2
	M	89.2	84.7	86.1	98.2	71.5	91.3	89.7	62.8	67.0	69.5	77.3	66.8
Cabinet Ministers	F	9.1	11.1	10.1	9.1	13.0	21.1	19.0	25.9	42.8	25.5	13.6	20.0
	M	90.9	88.9	89.9	90.9	87.0	78.9	81.0	74.1	57.2	74.5	86.4	80.0
Higher Courts Judges	F	25.5	22.6	22.6	0.4	14.5	20.1	52.9	30.2	16.7	35.2	29.0	15.3
	M	74.5	77.4	77.4	99.6	85.5	79.9	47.1	69.8	83.3	64.8	71.0	84.7
Members of Local Councils	F	3.2	20.9	15.8	1.8	20.7	10.1	4.1	28.5	29.1	20.6	27.4	41.7
	M	96.8	79.1	84.2	98.2	79.3	89.9	95.9	71.5	70.9	79.4	72.6	58.3
Higher positions in Civil Service	F	11.1	5.7	17.1	25.3	21.1	12.8	2.4		16.7	19.3	25.5	21.5
	M	88.9	94.3	82.9	74.7	78.9	87.2	97.6	N/A	83.3	80.7	74.5	78.5

(Source: UNECA, 2009)

Table 2.1 shows us clearly that the issue of misrepresentation of women in various levels of Government is not only a burning issue for South Africa but most African countries also.

Table 2.2: Representation and Participation of women in Governance in South Africa

	2002	2004	2006	2008
Ministers	33.3%	42.7%	-	42.8%
Deputy Ministers	57.1%	47.6%	-	40%
Members of Parliament	31.3%	32.7%	-	33%
Local Government Councillors	16.6%	28%	40%	42%

(Source: Molebatsi, 2009)

Table 2.2 show how representation of women in higher offices fluctuates during different years. The higher percentage is 57% whilst in some years there is no representation.

Molebatsi (2009) also points out that in 2007 out of a data base of a total of 283 Municipal managers, only 26 (8.48%) were women.

2.3.1 Challenges to Women representation in local governance

Literature indicates that while governments may be committed to gender equity and representation in local governance, there are a number of challenges women

face. In other words, even where opportunities for women empowerment and representation exist, women may not be able to effectively utilize these due to a number of reasons. The challenges listed in the literature (Serote, et al, 2001; Beall, 2005; Mornay Tolmay, 2007; UNECA, 2009), revolve around the dominant ideology of patriarchy which is deeply embedded in the culture and customs of many societies. As a consequence of patriarchy the challenges facing women include the following:

- Women are in most cases, not as educated as their male counterparts;
- Campaigning for electoral office is expensive, requiring substantial financial and human outlays, which most women may not have;
- Due to their domestic and family care responsibilities, women have less time to invest in the networking required to build a political career. This relates to their sometimes conflicting roles as wives, mothers and working women;
- Some electoral systems are not conducive to the election of women, especially in those societies where gender biases against women holding office in key decision-making positions persist;
- Election to office women continues to be negatively affected by their low status and esteem – this remains the case even in those countries that have achieved parity in the levels of education between male and females;
- A lot of people – including women for that matter – do not believe that it is right that women should hold positions of decision making;
- Most men feel threatened when women are elected to decision-making positions, similarly sometimes women too are reluctant and weak to challenge men; and
- Finally male dominated leadership, lack the political will to address gender inequality thereby reinforcing a vicious circle which is difficult to break.

The above inform and reinforce the challenges to women representation.

In other words, restrictions due to forces of culture, tradition and religion tend to be severe at the local level than at the national level. The reality in most cases is

therefore one of marginalization. As one report on South Africa (Presidency, 2008:9) indicates: "Despite many achievements towards the empowerment of women, however, the prevailing attitudes regarding the place of women in society is different notions of masculinity and "macho-ism" continue to present a barrier to effective implementation of women's rights and gender equality." In short, patriarchy is well embedded in South African society and as a result many people hold beliefs and assumptions that run counter to the equality of women that is guaranteed in the constitution and legislative framework.

2.3.2 Legal and policy frame works for empowering women in South Africa

In South Africa a broad commitment has allowed best practice measures to affirm the rights of women to advance gender equality and representation.

Table 2.1 shows a summary of legislative, policy and international instruments

International instruments

- Beijing Declaration and Platform for Action (1995)
- Convention on the Elimination of all Forms of forms of Discrimination Against Women (CEDAW) ratified by South Africa in 1995,
- United Nation Millennium Development Goals (MDGs) of halving poverty and unemployment by 2014.

