

Student name: Cherron Nonceba Vundla

Student number: 2014162651

**TOPIC**

**EFFECTIVENESS OF EMPLOYMENT LEGISLATION IN LOCAL  
GOVERNMENT: A CASE STUDY OF GENDER EQUALITY IN  
NONGOMA AND ULUNDI MUNICIPALITIES**

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CONTACT NUMBER: 0838823563

EMAIL ADDRESS: [noncebavundla@gmail.com](mailto:noncebavundla@gmail.com)

SUPERVISOR: DR M SUBBAN

## Declaration

I, Cherron Nonceba Vundla (student number: 2014162651), declare that this work (Effectiveness of employment legislation in Local Government: A case study of gender equality in Nongoma and Ulundi Municipalities), in this mini dissertation, is my own work and is not previously submitted to any other institution towards a qualification. I also declare that all the sources cited or quoted, are indicated and acknowledged by means of referencing.

Cherron Nonceba Vundla

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Signature

Date: 02 June 2016

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## **Dedication**

I dedicate this mini-dissertation to my late grandmother, Thembekile Ntombemnyama Mtshali, who used to say: “I want you to learn until you got what you want”. I wish she was still alive. To my family, my mother and my two sons, (Mfanelo and Lindokuhle), as my pillars of strength and joy.

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## List of Acronyms

ADB	Asian Development Bank
AMR	Annual Ministerial Review
ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative for South Africa
BBBEEEA	Broad Based Black Empowered Economic Empowerment Act
COGTA	Cooperative Governance and Traditional Affairs
COPE	Congress of the People
CR	Councilor
DA	Democratic Alliance
DPSA	Department of Public Services and Administration
EISA	Employment Independent of South Africa
FDM	Federation of Canadian Municipalities
GAD	Gender and Development
GEAR	Growth, Employment and Redistribution Programme
GFP	Gender Focal Point
LGPMC	Local Government and Planning Ministers Council
MBA	Masters in Bachelor's Administration
MDG	Millennium Development Goal
NFP	National Freedom Party
PMS	Performance Management System
PRI	Pachayati Raj Institution
SABC	South African Broadcasting Company
SADC	South African Democratic Countries
SMS	Senior Management System
SPSS	Statistical Package Social Science
TWW	Third World Women
UDM	United Democratic Movement
UK	United Kingdom
UN	United Nations
WID	Women International Development
WSP	Workplace Skills Plans
WPTPS	White Paper on Transformation of Public Services

## Abstract

This study is focused on investigating the effectiveness of gender equity in local government. The discussion is centered on gender equity in senior positions in Nongoma and Ulundi Municipalities. In Ulundi Municipality, women hold only 24% of senior positions, whilst the rest of the positions consisting of 76%, are held by men. In Nongoma Municipality women hold only 15%, while 85% are held by men. In previous years, Ulundi did demonstrate adherence to the legislation that supports gender equity, however, prior to 1994, women were not provided with equal opportunities to aspire to senior positions in local government, which is of concern in the current dispensation in the South African municipal sphere. The discussion relates to the stereotypes, racism, sexism and other issues, impacting in governance matters in local government. The study also outlines the need for participation of women in local governance and the implementation of the Gender Equity Plan, which must be submitted every year to the Government Offices, whose focus is on affirmative action policies as one of the significant national imperatives in the country. An important focus is that the Millennium Development Goals 3 (MDG's), focuses on gender equality and the empowerment of women in government, in particular and within the context of, local government. The research utilised the qualitative research method to interpret the behavior and attitudes of employers of local government on the selection and recruiting of women into senior positions. The sampling approach employed in this study is random sampling and the sampling design was stratified sampling. Survey questionnaires were conducted to collect data and allow observations to be anonymous, as it assisted in answering questions freely and without embarrassment or fear of reprisal. The questionnaire utilised the Likert Scale in the construction of questions that provided data for validity and reliability. Analyzing of the data was done using the Statistical Package for Social Science (SPSS). Data was analyzed for statistical significance amongst key variables in order to establish the common trends and issues impacting on the employment of women into senior positions in Nongoma and Ulundi Municipalities in particular, and local government in general. It is hoped that through this research study, the *fit* between gender issue and employment practices in local government, may be better understood with a focus on addressing the implementation of some of the human resource management policies, towards transformation in the context of gender equality.

**Key words:** gender equality, equity, inequity, discrimination, municipality, gender mainstreaming

# CHAPTER ONE

## Introduction and overview

### 1.1 MOTIVATION AND INTRODUCTION

Prior to 1994, South Africa was characterized by sexism and racism rights which compromised women being regarded as 'second class' citizens (both black and white). Men dominated the political arena in government. Women were not considered for senior management positions until post 1994. Women were only working as administrative clerks, nurses and/or teachers and also were taking care of household chores.

With the introduction of democracy, a very liberal Constitution which is underpinned by certain values and principles, was adopted. One key fundamental aspect is equality, which motivated this study. The legislation that supports equality in the workplace, is the Employment Equity Act 1998 (Act 55 of 1998), which particularly supports gender equality and aims to stop discrimination practices in the workplace. In addition, the Constitution of the Republic of South Africa 1996, also states that all South Africans must be treated equally and fairly. Constitutionally, this important provision of the legislation provides the foundation for affirmative action measures to assist women that suffered disadvantages on principles such as gender, race and physical ability. It also includes the principles that require provision services that are equitable without bias, and it states how fair representation can be achieved by basing it on this principle, focusing on employment and management practices. The imbalances of the past, as addressed and catered for in the Constitution, Act 108 of 1996:195(1), focuses on redress, in the affirmative action policies, including the Employment Equity Act of 1998 and the Labour Relations Act of 1995 (Act 66 of 1995), which are the measures that strengthen the Constitutional imperatives that attempt to eradicate all forms of discrimination in the workplace. In KwaZulu-Natal most local municipalities still suffer inequalities in senior echelons of government positions. This study therefore aims to find out why there are still such inequalities in terms of gender equality in their workplace, within the context of Ulundi Municipality, despite all these progressive legislation.

Gender equity can be defined in several ways. According to gender studies done at Ubuntu Municipality in the Cape Province, gender equity is about women and men having equal opportunities socially, politically and economically. It also focuses on the need to correct the discrimination practices that prevailed, prior to 1994 (Ubuntu Municipality-Cape Town). According to Ubuntu Municipality legislation, it is evident that gender is the state of being a male or female in social and culturally context structures, based on biological differences between men and women. Chin (2008: 6) is of the view that leadership is where a person in a higher position infuses or motivates people in a lower or junior level position to contribute to the goals of the organization.

