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FOREWORD

The Commission for Gender Equality (CGE) is an independent state institution established in terms of Chapter 9 of the Constitution, Act No. 108 of 1996 of the Republic of South Africa. The powers and functions of the CGE are outlined in the Commission on Gender Equality Act, 1996 (Act No. 39 of 1996) (the CGE Act). The CGE is charged with a broad mandate to promote respect for gender equality and the protection, development and attainment of gender equality, and to make recommendations to Parliament on any legislation affecting the status of women in South Africa. The CGE is committed to creating a society free from gender discrimination and any other forms of oppression where people shall have the opportunities and means to realise their potential regardless of gender, race, class, religion, disability or geographic location.



Furthermore, the CGE has the power to monitor, investigate, research, educate, lobby, advise and report on issues concerning gender equality. Accordingly, based on these constitutional provisions and in accordance with its powers outlined in the CGE Act, the CGE participated in monitoring of the Local Government Election.

Electoral processes are an essential element of democratic change. The maturity of any country's democracy is, to a considerable extent, determined in the sphere of elections. The South African 2011 Local Government elections showed signs of maturity for the country's democracy. These elections saw participation to be highly inclusive of young people, women and the disabled came in numbers to vote for their party of choice.

The study reveals that the voters understood the vote to be an important tool in expressing their concerns on specific issues affecting them. In particular, they saw their participation in the election as important in addressing needs related to employment, education, health, safety and security, housing and electricity.

The CGE will, in accordance with its mandate, share this report and its recommendations with Parliament and a broad range of stakeholders in South Africa. The CGE's intention is to advocate for improved policy formulation, budgeting and programme implementation to address the gaps and challenges highlighted in this report, impacting on the quality of life of women and girl children in South Africa.


Mfano Zelwe Shoji
Acting Chairperson – Commission for Gender Equality



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Chapter 1: Accountability by Political Parties

1.1 Political Party Manifestos

South Africa as a country is a member of the Southern African Development Community (SADC), which means it is obliged to achieve the target of 50% women representation in political decisions. All political parties need to conform to this target, set by the SADC. The target needs to be achieved by 2015. This entails that all parties campaigning for elections, whether national or municipal, should ensure gender mainstreaming in their manifestos, policies and choice of party candidates in order to properly address gender imbalances and achieve 50% women representation. This is not an optional target, nor is it applicable to the ruling party only. It binds all political parties as it is a national commitment, and it has to be monitored and enforced. It follows from the aforementioned that the Commission for Gender Equality (CGE) has to exercise its monitoring and evaluation mandate to ensure that all political parties are addressing gender equality in their manifestos and party candidate lists.

This section of the report highlights the 2011 manifestos of the six dominant political parties represented in the National Assembly. Their 2011 manifestos will be contrasted with their 2009 manifestos in order to track the extent to which commitments towards gender equality have improved or deteriorated. The parties are: the African National Congress (ANC); the Democratic Alliance (DA); the Congress of the People (COPE); the Inkatha Freedom Party (IFP); the African Christian Democratic Party (ACDP); and the United Democratic Movement (UDM).

The 2009 party manifestos promised to improve the lives of the people in the fields of health, security, agriculture, infrastructure, education, housing and justice. They also promised to combat crime. However, the manifestos fell short of mainstreaming gender, the promotion of gender equality and enhancing the status of women.

1.1.1 Analysis of Gender Representation in 2009

There was little reference in manifestos to the promotion of gender equality and the participation of women in leadership positions. Political parties that mentioned gender did so in a vague way. Some parties did not feature gender at all in their manifestos, nor did they mention it. Below is a detailed analysis of gender representation in the 2009 party manifestos of the six dominant National Assembly political parties.¹

¹ This analysis is an extract from Genderlinks' 'Gender in the South African Elections 2009 Report' pp 14-15. The CGE partnered with Genderlinks during the 2009 National Summit to make this presentation.



PARTY	QUOTA	GENDER SPECIFIC REFERENCES IN MANIFESTOS	GENDER MAINSTREAMED IN MANIFESTOS
ANC	Committed to 50% women in the party list, parliament and government	<ul style="list-style-type: none"> Up scaling the Prevention for Mother to Child Transmission of HIV/AIDS to 95% in all districts Combat violence and crimes against women and children by increasing capacity of the criminal justice system to deal with such violence Vigorously implement broad based economic empowerment and affirmative action policies and adjust them to ensure that they benefit more broad sections of our people, especially the workers, youth, women and people with disabilities. 	<ul style="list-style-type: none"> Non-sexism a guiding principle throughout the manifesto. Contradictory in light of the history of the leader of the ANC and comments made by Malema. Massive expanded public works programme linked to home-based care, crèches, school cleaning renovation, tree-planting and school feeding.
COPE	No quota	<ul style="list-style-type: none"> Clause 7: Respect for the values of the principles of the South African people (respect for the dignity of women, protect the innocence of children) Clause 12: Broadening people's participation in the Economy; put measures to strengthen the implementation of the Employment Equity Act (Affirmative Action) and Broad-Based Black Economic Empowerment Establish a Women's Development Fund on funding and assisting women to engage in productive economic activity 	<ul style="list-style-type: none"> Not mainstreamed
DA	No quota	<ul style="list-style-type: none"> No specific women's projects Only mentions women in its introduction Men, women and children living anywhere in the country are able to go about their daily business in their communities knowing that they are safe from criminals; that their local government provides basic services quickly; efficiently and affordably; that the public transport system allows them to move around quickly and safely 	<ul style="list-style-type: none"> Gender not mainstreamed in the manifesto; The manifesto is issue-based, but is not specific about the beneficiaries. It dwells on the detail of how the DA will run government – rather a broad picture of issued
IFP	No quota	<ul style="list-style-type: none"> Moral challenge (crime). Most morally repugnant crimes such as murder, violent assault, and crimes against children, women and the aged 	<ul style="list-style-type: none"> No gender mainstreaming in all thematic areas.



PARTY	QUOTA	GENDER SPECIFIC REFERENCES IN MANIFESTOS	GENDER MAINSTREAMED IN MANIFESTOS
UDM	No quota	<ul style="list-style-type: none"> • Creating jobs for all South Africans, quality education for all; safety and justice for all South Africans (violent crimes, as well as crimes against women and children, are of particular concern to us. 	<ul style="list-style-type: none"> • No gender mainstreaming. • Talks in general terms about creating jobs, offering quality, safety and justice, and safety for all South Africans
ACDP	No quota	<ul style="list-style-type: none"> • Extending the roll-out of anti-retroviral treatment and the prevention of mother to child transmission programmes • The role of women as mothers of our country's children is an essential building block for healthy families and a healthy society). • Supports the measures which are aimed at protecting women and children as vulnerable citizens against abuse). 	<ul style="list-style-type: none"> • Gender is not mainstreamed in the manifesto. The manifesto only talks about issues in general terms with specifically mentioning who the beneficiaries will be. For example, under housing ACDP says "will incrementally provide access to adequate housing for all.



1.1.2 Analysis of the 2011 Local Government Manifestos

PARTY	QUOTA	GENDER SPECIFIC REFERENCES OR INFERENCES IN MANIFESTOS	GENDER MAINSTREAMING IN MANIFESTOS.
ANC	Committed to 50:50 gender representivity after the 2011 elections.	<ul style="list-style-type: none"> • Manifesto based on the principle of equality, non-racialism and non-sexism as stated in the constitution; • Women are represented in local government of which 42% of councillors are women. The party has gender equality policy developed with clear quotas on gender equality. Sex disaggregated quotas are represented. • Party will halve the level of poverty and unemployment by 2014 especially child-headed and single headed households which benefit majority of single mothers who are unemployed • Providing services to single-headed and child-headed households • Establish support for safe houses and shelters in each community that will provide temporary but potentially life saving support for abused women and children, and provide social workers in school districts. • Municipalities to ensure that there is equal access to employment and skills development for women and youth 	<ul style="list-style-type: none"> • Local government is working hard in terms of achieving gender equality. ANC is set to achieve 50/50 by 2011 which shows compliance with Goal 3 of the Millennium Development goals (MDGs) on gender equality and women empowerment. • The National Health Insurance (NHI) to be introduced. • Create child and family friendly facilities. • Youth participation in job creation, skills development and national youth service programmes. These will be attained through the EPWP programme, the IDC and infrastructure programmes
DA	No quotas	<ul style="list-style-type: none"> • The manifesto deals with a wide range of reducing poverty through growth and jobs; and service delivery programmes and governance issues but no mention of how these will be attained through gender equality. • An open society is found on the bill of rights; the rule of law, democratic decision making, transparency, accountability and tolerance. • People living in poverty need a caring, helpful government that ensures they live with dignity and access opportunities. • Provide rebates for the poor, disabled and pensioners based on a combination of [property values and level of household income; and introduce an indigent policy to provide relief for residents who are unable to afford the basic services. • Focus on key burdens-of-disease including infectious diseases like HIV and TB, and lifestyle diseases like hypertension and heart diseases; and establishment of primary health care facilities in municipalities. • Offer vulnerable people a hand up out of poverty by assisting them with skills development 	<ul style="list-style-type: none"> • The issues of service delivery and caring for the poor and dealing with infectious and lifestyle diseases and skills development has been widely addressed in the manifesto but these are not addressed from a gender perspective. .



PARTY	QUOTA	GENDER SPECIFIC REFERENCES OR INFERENCES IN MANIFESTOS	GENDER MAINSTREAMING IN MANIFESTOS.
COPE	No quotas	<ul style="list-style-type: none"> • The interests of children, persons with disabilities, youth, women and older persons in every ward will receive priority • The transformation of South African society has to continue so that greater equity can prevail. Crime will also be dealt with by COPE in the sense that local government need to maximise the role of community policing forums • Young people must be involved in economic activities soon after receiving their tertiary education and skills training. 	<ul style="list-style-type: none"> • The issue of service delivery has been widely addressed in the manifesto but this is not gender sensitive. • The only clause that addresses gender stipulates: " Promote the interests of women and children, persons with disability, youth, women and older people in every ward by ensuring that ward committees have sub committees to cater for each of the above group. " p.4.
INKATHA	No quotas	No mention of gender equality and the empowerment of women.	<ul style="list-style-type: none"> • No gender mainstreaming
UDM	No quotas	<ul style="list-style-type: none"> • The manifesto stresses the proper representation of stakeholders in Ward committees including representatives from the community, councillors, and key state department, traditional healers and youth, women and people with disabilities. • The UDM will ensure that the poorest receive free basic services and will also scrap any apartheid era arrears • UDM acknowledges the lack of skills in local councils and proposes that it will do a skills audit for municipal staff and initiate training and education programmes for all council staff. 	<ul style="list-style-type: none"> • The UDM fell short of addressing gender equality in the staff composition of the council. • No targets set for women specific training to empower them to compete fairly for senior management positions • The party has not changed its strategy in relation to gender mainstreaming in its manifesto. By simply mentioning the inclusion of women without any quota system or targets set is too generic. The party promises for example to ensure skills development in the councils, proper financial management systems, access to water and sanitation, decent housing, rural development without mentioning how this would be attained from a gender perspective.



PARTY	QUOTA	GENDER SPECIFIC REFERENCES OR INFERENCES IN MANIFESTOS	GENDER MAINSTREAMING IN MANIFESTOS.
ACDP	No quotas	<ul style="list-style-type: none"> • Support community initiatives to help prevent teen pregnancy , provide young mothers with the risks of abortion and the options available to them , and provide assistance for young mothers to be • Stimulate and improve home-based care programmes with a particular emphasis on the elderly and those affected by HIV and AIDS and TB. • Prioritize efforts to increase the safety and well-being of women and children • Prioritize initiatives to prevent and deal with the consequences of drug abuse 	<ul style="list-style-type: none"> • The Manifesto refers to infrastructure development programmes without indicating how they would benefit men and women equitably. • Implement more developmental programmes with an emphasis on entrepreneurship, and skills and job creation in order to reduce long-term dependence on social grants. This is mentioned without any gender specificity. • Support and assist schools in their struggle against gangsterism and substance (drug and alcohol) abuse without indicating how to attain this for both boys and girls. • No gender mainstreaming in housing, traffic and infrastructure development programmes.

The 2011 manifestos are a mirror image of the 2009 manifestos, with the ANC being the only party that commits itself to the quota system, the promotion of gender equality and the empowerment of women. The analysis undertaken indicates that in the case of all other parties, nuances of gender equality have to be assumed to be embedded in the manifestos.

The Gender Policy Framework for Local Government is a key document, which should have been consulted during the creation of the manifestos. HIV/AIDS and gender-based violence are highlighted in the Framework, which lists key areas for possible intervention. The Framework recognises that women are particularly affected by HIV/AIDS and suggests monitoring of prevention, treatment and support at municipal level. In terms of gender-based violence, it highlights seven key areas for action on the part of local government: prevention; women's safety; public awareness campaigns; response; support; co-ordination; children; socially excluded vulnerable groups; and safety and security. These are all important areas where local government can play a role and should be touched on in the manifestos. Thus, in the analysis of the party manifestos, issues such as community safety, housing for abused women and improved healthcare provision (especially in relation to HIV/Aids) were looked for.²

² Tshwaranang Legal Advocacy Centre, April 2010: How do political parties address the problems of HIV/AIDS and gender-based violence in Local Government Election manifestos?



It should be noted that five of the six political parties have promised to create a platform for the reduction of crime through adopting various strategies in order to reduce gender-based violence, as outlined in the table above. The IFP did not indicate or suggest how crime would be reduced. Five political parties have indicated that they would improve the healthcare system and ensure that HIV/AIDS prevention is prioritised. The IFP did not make any indication in their manifesto.

1.2 Accountability Commitments by Political Parties on Gender-based Violence and HIV/AIDS

The CGE, in collaboration with Sonke Gender Justice and other non-governmental organisations (NGOs), held a consultative dialogue with political parties to account for their commitment to addressing HIV/AIDS and gender-based violence, and promoting men's involvement in gender equality. The event was held at Orange Farm in May 2011 with community members. Political parties present were the ANC, the DA, the Azanian People's Organisation (AZAPO), the UDM and the Pan Africanist Congress of Azania (PAC). This varies slightly from the political parties that the CGE identified as its six core political parties. Two questions were posed to the political parties, namely:

1. How would political parties deal with the persistent issue of discrimination against persons living with HIV/AIDS?
2. How would political parties ensure that gender-based violence is adequately addressed?

Political parties responded to commitments made in their respective manifestos. Community members emphasised the levels of discrimination against persons living with HIV/AIDS. All political parties present expressed their grave concern over the utterances made by community members. The DA indicated that the high levels of poverty and unemployment exacerbated the spread of HIV. The PAC and AZAPO, who were not identified as part of the core six political parties by the Commission, were in favour of the advocacy of an ABC prevention tool, while the PAC spoke of a drastic culture change.

In relation to gender-based violence, AZAPO advocated for the formation of street committees to be established and sustained to assist with the issue. The UDM admitted that they had not done enough to ensure that women form part of their political plans, as only 25% - 35% of women feature in their structures. Nonetheless, the Party agreed that it should and is willing to do more. The DA admitted to not having a dedicated programme that is women specific and said it would look into the matter. The PAC reiterated its commitment to 'women's liberation', as they call it.

1.3 Analysis of Candidate Lists

The tables below reflect final candidate lists per party according to gender. This information has been adapted from statistics for 2011 on municipal elections compiled by the Independent Electorate Commission (IEC).



LGE 2011 Finalised Candidate Lists: 16 May 2011 Candidates by Province and Type

Province	PR	Ward	Independent	Total
Eastern Cape	3546	3528	165	7239
Free State	1500	1753	31	3284
Gauteng	3064	5890	80	9034
KwaZulu-Natal	4696	5609	107	10412
Limpopo	3035	3453	172	6660
Mpumalanga	2046	2286	46	4378
North West	1787	2204	54	4045
Northern Cape	819	754	27	1600
Western Cape	2810	4223	72	7105
Total	23303	29700	754	53757

Source: IEC Municipal Elections 2011

It should be noted that the data in the table above has not been disaggregated according to gender. At the time of compiling this report, the information on disaggregated data was not available.

LGE 2011 Finalised Candidate Lists: 16 May 2011 by Province and Gender

Province	Female	Male	Total
Eastern Cape	2753	4486	7239
Free State	1167	2117	3284
Gauteng	3558	5476	9034
KwaZulu-Natal	3559	6853	10412
Limpopo	2576	4084	6660
Mpumalanga	1576	2802	4378
North West	1616	2429	4045
Northern Cape	649	951	1600
Western Cape	2394	4711	7105
Total	19848	33909	53757

Source: IEC Municipal Elections 2011

It should be noted that the number of female candidates amounts to a percentage of 36.9%. Male candidates represent a total of 63.1%. This is despite the call for a 50:50 representation.



This is far below the expected target.