Regional instruments

- SADC Declaration on Gender and Development and its Addendum on violence Against Women.
- Protocol to the African Charter on Human and People's Rights on the Rights Women in Africa (2003)

National Instruments

- Reconstruction and Development Programme (1994)
- Women's Charter for Effective Equality (1994)

- Constitution of the Republic of South Africa (Act No 108 of 1996),;
- Batho Pele; White Paper on Transforming Public Service Delivery (1997)
- The White Paper on Local Government (1998)
- Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998)
- The Employment Equity Act, 1999
- Local Government : Municipal Systems Act, 2000 (Act No. 32 of 2000)
- The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (No 4 of 2000)
- South Africa's National Policy Framework for Women's Empowerment and Gender Equality (2000).
- Traditional Leadership and Governance Framework Act of 2003 (TLGFA)
- The Communal Land Rights Act 2004 (CLRA)

2.3.2.1 Local Government Legislative Framework

The pieces of legislation discussed below set out the mandate of local government, and provide for the representation of women and the importance of mainstreaming gender in local governance.

The Constitution of South, Act 1996 (Act N0. 108 of 1996) is one of the most progressive in the world with regard to gender equality and representation. Section 9 provides that neither the state, nor any person may discriminate on the grounds of sex or gender.

Chapter 2 provides for the equality, protection and advancement of all persons or categories of persons disadvantaged by unfair discrimination. Therefore local government has a role in ensuring that such rights are respected and implemented within its mandate. Chapter 9 establishes a number of independent state institutions to "strengthen democracy", amongst others is the Commission of Gender Equality.

Chapter 10, Section 195 of the Constitution requires that “all Public institutions be broadly represented of all and governed by the democratic values and principles.” It is therefore expected that local government must also provide an equitable, fair, open and non-discriminatory working environment.

2.3.2.2 The White Paper on Local Government

(IDPL, 1998) acknowledged that women were under-represented as local government councillors and recommended that political parties introduce a gender quota of 50% on their party's proportional representation list (PR). To this end, the White Paper directs political parties to ensure that in the subsequent three municipal elections at least half the candidates on the party list were women.

This Act requires local authorities to develop a culture that promotes participatory governance and create an enabling environment to achieve this. In particular municipalities are required to take into account that circumstances of disadvantaged groups including women. These fundamental commitments are taken up in several legislations and policy documents, and are expected to be implemented at local governance level as well. The legislation which is appropriate for local governance in this regard, is highlighted below.

2.3.3 International obligations

The Government of South Africa is a signatory to a number of international instruments (Un-Halsitat, 2008: 22-24).

2.3.3.1 UN, CEDAW & SADC

2.3.3.2 Beijing Platform for Action (BPFA)

The South African government was a full participant at the Beijing Conference where BPFA was adopted in 1995. Its objective is women's empowerment by removing all obstacles to women's active participation in all spheres of public and private life through a full and equal participation in economic, cultural, social and political decision-making.

The local government gender policy, legislative frameworks and other reform initiatives are informed by International and Regional protocols that South Africa is signatory to Legislative Frameworks and Instruments. These are as follows:

2.3.3.3 Protocol to the Africa's Charter on Human and Peoples' Rights of Women in Africa.

The declaration defines a set of economic and social welfare rights for women. The South African government is one of the states that ratified the protocol when it came into force in 2005. Its main objective is to ensure the advancement of gender equality in Africa (UNECA, 2009: 24-25).

2.3.2.4 The Millennium Declaration

The Millennium Declaration and the targets set under the Millennium Development Goals in 2000. Of particular relevance are the following (UNECA 2009: 32-33):

- Goals 1, 3 and 7 which amongst other objectives seek to promote gender equality and empowerment of women;
- MDG3 focuses on equity in the share of women in wage employment in the non-agricultural sector. In addition, indicator 3.3 of MDG3 seeks equal gender participation in the nation parliament, executive and judiciary, among others ; and
- Goal 7 covers the promotion of women's access to agricultural service and land.

2.3.2.5 Legislation

- The Municipal Structures Act, 1998 (Act No. 117 of 1998)
The Act provides for equal representation between men and women on Ward Committees. It explicitly states that "every party must seek to ensure that 50 per cent of the candidates on the party list are women and that women and men are evenly distributed through the list". This Act thus

requires local government to incorporate equity and equality principles its provisions.