According to Kuye (2001: 6-8), a large percentage of research reveals that white employees in South Africa, occupy most high level positions in the workplace, while most lower level positions are occupied by black employees. In Kuye's report, it is further indicated in institutions of higher education in South Africa, that more men are employed as compared to women. To overcome this in the employment industry, employers can review their policies and procedures towards recruitment and selection procedures, to be re-aligned with laws and regulations that engenders equality in the workplace.

Employment legislation finds expression in employment practices, in that employees and employers must follow the prescripts of the law to demonstrate good governance. Furthermore, employment legislation is necessary to protect the rights of employees. A leader is one, who by understanding culture, policies and aims of groups or organizations, is entrusted to lead the institution towards achieving its goals. Leadership is the way or style that is applied by a leader in the process of leading his followers, maintains Pretorius, (2006: 6). The Human Resources Department is responsible for training the human resource personnel to make sure that the employer demonstrates good governance practices, which includes equal employment opportunities and no discrimination (Dictionary, 2015: np). South Africa has laws in all spheres that must be adhered to. In employment practices, there is specific legislation that must be consulted. As emphasized in preceding discussions, two of the most significant legislation amongst other, is the Employment Equity Act of 1998 (Act 55 of 1998) and the Constitution of the Republic of South Africa 1996.



The importance of this study lies in the fact that it investigates and provides information regarding the plight of South African women and the role that government needs to play in improving lives through providing measures to ensure that there is adequate representation. Women must be given preference if they are qualified for the positions they applied for, not just because they were previously disadvantaged, but purely on the basis of whether they are suitable for the position, which is an important determinant of good governance, as emphasized by the Employment Equity Act (Act 55 of 1998).

This study therefore provides information on whether some employees were not given the opportunity of occupying senior positions as a result of their gender. The study examines whether South Africans still view women as people or objects who can merely do household work and resort to maternal duties as part of their routine, social and physical make-up. It also probes questions as to whether women are given certain positions simply because of political party affiliations and associations. These are not practices based on good governance.

This study also helps to provide information on the levels of production in organizations led by women and how they compare with those led by men. A further aspect of this study will also provide information on the causes of an organization led by women, showing lower production levels than those led by men (Shokane, 2008: 21). The management style that is displayed by women and those of their male counterparts, how it assists the organization to grow in terms of performance and its reputation and whether there are any hindrances which cause the imbalances on genders equity, are focal points raised in this study.

According to Duweke (2014: 1-3), there is still much to be done in terms of balancing employment equity, especially where it concerns gender equity in the workplace, as some women are not positive about it. A cultural concern that black men do not like to be headed by women, adds another important dimension for due consideration. Are female leaders able to create and contribute towards caring and productive environments in the workplace, handle conflict, motivate and develop their supervisees, whilst taking good governance principles into account? Furthermore, people who are not happy in their home or marriages don't perform well at work and women are no exception to this situation. It is perceived that

women tend to bring their psychological problems and bad attitudes to the workplace Duweke (2014: 1-3).

Kmec (2014: 61) admits that gender equity is not only a South African problem, but it is also a global one, and one should focus on more contemporary literature in South America, as we are sharing the same problems in senior positions. There still exists a huge challenge of discrimination in the workplace, concerning employment of women with reference to senior positions. Adherence to the principles of good governance is the pursuit and compliance of the Employment Equity Act, 1998. Few companies have women employed at different levels that could prepare them to step into openings at management levels, should they occur, and this means that they are not given a fair opportunity and that a conducive environment for their development is not prevalent.

In contexts of the preceding discussion, and in various municipalities, it is common knowledge that the positions of managers, mayors and councilors are mostly reserved for men, as is evidence in Overstrand Municipality - Western Cape. It would seem that several of the staff in the municipality are aware of the legislation that constitutes gender equity, but they are not following it consistently.

Occurrences at the City of Cape Town confirm that women are discriminated against and they are not given equal power and opportunities in decision-making in the workplace. This study therefore investigates the underlying causes in the battle for senior positions by women. The notion of gender equity in the country is premised on good policies which are not implemented practically in almost all provinces of South Africa, including also as a global phenomenon, as highlighted in South America as a case in point. The policy of appointment in the Cape Town municipal context is not aligned with the Republic of South Africa Constitution 1996. Chapter 7, which focuses on local government, also requires equality in gender between women and men, irrespective of race, and is a legislative imperative. In terms of the women Empowerment and Gender Bill, Chapter 2, Section 4 (1) (b-c), women must be provided with developmental positions in the workplace, so that they can be suitably qualified for leadership positions to maintain equality and eliminate discrimination against gender.

It follows then that leadership positions are held predominantly by men, whilst in the transformation and democratic era of this country, where every citizen is equal, all citizens are entitled to pursue senior leadership positions as long as they are suitably qualified. In different spheres of local government, higher leadership positions are held almost exclusively by men. Why are women being marginalized, and is it because they do not want to aspire to higher leadership positions, argues Kadyrkulova (2008: 5)?

This study seeks to ascertain the targets in reaching equality of employment of women, and what efforts have been taken to achieve the benchmarks. The tendency is too often to source workers from within the institution, as opposed to external candidates. Guber and Warnich (2006: 203-246) question whether internal recruiting is fair and does it eliminate discrimination practices at the workplace or advance it?

Heinz (2010: 2) admits that under representation of women may not stop, because some cultures still promote it by not allowing women to enter freely into political and educational fields. Men may at times capitalize on the fact that women are not given the space to enter certain employment markets set aside exclusively for them. Heinz further also stressed that if legislation on employment equity and gender equality could be implemented adequately in local government, it will be easy for the public sector to adhere to the policy of equality. Local government is the thrust of service delivery, as it is a sphere closely located to the people. Given its accelerated pace of service delivery, a large complement of staff is necessary to effect municipal policies, municipal delivery and contribute towards municipal governance. The implementation of employment legislation in advancing gender equity can therefore not be compromised.

According to Yabusak (2008: 57-60), it can be argued that there may be underlying causes as to why women are under-represented, as it may start at a young age where women are exposed to maternal and household chores, often found to be overwhelming for many of them. This contributes to the level of dropouts from formal schooling into alternate employment avenues. This invariably impacts on their education at higher levels in school and ultimately into their career choices, which became restrictive in the medium to long-term for many women who try to establish and balance their professional vocations.

In the next section, the focus will be on the problem statement relating to the effectiveness of employment legislation in local government.