LGE 2011 Finalised Candidate Lists: 16 May 2011 Comparisons to 2000 and 2006

CONTESTING PARTIES	2000	2006	2011
Number of parties	79	97	121

CANDIDATES	2000	2006	2011
Party list candidates	16156	21498	23303
Ward candidates	13236	23028	29700
Independent ward candidates	689	663	754
Total	30081	45189	53757

Gender	2000	2006	2011
Female	8562	15718	19848
Male	21519	29471	33909
Total	30081	45189	53757

Source: IEC Municipal Elections 2011

The table above provides comparative statistics for the years 2000, 2006 and 2011. The number of female candidates across the three election cycles has increased moderately from 28% in 2000 to 35% in 2006 and 36% in 2011. There has been a growth of only 1% since the elections in 2006, despite the number of candidates increasing in 2011.

1.4 Accountability Dialogue with Six Political Parties

The Commission, in collaboration with the IEC, hosted a gender and local government elections dialogue. The purpose of the dialogue was to hold political parties accountable to the promises made in their respective manifestos. Six political parties participated, namely the ANC, the DA, COPE, the UDM, the IFP and the ACDP. A number of questions were posed to the following representatives of the above-mentioned parties:

- From the ACDP: Dr Linda Yates, Miss NP Willie and Mrs Zanele Ramothwa
- From COPE: Ms Lyndall Shope-Mafole
- From the UDM: Mrs Nontenja
- From the DA: Jackie Matladi, Ward 83, City of Johannesburg
- From the ANC: Dr Nkosazana Dlamini-Zuma
- From the IFP: Ms Sibongile Nkomo

Political party representatives were requested to respond to the following questions(a



summary of their respective responses appears below):

1. Respond to the CGE's findings regarding party lists and gender mainstreaming of party manifestos, and the Municipal Integrated Development Plans.
2. In light of the 2008 SADC Protocol on Gender and Development, which contained a commitment to ensuring a 50% target for women in decision-making by 2015, what measures has your party taken to ensure that target will be met and how has your party reflected this imperative in its constitution?
3. What support mechanisms (i.e. training, mentoring programmes, etc.) does your party have in place to promote women into decision-making or leadership positions?
4. What programmes does your party have in place to respond to issues that disproportionately impact women? Specifically: Women in rural communities; women in poverty; unemployed women; women affected by gender-based violence; and health policies that support reproductive health?

Responses to Question 1

In response to the first question, the ACDP indicated that the party has a gender policy document which is committed to promoting fair representation. The representative indicated that of the top five, 45% are women. The ANC responded by indicating that the party is committed to the integrated development plans (IDPs), although this might not reflect clearly in its manifesto. COPE indicated that the IDPs were strongly considered in drawing up its manifesto. The IFP indicated that it had set up an academy for women, but did not fully address the question at hand. The UDM indicated that the party was on track, taking into account its limited resources. The DA indicated that women are promoted in all sectors of life: A DA network for women is in existence.

Responses to Question 2

The ACDP has not formally adopted a 50:50 representation, but has actively recruited candidates. It also indicated that 51% of its national executive committee (NEC) are women. The ANC has adopted 50:50 representation in its party manifesto. COPE indicated that it does not believe in the quota system and therefore does not have to adhere to the 50:50 principle. The IFP did not respond clearly to the question, hence it could not be established if the party had adopted the 50:50 principle. The UDM indicated that the 50:50 principle must be reflected in all structures, but did not clearly indicate whether the party adheres to the 50:50 principle. The DA does not adhere to the 50:50 quota system. It indicated that the person elected should have the necessary skills, irrespective of gender.

Responses to Question 3

The ACDP did not outline any programmes that they have in place. The ANC indicated that it has programmes in place, but did not name any of them. COPE indicated that the party was in the process of developing a programme for women, youth and students. The IFP indicated that it has a 'Women's Brigade' that exists nationally only. The programme is aimed at educating and skilling women. The UDM indicated that they host workshops and seminars, but have no formalised programme. The DA has mentoring programmes, but it is not clear whether these are aimed at women only.



Responses to Question 4

The ACDP did not articulate how persons with disabilities are supported to participate in its structures. The ANC indicated that they have a special programme for young women: 'Young Women's Desk'. The ANC also indicated that it caters for persons with disabilities. COPE indicated that it focuses on mentoring through its 'Young Women's Movement'. The IFP indicated that the party has a 'Youth Brigade' that caters for persons with disabilities.

Responses to Question 5

The ACDP indicated that the party trains women to cultivate food gardens, holds literacy classes and has academic programmes. The ACDP indicated that the party has made numerous submissions at all levels on gender-based violence and has spoken out against pornography, prostitution, abortion and human trafficking. The ANC indicated that the party is advocating for the police and judiciary system to establish and sustain 'one-stop centres' which victims of gender-based violence can go to. COPE could not clearly articulate any programmes that have been put in place. The IFP indicated that the party still needs to develop programmes. The UDM indicated that it works in communities on small rural projects. It also works with institutions that raise awareness of HIV/AIDS and other campaigns. The DA indicated that the party participates in victim empowerment centres and encourages economic development.

It should be noted that, although political parties all agreed to a 50:50 quota system, only the ANC has adhered to the SADC Protocol.



Chapter 2: Analysis of IDPs

This section of the report gives an analysis of district and some local municipality IDPs from various provinces.

The IDPs are intended to play a key role in decentralisation. They are seen as being central to the promotion of a developmental local government and are expected to facilitate co-operative governance. The IDP process is seen as a way of orientating the municipality and other spheres of government to respond to local needs and to redress poverty and inequality. It is expected to reflect national policies, but in a locally appropriate manner.

Chapter 5 of the Municipal Systems Act describes the IDP as a principal strategic planning and budgeting instrument which guides and informs all planning and developmental initiatives in a municipality. The IDP integrates, co-ordinates and aligns all developmental interventions at local level by all spheres of government and all role players. It further sets out community participation processes and a performance management element.

The IDP process within municipalities is a process through which a municipality and stakeholders compile a blueprint, outlining how services will be rolled out to the community. The IDP process consists of a municipality preparing a five-year strategic development plan, which will then serve as a principal planning instrument for service delivery. Provisions from the Municipal Systems Act require that IDPs be reviewed annually.

The planning process for IDPs generally involves:

- An analysis of the current situation;
- Developing future visions for the area;
- Formulating developmental strategies to work towards the vision;
- Formulating programmes of action and projects;
- Formulating methods for monitoring and evaluation; and
- Structured participation at each stage of the IDP process.

The IDPs have a generic framework focusing on the following areas:

- Service delivery, access to service delivery and levels of servicing;
- Local economic development (LED) and job creation/training;
- Environmental and health issues; and
- Land usage, urban integration and linkages.

The analysis, based on data from the two Gauteng metropolitan municipalities, twenty district municipalities and three local municipalities from within the eight provinces (excluding the Eastern Cape), has a specific focus on service delivery as a whole, access to service delivery and levels of service delivery.

2.1 Legislative Framework Governing IDPs

The South African Constitution states that municipalities and local government are now required to be developmental in their approach and activities in order to give priority to the basic needs of the community. Services which are gender sensitive and delivered efficiently and effectively by municipalities will ensure that the practical and strategic gender needs of both men and women are adequately addressed, met and brought in line with our Constitution and other legislative prescripts.



Section 152 of the Constitution mentions the objectives of local government, including: Establishing representative and participatory democracy that addresses poverty and inequality; promoting local economic and social development; and promoting a safe and healthy environment. Furthermore, Sections 155 and 156 of the Constitution note the different categories of municipalities, the powers and functions of municipalities and the role of the provincial government in monitoring and supporting municipalities.

Section 160 (02) of the Constitution stipulates that municipal councils have executive power to pass bye-laws and approve budgets. Municipalities must structure and manage their own administration, budget and planning process to give priority to the basic needs of the community and to promote the social and economic development of the community.³

Section 17 of the Municipal Systems Act requires municipalities to put in place systems for communities to participate in the decision-making process. The municipalities must ensure that people who cannot read or write, people with disabilities, women and other disadvantaged groups are able to participate in these processes. Municipalities must also ensure that scarce resources are allocated and spent effectively.⁴

Section 84 (1) (a) of the Local Government Structures Act of 1998 (as amended) stipulates that a district municipality is responsible for the integrated development planning for the district municipality as a whole.⁵ Integrated development planning is central to speedy service delivery and serves as a guideline and an instrument that should be used daily by councillors and municipal staff to change the lives of the people in the district. The IDP illustrates various programmes, strategies, objectives and projects that will be carried out by the councils for a certain period, which is normally five years. This report assessed how gender is mainstreamed in the council through the analysis of the current IDPs and to what extent the Gender Policy Framework for local government and the National Gender Policy Framework have been taken into consideration during the development or the review of the studied IDPs.

Furthermore, the Municipal Structures Act, 1998 includes guidelines promoting quotas for women (every party must ensure that 50% of candidates on the party list are women) and provides for equal representation between women and men.⁶

According to Todes, Sithole and Williamson (2007), the 2001/2002 round of IDPs was preceded by a series of major training sessions aimed at municipal managers, councillors and officials. The intention was to include gender in this training process. However, this never happened, as trainers found that participants' knowledge about even the basics of local government was lacking, so issues like gender, which were seen as luxurious, went out of the window.⁷

Lack of attention to gender arose, therefore, because of a concern not to overload municipalities, many of which were small, new, and with limited capacity to undertake even basic activities.

3 Constitution, S.153 (a)

4 Constitution, S.152 (2)

5 Motheo District Municipality: Integrated Development Plan 2010 - 2011

6 Municipal Structures Act No.117 of 1998 Schedule 2 Section 5 (3)

7 **Local Government, Gender and Integrated Development Planning, 2007**, by Alison Todes, Pearl Sithole, Amanda Williamson



2.2 A Gender Analysis of IDPs

2.2.1 A Gender Analysis of IDPs in the Northern Cape District Municipalities

The analysis focuses on a sample of three district municipalities and two local municipalities. These are the Pixley Ka Seme District Municipality, the Siyanda District Municipality and the Namakwa District Municipality. The two local municipalities are the Ga-Segonyana Local Municipality and the Sol Plaatje Local Municipality. Pixley is a rural municipality based in De Aar; Namakwa and Ga-Segonyana are peri-urban municipalities, based in Springbok and Kuruman respectively; while Sol Plaatje and Siyanda are urban municipalities, based in Kimberley and Upington respectively. This covers one municipality per district in all five districts in the province.

Pixley Ka Seme District Municipalities

The IDP reviews of 2008/2009 and 2010/2011 make reference to the Gender Equity Plan that largely relates to the transformation of the municipality to reflect gender parity in its employment ranks. Nothing more is mentioned about gender or women in the IDP.⁸

However, Pixley's 2007/2008 Integrated Housing Sector Plan specifies that, in the provision of housing, it must be ensured that special groups such as women and women-headed households are given priority.⁹ According to the municipality, the Integrated Housing Sector Plan is a component of the IDP.

It is not clear whether there are other sector plans in other areas, such as water and sanitation; electricity; roads and public transport; land and spatial planning; social development; education; health; and safety and security.

Sol Plaatje Local Municipality

Sol Plaatje's IDP makes no reference to women, except for a brief mention of gender equity. The IDP states that: "Public participation needs to be promoted both through creating conditions for public participation and by encouraging participation, especially with regard to disadvantaged and marginalised groups and gender equity."¹⁰ It is, however, silent on whether gender equity will also be applied beyond public participation to the actual delivery of services.

Namakwa District Municipality

The Namakwa IDP is silent about gender issues in the areas that this report investigated. The only instance when women are mentioned falls under the Department of Safety and Liaison's crime prevention programmes that aim to educate women and children about safety.¹¹

8 Pixley Ka Seme District Municipality, Integrated Development Plan Review 2008/2009

9 Pixley Ka Seme District Municipality, Integrated Housing Sector Plan 2007/2008, p.55

10 Sol Plaatje Local Municipality, IDP Five-Year Plan for Sol Plaatje 2007/2008 to 2011/2012 p. 64

11 Namakwa District Municipality, Integrated Development Plan 2006 - 2011, p.107



Siyanda District Municipality

Similarly, the Siyanda IDP also makes no mention of women, except for future plans to develop a poverty reduction and gender equity plan. The IDP further states that: "Gender equity is not only part of the transformation of this municipality, but also very critical to eradicate the imbalances of the past. This Municipality will not only continue to ensure gender equity in its own organisation, but when it is responsible for the implementation of projects, gender equity will be a priority."¹²

How this will be mainstreamed and implemented is unclear.

Ga-Segonyana Local Municipality

With regard to the Ga-Segonyana Municipality, all the instances where women are mentioned relate to the Municipality embarking on programmes that target special groups such as women, the elderly, the disabled, and children and youth, although this is not broken down according to the sectors.¹³

Observation

Both the municipalities' IDPs appear to be gender-blind when it comes to the delivery of services. Pixley is better off compared to Sol Plaatje, because the IDP makes reference to gender mainstreaming within the Municipality and it also has a gender-sensitive housing sector plan, while the latter's IDP only mentions gender in public participation. Namakwa, Ga-Segonyana and Siyanda also fall in the same category as Sol Plaatje in terms of low levels of focus on gender. What emerges from this analysis is that gender still remains on the periphery when it comes to the priorities of the municipalities, and this trend applies to both categories of municipalities – district and local.

2.2.2 A Gender Analysis of the Gauteng Province

This analysis focuses on a sample of two metropolitan and one district municipality's IDP.

Ekurhuleni Metropolitan Municipality

The Ekurhuleni Metropolitan Municipality is based in the west of Gauteng. The municipality's IDP is based on the Batho Pele principles. The IDP document states that the Municipality has the responsibility to contribute to the process of transforming the lives of its people from conditions of abject poverty and underdevelopment. It further stipulates that, in the fight against poverty, racism and under development, the Metropolitan Municipality is committed to ensuring that equitable service delivery becomes the norm. The document, however, does not indicate gender mainstreaming in its plans and there are no gender equality targets/quotas set in terms of the provision and delivery of services. The only aspect that reflects the element of gender equality is the municipality's intention to comply with Goal Five of the MDGs on the reduction of maternal mortality by 50% by 2015, which will benefit women. Women empowerment is central to the integrated plans that will be implemented; however, there are no clear plans as to how this implementation will take place, nor have targets been set for the attainment of empowerment programming.

12 Siyanda District Municipality, "Integrated Development Plan 2007/08 – 2011/12"

13 Ga-Segonyana Local Municipality, "Second Integrated Development Review 2008-09"



Sedibeng District Municipality

The Sedibeng district covers areas in the Vaal, Vereeniging, Westernvaal, Heidelberg, Eastern Gauteng, De Deur/Walkerville, Devon/Impumelelo and Eikenhof. The district has three municipalities that fall under it, namely the Emfuleni, Midvaal and Lesedi local municipalities. The IDP has a section that deals specifically with mainstreaming, which focuses on general deliverables for designated groups, namely women, children, the youth, people with disabilities, the elderly and ex-combatants. These deliverables are guided by various policies of the Municipality that are aimed at benefiting these designated groups. For the purpose of this report, the focus will be on gender. The Municipality has a gender equity policy and an employment equity policy. The general deliverables have been categorised as follows:

- Training and job opportunities;
- Facilitating ownership for designated groups, e.g. volunteers from all designated groups should be involved in the following programmes: HIV/AIDS programmes, fire prevention and clean-fire programmes, crime prevention programmes, cleaning and greening programmes, and poverty alleviation and social development programmes;
- Training two service students per annum; and
- Identifying and assisting women in assessing training opportunities related to greening programmes. This initiative also assists in developing leadership programmes for women.

The municipality has developed KPIs and IDP strategies:

- Reinventing the economy through LED programmes, tourism, agriculture, small-, medium- and micro- enterprise (SMME) initiatives, B-BBEE, and land reform initiatives;
- Renewing communities through development planning, land use management, geographic information systems (GISs), housing, infrastructure, water, sanitation and electricity;
- Reintegrating the region through roads and storm water, transport, airports, vehicle licensing and registration, and traffic;
- Releasing human potential through sport, recreation, the arts, culture, heritage, public safety and security, disaster management, fire services, emergency medical services, primary healthcare, HIV/AIDS, social welfare, and education;
- Good and financially sustainable governing through Treasury; and
- Vibrant democracy through public participation, intergovernmental relations (IGR) and political offices.

City of Johannesburg Metropolitan Municipality

The municipal IDP document has strategic objectives that aim to increase a range of activities, such as empowering women and increasing women representation in the city's activities. The municipality's strategy is to engage women in development programmes as part of its development strategy. The activities include the following:

- Skills development;
- Establishment of a craft training centre, which will provide training opportunities for women;
- Establishment of a 'women in photography' programme;
- Implementation of a new empowerment programme at 12 libraries to equip especially women with family literacy and numeracy skills;



- Implementation of the revised '365 Days of Activism' programme;
- Empowerment, education and support for women on how to source quotations and how to fill in tender documents;
- Implementation and monitoring of the revised 'Women Development Strategy' city-wide; and
- Provision of procurement benefits to 40 women-owned companies, and promotion of women's involvement and participation in the sports industry.