- The Traditional Leadership and Governance Framework Act 2003 (Act 41 of 2003) stipulates that at least 30 per cent of the members of the National House of Traditional Leaders be women. It also provides for measures for parity of representation between female and male traditional leaders in district and local municipalities. This Act is also very explicit about the promotion of gender equality and non-sexism.
- The Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)

The Act provides for the mainstreaming of gender in participation within municipal structures and provides the main principles, mechanisms and processes that are required to enable municipalities to attain the socio-economic upliftment of communities, and ensure universal access to essential services that are affordable to all.

- The Electoral Act, 1998 (Act 73 of 1998)

The Act requires all registered political parties and candidates to respect the rights of women to communicate freely with parties and candidates, as well as facilitate full and equal participation of women in political activities.

2.3.2.6 Other Equality Legislations

In addition to the above Local Government legislation, there are key legislations and institutions that enforce the no-discrimination of women. These include the following:

The promotion of the Equality and Prevention of Unfair Discrimination Act 2000 (Act No. 4 of 2000).

- The empowerment Equity Act (Act No. 55 of 1998).

- The legislation is strengthened by the existence of institutions which monitor the implementation of the equality legislation.

The institutions include:

- **The National Office of the Status of Women**
It is located in the office of Presidency. It is the principal coordinating structure for the National Machinery on gender equality. It is charged with the responsibility for developing gender plans and national strategies to implement them.
- **The Provincial Offices on the Status of Women**
These are similar to the above but are established within the office of the Premier in each of the nine provinces.
- **The Joint Monitoring Committee on the Quality of Life and Status of Women**
This is a Parliamentary Structure that has been tasked with the role of facilitating women's empowerment and gender equality through ensuring that all legislation passed by parliament is engendered.
- **The Commission for Gender Equality (CGE)**
This is a statutory body provided for capturing of the Constitution. Its mandate is to advance the empowerment of women gender equality.
- **The Equality Court**
The Equality Courts were created by the Promotion of Equality and prevention of Unfair Discrimination Act of 2000 ("the Act") which was promulgated as a direct result of section 9 of the Constitution of the Republic of South Africa 108 of 1996. Equality Courts across the country have been operational since late 2003.

The purpose of Equality Courts is to adjudicate matters specifically relating to infringements of the right to equality, unfair discrimination and hate speech, with a view toward eradicating the ever present post apartheid spectre which essentially has divided the country along racial, gender and monetary related lines. (<http://www.polity.org.za/article/the-equality-court-explained-2011-05-19>)

The central issue is whether all the gender policy legislation and policy frameworks are effectively adhered to at local governance level to ensure adequate women representation.

2.4 Summary

This chapter reviewed literature pertinent to the issue of gender equity and representation of women in local government. The chapter further shows that although in many African countries, including South Africa, there are continuing efforts to empower women in local government, a common reality is that women representation in local governance continues to be low and limited. As a result the potential positive contribution to the local governance is lost. Finally the chapter reviews and elaborates the legislative and policy frameworks aimed at empowering women in local governance in South Africa.

CHAPTER THREE

SOCIO-ECONOMIC PROFILE OF NGAKA MODIRI MOLEMA DISTRICT MUNICIPALITY.

3.1 Introduction

This Chapter examines the socio-economic profile of the Ngaka Modiri Molema District Municipality and the five local authorities in its area of jurisdiction in terms of Section 84 of the Municipal Structures Act of 1998 which regulates the functions and powers of Districts and Local municipalities. These local municipalities are: namely, Mafikeng, Ditsobotla, Ratlou, Tswaing and Ramotshere Moiloa

3.2 Economic Profile for NMMDM

Ngaka Modiri Molema District Municipality is an agricultural district. Families depend and concentrate on stock farming and agriculture. It is one of the districts where the majority of its people are unemployed. According to (Statistics South Africa, 2007) the eligible workforce is approximately 285 002 of which approximately 34% (95 553) is regarded as unemployed. There is a trend illustrated by the comparative income figure for the various Local Municipalities e.g. Ratlou Local Municipality, approximately 88% of all Households earn less than R1500 per month. Followed by Tswaing and Ramotshere Moiloa Local Municipalities, where 82.4% and 78% of households earn less than R1 500 per month respectively. The figures for Ditsobotla (70.8%) and Mafikeng Local Municipality (66.2%) are indicative of slightly higher average household income.