## **1.2 PROBLEM STATEMENT**

Research in the effectiveness of employment legislation of women in senior positions in local government has shown that there is a decline of numbers as compared with the men. Opposition parties (for example NFP and IFP) and people at large, blame political parties' affiliation as the main reason for this poor state of affairs. Procedures are set by government which does not contribute to good governance and are being followed. They may also be blamed on nepotism and the 'jobs for pals' phenomenon as another reason for this problem of the employment equity in local governance, notwithstanding cadre employment practices. Non-adherence to good governance in employment practices can result in some people (women) losing their self-worth, confidence and self-esteem.

The goal of employment equity is that women and men should be appointed, promoted, and be provided with work for their development, and with equal payment (Kuye; 2001: 4). Equal opportunities ought to be given to previously disadvantaged individuals with gender and race as a given priority. The employers must also provide job opportunities where they can be developed, especially novice employees to enable them to provide and contribute to quality performance and enhanced productivity. This is essential since some black South African women have less of a chance at quality education, as well as technical training. In so doing, there will be evidence of a very strong commitment to the Employment Equity Plans of government, as a national imperative and strategic plan in the developmental state of South Africa.

Geertsema (2007: 3-5) confirms that in some organizations there is still a declining number of women in leading and higher positions. The United Kingdom government is encouraging women to enter into the positions of engineers and other skilled professions. The discrimination of women to enter such leading careers is avoided, as it is viewed unconstitutional that those positions should be denied. All citizens of the country should receive equal opportunities of employment as long as they are suitably qualified for the position.

According to Gita (2013: 7-23), it has confirmed indifferent Western countries, that by appointing women, they assist the organization as they are committed and they do not waste money. The organizations that employ women in senior positions are far less likely to have financial problems, because women adhere to ethical behaviors. The author also mentions that some women don't excel in their work, due to their family commitments, especially those who are single parents. The women lack confidence when applying for posts. Women tend to become overly critical regarding the requirements for posts, as opposed to men who may apply for posts. Korabik and Ayman (2010: 111-118) confirm that women feel pressured where the position is in male-dominated environments. The stereotype that senior positions should be held by men is what de-motivates women to apply for such positions. The reason for inequality lies predominantly in the culture of thinking. To maintain equality in the workplace, *firstly* requires a paradigm shift in the mindset of women. As far as leadership of women and men in some organizations are concerned, no difference was found in some organizations, whilst in other instances it was found that women are more productive and good decision-makers as compared to men, suggests Korabik and Ayman (2010: 111-118).

Chin (2008: 6-8) added that women pay more attention to their work. Most people view women leaders as more positive than men. The inequality is prevalent because of culture and stereotype. According to the Parliamentary monitoring group, Mrs CN Zikalala, in her address stated that, "...gender issues now receive more attention than they did in the past, although there is slow progress in certain areas to achieve gender equality ...." Though the KwaZulu-Natal Provincial Council shows some commitment, there are inequalities of women being represented, by as much as 40%. There is no equal representation, but it is hoped that this Province will meet the strategic goals of government.

Lott (2008: 24) also confirms in a study that women are more sensitive and effective in their work than men. Yabusak (2008: 57-60) quoted American women as being tired of being ignored for leading positions. The author mentions that South American women who lived in dangerous environments, continue to be effective leaders, and women can speak to the public freely without any fear, because they are not exposed to harmful conditions. This shows that women are standing up for their rights. Women are not tolerant of being demeaned and misused by men who are trusted to do a good job. It is the nature of women to take pride in their work.

Shokane (2008: 21) states that between 1995 and 1997, the Department of Agriculture was led by women, and received numerous awards for reaching their goals, as well as general performance. This highlights that when women are in charge, they can change an organization for the better. The Department of Agriculture at National level 2009-2014, appointed a female Minister, and she manages the finances well in that position. There is no evidence of misuse of public monies and she has initiated the involvement of trade and technology which has made South Africa compete worldwide. This is evidence that women have the potential of steering local government and should therefore be granted leading positions as an equal opportunity employer.

The focal point of this research is the extent to which women candidates in positions in the municipality and in local government are to be appointed and represented at senior levels, as mentioned in Chapter 3, Section 15 ss 1, of the Employment Equity Act of 1998 (55 of 1998). Jiyane (2014: 87-112) highlighted that rural women still experience challenges regarding access to opportunities, when requesting information concerning business in the KwaHlabisa Local Municipality. People, who do not have their own business, have believed that only men can run their own business, whilst women must resort to menial tasks and jobs.

Moyo (2013: 5153-5161) together with Adar, agree with Jiyane, that in rural areas women suffer mostly in terms of equality and do not enjoy the same benefits of equal treatment, often facing harsh discrimination. Women of South Africa are still faced with poverty, because they are not treated equally with men as citizens of the country. Several women still occupy the unskilled positions in the country. They are viewed as procreators which prolong their poverty as Kwake (2006: 108-118) states in his statistics of women between the ages of 16-60.

According to Kwake (2006: 108-118) South Africa signed the agreement with SADC that in 2015 there will be equal representation and participation of women in senior positions in local government, including Councilors and Mayors. Furthermore, the agreement stated that they would contribute to the promotion of good governance by adhering to legislative laws of employment and equality. According to Penceliah (2005: 341-351) prior to 1994, South African women were discriminated against and were not presented in senior positions. After 1994, South Africa put in place numerous legislations to correct the past, regarding gender mainstreaming.

Wessels (2005: 126) argued that within the transformation and good governance dimension, there cannot be affirmative action represented in a particular country or working environment per se, but qualifications must also be considered. As stated in the Employment Equity Act of 1998 (Act 55 of 1998), Section 6 ss 1, states that a particular individual must be suitable and qualified for the position that he/she applies for. This Act does not encourage putting someone in a position for which they are not qualified for. The employers must adhere to the policies and make sure that the employees are suitably qualified and not be seen as merely closing the gap of past discrimination practices. According to Penceliah (2011: 868-880), as local government gains ruling by the majority votes of the public at large, it is of best interest for the party to give due consideration to the adherence to legislation and in particular, the attention to women representation.

Duffet, Van Der Heever and Bell (2009: 86-116) confirm that South Africa has intentionally good policies and legislation in place, but the implementation remains an ongoing challenge. Reference is made early 2000s, where government was in court investigating racism and poor governance surrounding transformation. The research aims to find out what government is doing with those employers who are not adhering to the effectiveness of employment legislation, in terms of gender equality? It will also focus on displacement and the question arises: what is the government of Republic of South Africa doing about this. Perrewe (2002: 549) confirms that in the Republic of South Africa's Constitution of 1996, Section 1, it states that everyone is equal before the law. This is one of the most significant provisions of this profound legislative framework in the country.