Observation

Apart from the above-mentioned activities, the IDP document also developed a strategic objective under health that is geared towards the reduction of HIV infections. The municipality anticipated promoting accessibility to voluntary counselling and testing (VCT) and the PMTCT. It is not evident whether or not the municipality has a gender policy. The municipality only seems to have short-term activities that are aimed at empowering women. Their basic service delivery programme does not reflect gender mainstreaming, in that no quotas have been set against the delivery of those services. The Sedibeng KPIs do not stipulate how gender equality would be attained.

2.2.3 A Gender Analysis of Limpopo Municipalities

A sample of three district municipalities' and one local municipality's IDPs was analysed.

Vhembe District Municipality IDP 2009/2010 Review

The Vhembe Municipality is located in the northern part of the Limpopo Province and shares borders with the Capricorn and Mopani District municipalities in the eastern and western directions, respectively. The sharing of borders extends to Zimbabwe and Botswana in the North West and Mozambique in the east, south through the Kruger National Park.

The land is very fertile and good for agriculture. A large part of the district falls under the tribal authorities and this makes it difficult for development to take place, as the land tenure system is not favourable to commercial development.¹⁴ The population mainly comprises 54.4% women and 5.5% women, with 51.3% of the population being under the age of 20 years. The district settlement pattern is largely rural, with approximately 774 dispersed villages and 287 190 households.

The Vhembe District Municipality carries responsibility for the operations and maintenance of the following local municipalities:

- Thulamela
- Makhado
- Musina
- Mutale



The Vhembe District Municipality's IDP reveals the following features:

- Although there is a fair representation of women's and men's organisations in the IDP Representative Forum, chaired by the Executive Mayor, gender remains on the periphery of developmental issues.
- Gender is treated as a special programme, together with other marginal issues such as HIV/AIDS, children, and people with disabilities. Even then, gender programmes are not fully functional because of weak local gender structures.
- It is noted that there was a strategic workshop for gender programming to draw up a programme of action (PoA) for the 2008/2009 financial year, and a young-women dialogue was held of which the purpose was to interact on the socio-economic and political issues affecting women.
- The IDP also reveals that district and local forums on the Gender and Moral Regeneration Movement are not fully functional, hence it is difficult to co-ordinate programmes.¹⁵The IDP further indicates that the District is in the process of strengthening partnerships with local NGOs and reviving activities such as the '16 Days of Activism' and men's dialogues, in partnership with a local NGO, *Munna ndi nnyi*.
- Overall, the IDP is silent on gender issues and how services will be mainstreamed to both men and women.

Mopani District Municipality

The Mopani District Municipality is situated in the north-eastern part of the Limpopo province, 70km from Polokwane, the provincial capital. It is bordered in the east by Mozambique, in the north by Zimbabwe, in the south by the Vhembe District Municipality, in the Mpumalanga province by the Ehlanzeni District Municipality, to the west by the Capricorn District Municipality and in the south-west by the Sekhukhune District Municipality. There are 14 urban areas (towns and townships), 352 villages (rural settlements) and a total of 118 wards.¹⁶

The Mopani District Municipality's IDP reveals the following features:

- The municipality does view gender issues as a priority and makes reference to gender issues. Additionally, it has a gender desk.
- The municipality has developed the Poverty Alleviation and Gender Equity Plan as a multi-sectoral plan. The plan outlines how it will respond to poverty and gender issues in the district. The plan deals with a wide range of issues ranging from gender relations to poverty, globalisation, HIV/AIDS, access to basic needs, access to basic resources, access to employment, economic empowerment of women, access to land, access to science and technology, women's access to political power, implementation of laws and the national gender machinery.

The following Mopani District municipal departments contribute towards the promotion of gender equity and alleviation of poverty:

- Planning and development;
- Community services;

¹⁵ Vhembe District Municipality 2009/2010 Integrated Development Plan (IDP) Review

¹⁶ Mopani District Municipality Integrated Development Plan (IDP) 2006-2012



- Technical services –Ensures that tenders are awarded to service providers who comply with the Preferential Procurement Regulations of 2001; and
- Corporate services –Seeks to address the equity issues in the human resources plan.

Waterberg District Municipality

The Waterberg District Municipality is situated in the western part of the Limpopo province and is the largest of the five districts in the Limpopo province. The Waterberg area is predominantly agricultural in nature and the majority of families depend on social grants, which have proven to have had unintended consequences for young females.¹⁷

The IDP reveals that:

- There is no mention of gender issues, apart from the municipality noting that the appointment of women in middle management is a challenge and that activism against women and child abuse should be used to educate the community around matters of safety and good citizen behaviour.
- Furthermore, under the Employment Equity Act, the municipality reported that during the 2009/2010 financial year only two positions were filled with female candidates, with one being at a managerial level.
- The participation of designated groups (women, the disabled, the elderly and the youth) is still limited, although local municipalities under the District Municipality have established forums for the participation of these designated groups.

Elias Motsoaledi Local Municipality

The Elias Motsoaledi Local Municipality carries responsibility for the operations and maintenance of the following towns:

- Groblersdal
- Motetema
- Roosenekal

Observation

There is no mention of gender issues, apart from noting that the appointment of women in middle management is a challenge. The Mopani Municipality Gender Desk has conducted several workshops aimed at empowering previously disadvantaged individuals. The main challenge faced by the Gender Desk is that gender issues are misinterpreted as issues affecting women only. Only the Mopani District Municipality in Limpopo seems to grasp the importance of the need to incorporate gender needs within their programmes. In general, the other municipalities' IDPs were silent when it came to matters of gender.

17 Waterberg District Municipality Integrated Development Plan (IDP) 2010-2011



2.2.4 A Gender Analysis of the Western Cape Municipalities

Eden District Municipality 2007-2011

The Eden District Municipality consists of seven local municipalities and one district management area (DMA). It is located in the heart of the Western Cape Province. It is the third-largest district in the Western Cape and shares borders with the district municipalities of the Cacadu District (Eastern Cape), Overberg and Cape Winelands in the west, and the central Karoo in the north. The Eden District Municipality consists of the following municipalities:

- Bitou
- George
- Kannaland
- Knysna
- Hessequa
- Mossel Bay
- Oudtshoorn
- A DMA

The Eden District Municipality adopted, in the 2007-2011 IPD, six strategic objectives to guide the district's shift towards its new strategic responsibilities. Each strategic objective is linked to clusters of the municipal departments to co-ordinate, mainstream and integrate the implementation thereof.

Gender, as a strategic objective, falls under the Community, Social and Human Capital Development cluster. One of the strategic objectives of the Eden District Municipality is to develop human and social capital by investing in women and youth development. The municipality puts the following strategic objectives at the forefront:

- The finalisation of both the District Gender Policy and the Gender Strategy;
- Co-ordinating and ensuring the implementation of the District Gender Strategy;
- The establishment of the District Gender Forum;
- Co-ordinating and ensuring the establishment of local gender forums; and
- Ensuring the participation of women in the EPWP, in line with national and provincial legislations.

Overberg District Municipality

The IDP covers a wide range of issues ranging from social to economic. The issues of electricity, water and sanitation, as examples, have been covered in the IDP. However, the following critical issues have surfaced from the analysis:

- It is not clear how vulnerable groups in general and women in particular would benefit from this. From an economic point of view, women were previously marginalised from the mainstream economy due to the social patriarchal order and the wide perception that they should be dependent on men for survival.
- It is also not clear how the vulnerable would be incorporated into the mainstream economy and how the District Municipality would deal with issues of discrimination.
- Although the municipality recognises that certain categories of the population must receive priority in terms of development, the issue of implementation is unclear.



- It is also clear from this IDP that gender mainstreaming processes and requirements still remain a challenge in terms of how they will be incorporated into the planning processes. One might as well move a step further, questioning the composition of gender and representation of women regarding the public consultation process. Due to certain societal beliefs, women's views are normally overlooked by men, which begs the question of women's participation in the crafting of this IDP document and its development plans.
- The IDP does not address issues regarding gender mainstreaming in service delivery and empowerment initiatives. Possibly, gender issues have been implied in this document and one might deduce the level of gender consideration in the implementation process. Some level of empowerment in relation to gender mainstreaming is a necessity that requires immediate attention by this municipality.

Observation

From the analysis it can be deduced that not all municipalities understand the need to mainstream gender in the design, implementation, monitoring and evaluation of their programmes. Only the Eden District Municipality seems to grasp the importance of incorporating gender needs and concerns in its programmes.

2.2.5 A Gender Analysis of Free State Municipalities

The following is an analysis of four district municipalities' IDPs, namely Lejweleputswa, Motheo, Fezile Dabi and Xhariep. Poverty is rife in these areas; hence, the analysis focuses on the population's dependency on social grants and the use of the bucket sanitation system.

Lejweleputswa District Municipality

Lejweleputswa is one of the five district municipalities in the Free State Province. It is a semi-urban municipality. Its area of jurisdiction includes five local municipalities, namely Masilonyana, Tokologo, Tswelopele, Matjhabeng and Nala. It has an estimated population of 639 651, and 202 391 households.¹⁸ Approximately 97.4% of the population have access to piped water. This district has not fully eradicated the bucket system in its local municipalities, e.g. in the Nala Local Municipality about 52.6% of the population are still using the buckets, followed by Tokologo at 34.0% and Masilonyana at 30.2%. 79 242 of the population are illiterate.

The IDP makes mention of the involvement of women and the youth, and gender awareness raising in various areas, but there are no quotas set for gender equality. The IDP makes reference to the MDGs as one of the key policy imperatives, but makes no reference to a gender policy framework for local government or gender policy development as a tool for addressing gender equality issues within local government.

The Municipal Systems Act requires councils to provide an equitable, fair, open and non-discriminatory working environment and sets an obligation for municipal managers to comply with the Employment Equity Act (Act No.55 of 1998).¹⁹ The targets set and the data

¹⁸ Community Survey: 2007

¹⁹ Gender Policy Framework for local government



captured in the IDP are not gender-disaggregated; hence, it is difficult to measure the extent to which gender equality has been attained. The IDP is silent about gender training, mentoring and coaching.

The budget contained in the IDP is not gender sensitive. The district budgeted for R22 000 for capacity building for the council staff and R75 000 for training for five staff members only. The targeted participants are, however, not disaggregated by gender. Poverty is rife in the district; a poverty alleviation programme is mentioned, which R500 000 is budgeted for. The target audience is unknown, though. It is stated that the district intends to alleviate poverty through the provision of temporary jobs.

Lack of access to basic sanitation is also a problem which poses a high risk to women. Even though the district had planned to eradicate the entire bucket system by 2009, there are still huge backlogs in this area. The district has a large number of bucket toilets. For example, in the Nala Local Municipality, 52.6% of the population use the bucket system. In this era of the HIV/AIDS pandemic, this situation is detrimental to the health of the community, especially that of women, due to the roles they play in their communities.

The illiteracy rate is high amongst the age group of twenty and older, with more women (18033) being illiterate than men (17269). The unemployment rate is high, with approximately 85704 men and 124 229 women up to the age of 65 having no income at all. The table below shows the number of people who are dependent on government social grants.

Table 1: Persons Dependent on Grants by Gender

Type of grant	Men	Women	Total
Old Age Pension	8067	22098	30165
Disability	8207	10164	18371
Child Support	40827	40075	80902
Foster Care	958	215	1173
Care Dependency	320	1185	1505
Grant in aid	709	1722	2431
Social relief	208	241	449
Multiple social grants	728	655	1383
Institutions	4884	2053	6937
Total	64908	78408	143316

Source: Community Survey, Statistics South Africa (STATSSA): 2007

The district ranks women high when it comes to its implementation plans, and is considering initiating new projects and improving the existing ones for women and the youth. The IDP does not address issues of female-headed households (FHHs) and child-headed households (CHHs) in its plan, despite the high level of child support grants.



Motheo District Municipality

This district municipality area consists of three local municipalities, namely Mangaung, Mantsopa and Naledi. These are all urban-located municipalities, with the district's head office being located in Bloemfontein. It has an estimated population of 837 376 and about 227 026 households.²⁰ About 98.8% of the population have access to piped water, while about 3.9% have no toilets at all. 11.9% of the population in this district are still using the bucket system. 18% of the persons live in informal dwellings, while about 78.4% live in formal dwellings. About 87.2% of the population have access to electricity. As in the Lejweleputswa District, the illiteracy rate is high amongst women (14 657).

The unemployment rate is high among women (195 675) due to the high illiteracy rate, as compared to men (151 080). Hence, poverty affects women more than men. The dependency on social grants is higher among women than men. Table 2 below illustrates that approximately 192 974 of the population depend on social grants.

Table 2: People Who Access Social Grants by Gender

Type of Grant	Men	Women	Total
Old-age pension	10768	30079	40847
Disability	11287	10099	21386
Child support	57254	58738	115992
Foster care	749	488	1237
Care dependency	1764	1149	2913
Grant in aid	2771	4031	6802
Social relief	456	614	1070
Multiple social grants	479	566	1045
Institutions	9745	6737	1682
Total	95273	112501	192974

Source: Stats SA – Community Survey: 2007

Even though the data reveals that women are more disadvantaged than men because they are more illiterate than men and hence cannot access employment opportunities, the IDP of this district does not mention how it envisages to address gender equality and the issue of women empowerment. The IDP makes reference to a number of national legislations and policies applicable to the functions of local government, but makes no reference to the National Gender Policy Framework and Gender Policy Framework for local government, which are key policies that should inform planning and the implementation of gender equality. The Motheo IDP does not consider gender in its operational plans; it merely mentions that it will give support to women-initiative enterprises to ensure that they participate in the mainstream economy, but it is silent on how this will be attained.

²⁰ Community surveys: 2007



Fezile Dabi District Municipality

The area of jurisdiction of Fezile Dabi covers four local municipalities, namely Metsimaholo, Moqhaka, Ngwathe and Mafube. This district has an estimated population of 474 089, and 149 095 households.²¹ About 69131 people have access to piped water inside their dwellings, while 68 673 have access to piped water inside the yard and 6971 have access to water outside the yard. In terms of access to electricity, about 136 283 have access to electricity for domestic use. About 6519 of the population are still using the bucket system, while 1939 of the population have no toilets. There is a high level of illiteracy in the district. About 24 198 men and 34 999 women are illiterate.

Table 4 below indicates that there are approximately 127743 people who are dependent on social grants, with child support grants being the highest.

Table 4: People Dependent on Social Grants by Gender

Type of Grant	Men	Women	Total
Old-age pension	6472	18355	24827
Disability	7574	6537	14111
Child support	30254	30999	61253
Foster care	145	64	209
Care dependency	1050	633	1683
Grant in aid	1114	2757	3871
Social relief	204	99	303
Multiple social grants	221	214	435
Institutions	18355	2696	21051
Total	65389	62354	127743

Source: STATSSA Community Survey: 2007

In the five key performance areas of the IDP for the district, no reference is made to gender equality and women empowerment. In its growth and development strategy, it only touches on issues such as advancing equity in general and addressing the needs of the underprivileged. The FHHs and the CHHs are not a priority.

Xhariep District Municipality

The district consists of three local municipalities: Kopanong, Mohokare and Letsemeng.

According to the 2007 StatsSA census data (CS), the population of the district was approximately 135245, 50.8% being women and 49.2% being men. It estimated that 69% of the population was below 35 years of age. The total number of households within the district was estimated at about 38879.

²¹ Fezile Dabi Reviewed Intergrated Development Plan: 2008/2009



The District faces various challenges, ranging from widespread poverty to service delivery and infrastructure backlogs. It is estimated that almost 80% of the District's residents live in poverty, which is worsened by a high unemployment rate of approximately 34% (Global Insight, 2006).

Backlogs in service delivery were experienced in the areas of water delivery and sanitation. In terms of literacy, about 6720 men and 8578 women are illiterate.²² About 79% of the population in Xhariep have access to electricity. About 34 441 of the population have access to piped water. Although there are still some sanitation backlogs, the district has only 3 936 people still using the bucket system and about 2 568 with no toilets at all.

The first IDP objective and strategy make reference to issues of redressing the imbalances of the past, with specific focus on women and people living with disabilities. The district has given priority to the recruitment and selection of women and people with disabilities through its Employment Equity Plan.

Xhariep has also linked women, the youth and people with disabilities to its budget and indicated that their needs would be addressed through special programmes. The district's 2011/2012 plans revealed that the needs of the youth, people with disabilities and women will be addressed in all strategic objectives and programmes in their planning, such as in education, skills transferal, and capacity building for women, the youth and people with disabilities.

Observation

None of the IDPs analysed for the Free State Province refer to the two important gender policy frameworks. This poses a big question about the extent to which these gender policy frameworks are known in the area.

The Xhariep and Lejweleputswa District Municipalities have made an attempt to show their commitment towards women, the youth and people with disabilities. Xhariep's plans, in particular, reveal that all objectives should include women, the youth, and people with disabilities.