The highest unemployment rates are found in the rural villages (44%), scattered rural settlements (41.6%) and dense rural villages (41.7%). The highest unemployment rates in the NMMDM is located in Ratlou Local Municipality where at least 40.8% of the eligible workforce is classified as unemployed and the Mafikeng local authority with an unemployment rate of approximately 35%.

The NMMDM has very scarce natural resources. Water is one of the resources that the communities struggle to have. The implementation and ongoing management of water and sanitation projects could significantly contribute towards the creation of employment opportunities as well as providing a basic source of income for some households.

Mineral resources could also alleviate a question of job creation, but the district is very poor in this. Textile factories would also help to uplift the economy of the District if implemented. Agriculture and mining as primary sectors, employ 21.5% of the economically active population.

3.3 Area and Population Distribution

The Ngaka Modiri Molema District Municipality covers an area of 31 039 square km, and has five local municipalities within its area of jurisdiction. According to Statistics South Africa (2007), the population of the Ngaka Modiri Molema District Municipality increased from 685 032 in 1996 to 762 992 in 2007. The distribution by population group and municipality is represented in Table 3.1 below:

Table 3.1: Estimated Population Distribution per Local Municipality in the NMMDM (2006)

Racial Group	Local Municipality					
	Mafikeng %	Ditsobotla %	Ratlou %	Tswaing %	Ramotshere Moiloa %	
African	95.5	89.2	99	93	94.7	94.2
White	1.7	8.4	0.3	5.8	4.3	3.9
Indian	0.7	0.3	0.0	0.1	0.5	0.4
Coloured	2.1	2.1	0.7	1.1	0.5	1.5
Total	100	100	100	100	100	100

Source (Statistics South Africa 2007)

Table 3.1 indicates that the population of the Ngaka Modiri Molema District Municipality in 2006 was dominated by the African population group (94.2%), followed by whites (3.9%), coloureds (1.5%) and Indians (0.4%).

Table 3.2: Gender Composition and Distribution in Local Municipalities of NMMDM

Gender Category	Local Municipality					NGAKA MODIRI MOLEMA DISTRICT MUNICIPALITY	
	Mafikeng	Ditsobotla	Ratlou	Tswaing	Ramotshere Moiloa	Census Figures	%
Male	48.4	48.7	47.4	48.4	47.2	367068	48
Female	51.6	51.3	52.6	51.6	52.8	395932	52
Total	100	100	100	100	100	763000	100

(Source: Statistics South Africa 2007)

With regard to gender distribution per local municipality, Table 3.2 shows the dominance of women over men in all the local municipalities. The dominance of women may be ascribed to the emigration of males in search of jobs in the mining areas adjacent to the local municipalities. As a result the gender structure of the Ngaka Modiri Molema District Municipality shows a female domination, with an overall male-female ratio in the district of approximately 48:52.

At local municipality level, the highest percentage of female distribution is the Ramotshere-Moiloa local municipality with a male-female ratio of 47.2:52.8.

3.4 Characteristics of Heads of Households

With regard to the spatial distribution of the gender characteristics of the heads of households, there are significant differences across the various areas of the NMMDM. However, in Ditsobotla and Tswaing Local Municipalities, there are substantially male headed households both with male/female household ratios of approximately 67:33 as shown in Table 3.3.

3.5 Access to Basic Services

Table 3.3: The number of households with access to basic services and poverty rates

Municipalities within the District	Demographic		Number of household without access to:			
	Population	No. of Households	Poverty Rate	Water	Refuse	Electricity
Ngaka Modiri Molema District Municipality	762 999	184 772	59.8%	49 985	94 293	40 063
Ditsobotla Local Municipality	147 600	34 431	55.3%	6 736	14 010	8 595
Mafikeng Local Municipality	259 479	67 579	52.9%	19 037	30 835	13 703
Ramotshere Moiloa Local Municipality	137 442	32 401	64.2%	5 198	13 581	6 089
Ratlou Local Municipality	104 324	22 719	64.7%	7 333	18 756	7 312
Tswaing Local Municipality	114 154	25 641	75.4%	11 681	17 112	4 363

(Source: Local Government in South Africa year book 2007-2008:954)

Health services are also relatively well provided, although they are unequally distributed. Large parts of the rural areas, especially in Ratlou, Tswaing and Ditsobotla continue to be poorly served with health facilities. Table 3.4 below indicates services that are rendered by the District Municipality and Local Municipalities, Local Government in South Africa 2007-2008 year book (2007:954).