There was a strategic intent in a target year to fulfill the agreement of gender equality, which according to Mavundla (2012: np) was set out in 2010 and has not been met. It was expected by 2015 that this target was reached, because the roadmap has been set to address statistics on gender equity targets as a national imperative and a strategic intent of the South African government and public service.

Bloom and Lues (2013: 1-15) both conducted investigations and research on the effectiveness of the implementation of the Employment Equity Plan. The findings

revealed that the local municipalities are not adhering to the targets, as it was planned. This is a serious indictment on the status of local government, in so far as employment practices in the context of human resource development are concerned, given its developmental focus in the country.

It appears as if various public institutions are not adhering to the employment legislation on gender equality and they are pressurized for quality performance and competitiveness in the field of employment practices. A perception may prevail that women will not be able to perform their duties well, and adhere to the acquired high standards. The findings of Gita (2013: 7-23) confirms that women have in fact performed very well and are able to contribute to their institutions in a productive manner, and within the context of an efficient, effective and economic perspective. Both De Villiers and Kalema (2005: 78-90) confirm that during the apartheid era, when the Pietersburg Municipality had a backlog which was led by men, as new municipalities, they experienced several challenges amidst the transformation era towards good governance practices.

Withers (2006: 1-3) indicated that former President Thabo Mbeki had set an example by appointing a large complement of women in several decision-making positions in his cabinet, during his reign. In his cabinet, the former President appointed Mlambo Ngcuka as Vice President, and this was evidence of the Presidency's commitment to gender equity. The former President set an example for South Africa, including local government and higher education. The United States Agency for International Development (USAID) indicated in terms of gender equality, that there is still a huge gender imbalance. Regardless of policies that are in place, local government does not adhere to it.

Naledi Pandor (former Minister of Department of Education) indicates in her presentation that women are well presented as students in higher education (universities), but when it comes to the workplace, there are imbalances. This needs to be investigated through research. The question that arises is the focus on postgraduate students in higher education, and why they do not translate to the representativeness of women in the workplace? This is happening in both local and international spheres, within government, on a global perspective.



Chin (2008: 1) holds the view that feminists are concerned with how women are feeling about unequal and unfair treatment in their workplace. Withers (2006: 28-40) indicates in his report of Zinn Education and Development Consultant, that after eleven years of democracy and after several policies and legislation were put in place, there is still not much done about gender equality. There is no proper monitoring and evaluation of policies. Women still suffer, even if qualified for a position and still placed in lower positions, asserts Withers, (2006: 28-40) and that is cause for serious concern in the field of human resource development practices in the public sector.

Ulundi Municipality, under the Zululand District Municipality of KwaZulu-Natal still shows a huge problem in terms of gender inequality, with only 24% of women in senior positions. Other Metropolitan Municipalities in South Africa fail in 50-50 targets for women in senior management positions, posits Penceliah, (2011: 7-9). In other local districts, there is no equal payment, as required by the Employment Equity Act 1998 and the Republic of South Africa Constitution of 1996 (Act 108 of 1996) section 195 (1). The former Minister of Public Service, Ms Frazer Moleketsi, in the State Nation Report in 2009, stated that it would be great if women could monitor each other so that they can compete and achieve gender equality. Ms Moleketsi also said that the employers must change their behavior and attitude in the process of selection and recruitment so that the implementation of the policy would be a success.

Findings of a study done in 2009, which was the targeted year for gender equality, shows that women still experience problems, in terms of equal presentation in top management positions and in the boardroom. In some areas women are given higher positions with less payment, in comparison to payment offered and earned by of men, in the same positions (Kahn and Louw, 2011: 5). Kahn and Louw also mentioned that the reason for not achieving gender equality can be the Director General and HOD's - both parties ignore employment equity, despite the Republic of South Africa Constitution stating that everyone is equal before law (Constitution, 1996 Section 9 (1)). Government must not allow the employers to do whatever pleases them (Sadie, 2005: 3).

Gender mainstreaming is about long-term gender equality in all public sectors, institutions and spaces, including local government, to achieve employment

equality and not to repeat inequalities that occurred in South Africa prior to 1994. Women-only management training to accelerate participation towards affirmative action is advanced by Sadie (2005: 3). Gender differences and gender mainstreaming does not replace gender equality, as it stands on its own.

According to Chisholm and September (2005: 3), equity did not mean affirmative action that favours women, but it means equal treatment and no discrimination practices against gender and equal employment opportunities. In rural areas, this still proves a challenge for women who are still underrepresented in schooling and in the workplace, relating to education. The Department of Education created the National Gender Coordinating, which aims to improve gender equality and to have equal numbers of males and females in senior positions. It needs improvement - for example the Department of Education received an application for a position in which an applicant stated the name as Andile. Andile was called back for an interview and upon attending the session, it became evident that Andile was a woman. Andile was not given the position due to the fact that she was female. The Department mistook Andile for a man, since Andile is a name that can be either female or male. Gender discrimination should be banished. In the Department of Education, there is still enormous under-representation of women, according to the statistics of 2006. This is still prevalent in senior positions and in areas of political and economic decision-making and control over resources in public institutions.

### **1.3 AIMS AND OBJECTIVES OF THE STUDY**

The aim of the study seeks to understand whether local government complies with legislation for employment practices, for example the implementation of the Employment Equity Act of 1998 (Act 55 of 1998). This Act aims to achieve gender equality in the workplace. This can be achieved by providing equal opportunities and fair practices in employment practices through the elimination of unfair practices and through implementing affirmative action measures and re-redressing the disadvantaged. This will ensure equitable representation in all occupational categories and levels in workplace, whilst upholding the tenets of the Republic of South Constitution of 1996.

**The main objectives of the study include the following:**

- Identify the current governance arrangements for employment equity in local governance, and more specifically, Nongoma and Ulundi Municipalities;

- Ascertain if the gender equality policy is properly implemented in these municipalities;
- Understand the policy and legislative framework on gender equity in the Municipality;
- Examine the knowledge of senior management of the Municipality, regarding the gender equity policy; and
- Relate the practice of gender equity and representation of women as an enabler to good governance.

### **Key questions**

**The study has several key questions that are pertinent to this study, and some of the key questions informing the study include the following:**

- What are the current governance arrangements for employment equity in local government, and more specifically, Nongoma and Ulundi Municipalities?
- Is the gender equality policy being properly implemented in these municipalities?
- What is the impact of the policy and legislative framework on gender equity in these Municipalities?
- How familiar is the senior management of these Municipalities with the gender equity policy? and
- How does the practice of gender equity and representation of women contribute as an enabler to good governance?