2.2.6 A Gender Analysis of the Mpumalanga Province Municipalities

This analysis covers the Ehlanzeni District Municipality (EDM), with a specific focus on service delivery issues such as water and sanitation, and electricity.

Ehlanzeni District Municipality

The EDM is one of the three district municipalities located in the north-eastern part of the Mpumalanga Province. The other two are the Gert Sibande and Nkangala District Municipalities. The EDM is bordered by Mozambique and Swaziland in the east, the Gert Sibande District in the south, the Mopani and Sekhukhune Districts of Limpopo in the north and Nkangala District Municipality in the west.

²² Community Survey: 2007



The Municipality comprises five local municipalities, namely:

Municipality	Area Km ²
Thaba Chweu Local Municipality	5 719.06
Mbombela Local Municipality	3 411.75
Umjindi Local Municipality	1 745.38
Nkomazi Local Municipality	3 240.37
Bushbuckridge Local Municipality	2 589.59
District Management Area	11 189.32
Ehlanzeni District Municipality	27 895.47

Source: Demarcation Board gis Spatial data files:December 2005

The EDM also comprises a DMA in the southern part of the Kruger National Park. The total area coverage of the district is approximately 27895.47km².

Water

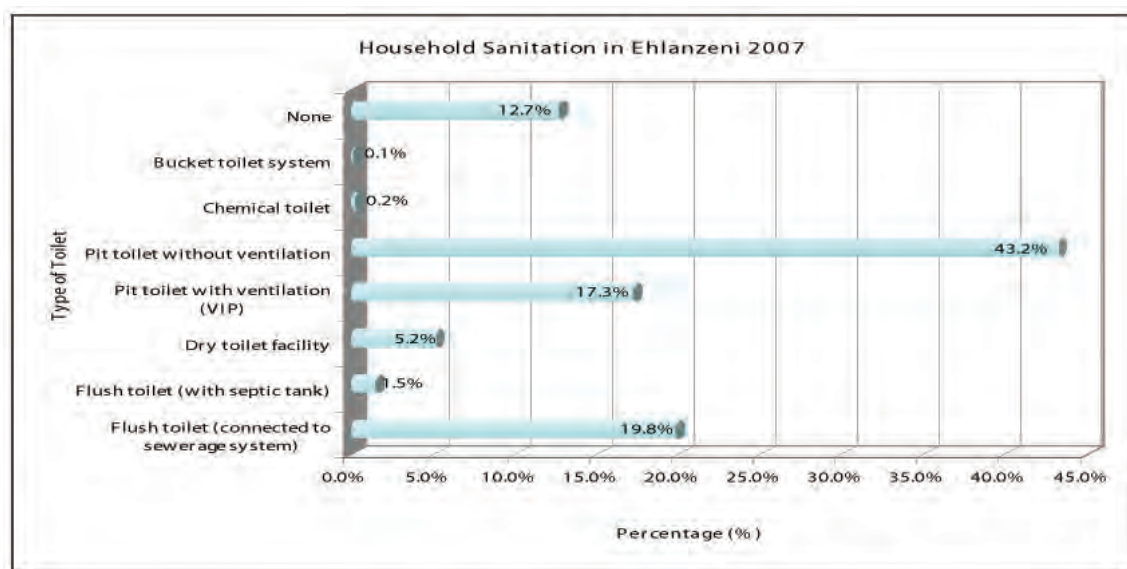
Water is one of the key developmental challenges identified by the EDM. A large portion of the EDM is dominated by rural areas and many people do not have full access to potable water. A lack of bulk and reticulation infrastructure in these areas aggravates the situation. Some local municipalities have not yet developed their indigent registers, e.g. Bushbuckridge and Nkomazi, and are thus not capable of providing free basic water to the eligible communities within their areas of jurisdiction. Certain rural communities have access to free water (water taps without meters).

There are still a number of problems regarding delivery of water services in Mpumalanga. During the launch of the Mpumalanga branch of the Water Institute of Southern Africa (WISA), which was held on 8-10 June 2011, the WISA President, Mr Anderson Mluleki Mancotywa, during the delivery of his key-note address, stated that: "Service delivery in the water and sanitation sector, in both urban and rural areas, remains a top challenge at local government level. More specifically, issues relating to rehabilitating and maintaining ageing infrastructure projects are priorities with water and wastewater quality issues, including water quality threats from acid mine drainage, surface pollution, etc., being high on the agenda, and I promise to respect water as a source of life, to be mindful of how to use water, and to preserve our water resources. I am for the love of water."



Sanitation

Status of Household Sanitation in Ehlanzeni



The above table indicates that most households within the district rely mainly on pit latrines. This evidence supports the fact that the district is predominantly rural, since most townships and urban areas rely mainly on flush toilets. This is a matter that deserves some attention from local municipalities.

Sanitation Services in Ehlanzeni

Municipality	Number of Households	BASIC SERVICE		FULL SERVICE		BELOW BASIC	
		Households	%	Households	%	Households	%
Thaba Chweu	28,258	1,334	4.7	17,719	62.7	9,205	32.6
Mbombela	137,353	25,164	18.3	41,445	30.2	70,744	51.5
Umjindi	18,768	682	3.6	11,828	63.0	6,258	33.3
Nkomazi	78,254	29,295	37.4	6,081	7.8	42,878	54.8
Bushbuckridge	124,595	10,408	8.4	6,417	5.2	107,770	86.5
DMA 32	90	6	6.7	84	93.3	0	0
Ehlanzeni	387,318	66,889		83,574		236,855	

Source: EDM Blueprint on Water and Sanitation

The above table reflects the progress made with regard to sanitation in the area of the EDM. There was a drastic percentage increase of 137% in the category of 'below basic' from 2001 and 2008 due to the incorporation of Bushbuckridge into the EDM.



It is common knowledge from a social point of view that women take most responsibility for household chores; however, the issue of water supply as an example does not clearly indicate how women will benefit from this process. With regard to economic development, the district relies mainly on agriculture, mining and forestry, but it is also not clear how women would benefit economically through these processes. This raises concern as to whether gender mainstreaming receives the high priority that it deserves.

Electricity

Most households in the district have access to electricity as a form of energy, although there are still some households that depend on other forms of energy like gas, paraffin, solar power and wood. The ratio of dependence on other forms of energy besides electricity is aggravated by the high unemployment rate within the district. In terms of a household survey of 2007, 84.2% of households have access to electricity and 15.5% do not have access. The majority of community facilities in the district lack electricity as a form of energy.

Table 22: Access to Energy (Electricity)

Municipality	Number of Households	BELOW BASIC		BASIC		INTERMEDIATE/FULL	
		Households	%	Households	%	Households	%
Thaba Chweu	28,258	5,488	19.4	0	0	22,770	80.6
Mbombela	137,353	20,284	14.7	0	0	117,068	85.2
Umjindi	18,768	3,774	20.1	0	0	14,993	79.9
Nkomazi	78,254	19,287	24.6	0	0	58,967	75.3
Bushbuckridge	124,595	11,154	8.9	1,230	1.0	112,210	90.0
DMA 32	90	0	0	0	0	90	100.0
Ehlanzeni	387,317	59,988	15.5	1,230	1.0	326,098	84.2

Source: StatsSA Community Survey, 2007

Number of People Receiving Social Grants in the EDM

Grant Type	Numbers	% of Total
Old age pension	73,795	17.2%
Disability grant	21,678	5.0%
Child support grant	323,882	75.3%
Care dependency grant	5,108	1.2%
Foster care grant	735	0.2%
Grant in aid	2,314	0.5%
Social relief	1,399	0.3%
Multiple social grants	1,095	0.3%
TOTAL	430006	100.0%

Source: StatsSA Community Survey, 2007

The table above indicates that a significant proportion of women of child-bearing age access the child support grant, namely 75.3%, followed by the old-age grant. However, the table does not reflect the birth rate within the district or the ages of the mothers. Childbearing is mostly linked to one's social status in the social stratification system and it might be of



interest to establish the locality of mothers, their educational level and whether they are employed or not. However, it is most likely that the unemployed would require state social assistance in the form of grants for the young ones.

Observation

It has also been established from the municipality that women have been elevated to significant positions; however, one needs to guard against 'malicious compliance' in terms of appointing women in positions for the sake of doing so, without women necessarily making any tangible significant contribution to the municipality and its service delivery initiatives.

2.2.7 A Gender Analysis of the North-West Municipalities

Dr Ruth Segomotsi Mompati District Municipality (DRSMDM) was the only municipality that was identified for the purpose of this study.

Socio-economic Profile²³

Households

A total of 78258 households in the DRSMDM area (78.20% of households) are formal houses or brick structures on separate stands or yards. Informal households or traditional dwellings/huts/structures, made of traditional material, are estimated to number about 7406 (7.4% of households), while 501 households (0.5% of households) in the DRSMDM area live in blocks of flats. About 401 households live in town/cluster/semi-detached houses (simplexes/duplexes/triplexes).

An estimated 2302 households (2.3% of households) live in houses/flats/rooms in backyards. 3003 households (3.0% of households) live in informal dwellings in backyards and 6705 households (6.7% of households) live in informal dwellings not in backyards. A total of 601 households (0.2% of households) in the district consist of rooms/flatlets, not in backyards, but on shared properties. 200 households live in caravans or tents.

Water Services

A total of 90366 households (90.3% of households) in the DRSMDM area have access to acceptable levels of water services. An estimated 20916 households (20.9% of households) use piped water inside their dwellings. 20315 households (20.3% of households) use water inside their yards. A total of 49136 households (49.1% of households) use piped water from access points outside their yards. A total of 9708 households (9.7% of households) do not have access to acceptable levels of water services. The table below depicts water accessibility and the form in which water is distributed.

²³ The socio-economic profile for the DRSMDM was obtained from the said municipality's IDP document.



Households with Access to Piped Water		
	Census	CS
	2001	2007
Piped Water		
▪ Inside the dwelling	11,5%	20,9%
▪ Inside the yard	25,8%	20,3%
▪ From access point outside the yard	50,7%	49,1%
Borehole	8,0%	7,4%
Spring	1,0%	0,2%
Dam/pool	0,3%	0,8%
River/stream	0,2%	0,1%
Water vendor	0,3%	0,4%
Rainwater tank	0,2%	0,0%
Other	2,0%	0,9%
Total	100,0	100,0

Table 1: Percentage Distribution of Households by Type of Water²⁴

The table below gives details of the state of affairs regarding the provision of water supply in each municipality and the backlog noted to date. A large percentage of these water networks was constructed more than 10 years ago and most standpipes are accessible within the standard of a 200m radial distance. Maintenance of some of these systems is of a poor standard, which in itself creates a backlog in service delivery.

Local Municipality	Population (2007)	Households (2007)	Households un-served	% Un-served
Molopo (NW395)	15,870	3,174	1,841	58
Kagisano (NW391)	99,440	19,888	14,717	74
Naledi (NW392)	68,380	13,676	1,504	11
Mamusa (NW393)	52,145	10,429	1,043	10
Greater Taung (NW394)	214,756	42,953	12,886	30
Lekwa-Teemane (NW396)	49,765	9,953	1,991	20
Total (2007)	500,365	100,073	33,982	33,96%

Table 2: RDP Water Service Backlog in the DRSM

Sanitation Service Delivery

Basic sanitation provision up to the RDP level of service consists of the provision of a ventilated improved pit (VIP) latrine. The rural villages within the DRSM area are characterised by self-constructed pit latrines, while in a very small percentage of the villages projects have been implemented to provide VIPs.

Urban and town settlements such as Vryburg, Schweizer-Reineke, Bloemhof and Christiana in the BDM area have full-borne water sanitation with sewerage treatment plants, which at this point in time are over-capacitated. The extension of the plants is in the planning or construction stages.

24 Stats SA Community Survey (CS) Report of 2007



The table below gives information on the current status of the sanitation backlog in the DRRSM area.

Local Municipality	Population (2007)	Households (2007)	Households un-served	% Un-served
Molopo (NW395)	15,870	3,174	1,904	60
Kagisano (NW391)	99,440	19,888	13,922	70
Naledi (NW392)	68,380	13,676	1,368	10
Mamusa (NW393)	52,145	10,429	1,147	11
Greater Taung (NW394)	214,756	42,953	34,362	80
Lekwa-Teemane (NW396)	49,765	9,953	2,090	21
Total (2007)	500,365	100,073	54,793	54,75%

Table 3: RDP Sanitation Service Backlog in the DRRSM

Gender Analysis of Water and Sanitation Services

From the information contained in the IDP for the DRRSM and the above three tables it is very clear that the district municipality does not have a municipal gender profile. The data contained in the three tables above is not gender-disaggregated. This gives a clear indication that when the IDP was developed, throughout the planning process the different needs of men and women were not separately considered. It must also be noted that the municipality does not have a water quality management system in place to ensure that water consumed is of the required standard.

Plan to Provide Water and Sanitation Services

According to the IDP for the DRRSM, the estimated cost to provide water services is R299.476 (R'1000), while sanitation services will cost R242.429 (R'1000). There are 19 projects for water sanitation services planned for in the whole district at an estimated cost of R910 million. It is also important to note that, of the projects budgeted for, there is no indication of any being reserved for women.

There is a high level of gender inequality in the decision-making body of the DRRSM and the key driving force behind IDP development. Out of the 56 senior stakeholders, 13 are women and 43 are men. Women are under-represented in the IDP development process and it is therefore possible that women's needs will not be met by the IDP. An important area of concern with regard to the 13 women in the IDP development process is their level of knowledge of gender issues and the extent to which they can influence the IDP development process to be gender sensitive.

Observation

Based on Census 2001 data (Stats SA), only 19% of the population in the DRRSM are employed, of which most receive a monthly income of less than R1 600. A large portion of the population has either had no schooling or has primary education only. A small portion (18%) of the population has secondary education, with an even smaller portion of the population (1%) having tertiary education. There is a close relationship between employment and education. It is important to note that, if there is a low level of education, unemployment is



likely to be high and the population will depend on Government for basic services. Failure of Government to provide basic services such as water could have negative implications, such as health problems, including child mortality due to poor sanitation services.

The IDP further fails to provide gender-disaggregated data on the educational background of its population, which makes planning difficult from a gender perspective.

2.2.8 A Gender Analysis of the KwaZulu-Natal Municipalities

The Umzimkhulu District Municipality

Households

Umzimkhulu is one of the municipalities that fall under the Sisonke District Municipality. At the time of preparing this particular IDP, it was estimated that the population of the Umzimkhulu Local Municipality was 243 242, with approximately 43 545 households (Community Survey, 2007). This municipality used to fall under the Eastern Cape Province. After the elections it was transferred to KwaZulu-Natal. It has been subject to discrimination due to the fact that the majority of citizens are black. It has a backlog in all services. The table below provides a picture of the racial distribution of the population.

Racial distribution:

- African 99%
- Coloured 0.60%
- Asians 0.3%
- White 0.10%

Water Services

In 1996, census results showed that KwaZulu-Natal had the largest population at 8.6 million. Of this, the Umzimkhulu Municipality had a total of 43 545 households.¹ This municipality covers a total area of 2 436km² with a population size of 243 242 and 43 545 households. The area is characterised by huge service backlogs, abject poverty, unemployment and other social development challenges.

Percentage of Households with Access to Piped Water in the Umzimkhulu Municipality

Type of water service	Census 2001	Community Survey 2007
Piped water inside dwelling	2,4	7,5
Piped water inside yard	8,3	6,9
Piped (tap) water within community stand	15,6	25,7
Distance less than 200m from the dwelling		
Piped (tap) water within community stand	9,3	-
Total	35	40,2%



Source: Community Survey 2007

The table above clearly indicates the poor access to clean water in the municipality. Of the total population, only 40% have access to clean water and the remaining 60% live on unreliable and unclean sources of water. This condition has a direct impact on women, since they spend most of their time collecting water. The conditions of women have not improved at all and have been impacting negatively on their health. Due to the unavailability of data, we were not able to establish the distance travelled by those using community taps.

Sanitation Service Delivery

Percentage Distribution of Households by Type of Toilet Facility (Nationally)

Flush toilet connected to sewerage system	55,1
Flush toilet with septic tank	2,8
Dry toilet	4,1
Pit latrine with ventilation	6,5
Pit latrine without ventilation	20,6
Chemical toilet	0,4
Bucket system	2,2
None	8,2

Source: CS 2007

The evidence suggests that, in the country, almost half of the population have access to a flush toilet connected to a sewerage system. In 2007 it was estimated that only 55% of the population had access to a quality sewerage system. However, we know that when we go deeper into specific municipalities the situation is worse in the rural areas when compared to the major cities. This reality has been confirmed in the table below.

Percentage of Households that have Access to Toilet Facilities in the Umzimkhulu Municipality

Pit Latrine	Bucket	No Toilet
66,5	0,4	7,1

The table from the Umzimkhulu Municipality portrays how poverty manifests itself in the area in terms of poor or no access to a sewerage facility. Almost half of the population have access to toilets, but even those are of a poor standard. The remaining population, without any form of toilets, stand the chance of becoming victims of crimes like rape, since they only have the option of using bushes. The health and safety of women and children are compromised in the process. Although the concept of gender equality is mentioned fleetingly in the document, in terms of implementation and planning it is merely taken as a neutral concept and no effort is being made to enhance gender mainstreaming.