Unemployment is a thorny issue in local municipalities. As a result of unemployment many households live without the basic needs of well being. The following table shows the employment status of heads of households.

Table 3.4: Employed and Unemployed status of household heads

Name of Local Municipality	Number of Women	Number of Men	Employed Women	Employed Men	Unemployed Women	Unemployed Men
Ratlou	1 943	11 875	888	4 193	1 055	7 682
Tswaing	1 884	13 500	1 707	7 206	307	6 294
Mafikeng	14 192	39 779	9 917	28 922	4 275	10 857
Ditsobotla	6 000	26 010	3 404	24 550	2 596	1 460
Ramotshere Moiloa	4 658	14 425	2 951	7 395	1 707	7 030

(Source: Statistics South Africa 2007)

Table 3.4 shows that more women are unemployed in the Ngaka Modiri Molema District Municipality area while more men are in employment. Ngaka Modiri Molema District Municipality is divided into 89 wards with a total of 890 members as shown in the table below:

Table 3.5: Number of wards and ward committee members per local municipality

Name of local municipality	No of Wards	No. of ward committee members
Mafikeng	28	280
Ditsobotla	19	190
Ramotshere-Moiloa	17	170
Tswaing	13	130
Ratlou	12	120
TOTAL	89	890

(Source: Own computation from reports)

3.6 Summary

This chapter examined the socio-economic profile of Ngaka-Modiri Molema District Municipality. It has reviewed the population distribution amongst local authorities in the district, the gender composition characteristics of households, the access to basic services, and the number of employed and unemployed status of households. Finally, the chapter presents the number of wards and ward committee members in the District.

CHAPTER FOUR

WOMEN REPRESENTATION IN THE LOCAL MUNICIPALITIES IN THE NGAKA-MODIRI MOLEMA DISTRICT MUNICIPALITY

4.1 Introduction

This chapter examines and discusses women representation in local authorities in South Africa in general and in the Ngaka-Modiri Molema District Municipality in particular. The chapter also, identifies the challenges facing local government in seeking to meet gender equality and representation.

4.2 Women representation in Local governance in South Africa

Since 1994, as a result of the Government commitment towards gender equality and the development of gender sensitive policies, as well as the adoption of a quota system, progress has been made towards achieving gender equality and representation in local governance in South Africa. As a result of legislative and other measures designed to promote gender equality and women representation, the level of women representation in local Government has risen steadily from 19% in 1995 elections to 29% in 2000 elections, to 40% in 2006 elections (Chikulo and Mbao, 2006; Letsholo, 2006). The period 1995 – 2006 has witnessed the rising levels of women participation as candidates, as well as representation at local government level. This increase can be largely attributed to the ANC's commitment to a minimum of 30% quota for representation of women at all levels of governance.

Table 4.1 Gender participation: 2000 and 2006

Gender participation	2000	2006
Female	21 519	29 471
Male	8 562	15 718
Total Candidates	30 081	45 189

(Source: IEC, 2006)

The above table shows increasing participation of women candidate. Table 4.2 also shows an increase in women representation in local government.

The proportion of women in local government has since 1995 been increasing (COGTA, 2006; Presidency, 2008).

Table 4.2 National Women Representation at Local Government level.

YEAR	PR LIST	WARD
2006	43%	37%
2000	38%	17%
1995	28%	11%

(Source: Letsholo, 2006)

The significant increase in women representation, especially in 2006, could be mainly attributed to SALGA's "50/50" – get the balance right launched in 2005 which campaigned effectively for the inclusion of more women in local government (Chikulo and Mbao, 2006:54)

Although women have made steady progress they are still under-represented in local governance. In terms of political party representation the African National Congress (ANC) accounts for about 79 per cent of all women councillors. The ruling ANC has been leading in empowering women with a clear 50 per cent women and men candidature, although other political parties have also steadily increased the number of women candidates on their lists. The significant increase in the number of women councillors can thus be largely attributed to the ANC's increasing quota system for women.