## **1.4 RESEARCH METHODOLOGY**

To achieve the objectives of the study, the research needs to focus on a specific research methodology so that the research may be done in a professional, reliable and verifiable manner. Richardson (2008: 31) defined research methodology as the process, procedure and principles that should be followed to choose which research design should be used and the specific research methods in a particular study. Qualitative research referred as the exit way of when studying the human behavior, actions and attitudes. Qualitative methods employs inductive methods which emphasize an interpretative approach that is more useful to interpret behaviors of employers in the local government Nongoma and Ulundi Municipality on the issue of refusing to promote women into senior positions. Qualitative research methods

are also useful in examining the women employee's feelings in not having a role model in senior positions, admits Hisse-Biber (2011: 5-12).

From the afore-going definition, the research methodology of the study will be done through qualitative research, as it will provide more information concerning the attitudes of the employer through exploratory investigation. It will also focus on what the employer's perspectives are in employing women into senior positions. Qualitative research bases its investigation on qualitative information presented as words, sentences and images (Hisse-Biber, 2011: 233). This study will focus on the behavior and attitudes of the employer of the local government in Nongoma and Ulundi Municipalities, in particular in KwaZulu-Natal. In gauging the reasons for refusing to adhere to the legislation concerning gender equity, this study will follow on secondary data which searches for truth and knowledge (valid and plausible), as it will help with the pragmatic interest on the role of women in the local government workforce.

The approach of the study will be focused on a case study and it will include variables such as understanding the feelings, behaviors and attitudes of the employer with regards to gender equity in their workplace. The case study will also help to relate the findings with results to provide pertinent recommendations to the Ulundi and Nongoma municipalities in particular, and local government in general, regarding the issues of gender equity.

For the collection of data, the study made use of questionnaires. The questionnaires were e-mailed and hand delivered to the Ulundi Municipality employees, who have volunteered to be part of the study and possess knowledge that is needed (which will include men and women). Questionnaires will be used in this study to obtain information concerning past experiences regarding gender representation amongst male and female managers. The respondents will be asked to compare relationships between previous male managers and current female managers. The questionnaires will be useful in this study as respondents can respond freely to questions concerning attitudes and behaviors, without fear of intimidation and victimization, as the process will be voluntary and anonymous. Confidentiality will be respected and upheld by the researcher. Structured questionnaires will be employed to minimize misunderstanding of questions to the respondents. Permission will be sought from the Director of the Municipality through a

gatekeeper's letter, and consent forms will be given to respondents prior to the day of the research for familiarity of the focus of the study and the questions raised in the survey.

According to Babbie and Mouton (2001: 175), variables refer to a set of respondents who be part of the survey and researched, for example in this study the focus is on men and women in employment in local government. The research will be done on employment practices, in relation to men and women, which means men and women are variables (sample: np). Variables will include both men and women who are employed in local government for a period five years during the period of the study, who are permanently employed.

Sampling, according to Babbie and Mouton (2001: 173-191), refers to a set of respondents who will be part of the survey. Sampling that will be employed, is stratified systematic sample with a random start, which will allow the researcher to choose every 11<sup>th</sup> employee from the list. According to Babbie *et al* (2001: 175), stratified random sampling refers to the sampling that will allow every employee to be selected from the list. The sample drawn will include 3 categories: senior management, males and females.

**Table 1.1: Ulundi Municipality**

Total population	Total sampling size	Senior managers	Males Workers	Females Workers
638	20	10 males 10 female	10	10

**Table 1.2: Nongoma Municipality**

Total population	Total sampling size	Senior managers	Males workers	Females workers
428	20	10 males 10 female	10	10

## **1.5 LAYOUT**

### **Chapter 1: Introduction and Overview**

The chapter commence with the introduction and overview of the research study. This chapter also focuses on the motivation for the study, identification of the problem statement, outlines the aims and objectives of the research and states the methodology which was used to conduct the research and empirical study.

### **Chapter 2: Theoretical Framework of Governance and Gender Equity in Local Government**

This chapter will focus more on Constitutional imperatives underpinning Chapter 2, Section 9 ss1-4 of the Republic of South Africa Constitution of 1996, which states that no person may be discriminated against in terms of race, gender, and sex. National legislation must protect against unfair discrimination, as everyone is equal before the law. Public Sector human resource management and development focus on recruitment and selection procedures, and this must be fully understood in local government. It is of utmost importance for local government to adhere to the regulations, as set out in contributing to the notion of good governance. Adherence to fair employment practices in the spirit of transparency and accountability is the cornerstone of Section 195 of Chapter 10 of the Constitution, which places emphasis on the values and principles of Public Administration. These principles serve as a guiding framework and normative guidelines for addressing gender equality in the public sector.

### **Chapter 3: Tracing Gender Mainstreaming in Developmental Local Government**

This chapter will focus on the literature review that was undertaken and in tracing the history of gender equality in context of local government in general Nongoma and Ulundi Municipalities in particular. The discussion focused on the significance of addressing gender issues within the strategic and developmental focus on local government in the current dispensation. There are some local municipalities who have employed women into senior positions. Nongoma and Ulundi Municipalities could trace how these women contribute to the good performance of the municipality overall.

### **Chapter 4: Research Methodology**

A discussion of the methodological approach to be used in the research study, will be presented. A brief explanation of the population and sample size that will inform the empirical aspects, will be presented in this chapter.

### **Chapter 5: Findings, Conclusion and Recommendations**

The findings of the empirical study will be discussed, followed by a succinct conclusion of the overall study that was undertaken, regarding the gender disparity that exists in Nongoma and Ulundi Municipalities and local government, with a focus on some turnaround strategies. Some key recommendations in relation to the research, will be represented in this final chapter.

## **1.6 BIBLIOGRAPHY**

This section focuses on a detailed list of the contemporary references in relation to the research study to be undertaken.

## **1.7 CONCLUSION**

This chapter covers how gender equity policies in Nongoma and Ulundi Municipalities are adhered to. The Republic of South Africa provides various legislation in this sphere that must be implemented, monitored and evaluated. This

chapter provides the information about stereotype, racism and sexism that are prevailing in local governments.



## CHAPTER TWO

### Theoretical framework of governance and gender equity in local government

#### 2.1 INTRODUCTION

This chapter will focus more on discrimination in terms of race, gender and sex, which is clearly stated in the Constitution of Republic of the South Africa, 1996, Chapter 2, and Section 9 ss 1-4 (Act 108 of 1996). The contemporary discourse on public sector human resource management and development, which is responsible for recruitment and selection procedures, had to make changes to accommodate all citizens of the country, especially women. In order for local governance to meet the goals of gender equity, there should be transparency, honesty and accountability - all of which play a vital role towards good governance.