Observation

The IDP, as it stands, only mentions gender when disaggregating the number of males compared to females; however, the plan itself is gender neutral. It does not distinguish how the different needs of men and women will be separately considered. It must also be noted that the municipality does not have a water quality management system in place to ensure that the water consumed is of the required standard.



Water in the Umzimkhulu Municipality is mainly drawn from natural sources like streams, rivers and fountains. Water is not purified in many areas and this exposes people in these areas to cholera and other diseases. Quality of water is generally poor. Water from the main pipeline supplies and from boreholes is not always available. Both the lack of access to, and the poor quality of water have a negative impact on the lives of women.

The municipal IDP failed to present statistics on the people whom they provide services to in terms of gender-disaggregated data. This clearly is a bad way to start. How does one achieve gender mainstreaming if one does not know whom exactly one is serving? Different people have different needs. Secondly, the IDP that was analysed here was for 2009/2010. In the IDP it is stated that a gender policy will be formulated. In January 2011, the policy was still in draft format, which means that it could not be evaluated, since it had not yet been implemented. There is no budget for its implementation yet.

2.3 Beijing Declaration and Platform for Action on Municipal Service Delivery in Relation to Water and Sanitation

The White Paper on Local Government (1998) entrenched the notion of developmental local government in South Africa. Developmental local government means a local government committed to 'work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives'. It should target especially those members and groups within communities that are most often marginalised or excluded, such as women, the disabled and the very poor (White Paper, 1998). The emphasis is entirely on the developmental nature of local government as an organ that improves the lives of communities.

This notion of developmental local government essentially means that municipalities are constitutionally mandated to promote social and economic development, thereby becoming key agents of transformation and development in the country. The commitment undertaken by the State through obligations in international instruments such as CEDAW, the MDGs and the Beijing Platform for Action has a direct implication for municipalities, as they traditionally drive the developmental processing South Africa.

Some of the functions of municipalities include the following:

- Electricity delivery
- Sewerage and sanitation
- Water for household use
- Municipal health services
- Decisions around land use
- Refuse removal
- Local tourism

Area of Concern - Inequality in Economic Structures and Policies In All Forms of Productive Activities and in Access to Resources

Municipalities are mandated to promote LEDs in their localities. The White Paper obligates local government to pursue this development through its core functions and the IDP. Its role is to provide an enabling environment, rather than being directly responsible for economic



growth and job creation. However, through thorough literature research one is able to identify women-led projects that are promoted by the municipalities and can build a case on them. For instance, bullet six alludes to bottom-up development projects, and the last two bullets in this section are able to strengthen this debate, even though DTI is a national competency. Are these projects not cascaded to the women on the ground?

2.4 MDGs and Municipal Service Delivery in Relation to Water and Sanitation

Target nine of the MDG's obligations reads "Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources". One of the indicators for this target is the GDP per unit of energy useage/ proportion of population using fuel.

In terms of this target and indicator, local municipalities are the authority for the electricity function, which means that they have the power to appoint and negotiate with service providers.

Despite the widespread electrification of households, which has increased, the use of other fuels for heating, cooking and lighting has persisted. In 2006 about 31.6% of households used paraffin or wood for cooking, compared to 37.9% in 2002 (General Household Survey, 2006: STATSSA).²⁵ Solar power and animal waste are also used to generate energy, but they constitute only a small proportion of the total household energy consumption. Population growth has reduced household income levels, and increased numbers of un-serviced households are expected to exacerbate household fuel-burning emissions.

The collection of fuel to manage domestic energy consumes a large portion of women's time, as well as that of female children, impacting on women's ability to participate in other productive processes and often on female children's ability to remain in school or focus on their studies. The non-availability of cheap and clean fuel forces them to rely on wood, dung and biomass fuels, impacting on their health and that of their children. The need for clean, renewable energy is a matter of priority, both to alleviate this burden and risk to which women are exposed, as well as to address this sustainable development target.

Target 10: To halve by 2015 the Proportion of People without Sustainable Access to Safe Drinking Water and Basic Sanitation

This target is measured by the following indicators: Proportion of population with sustainable access to an improved water source, urban and rural; and proportion of population with access to improved sanitation, urban and rural.

Delivery of water and its operational responsibilities have since been devolved to local government, with National Government playing a regulatory role. Furthermore, attention has been given to providing a free basic water and sanitation service to the poor, while still maintaining financial viability for service providers through grants and a sound tariff policy.

Access to basic water services has increased from 59% in 1994 to 96% at the end of 2009. In South Africa, basic service levels for water are defined by demarcation, largely affecting

²⁵ Presidency Annual Report



rural communities. This currently stands at a minimum of 25 litres of potable water per person per day, within 200 metres of a household, not interrupted for more than seven days in any year, and a minimum flow of 10 litres per minute for communal water points.²⁶ Nonetheless, the rural area population depends much on rainfall and ground water as primary sources of water.

Table Illustrating Affordable Access to Free Basic Water (FBW)²⁷

Period	Total Population	Water Supply Average Providing FBW	Total Population with FBW
2008/2009	49.7 million	165 (97.6%)	85.6%
2007/2008	49.5 million	165 (97.6%)	84%

Nationally, even though there have been annual fluctuations, the percentage of households who receive piped water supplies from their local municipalities increased from 78.2% in 2004 to 83.3% in 2009. Municipalities have been provided with electronic water management systems to allow access to safe drinking water. The available information reveals that the general quality of South African tap water is of good quality and, therefore, is generally safe for human consumption.

Unsafe drinking water is one of the greatest threats to life in the water services sector. This is particularly critical in the context of the increased vulnerability of people with weak immune systems owing to HIV/AIDS and other illnesses (DWAF, 2008a:15). Figure 3 illustrates the comparative performance of regions with regard to water quality reporting and compliance levels.

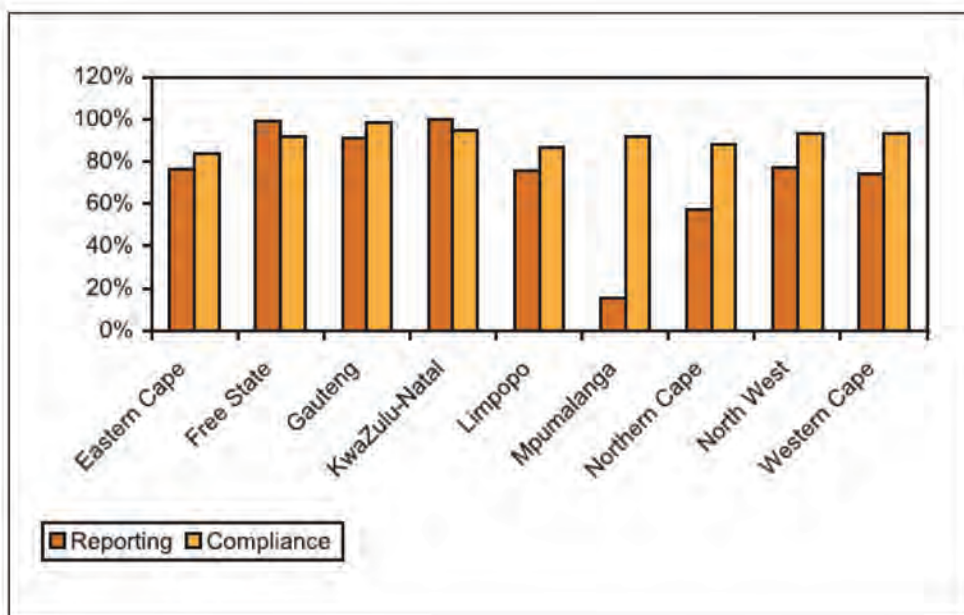


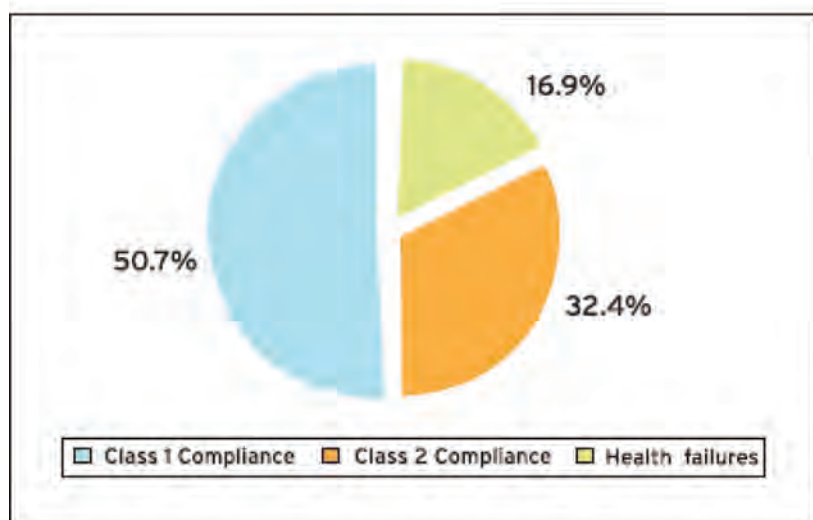
Figure 3: A comparison of regional reporting and compliance levels

Source: DWAF, 2008a:15

26 South African Millennium Development Goals Country Report 2005
 27 Ibid.



On average, 6% of the roughly 3200 sample sites across the country failed to meet the health requirements of the national standard over the 2007/2008 reporting period. These were mainly detected in the rural areas, where a range of treatment shortcomings was evident. As assets, such as the reticulation network, continue to deteriorate, health risks associated with this poor state of equipment could accelerate. Unless asset management receives due attention it will contribute to the decline in water quality. In March 2008, failures in water and waste water treatment in the Ukhahlamba District Municipality in the Eastern Cape hit the headlines. They serve as sobering examples of the consequences of failing to pay attention to these kinds of risks. Prior to 2006/2007, district municipalities did not have a capital replacement fund. Only one out of five WWTW in these municipalities assessed by the DWAF in April 2008 was in a good state of repair (RSA, 2008b). Others were in a state of collapse and the likelihood of failure was high. Moreover, documented evidence shows that substandard drinking water quality in this area was a contributing factor in the death of 140 infants in the first three months of 2008. The DWAF figures show that the Eastern Cape region also registers the second-lowest level of Class 14 compliance in the country, with an average of 50.7% over the year. As noted in Figure 4, failures in drinking water quality averaged 16.9% over the year, making it the region with the highest rate of failure to comply with the maximum allowable limits of the national standard (DWAF, 2008a:15). On-the-ground assessment by independent researchers for the WRC shows a far higher incidence of failures in water quality (Momba et al, 2008).



Source: DWAF, 2008a:15

Drinking Water Quality Compliance in the Eastern Cape, April 2007 to March 2008

Declining raw water quality in many parts of the country is creating new challenges for the availability of water and its fitness for use. Clean water is necessary to dilute contaminated return flows and limit the effects of rising salinity and nutrient levels for agricultural and industrial users.

The poor quality of discharged municipal effluent is increasing eutrophication and the bacteriological contamination of water resources, including ground water (Eales, 2009:4). Bacteriological contamination from poorly treated sewage can result in the spread of waterborne diseases. Where municipal water treatment is not up to standard, people drinking tap water are at risk. A critical role of the national regulator in protecting the public from poor quality water has been to introduce a framework with guidelines for municipalities in managing drinking water quality. Central to this has been the implementation in 2007 of



an electronic monitoring system for drinking water quality. Approximately 90% of WSAs have been responding positively by supplying the relevant (but not necessarily reliable) data. An on-going effort, however, is required to ensure comprehensive coverage and improved credibility of such monitoring activities and of information supplied by WSAs, where monitoring programmes are not projecting the quality of all water being reticulated in their area of jurisdiction (DWAF, 2008b). Section 3 has highlighted the gravity of municipal non-compliance, which holds serious implications for the state of public health, environmental pollution and the sustainability of water and sanitation provision. Fundamental to reviewing the challenges relating to municipal compliance and the regulation capacity at national and local government level is whether the policies that are in place are actually appropriate. The question is how municipalities can be judged as non-compliant when the policies they are following, set by national government, cannot actually be implemented effectively.

The development of a water services policy has outpaced the institutional capacity to implement it on the ground. For instance, the NWSRS is appropriate for a developed-world context – it sets out an ambitious framework which South Africa, as a whole, might be able to achieve in ten years' time. In the short term, however, it remains a largely normative framework and will require more than regulation to address the challenges in the sector.²⁸

A large proportion of the users of water services (58.0%) said that the quality of the water-related services that they received was good. However, there has been a steady decline in levels of satisfaction since 2005 and 2007, when the percentages of users who rated the services as good were 76.3% and 72.0%, respectively. The percentage of users who rated water services as average increased from 15.8% in 2005 to 31.9% in 2009.

Given the large proportion of women in rural areas who depend on natural resources for their families' livelihood and are affected by poverty, access to this resource is fundamentally a gender issue. In large measures, women still struggle to access this increasingly scarce commodity. Women are responsible for supplying and managing their families' water needs, and either have to accommodate the cost of water within their households' budget, or use a large portion of their time and that of female children to walk long distances to get water from free – but often unsafe – sources.

The Department of Water Affairs has initiated the inclusion of women in its planning and implementation strategies, predominantly in community water committees. The Department's regulations stipulate that women should constitute 30% of the representatives of all water boards and other water committees to entrench women's participation in decisionmaking regarding this resource, and improve women's access to water. The aforesaid programmes, dam-building projects and other environmental programmes have adopted a similar approach. However, the challenge remains that water schemes tend to favour houses that are easy to connect to the water supply, which disadvantages women who live far from this network.

Sanitation

Universal access to water and sanitation services in South Africa increased from 59% in April 1994 to 96% at the end of March 2009. Similarly, access to basic sanitation services increased from 49% to 75%.²⁹ There is no congruence between what has been stated here and the table below. My reading of the table below is that there was an increase of 49% in April 1994

28 Smith, L. 2009. Municipal Compliance with Water Service Policy: A Challenge for Water Security. Development Planning Division. Working Paper Series No. 10, DBSA

29 Department of Water Affairs and Forestry Annual Report 2008/2009



to 76% at the end of March 2009. I also do not see the relevance to the column on 'people served 2008-2009'. What do these statistics reveal?

Table Illustrating Access to Basic Sanitation Infrastructure/Population³⁰

PERIOD	CENSUS POPULATION	BASIC LEVEL OR HIGHER	NO ACCESS TO INFRASTRUCTURE	% ACCESS TO SERVICES
Current (2008/2009)	49.7	37.6	12.1	76%
People served 2008-2009		1.35???	How do these add up to 96%??	
Previous year 2007-2008	49.5	36.1	13.4	73%
People served 1994-2008	39.8	19.4	20.4	49%

The establishment of settlements prior to the 1994 democratic dispensation resulted in the introduction of the bucket system for sanitation. December 2007 was declared as a national target for the eradication of the bucket system. At the end of March 2008, the remaining backlog was 23 083, reduced during 2009 to 9 044.³¹

Table Illustrating Eradication of the Bucket System³²

Backlog in February 2005	Backlog at March 2008	Removed in 2008/09	Province & Number	Removed since commencement of programme
252 254	23 083	14 039	Free state= 7 279 Eastern Cape = 438 Northern Cape = 1327 Total = 9 044	97%(243 210) to be accurate this is 96.4% hence we should rather say 96% because .4% doesn't warrant us to make it a whole number. Unless if this what the department is saying.

There is a clear rural vs urban difference with regard to sanitation in that 28% of rural households did not have access to any type of toilet facility, compared to 5% of urban households.³³ Women are disproportionately impacted by the lack of sanitation facilities. Poor sanitation is a major cause of water-borne diseases, which are directly responsible for most infant deaths in developing countries. In the absence of sanitation close to their homes, women are forced to forego privacy and security and are often rendered vulnerable to infection, harassment and abuse. Lack of separate toilets in schools has been identified as a cause for girls dropping out when they reach puberty.

30 Ibid

31 Ibid

32 Ibid

33 Ibid



Target 11: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Provision of housing is a national, not a municipal, competency, although many of the larger municipalities do take on aspects of this function. These activities include the identification of land and beneficiaries for low-cost housing, developing housing projects and internal infrastructure and, lastly, owning and renting houses.

Nearly 58% of South Africa's population live in urban areas. The housing types in South Africa that conform to the UN definition of a slum with respect to secure tenure, range from sub-let inner city tenements to informal settlements, and include poor neighbourhoods, townships and informal settlements. These are not necessarily found in the inner cities. The proportion of South African's urban slum households declined from 32% in 1996 to 28% in 2001, with the Department of Human Settlement, formally known as the Department of Housing, indicating that nearly 2.6 million new houses were built with the assistance of a state subsidy between 1994 and 2004.³⁴

Settlements across the country vary in terms of the quality of life and social amenities that they offer. Depending on the type of settlement that people live in, they enjoy greater or lesser measures of health, access to schooling, services, housing, water, electricity, employment and safety.³⁵ An increasing number of urban households in most developing countries are sustained exclusively or primarily by women's labour. However, the low representation of women in urban governance in many countries contributes to their invisibility in urban planning.