4.3 Gender representation in Ngaka-Modiri Molema District Municipality

Table 4.3 Number of men and women councillors in Local Municipalities of NMMDM and number of men and women councillors voted into office

Name of Local Municipality	No of Councillors	No. of Men	%	No of Women	%
Mafikeng	58	34	19.2	24	13.92
Ramotshere Moiloa	34	21	7.14	13	4.42
Ratlou	23	10	2.3	13	2.99
Tswaing	26	14	3.64	22	5.72
	37	21	7.77	16	5.92

(Source: IEC) 2007 Local Government Elections

Table 4.4. Number of men and women councillors in Local Municipalities of NMMDM and number of those voted into office

Names of Local municipality	No. of Councillors	No. of men	%	No of Women	%
NMMDM	40	18	7.2	22	8.8
Mafikeng	62	38	23.56	24	14.88
Ramotshere Moiloa	39	27	10.53	12	4.68
Ratlou	28	13	3.64	15	4.2
Tswaing	30	15	4.5	15	4.5
Ditsobotla	42	28	11.76	14	5.88

(Source IEC - Local Government Elections 2011)

According to information gathered in different offices of local municipalities within the Ngaka Modiri Molema District Municipalities, the figures show very clearly that the percentage of women councillors' representation is lower than that of men councillors. This shows that women are underrepresented in the Ngaka Modiri Molema District Municipality, especially if one takes into account the structure of the population in the district. In other words, despite their numerical strength, women still remain marginalized on local governance structures.

4.4 Comparison between table 4.3 and 4.4

Comparing Table 4.3 and 4.4 above it still clearly shows that there is very little indication of movement where women are more than men, for instance in Mafikeng and Tswaing Local Municipalities. The only significant difference is that the number of women councillors in table 4.3 is slightly higher in some instances as compared to the number of women councillors in table 4.4. Similarly, women are under-represented in most categories of the workforce as the Table below indicates.

Table 4.5 Gender representation in NMMDM workforce

Municipalities within the district	OCCUPATION BY GENDER PER MUNICIPALITY									
	Senior Officials & Managers		Professionals		Clerks		Skilled Workers		Total No. of Employees per Gender per Municipality	
	Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
Ngaka Modiri Molema District Municipality	5 101	3 213	3 925	6 169	5 288	6 927	7 888	8 799	22 202	28 320
Ditsobotla Local Municipality	1 490	885	1 198	1 892	1 124	1 516	3 148	337	6 960	4 630
Mafikeng Local Municipality	1 869	1 633	1 768	2 079	2 463	3 271	2 239	424	8 339	7 407
Ramotshere Moiloa Local Municipality	565	393	333	1 401	1 244	1 313	740	141	2 882	3 248
Ratlou Local Municipality	449	0	69	239	302	301	1 029	9	1 849	788
Tswaing Local Municipality	728	301	623	557	154	527	733	0	238	1 912

Estimated establishment of Local Municipalities in the NMMDM from 2006 - 2010

Looking at the above table under for an example, professionals, we have more women in all local municipalities who are more educated than men. This makes it more clearly that women are not properly placed in different categories in the workforce.

4.5 Reasons for Women Under-representation in Local Government in South Africa

In South Africa the process of drawing up and adoption of local government candidates is undertaken at the national level by the major political parties. This means that the reasons for women under-representation apply equally for NMMDM, as well as for most of the country.

While initiatives aimed at reducing gender inequality and empowering women have gained momentum, the progress has not been sufficient enough to bridge the gap between men and women. Women are still under-represented in local governance mostly, due to the prevalent attitude to women in society (Serote, et al, 2001; Bentley, et al, 2004; Maharaj and Maharaj, 2004). Patriarchy is still prevalent and embedded in society. This means that most hold assumptions, beliefs and customs that run counter to all the equalities that are guaranteed in the constitution and other legislative frameworks.

These ideas are based on the inferiority of women or incapacity. As Serote (et al, 2001: 169) points out:

“The main stumbling block at the local level is the deeply entrenched acceptance of male traditional authority and patriarch control in households and local governance”

The embedded ideology of patriarchy informs and reinforces social barriers women's representation in local governance.

To begin with under-representation of women is a reflection of gender politics at the local level. Most political parties, for instance, are “gender biased” in their choice of ward candidates. This is a consequence of deeply entrenched social values that holds that “a women's place is in the domestic sphere rather than that of the public sphere” (Maharaj and Maharaj, 2004:264). Many people including women for that matter, believe that women cannot effectively hold position of power in society or that they should relinquish such positions.

Even the ANC, which is seen to be one of the progressive and enlightened parties, is not oblivious to such sentiments. For instance, in the 1995 local government elections the leadership felt that women candidates stood very little chance of winning against men on competitive ward lists, so they placed the majority of women in the Proportional Representation (PR) instead. This underscores the "problem of entrenched chauvinism" results in the lack of visibility of women in wards (Maharaj and Maharaj; 2004:264). As one feminist activist (Pillay, 2011:17), "No big man on the poster no vote". This point is reiterated by Haffajee (2011:17) when she observes that: "The challenge of our public life is to jump out of our boxes, either racial or gendered. The low levels numbers of women leaders in many spheres, be it business or the media and even in politics, suggest we are not yet comfortable with anything other than the gendered form."