According to Kuye (2001: 4), equity means that fairness or equal opportunity should be viewed as a goal to be achieved by different employers. Equal employment opportunities should exist for those designated groups who were previously disadvantaged. In order to improve equal employment opportunities, employers must review their policies and practices of recruitment and selection procedures in their workplace. For example, in the environment where there are predominantly men, a “word of mouth” advertisement should be minimized because men may be perceived as informing their male colleagues about vacancies. To improve equal employment opportunities, it is important to let those designated groups access the information in relation to vacancies. Employers should change their strategies of advertising to include local community publications, and also advertise in different languages other than English to ensure that the advert is sensitive to both cultural and gender issues. Posted advertisements in shops which may usually be frequented by women, will ensure better accessibility to information about possible vacancies.

According to EISA (2009: np), the Constitution of the Republic of South Africa 1996, requires equal rights regarding employment opportunities, but it does not specify the penalties if the employer does not comply with the rules and regulations set. The Constitution only provides the quotas to ensure effective representation of women. Although there are no penalties set for not complying with the rules and regulations, there is slight improvement in the situation in some municipalities, whilst others still do not comply. In Nongoma and Ulundi Municipalities in particular, there is a large

difference as from 1995, with a growth in female appointments from 19% to 29%, after 2000. After the 2006 elections, the percentage rose enthusiastically to 40% (EISA, 2009: np).

Male members of the ruling African National Congress (ANC) party did not like the idea of a 50/50 sharing of appointments on a gender basis, due to thinking of the possibility that they could lose their positions, if dominated by women. Some other opposition parties did not adopt the policy of 50/50. In 2009, the Democratic Alliance (DA) achieved 30%, COPE 50% and the UDM 0%, in female representation. Nationally women were 21% in the 1994 elections, which slightly increased in 1999 by 30 % and in 2009, it was up to 40 %.

The publication of the policy (RSA DPSA 2010:1-19) expresses that black women, as part of the designated group, are less presented in the senior positions and that decision-making levels are dominated by men. Human resources departments should make corrective steps in the recruitment procedures in order to meet the targeted goal. In order to achieve equality, employers should have definite action plans indicating how they are going to achieve equity. The policy continues mentioning that employees in the Provinces were dominated by blacks. The municipalities of Ulundi and Nongoma are particularly good examples of black domination. These racial inequity issues should be part of the action plan for redress, as an important policy perspective.

When Joseph (2009: 67) refers to gender, it is linked to race, class ethnicity and the relationship between men and women in higher positions. The study is about gender equality in the employment industry of local government, and in particular Nongoma and Ulundi Municipalities. It is important not to forget about men when trying to achieve the goal of equality of gender mainstreaming. Joseph continues that local government, in order to achieve the goal of gender mainstreaming, should understand how to implement the policies of gender equality and how to monitor and evaluate it, in particular in the Ulundi and Nongoma Municipalities.

According to English (2012: 147), the South African statistics reported that prior to 1994, women were under-qualified and as a result they were under-represented in the workplace. South African women today are still experiencing inequality despite having developed themselves academically. Although there is evidently a slight improvement,

there is little tangible achievement in gender equity. Nongoma and Ulundi Local Municipalities are the evidence/exemplar of gender inequality in the local municipalities.

The purpose of the South African National Policy Framework is to ensure “that all structures of government should fully understand that freedom cannot be achieved unless women have been emancipated from all forms of oppression. It is vital that one sees in visible and practical terms, that the conditions of women empowered in all spheres of life as equal”. Despite the fact that government has several intentionally progressive legislations in relation to service delivery and financial matters, there are still local municipalities that do not meet the goals of gender equity, as highlighted and reflected in the Ulundi and Nongoma Municipalities. Could this state of affairs be saying that the senior management of local governments are not fully aware or do not understand these legislations which clearly states that “unless we see or change for the better”. This highlights the resolve that government will persevere until the lives of women have changed for the better (politically, economically and socially).

Gender equality means both male and female equality should be addressed in terms of employment opportunity, equality of access and equality of treatment. This process needs to differentiate between men and women, as sometimes it could be impossible to be treated in the same manner for both genders where women need to be treated from men, like in cases where they must carry heavy things (Joseph, 2009: 15). Joseph continues by explaining gender mainstreaming as the structure of assessing the problems of women and men in action planned, and in legislation policies, in all spheres of government, in terms of gender equality. It is a structure that considers women and men’s concerns and experiences, as well as the implementation, monitoring and evaluation of policies to ensure that women are benefiting equally, as stated in the Constitution of the Republic of South Africa, 1996.

Gender equality is supported by the following document of the government: Commission of Gender Equality Act, African National Policy for women empowerment and the Constitution of the Republic of the South Africa. The framework given by these documents include:

- Everyone is equal before the law and has the right to equal protection and benefits of the law;

- Equity includes the full and equal enjoyment of all rights and freedoms to promote achievement of equity, legislative and other measures designated to be protected against unfair discrimination;
- The State may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, sexual orientation, age, disability, religion conscience, belief, culture language and birth; and
- No person may unfairly discriminate directly or indirectly against anyone on one or more grounds in terms of subsection 3 of the National legislation that prevents or prohibits unfair discrimination.

The Constitution affirms that it is the right of all South African citizens to enjoy equal employment opportunities. This impacts positively, for example on women who were underrepresented in the employment industry, due to the discrimination that prevailed prior to 1994. Unfair discrimination, in terms of gender, which still prevails in local governments, should be addressed through the enforcement of the national legislation.

According to Jabeen (2010: 255-256), the new democratic government of Pakistan has similar challenges as those of the South African government, as they also have to deal with dynamics which are different from their culture. For example, they are also experiencing trials with equal gender participation, the involvement of women in decision-making and inclusion, since they came into rule in the 1980's. The new government of Pakistan's goal is to improve equal citizen participation, transparency and reduction in poverty, which is very similar to the South African government that is guided by the Batho Pele Principles. No 6 (Transparency) of the Batho Pele Principles states that the public must be aware of how the national, provincial and local government institutions work. Equal participation is supported in the Republic of South Africa Constitution, 1996 S9 ss 2, which says equality and enjoyment of all rights and the protection of the disadvantaged from unfair discrimination, may be undertaken. In the Pakistani Constitution, Article 25 clearly states that everyone is equal before the law, and Article 27 states that no citizen qualified for employment shall be discriminated against in terms of race or gender. There are still some inequalities after the election of 2000-2001. The author continues that instead of 40 000 women who were supposed to be elected, only 36 000 were elected in local governments which is still a problem in South Africa, and is experienced by the Ulundi and Nongoma Municipalities in particular. The problem with gender equality, as mentioned before, goes further than South Africa, and is also experienced in countries like Rwanda.