Access to Land

Constitutionally, land administration and reform is not a local government function, but traditionally municipal planning does include spatial planning and land use. It seems that all three spheres of government and traditional authorities have specific roles and responsibilities with regard to land administration. The Municipal Systems Act requires that the IDP incorporates a spatial development framework and guidelines for a land management system. This will provide the means for making decisions regarding land development, development applications, land use and land use change by the municipality for land in its jurisdiction.

Access to land is one of the region's most socially and politically sensitive issues. An estimated 28% of the population of South Africa (13 million people) are crowded into the former homeland areas, where land rights are often unclear or contested, and the system of land administration is disordered. Overcrowding continues to put pressure on terrestrial resources, including soil productivity and biodiversity, where unsustainable land use practices and lack of basic services contribute to increased land degradation and desertification. Where there is no electricity, wood is harvested for energy, which causes deforestation. Where there is no sanitation, soil and water can be contaminated.³⁶

On private farms, workers and their families face continued tenure insecurity and inadequacy or absence of basic services. It is estimated that nearly one million people have been

34 Department of Environmental Affairs and Tourism, 10 Year Review Report 1994-2004

35 Department of Environmental Affairs and Tourism, A Report on the State of the Environment, South African Outlook, 2007 Revised Edition

36 Department of Environmental Affairs and Tourism, a report on the state of the environment, South African Outlook, 2007 revised edition



evicted from farms since 1994; 75% of them are women and children with little education and work experience.³⁷ (What about the arguments posed in our CGE Land Study, because they are current? Check the Executive Summary or Conclusion section.)

The percentage of households living in formal dwellings whose dwellings are fully owned increased from 53.1% in 2002 to 57.8% in 2007, but then decreased again to 56.0% in 2009. The dip between 2007 and 2009 was most likely caused by the recession, which impacted severely on households' liquidity during most of 2009. The decrease in full ownership between 2007 and 2009 was accompanied by growth in partial ownership and other kinds of tenure status, such as occupying the dwelling rent-free.³⁸

The provinces with the highest percentage of households whose main dwelling was informal in 2009 were Gauteng (22.3%), the Western Cape (17.1%), the North West (16.0%) and the Free State (14.8%). Of these provinces, the North West has shown the least progress relating to housing provision, as there has been a significant increase in the percentage of shack dwellers, from 12.2% in 2002 to 21.5% in 2007. This may partially be attributed to changes in the housing policy of several mines, which entitled workers to a housing subsidy if they lived in their own dwellings. Since 2007 this has improved again to 16.0% in 2009, which is still above the 2002 levels.³⁹

The provinces where most progress was observed in terms of reducing the proportion of households who live in informal dwellings are Mpumalanga, KwaZulu-Natal and the Eastern Cape. Dwelling sizes varied significantly between population groups, with 83.9% of white-headed households and 73.5% of Indian/Asian households living in dwellings consisting of six rooms or more, as opposed to 27.6% of black African and 41.5% of the Coloured population groups.⁴⁰

At the time of the survey, 12.8% of South African households were living in a former-stage Reconstruction and Development Programme (RDP) or state-subsidised dwelling. FHHs were significantly more likely (11.5%) than their male counterparts (8.2%) to receive a government housing subsidy. 16% of those occupying RDP or state-subsidised housing said that the walls were weak or very weak, and 14.9% regarded their roofs as weak or very weak. More than 30% of households in the Western and Eastern Cape reported problems with the quality of their walls and roofs.⁴¹

- There is meaningful participation of women in the economy through organisations such as the Business Women Association (BWA), African Women in Construction (SAWIC), the South African Women in Mining Association (SAWIMA), and Women Investment Portfolio Holdings Ltd (WIPHOLD).⁴²

According to the Development Bank of Southern Africa, the following are achievements of women in the economy:

37 Ibid
 38 Department of Environmental Affairs and Tourism, 10 year review report 1994-2004
 39 Ibid
 40 Ibid
 41 Ibid
 42 Report on Reflection on South African Women in Dialogue; progress towards the Implementation of the Beijing Platform of Action since 2005



- International, African, regional and national legislation in economic, social and political spheres ensures that women have an equal right to economic involvement and empowerment to that of their male counter parts.
- The gender instruments in South Africa were a landmark achievement for securing South African women's rights and are rarely mirrored in the rest of the global south.
- South African companies are increasing the numbers of women at executive level, leading to more women making decisions about where they invest and how they invest in the economy. The ratio of women to men is still too low, though. A recent census on *South African Women in Corporate Leadership* found that only 7.1% of directors in South Africa are women. That is compared to Australia's 8.4%, the US's 13.6% and Canada's 11.2%.
- Women are able to apply for loans and own businesses, unlike in other African countries.
- More women are entering business in previously male-dominated sectors, for example mining and construction. This allows women to work in jobs that are not related to the care industry or to 'women's work'. SAWIC has made great inroads in supporting women in the construction sector.
- South Africa has developed 'bottom-up' approaches that have involved communities in development decisions and have had success with these projects. The Government has placed much emphasis on 'people-centred', comprehensive, sustainable and integrated development processes that take into consideration the needs of recipients and beneficiaries.
- Land rights in South Africa have significantly improved women's ability to survive and prosper economically as small-holding farmers.
- Female children have been the target group for professional development and exposure programmes in the economic sector, for example the *Bring a Girl Child to Work* programme that is very popular and successful. This exposes our girls to corporate life and to career opportunities in the future.
- The establishment of the South African Women Entrepreneurs Network (SAWEN), an initiative of **the dti**, is a strategy for fast-tracking support to women in addressing challenges they face when establishing, strengthening and sustaining their enterprises. It is a link to business opportunities for women entrepreneurs.
- Through SAWEN, **the dti** has successfully managed to secure two strategic partners to support women entrepreneurs. The Johannesburg Securities Exchange SA (JSE) provides training to women on stock marketing while through the Africa Project Development Facility (APDF), SAWEN members are able to access business advice and support for the successful management of their enterprises.⁴³

2.5 Implementation of COGTA Gender Policy Framework

⁴³ Celebrating the Journey of the Economic Emancipation of Women in South Africa through **the dti** (2006)



Chapter 3: Election Monitoring

3.1 Election Monitoring Report

The Democracy and Good Governance Thematic Concept Note stipulates that the CGE should take responsibility for monitoring all democratic elections that take place in the country. In 2008/2009, the CGE developed an intensive Gender and Elections Campaign to track, monitor, raise awareness of and take action on issues of gender equality in the 2009 national and provincial elections. The CGE's intention was to ensure that gender equality was thoroughly woven into party manifestos, campaigning, and programmes of action, and the running of the election day itself.

On 18 May 2011, the CGE monitored the 2011 local government elections. As in the 2009 elections, the CGE was accorded an observer status of the elections by the IEC.

Prior to this election, the CGE embarked on several activities and interventions, as contained in Chapters 1-2 above, as a build-up process to the elections. These included the analysis of political party manifestos; the analysis of the IDPs; the analysis of water and sanitation provision; and service delivery mechanisms to users from a gender perspective to track progress in the country from the perspectives of the MDGs and the Beijing Platform for Action.

Only four provinces participated in this study. These were Gauteng, which included the National Office (mainly an urban province), the North West (mainly rural), the Western Cape (mainly urban) and KwaZulu-Natal (mainly a rural province).

The observations covered rural (including farming communities), urban, suburban, townships and informal settlements, and semi-rural informal settlement areas. The latter is sometimes referred to as being located in urban areas. The observers were advised to conduct interviews at their registered voting stations and at other voting stations within a 3km radius from there. All interviews were supposed to take place outside the perimeters of the voting stations.

The respondents for interviews were randomly selected. The observers were to target a broad spectrum of respondents using categories of race, gender, age, disability and geographical location in order to get a balanced response from the South African populace regarding their perception about local government elections. The observers were accorded the responsibility of recording the responses to ensure that literacy deficiencies did not impede participation in the interview process. Where appropriate, observers assisted in translating the instrument into the respondents' indigenous language, ensuring that the interview was conducted in this language.

They were also cautioned to use their judgement in instances where the respondents preferred to fill in the responses themselves, but ultimately the observer was responsible for ensuring that the questionnaires were properly completed.

3.2 Sample Size

The total sample size of this study consisted of 262 respondents. Table 1 below outlines the number of participants in each province who were interviewed.



Administered Questionnaires per Province

Province	No. Of Questionnaires	Percentage
Gauteng	207	79%
North West	37	14%
KwaZulu Natal	7	3%
Western Cape	11	4%
Total	262	100%

The largest number of participants came from Gauteng (79%). This data consists of responses from both the Pretoria office and the National Office in Braamfontein. The second highest response came from the North West (14%), followed by the Western Cape (4%) and lastly KwaZulu-Natal (3%.)

3.3 Limitations of Monitoring

The following are challenges that limited the outcomes of this study:

- The sample size from Gauteng (79%) far exceeded sampling in the other three provinces, hence data is skewed towards this province and its urban dynamics.
- Not all questions and sections of the questionnaires were fully completed. It seems some observers had difficulties in administering the questionnaires. This compromised the quality of the data.
- Only four out of nine provinces monitored the elections. This made it difficult for the CGE to do a comprehensive analysis of provincial dynamics, especially regarding urban vs rural dynamics.

3.4 Observations

General Observation

The general observation from voting stations observed gave a clear indication of the preparedness of voters to cast their votes. An observer from Gauteng said, "People were very excited and prepared to cast their votes." This was further supported by another observer from Gauteng, who indicated that: "... the mood of voters was very high; you could observe the preparedness of voters to cast their vote. There was an excitement."

The visibility and presence of the South African Police Services at the polling stations assured voters of their freedom to vote for the political party of their choice and that their safety within the vicinity of all voting stations was guaranteed. An observer in the North West noted that: "...there were about four police officers at the station with one helicopter patrolling at certain times, so the station was secure enough."

According to the observers, voting stations were easily accessible for the elderly and the disabled. They received all the requisite support from the IEC officials to ensure that the voting stations were accessible, and were guided appropriately. Most voters knew how to cast their votes.

At observed voting stations, voters were free and friendly, with the level of co-operation being very high. According to an observer at one of the Gauteng polling stations, "Voters



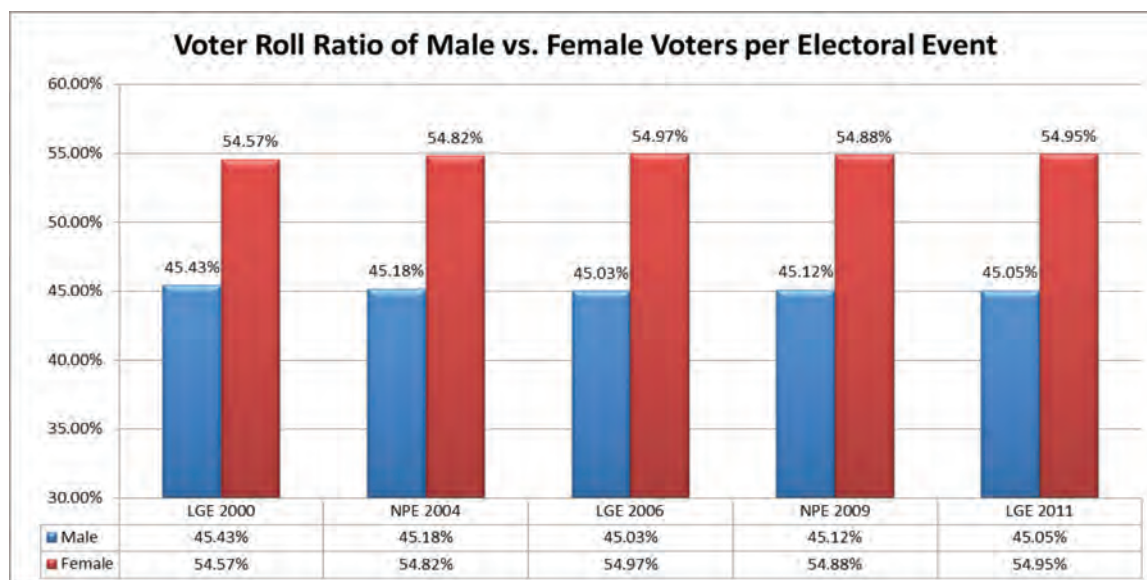
were noticed to be patiently waiting in long, but fast-moving queues to cast their votes."

The queue patterns seemed to differ from one polling station to the next. Most long queues were noticed in Gauteng, with women coming in the morning and men during the day and in the afternoon. An observer in the North West stated, "In our voting station we had two queues that divided voters alphabetically, i.e. A-L and M-Z." That symbolised the high level of planning and preparedness by the IEC officials.

Gendered Observation

The figure below indicates the voter's roll ratio of men vs women per electoral event from the year 2000 to the Local Government Elections of 2011.

Figure 1



Source: The IEC

According to the IEC, there were 54.95% registered women voters and 45.05% registered men voters for the 2011 Local Government Elections. Across all voting stations observed, there were more women than men who turned up to vote. This was confirmed by most observers. An observer in the Western Cape noted, "...it was clear that more females were participating as voters in comparison with males." This was further supported by an observer from the North West, who said, "Women came in greater numbers than men."

Some women were seen carrying babies, but no men were seen with babies or toddlers at the voting stations. This indicates that even the current generation is gender stereotyped in that it is women who continue to care for babies, whereas it should be a shared role. Interestingly, an observer at one of the polling stations in Gauteng pointed out, "Men allowed women with children to cast their votes first."

Women and men took the same time to cast their votes. It was further noted that, "Women came early in the morning, while most men came in the afternoon." (North West) This was a common trend across all provinces.



3.5 Travel to the Voting Stations

On average, both men and women travelled between 0.5km and 3km to the voting stations. Most people walked to the voting station, while a few used public or private transport. It should further be noted that most voting stations were located within the vicinity of voters, which enabled access to many.

3.6 Voting Stations and Elections Operations

Voting stations were accessible, safe and clean. Although most stations were easily accessible, an observer in KwaZulu-Natal noted that there were two people in wheelchairs at a voting station that was not accessible to persons with physical disabilities. People using wheel chairs had to be carried.

It is interesting to note that communication sometimes does not reach its intended audience. Cabinet had, for instance, declared 17 May 2011 a special voting day for the infirm, the elderly and young mothers, and the IEC had run various media campaigns about this date, so those who knew about this date should have made special arrangements with the IEC to be visited at home by IEC officials to cast their votes. In the North West an observer noted that the station was accessible to all people, and people with disabilities were given preference and assisted by IEC officials.

The commitment of IEC officials could not go unnoticed. In the Western Cape an observer pointed out that although there were insufficient officials, they were still helpful to voters.

In general it was observed that there were more women IEC officials working at the polling stations (66%) compared to men (34%). Thus, the role of women in the elections remained very significant.

Most of the polling stations (90%) opened at 07h00 in Gauteng, the North West and the Western Cape. Only one voting station in Gauteng opened late, due to poor logistical arrangements. This observer pointed out that they started late because they didn't have stationery and a scanner. This was an indication of poor planning. This was reinforced by another observer from the North West Province, who stated that ballot papers were not re-filled timeously. People had to wait for ballot papers.

Voters were properly guided by IEC officials. Voters queued between four minutes and one hour and forty minutes, while it took less than five minutes for both men and women to cast their votes. Thus, time taken to vote by men and women was noticed to be the same.

Voters knew how to vote and were able to cast their votes in secret, without fear or favour. Interestingly, an observer in Gauteng pointed out that voters came mostly in pairs: married couples, brothers and sisters, neighbours, etc. This definitely indicated the spirit of unity to ensure that our democracy works.

There was no evidence of conflict or division among political parties, despite some voters having been noticed to wear political party T-shirts. Clearly this indicates the level of political maturity and the spirit of unity and tolerance in a deepening democracy. Political party agents played an important role in assisting some voters. "They were highly organised and well disciplined, as well as co-operative," an observer from the Western Cape noted.



An observer from the North West further noted that an old woman in the queue was helped by party agents in the absence of IEC officials.

Although the above-mentioned is contrary to the IEC code in that political parties should be far from voters, it clearly indicates the positive role and commitment of political parties in contributing towards free and fair elections. At several voting stations across Gauteng political parties remained outside the perimeters of voting stations, but at others it was noted that they were allocated space within the voting stations and that they observed the voting process without interference.