Furthermore, the type of electoral system such as "the first-past-the-post" constituency system, exacerbates the problem of women under-representation, as they are unable to break through the electorates stereotyping of women as subordinate, assigns them domestic chores and hence limits their opportunities for political office.

In addition, as a consequence of entrenched chauvinism and sexism, men seem to feel threatened when more women are brought into positions of power or leadership. Even in the enlightened ANC, the partial success in 50/50 gender parity policy is attributed to men's resistance. As Letsholo (2006:12) points out;

"It became a bone of contention with some members of the ANC, the male counterparts in particular, were suspicious that the quota policy would result in the loss of their positions".

In fact the other political parties the DA, IFP, UCDP, have not explicitly committed themselves to attaining at local governance level. In short, they do not have quotas for the involvement of women.

It follows therefore, that male dominated leadership may lack the requisite "political will", to vigorously address issues of gender equity, empowerment and representation in local governance

This problem is compounded by two factors,

1. The contradiction between governments to gender equality and its continuation with politics of traditionalism, for example in the rural areas of Kwa-Zulu Natal.
2. The government is hesitant to dismantle the institutional patriarchal system due to the "unstable politics" in that province (Serote, et al. 2001:169).

This is reinforced by the gender division of labour whereby the majority of women accept the role which society and culture assigns them: doing domestic chores and child minding. Such an environment allows for the perpetuation of patriarchal controls within local governance.

All the above arguments and points are well supported by interviews with respondents in NMMDM. Interviews were conducted face to face and telephonically with:

4.6 Summary

This chapter examined and analysed women representation in NMMDM. The analysis of the evidence indicates that despite their numerical strength, women on the whole are still under represented in administrative and political positions. The main reason for the under-representation of women is attributed to the prevalence of the patriarchy ideology in South African society.

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS OF THE STUDY

5.1 Introduction

This chapter provides the main findings, conclusions arrived at and recommendations made. The overall summary concludes the study.

5.2 The findings of the study

Local governance is of critical importance to gender equality and empowerment of women because it is the coalface of local socio-economic development and the provision of basic services. As a result of its location in governance, it is in a unique position not only to understand the needs of women's lives but also as having the potential to contribute to gender equality and women empowerment. The objective of this study is to examine the extent of women representation in the councils of local municipalities in the Ngaka Modiri Molema District in the North West Province of South Africa. The specific objectives of the study were to investigate the degree of women representation at both the political and administrative in NMMDC, and to identify and examine factors which inhibit the realization of gender equality.

The study highlights the fact that the South African government has laid a firm foundation for gender equality and empowerment in local governance. The framework is created to facilitate women representation in local governance include the Constitution, the White Paper on Local Government and the various local government legislation. As a result there has been significant increase in the proportion of female candidates and councillors.

5.3 Recommendations

However, despite the significant increase in women's representation, the reality is that women, on the whole, are still under-represented in local governance. Attaining gender equality and increasing women representation has proved to be a big challenge due to the embedded ideology of patriarchy; the country's many

“cultures” and “attitudes” inform and reinforce social barriers to women representation, and run counter to gender equality.

In order to facilitate gender equity and women empowerment, far reaching initiatives are needed in order to improve women representation in local governance, as follows:

- The government should make efforts at the enforcement of the quota system, especially the 50-50 quota prescribed in the White Paper on Local Government and the SALGA campaign.
- The government should provide active institutional support to those organizations – such as CBOs and NGOs – that seek to promote empowerment in economic, political and social spheres.
- The Government should ensure that gender mainstreaming issues that are critical importance to women’s rights, well-being and political participation, are pushed to the top of the political and policy agenda.
- The challenge is that more political parties, besides the ANC, must commit themselves and ensure broad inclusion by bringing in more women in positions of power.
- Gender must be systematically mainstreamed in the work of all political parties in order to increase women representation. To the government “incentivise” political parties to promote gender equality within their own internal structures so that women empowerment can have a cascading effect on women’s participation.
- Finally, the government should have the political will and courage to dismantle institutional patriarchal system which perpetuates patriarchal control over local government in rural areas.