Gender equity, accountability and equal participation, are the universal prerequisites for gender mainstreaming as an international development and achievement of what constitutes good governance. Jabeen (2010: 57) continued by mentioning that Kofi Anan, former Secretary for the United Nations, stressed that the world cannot meet the goal of gender equality whilst there is discrimination against women, who are the majority in the world. Pakistan has advocated an average of 33% women in general politics and local government in particular, which will decrease gender inequality in Pakistan.

According to Pini (2013: 3), in a reported study that was done in New Zealand, it showed that under-representation of women is caused by men who try by all means to exclude women when they conduct business in pubs and clubs. It is perceived that women do not frequent pubs and bars as frequently as men, and this study done in England reveals that culture and sexism role models and networking information is the reason for women not being given equal opportunities.

According to Hamidon (2010: 5), the fourth Annual Ministerial Review (AMR) which was held in 2010, with the theme “implementing the international agreed goals and commitments with regards to women empowerment and gender equality”, its objective was to look at the problems that women encounter surrounding gender equity issues. Furthermore, the review focused on the development of women, which enables them to see other alternatives that can assist to achieve gender equity. Although some countries reported that they have achieved gender equity in their countries, Ms Stewart, chairperson of the community development policy, argued that according to Hamidon (2010: 7-8), there is still evidence of imbalances in gender equality.

According to Quagliariello (2015: 263), gender equality can improve production and performance as women are well-known in improving performance in the organization. Women need to be developed on gender equality to benefit from the constitution as the citizens of the country. The employers must know and familiarize themselves concerning how gender equality works, which can solve problems in gender mainstreaming implementation at local government level.

In the AMR, Mr Hamidon, Ban Ki-moon, secretary general of the United Nations and Mitchell, secretary of the United Kingdom, agreed that if the goal of gender equality is

met, poverty would be minimal, and there would be increased productivity in the rural areas, World-wide concluded (Hamidon, 2010: 7-8). This is a confirmation that the problem of gender equity for women in particular, in rural areas is not only a South African phenomenon, but an international occurrence that is still continuing. The author states that despite a considerable number of awareness campaigns, there is still huge inequity, explained Hamidon (2010: 7-8).

English (2012: 145) gives evidence that to include women in the working environment, there has to be a stop to unfair discrimination and the provision of equal employment opportunities with fair benefits of good production. The notion that some men have concerns about the inclusion of women in the working industry as a competitive aspect, can become problematic. The employment of women is a legal requirement for all employers. Gender equity is not only a problem within the municipal sector, but also in the construction industry, according to English (2012: 145). Most women in the construction industry are employed as clerical workers rather than as professionals. According to Hamidon (2010: 8), Ban Ki-moon stressed that increasing equity must be done through collective action, since it was confirmed that of the 72 million children not attending school, the majority are girls. Women hold 18 % of parliamentary seats worldwide, which demonstrate a prevalence of a huge percentage of gender inequality. Ban Ki-moon continued by saying that women must be equally presented in senior positions, as well as in decision-making processes Hamidon (2010: 8).

According to Purser (2010: 222), in Australia 30% of women occupy senior management positions, whilst only 7% are Chief Executive Officers, despite all legislations that are in place, requiring gender representation. In the United Kingdom, there is a huge percentage of under-representation of women. Over 80% of senior management positions are held by men, who, it is hoped, will retire in the near future so that those positions can be taken up by women. Diggerson (2010: 221-227) concurs with Purser that as the United Kingdom raises complaints concerning qualifications of women, the local government sphere must develop women into positions to meet the goals of gender and women participation in various decision-making positions. The Local Government and Planning Ministers Council (LGPMC) is the organization that deals with women participation in senior and executive positions, and it committed itself to increase the numbers of women in local government in elected and senior management positions by providing educational development. The reason LGPMC wanted to motivate this programme and support women in senior management positions, is that they have seen women in leadership progressing very well and

making great strides. Some notable examples include: Pam Robinson Oam, who has been in a Council for 10 years and President for 2 years, whilst Cr Joyce Crombie has been a Councilor for 19 years and was awarded a citizen award in 1998.

Goetz (2006: np) stated that Liberia had the first women president on the African Continent. In Chile, in the same year, the country also had a female president. Both these women achieved an equal proportion of gender equality in their offices. The author further mentions that the gender equality goal will only be met worldwide if the struggle around the entire spectrum of gender issues, including violence against women, is addressed in one focused effort.

Meteo (2010: 3 & 24) confirms that in 2007, women held 30% of the top positions in Zambia, while the female population of Zambia is 51%. This situation continues although the government of Zambia stated that when signing a National Gender Policy in 2000, by mainstreaming gender positioning, the government committed themselves to the efficient implementation of policy all over the country.

Under-representation of women in Pakistan is caused by lack of access to education, which hinders women from being able to compete with their male counterparts. There is a misunderstanding of tradition and religion where it concerns women being in leadership positions, argues (Jabeen, 2010: 257). The author also mentions that women ought to be provided with development skills to enable them to enjoy full participation in the global community.

According to Moloji (2015: 1-75), to prevent unfair discrimination, scarce skills should be provided to the female employees to overcome the under-representation they experience, whilst maintaining transformation in the South African context. To define roles and responsibilities, the Minister and Executive Councils will be responsible for monitoring and reviewing the progress of the implementation of the relevant legislation. All the stakeholders in local government must coordinate the service delivery agenda to oversee the proper implementation of the transformation processes. In this regard, COGTA provides support in skill development for senior positions in the local government to ensure good performance.

Moloi (2010: 1-75) continues the debate concerning the representation of women in senior positions, and suggests that more needs to be done as women constitute 57%, who occupy junior management positions, while 38% of senior management positions are held by men. Another difficulty is the low motivation of women staff and insufficient resources for the jobs in the workplace. These difficulties faced by women at work undermine their morale and at the end of the day women are judged as being under-performers, while in actual fact they are facing numerous challenges. Some women who are appointed in senior positions are not given senior level duties and are not developed with the skills that are needed for their positions. This situation makes women seem like under-performers, whilst employers are actually the reason for the state of affairs. Going back to basics in local government is inclusive of the intension set to improve the lives of all South African citizens, including women.