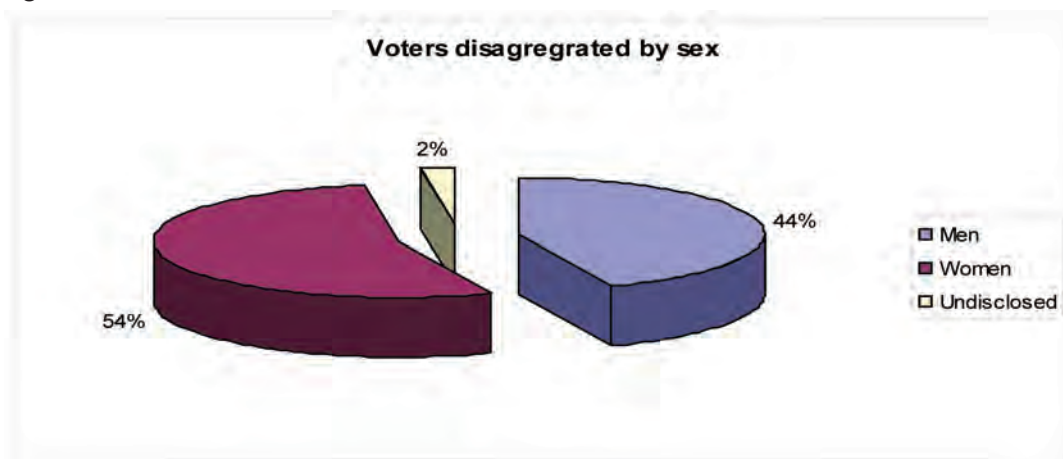
3.7 Quantitative Analysis

3.7.1 Personal Information

Sex of Voters

Out of a total of 262 respondents, the majority were women (54%), with fewer men (44%). This is illustrated in the graph below.

Figure 2: Sex of Voters



Only 2% of the interviewing schedules did not disclose the sex of the respondents. This limitation supports the fact that not all sections of the questionnaires were properly filled in.

Age of Voters

The age categories of voters interviewed ranged from 18 to over 80 years of age, as shown in Figure 3 below.



Figure3: Age of Voters

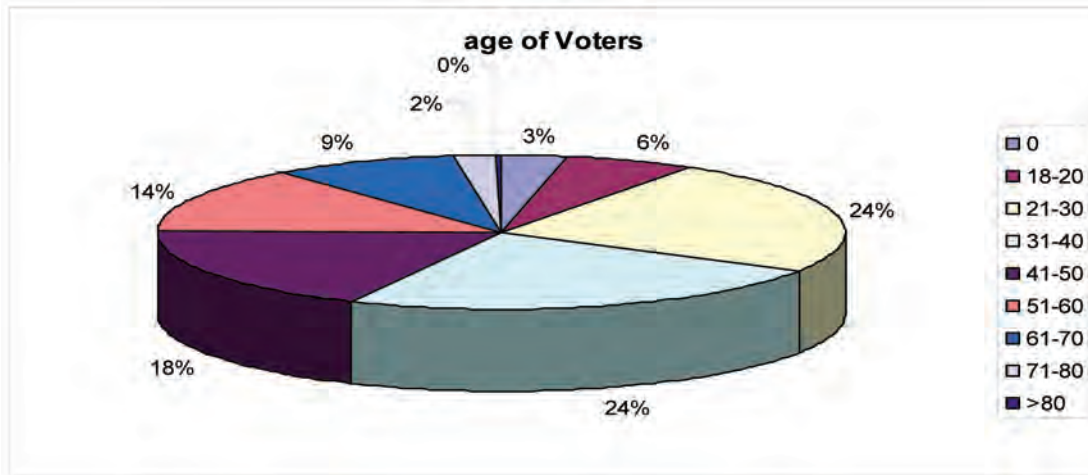


Figure 3 reveals that young people within the age category of 18-30 years, that is 30% of voters in the sample, turned out in large numbers to cast their votes. Of these, first-time voters within the age range of 18-20 constituted 6% of the total sample, and those within the age category of 21-30 constituted 24% of those who turned out for the Local Government Elections.

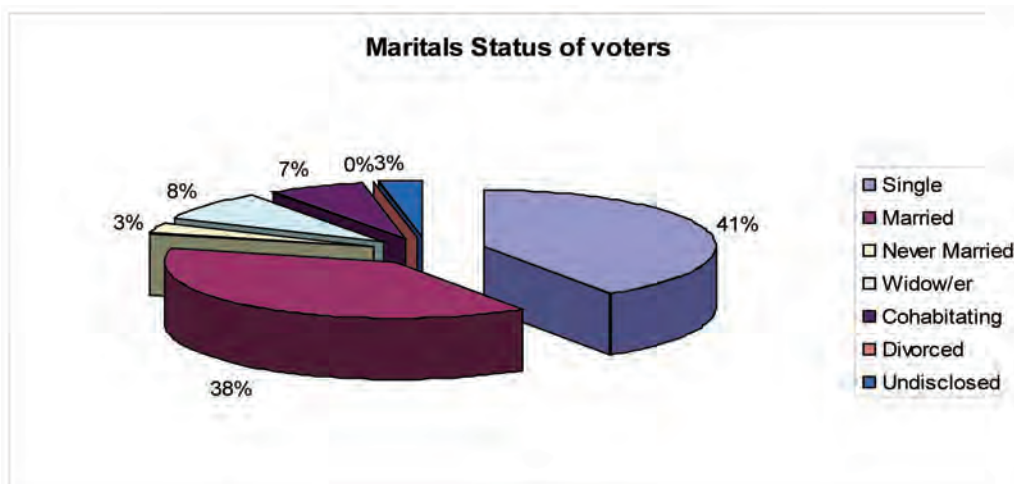
The second highest category (24%) of respondents consisted of voters between the ages of 31-40 years. The third highest category was made up of respondents between the ages of 41-50 years old (18%). The fourth category (14%) consisted of respondents between the ages of 51-60 years, followed by the category of respondents between the ages 61-70 years, who comprised 9% of the total sample.

It is also worth noting that over 2% of the total sample of respondents came from the elderly category, from the ages of 71 and above. About 3% of the respondents did not want to disclose their age.

Marital Status

Figure 4 below reveals that the majority of respondents were single persons (41% of the sample).

Figure 4: Marital Status

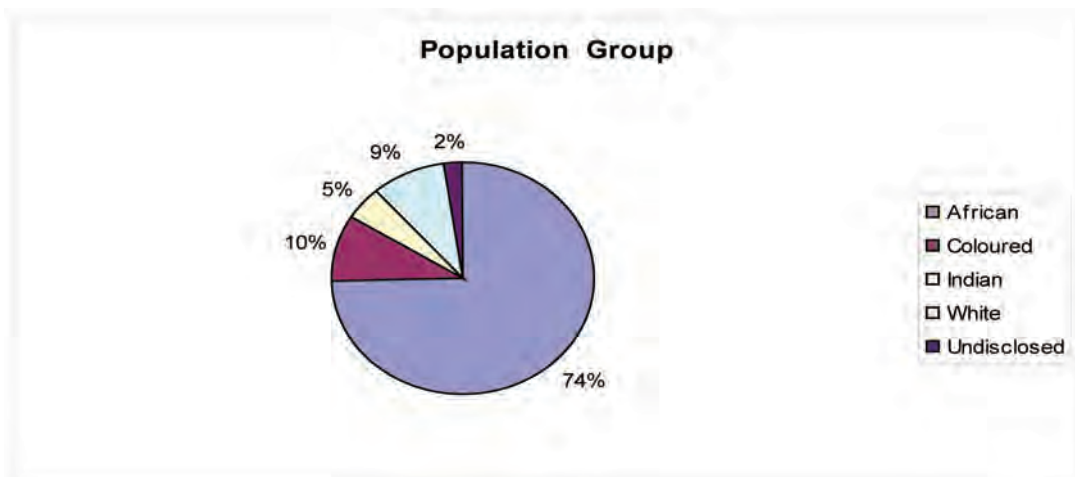




The second highest category comprised married persons (38%), followed by the widowed (8%), then by those who were cohabiting (7%) and lastly by those who would not reveal their marital status (3%).

Population Groups

Figure 4: Population Groups



The majority of respondents were Africans (74% of the sample), followed by Coloureds (10%), then whites (9%) and lastly Indians (5%). Only 2% of the questionnaires did not record the population groups of the respondents. This could also be attributed to the limitation, mentioned earlier, that some of the observers did not fill in all the sections of the questionnaire properly.

3.7.2 Physical Status

Figure 5: Physical Status

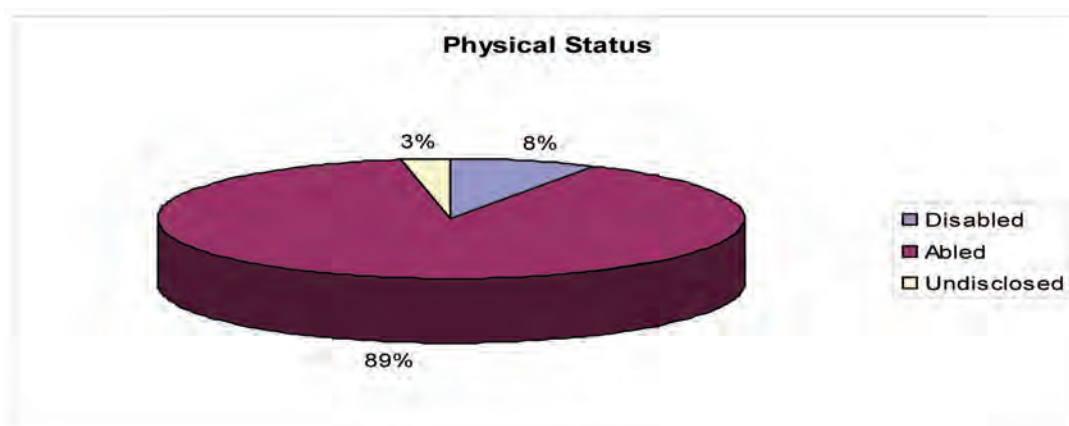


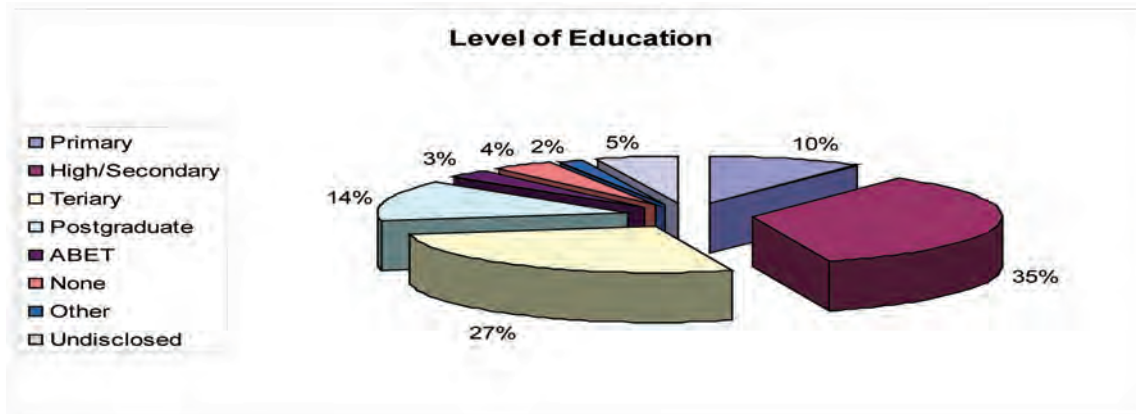
Figure 5 above reveals that 89% of the respondents were able-bodied and only 8% were persons with physical disabilities. The remaining 3% of the data is silent about the physical status of the respondents. Again this could be attributed to the limitation, mentioned earlier, that some of the observers did not fill in all sections of the questionnaire properly.



3.7.3 Level of Education

Education is one of the key national priority areas of the South African Government. South Africa places the Bill of Rights at the center of its democracy. Access to education, including Adult Basic Education (ABET), is a basic human right for everyone.

Figure 6: Level of Education



The study revealed the following:

- 35% of respondents had attained high school or secondary school education.
- 24% of respondents stated that they had attended tertiary institutions.
- The third highest level of educational attainment falls under the category of respondents with postgraduate degrees (14% of the total sample).
- 10% of respondents indicated that they had attended primary school.
- 4% had never attended school.
- 3% stipulated that they had received ABET education.
- 5% of respondents did not want to divulge their educational status.
- The last category comprised 2% of respondents, who stated that they had attained qualifications in the technical fields.

From the sample, 78% of respondents indicated that they had received education of one level or another; hence it is reasonable to conclude that there is evidence that South Africans in the sampled provinces are on average well educated.

3.7.4 Service Delivery by Local Government (Municipalities)

About 80% of community members in the sampled provinces mentioned that service delivery by local government was poor, while few (20%) stated that they believed that there is still a need for service delivery improvement. The democratic government put measures in place to ensure that previously disadvantaged people have access to basic services, amongst others water, sanitation, housing, and health and education; and that these services should be delivered to the people.



Water

The respondents acknowledged that their municipalities provided them with good quality water, but they lacked knowledge about the provision of free basic water services from their municipalities. A large proportion of women in rural areas depend mostly on natural resources, and access to these resources is of paramount importance to them for their livelihood. Most rural areas lack proper infrastructure for the provision of water, hence there is a need for municipalities to shift their focus to rural areas.

Figure 7: Free Basic Water

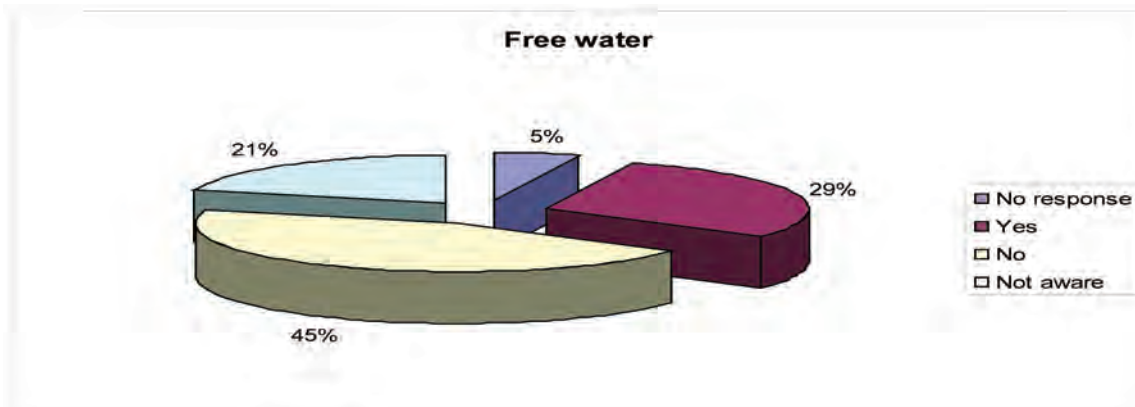


Figure 7 reveals that 45% of the respondents indicated that they did not receive free basic water, while 21% were not aware of the allocation of free basic water. Only 29% of the respondents were aware of the free basic water services, while 5% did not respond.

A respondent from the North West indicated that some people in the North West were still using communal taps and the water flow was either very slow or the taps were running dry. Contrary to this, communal tap-users from Gauteng indicated that their water flow was very strong.

It is problematic if community members are not aware of the free basic services they are entitled to receive from their municipalities, because such ignorance serves as a source of tension between the two parties. This challenge is an indication of poor information flow.

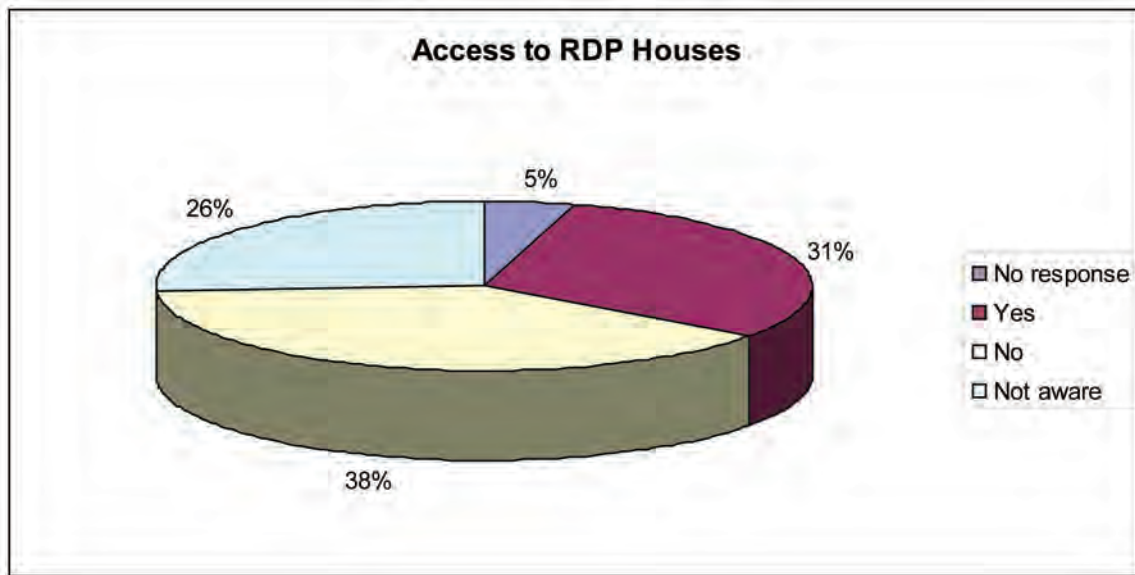
It is important to note that, even though sanitation was not included in the study, some of the voters mentioned that they had access to sanitation services while others stated that they had experiences of poor sewerage systems and blocked drains.