5.4 Summary

This concluding chapter of the study, focused on the findings, as well as proposed recommendations on how to remove barriers to effective women representation in local governance.

5.5 Conclusions relating to representation of women in the NMMDM

At the beginning the study dwelt firstly on defining concepts that analyse women holistically. All these concepts showed that a woman when given an opportunity could be an asset in the society. Women should be looked at as an equal entity when compared to their counter parts. They showed that there are many obstacles that hinder the process of noticing their importance in the society.

Women persons can be described in an unending list of qualities e.g. that nothing can stand before them if they need to acquire what is due to them. Mostly women are more educated than their counter parts as indicated by Table 4.5. This has also been acknowledged by the ANC led government by introducing the 50/50 quota which would propel the wheel to equality.

5.6 Representation of women in NMMDM

This is the core aspect of this study. According to the findings women are less represented in NMMDM. Each local municipality showed its own hindrances towards this aspect. Few of these are as follows: that most women are not educated, if so they travel long distances to their place of work leaving children alone, that they are child minders, they are household heads during their counterparts' absence, traditionally they should not be engaged in the corporate world, their place is at home.

Even though women are statistically more than men the pace of engaging them in the working place or government positions is rather too slow.

5.7 Conclusion

NMMDM has still much to do in looking into ways and means of making sure that women are given more attention in the aspect of equity, equality and using the 50/50 quota that the government has introduced. Factors which hinder the progress towards recognition of women should be dealt with in a more serious note.

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- Reconstruction and Development Programme (1994)
- Women's Charter for Effective Equality (1994)
- Constitution of the Republic of South Africa (Act No 108 of 1996),;
- Batho Pele; White Paper on Transforming Public Service Delivery (1997)
- The White Paper on Local Government (1998)
- Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998)
- The Employment Equity Act, 1999
- Local Government : Municipal Systems Act, 2000 (Act No. 32 of 2000)
- The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (No 4 of 2000)
- South Africa's National Policy Framework for Women's Empowerment and Gender Equality (2000).
- Traditional Leadership and Governance Framework Act of 2003 (TLGFA)
- The Communal Land Rights Act 2004 (CLRA)
- The Electoral Act, 1998 (Act 73 of 1998)

INSTITUTIONS THAT CATER FOR THE NEEDS AND INTERESTS OF WOMEN

- The National Office of the Status of Women
- The Provincial offices on the Status Women
- The Joint Monitoring Committee on the Quality of Life and Status of women
- Commission for Gender Equality
- Equality Court
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ANNEXURES

Annexure 1 - Letter of permission

Annexure 2 - Interview Schedule

Annexure 3 - Ngaka Modiri Molema District Municipality Map

ANNEXURE 1

LETTER OF PERMISSION

2. Interview Questions

The following questions were presented during the interview with the respondents. Similar questions were represented to all different municipalities

- 2.1 What is the population distribution per racial groups in the local Municipality?
- 2.2 What is the percentage of women versus men in the municipality
- 2.3 Give the number of households with access to basic services and poverty rates
- 2.4 What is the number of employed and unemployed status of household heads looking at men versus women?
- 2.5 Give the number of wards in the municipality and gender representation of Councillors in different wards
- 2.6 Give gender participation in the elections between 2000 and 2006
- 2.6 Give gender representation in the workforce from high administrative posts to lower posts



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23 May 2011

The Municipal Manager

Dear Sir

Request for assistance in respect of HDEV Masters student: Mrs. Manyane S.

The above-mentioned student is a duly registered student of Masters in Development Studies at the Mafikeng Campus of the North-West University. The degree programme which Mrs. Manyane has registered requires that students should conduct independent scientific studies on a specific subject or topic and produce a report. The title of her research is Representation of women in local government in South Africa: A case study of Ngaka Modiri Molema District Municipality. It is anticipated that the study will contribute not only to the increase of literature in this focus area, but it may also suggest practical strategies with which women participation in local governance can be strengthened.

In order to proceed with her research work, the student will need access to documents relating to women representation at both district and local levels in the Ngaka Modiri Molema District. This will include such things as organograms, progress and end of the year reports, strategic planning and policy documents. The information required here may also be obtained through interviews and questionnaires.

It will, therefore, be highly appreciated if the students can be assisted to the best ability of your institution.

Thanking you in advance.

A handwritten signature in blue ink, appearing to read 'Molope'.

.....
Molope M.P. (Ms)
Programme Coordinator

NGAKA MODIRI MOLEMA DISTRICT MUNICIPALITY