Housing

Housing offers women a sense of security, safety, comfort and space to bring up families, to set up small and micro businesses, to rest and to feel a sense of communal belonging.⁴⁴In response to the question of access to RDP houses, the responses discussed below surfaced.



Figure 8: Access to Housing



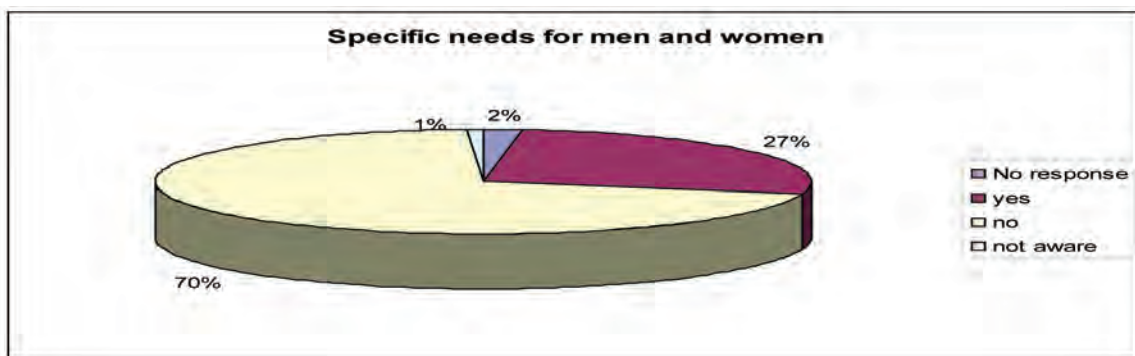
From the sampled four provinces, 31% of respondents indicated that they had access to RDP houses, while 38% did not have access. 26% indicated that they were not aware of the RDP housing programme, while 5% stipulated that the question was irrelevant to them. In some areas voters indicated that there were persistent housing backlogs, as some people had waited for more than 10 years to be allocated housing. At some suburban voting stations the respondents indicated that the RDP houses were uncommon in their communities, hence the question was irrelevant to them.

Figure 8 reveals that there is a huge housing backlog gap at the sampled voting stations and that there is a need to address the issue of RDP houses, as this has a huge impact on both women and men.

Programmes Addressing Specific Needs of Women and Men

Voters were asked whether or not they knew about any programmes that addressed the specific needs of both men and women. Figure 9 below analyses their responses.

Figure 9: Needs of Women and Men





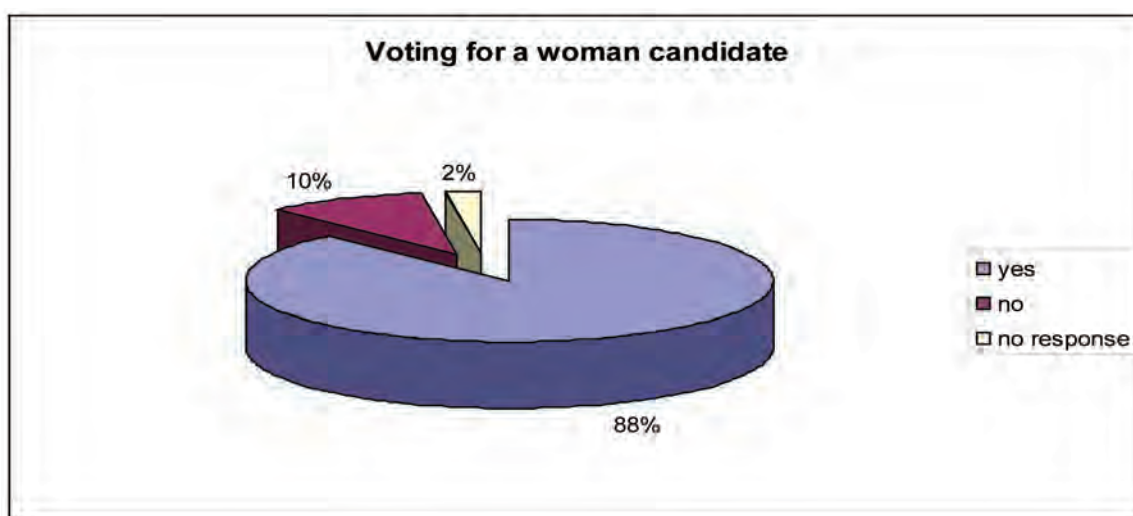
27% of the voters indicated that they knew about specific programmes that addressed the specific needs of both men and women, 70% stated that such programmes did not exist and 3% did not respond to the question.

This clearly indicates that we still have a long way to go in terms of mainstreaming gender in service delivery at the local level. Article 3 of CEDAW obligates state parties to take all appropriate measures, including legislation, in all fields to implement policies that condemn discrimination against women in all forms. The obligation aims to guarantee women basic human rights and fundamental freedom on the basis of equality with men, as well as to ensure their full development and advancement.⁴⁵ Figure 9 indicates that local government in the four provinces still has a long way to go in terms of complying with this article.

Communities' Views about Electing a Woman as Councillor

Some respondents indicated that they believed in women councillors because women are more concerned about the needs of the community, while others believed that they would fight for women's needs. Figure 10 below captures the respondents' views about electing a woman as a councillor.

Figure 10: Voting for Women Candidates



88% of the respondents indicated that women should be elected as councillors, 10% did not believe in voting for women as councillors and 2% did not respond to this question. Of the 2% who did not respond, some stipulated that they had lost interest in the local government elections and that it did not matter to them whether or not a woman councillor was elected. They expressed their discontentment with service delivery.

Article 7 in CEDAW states that parties shall take all appropriate measures to eliminate discrimination against women in the political and public life of the country and, in particular, shall ensure equal representation between women and men. Section A reaffirms the right of women to vote in all elections and to be eligible for election.⁴⁶

Responses from the electorates reveal that they fully understand that women have a right

⁴⁵ Assessing the status of women: A guide to reporting on CEDAW, 2nd Edition, 1996

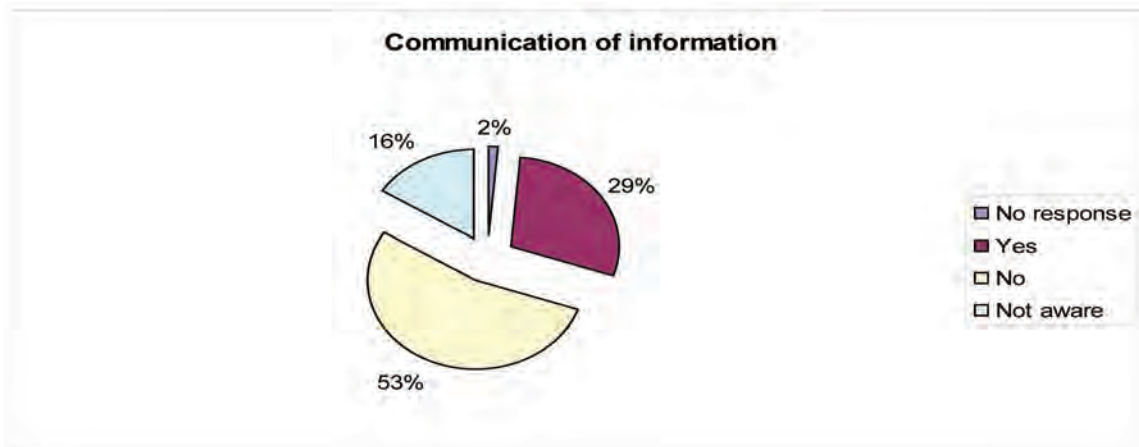
⁴⁶ Ibid



to be elected as leaders and that they also have the capacity to participate in leadership positions. However, there is evidence that women are still being discriminated against in terms of occupying leadership positions.

Municipal Modes of Communication/Community Outreach

Figure 11: Communication of Information



The majority of respondents seemed not to be aware of services rendered by their municipalities. In answer to the question of how their municipalities were communicating with them, the responses below, as captured in Figure 11 above, surfaced.

Of all respondents from four provinces, 29% acknowledged that their municipalities communicated LED programmes, while 53% indicated that these programmes were not communicated to them. 16% of the respondents cited that they were not aware of LED programmes in their communities, while 2% did not respond. This raises a concern as to whether the municipalities are able to reach out to all communities during the IDP consultation process.

3.8 Qualitative Findings

3.8.1 Understanding of Local Government Elections

Communities in the four provinces, i.e. Gauteng, KwaZulu-Natal, the North West and the Western Cape, have different understandings of local government elections. Some have a fair understanding of local government elections, while others have little or no understanding. To quote a few:

- Participating in local government elections is a way of giving support to political parties;
- Need to vote in order to access services from government;
- To exercise their rights;
- Vote for a better life;
- To ensure that governance through committees becomes effective and efficient;
- Voting for competent leaders to lead the country; and
- To put a political party or people in local government.



Even though some of the responses are far-fetched, others indicate that some voters understand why they have to vote, e.g. voting to access services, to exercise their rights as citizens, to vote for a better life, voting for competent leaders to lead the country and governance issues.

3.8.2 Services Delivered by Municipalities

Different views were expressed by voters who participated in the study. Some acknowledged changes, with a need for improvement, while others were not happy and a few were satisfied. 90% of voters in the North West were not happy about service delivery. One female voter in the North West, when she was asked to relate her perception about municipal elections, said, "It is just a tradition now; we don't benefit." A male voter said, "I am not aware if they do. All I know is only a few ANC members benefit from elections." Of the 90% dissatisfied respondents, 80% were women and 10% were men.

In the Western Cape, none of the eleven respondents were happy about service delivery from their local government. One woman voter in the Western Cape said, "It's poor; it can be better." A male voter said, "It is disgraceful." Most of the KwaZulu-Natal voters (75% men and 25% women) were not happy about service delivery from their municipalities. A male voter acknowledged that there were improvements in service delivery, but thought that there was still room for better service delivery. He said, "Some people are complaining, but local government does improve the economic status of people." A female respondent said, "Partially, we have got water, but we are still waiting for electricity and toilets."

In Gauteng, 65% of the respondents were women voters while men had 35% representation. 60% of female voters were not satisfied with their municipal services, while 38% acknowledged improvement, although they also acknowledged that there were still gaps that needed to be addressed. 2% were happy with service delivery.

In response to questions on whether or not the municipal councillors delivered services according to people's expectations, one female voter said, "No, instead everything is getting worse, the roads and environment are dirty; education, hospitals are worse." 70% of men acknowledged improvement, but with a need to do more. One male voter said, "For some people, yes, but there is still a lot that has to be done for others, for example houses." Another female voter participating in Gauteng said, "They did deliver, although I expected them to do more and consider everybody for opportunities – ensure youth development projects."

Primary Healthcare

There are very few areas that do not have access to clinics. The majority of voters who participated in the study indicated that they had access to primary healthcare facilities through local clinics in both rural and urban areas, and that these benefit both men and women equally. In some rural areas the clinics are located in far and remote areas and this results in people having to walk or travel long distances before they can receive service from them.

The challenge identified by respondents is that, even though they have access to clinics, service delivery in the clinics is very poor. People have to wait for almost eight hours to be assisted, because most of the clinics have insufficient medication and few health officials, such as nurses and doctors. The result is long queues for receiving service.



Educational Facilities

Most of the participants indicated that their children have easy access to schools and other educational facilities like crèches, primary schools, secondary schools and ABET centres. Some respondents from the North West indicated that some of the schools are very far and that there is a serious need for the provision of school transport for children. In contrast, Gauteng respondents indicated that their children had adequate access to transport facilities. Some respondents in KwaZulu-Natal indicated that crèches were very expensive. One respondent from Gauteng expressed her gratitude about how ABET changed her life. She indicated that her status changed from being a cleaner to being a creditor's clerk.

Roads and Transport

Most of the respondents from Gauteng and the Western Cape indicated that they had easy access to roads, although some complained about their poor status, especially with regard to potholes. The North West respondents, on the other hand, expressed their dissatisfaction about the state of their roads – that they were not regularly upgraded and that most of them had big potholes. Gravel roads were prominent in the province.

Electricity

The majority of respondents indicated that they had access to electricity. They also indicated that it was only on few occasions that they experienced load-shedding without any notification from municipalities during winter.

Few respondents indicated that they knew about free basic electricity; the majority were not aware of the municipalities' free basic provision of electricity. The majority of respondents felt that communities were paying high electricity bills, and were therefore suggesting that prepaid electricity meters were a better option, because they believed that the municipalities' billing systems were not reliable. Some urban community respondents in Gauteng perceived the provision of electricity to be reasonable, hence they were happy about the quality of service.

Environmental Management

Some Gauteng respondents indicated that their municipalities removed refuse weekly; however, this service was sometimes disturbed by municipality employees striking for better wages.

There were gross disparities in responses regarding the maintenance of parks. In most township areas the respondents indicated that there were no parks, while in some suburban areas the respondents indicated that some parks were well maintained, while others were not. In the case of the latter, the grass would remain uncut for long periods, hence the parks were subject to criminal activities. The majority of the respondents were not satisfied with the municipalities' environmental management programmes.



Disaster management

The majority of respondents in Gauteng who lived in shacks stated that they always experienced floods. They indicated that they expected assistance from their municipalities in the form of houses, which should be built in safe locations. They indicated that, during flooding, the roads are damaged. The municipalities' responses were positive in that the roads are then repaired. Some respondents from KwaZulu-Natal indicated that they received no assistance from their municipalities during floods.

Communication

In all four provinces, few respondents knew about the various modes of communication employed by municipalities to disseminate information to communities. Some respondents cited their local newspapers, others cited newsletters that were posted with their utility bills and the rest mentioned ward meetings.

Few respondents indicated that their municipalities informed them about how they were going to address poverty alleviation programmes, especially those targeting women, for example, job creation and skills development initiatives. In KZN the respondents made reference to poultry, gardening and farming projects targeting women.

According to some respondents their municipalities had never communicated LED opportunities to them and as a result they had no idea about any community projects and their targeted audiences.

Community Structures

Councillors play an important role in their communities in ensuring that the needs of the people are addressed through IDP processes. In most communities, the high-profile community structures are still occupied by men. The majority of participants were not aware of who their own ward councillors were, and some indicated that they came from communities where the majority of their electorates had lost interest in voting, because they did not see changes in their lives.

The Gender Policy Framework for Local Government (2007) promote equal representation of men and women in candidates' lists, in ward committees and in leadership positions of all local decision-making structures, e.g. as mayors, speakers and committees. This is mooted in by 2015 Goal 3 of the MDGs.⁴⁷ Article 7(b) of CEDAW stipulates that state parties shall ensure the right of participation, and it obligates Government to create conditions that facilitate women's participation.⁴⁸ There are municipalities where key community structures are still occupied by men only, and it is local government's responsibility to facilitate women's participation in such structures.

3.8.3 Community Expectations

Communities are committed to voting and in return they have high expectations from their local government. These are some of the expectations that were mentioned by the respondents:

- The community expects to be given job opportunities.

⁴⁷ Gender Policy Framework for Local Government: 2007

⁴⁸ Ibid



- More progress in service delivery is expected.
- Qualified and experienced people should be elected to key management structures in municipalities to ensure proper service delivery.
- Old-age homes should be safe and well equipped.
- Poverty should be eradicated in a multi-pronged approach.
- Municipalities should keep their service delivery promises.
- Services should be affordable.

3.8.4 Complaints/Challenges/Gaps

- Some voters could not vote as they had not registered, and some went to the wrong voting stations.
- They were concerned about the many service delivery protests that took place in the country prior to the 2011 elections.
- Many roads in the country had unattended roads, with potholes that damaged motorists' car tyres.
- Some programmes are communicated to the communities but are never implemented; and some are not sustainable.
- Some respondents complained about the corruption in the allocation of RDP houses.

4 .Recommendations

The table below indicates the final election results as adapted from the IEC

Final Result of Municipal Elections 2011			
Province	Female	Male	Grand Total
Eastern Cape	41.8%	58.2%	100.0%
Free State	38.1%	61.9%	100.0%
Gauteng	39.5%	60.5%	100.0%
KwaZulu-Natal	30.7%	69.3%	100.0%
Limpopo	42.7%	57.3%	100.0%
Mpumalanga	42.4%	57.6%	100.0%
North West	41.8%	58.2%	100.0%
Northern Cape	39.6%	60.4%	100.0%
Western Cape	33.7%	66.3%	100.0%
Grand Total	38.5%	61.5%	100.0%

Source: IEC Municipal Elections 2011

The final election results denote a slight increase from the last municipal elections. Although



the country has adopted the SADC Protocol on Gender and Development, and a target of 50% women in decision making, it is quite evident that the required target is far from being met.

5. Conclusion

To be completed.