According to Qoboshiyane (2011: 2), several structures in society are occupied by women, the Gender Focal Point (GFP) nationally, the Commission of Gender Equity and other organs of the society. These structures all deal with gender inequality and also with the implementation of gender equality. Gender equality is one of the main structures in the Constitution of the Republic of South Africa, 1996. Ulundi and Nongoma Municipalities are surrounded by several rural communities. As local governments, they work very closely with the community and play a vital role in the improvement of the lives of women who form the majority of the community who voted them into positions. Unsuccessful implementation of gender sensitive policies, leads to the following problem: no consideration of gender issues.

Qobishiyane (2011: 1) reminds us of the fact that women were part of the struggle in the liberation movement and participated in the negotiations for a democratic country. This is also the reason why legislation regarding gender equality, non-sexism and non-racism, were included in the Constitution of the Republic of South Africa, 1996. Women need to be part of the legislation so that they can participate in all duties of the democratic government in current dispensation.

According to Joseph (2009: 57-60) Women International Development (WID) stated that it is the legal right for women to be part of the positions previously reserved for, and dominated by men, to stop discrimination that prevailed prior to 1994. WID does not mean men must be excluded from the process, but the goal is to equalize in terms of opportunities of employment and stop discrimination against women. The author



continues to say that women must be developed to participate in decision-making processes related to their own needs, and also to decide for themselves where women need to be developed, so that they can be equal partners with men. The development of women ought to be supported by Third World Women (TWW), which deals with the oppression of women.

Local governments abide by the Women Empowerment and Gender Equality Bill, Chapter 3, Section 7 ss 1-5, that compels gender representation and meaningful participation in decision-making, which includes serving on the boards. This is important to develop the community and to make the community understand that women must have equal participation in senior management positions in support of women's needs. The Women Empowerment and Gender Equality Bill, Chapter 3, continues in Section 8 ss 2-5 and states that designated public bodies and designated groups must develop plans which ensure gender mainstreaming through the following initiatives:

- Integration of gender consideration by all managers and policies;
- Steps to ensure that decision and activities of designated groups are proceeded by a gender equality analysis;
- Prevent actual and potential prejudice on basis of gender; and
- Reduce disparities between men and women.

Gender mainstreaming's goal is to ensure that women and men have equal presentation in developing policies and decision-making processes in all areas within local government. Local municipalities must show in their activities of analysis that gender equality policies are implemented practically, not only on paper, and also decrease the discrimination in women and men in senior management positions of local government. The Women Empowerment Bill continues in Chapter 9, subsection 1, and states that women empowerment shall be at least 50% women and 50% men within two years, when this legislation comes into operation. This is not prevalent in the Ulundi and Nongoma Municipalities. Subsection 5 of Chapter 9 of this Act states that bodies must implement policies that stop exploiting women in the labour market. Quagliariello (2015: 266) also mentions the other goals of gender mainstreaming as being equality between men and women at national and local level, as well as gender issues to be combined with decision-making at local and national levels. Quagliariello continues to say that local government must provide training so that rural women are aware of their rights and privileges to address the problems they are encountering.

According to Quagliariello (2015: 266), women's empowerment is defined as women's ability to make decisions where they were otherwise previously disadvantaged. Gender equality and gender empowerment can only be achieved if the following is done: holistic development of women, equal employment opportunities, political participation and women to be decision-makers. Gender mainstreaming can be achieved, but requires a concerted effort by government and all other relevant stakeholders.

According to the OECD (2010: 264), South Africa ended its apartheid system in 1994, which led the country to have legislation that deals with women's transformation and representation, and includes women in democracy. There is still a huge percentage of discrimination in rural areas, as evidenced in the Ulundi and Nongoma Municipalities. There is still a huge difference in senior management positions between women and men.

Rust (2008: 23-43) noted that some women working in male dominated industries are not developing other women to understand what is needed in a particular position. They use affirmative action to get what they want, instead of developing them in order to be suitable for the positions. Rust emphasized that those officials who deal with gender mainstreaming must be fully trained to understand what is needed to implement the programmes raising awareness of gender equality.

The publication of the policy (RSA DPSA 2010: 10) reveals that some employment equity programmes may promote qualified and suitable young women into junior management positions, so that they can be retained within the government industry and be developed into a pool where employers can find senior management staff. The following section will focus on women in Southern African countries in management positions.

## **2.2 WOMEN IN SOUTHERN AFRICA**

Selebogo (2013: 5175) mentioned that a patriarchal system is a violent system that was experienced by women without them knowing that they were being abused - especially in the rural areas. Women in the pre-colonial era were ignored, sometimes unpaid and had to be submissive to men and mostly work as farmers. There is evidence

that women were able to take decisions and prevent conflict in their working environment during the pre-colonial era. During the pre-colonial era, there were some cultures where women were treated with honour and there were certain rituals not performed in the absence of women, for example Nandi Mkabayi and Mmanthatisi (a women leader in Ghana during the pre-colonial times). Ojakorotu agreed with Selebogo that in Ghana and Nigeria older women were allowed to participate in the economic activities and some were promoted to higher status that shows some flexibility in the gender equality. Challenges of women during pre-colonial times were cultural attitudes, subordination of women and the absence of legislation to stop discrimination against women.

According to Mansah (2013: 24), the big problem with the African being led by women is based on the cultural norms of the pre-colonial era, where studies have shown that Kenyan women never participated in the leadership or political roles. Isike (2011: 225-226) concurs with Mansah that women, during the last decades of the twentieth century were working for wages lower than those of men, while working the same jobs. Women's opportunities to get into the workplace were minimal and that is where inequality started between men and women in the workplace. Women were struggling to enter the political arena and were not allowed into this sphere, according to the rules of the pre-colonial era. Men continue to doubt the leadership of women during the new dispensation after 1994, even though South Africa had the second best in Africa of female representation. Osborne (Mail Guardian of 10 July 2015: np) confirmed that most women are still working longer hours than men and for no extra benefits. In rural areas, women still suffer from not being given equal opportunities, despite 2015 being named by SADC as the year for women's empowerment and development.

English (2012: 146) confirms that the South African woman encounters equity problems in the male-dominated construction industry by being underpaid, working different hours than their male counterparts. Sometimes women are employed on a temporary basis for a longer time than that of their male counterparts. The other problems arise where the industry is white male-dominated and women who work, experience a lack of support, unfair recruitment procedures and discriminating behaviour.

Isike and Uzodike (2011: 229) gave evidence that Zulu men in particular misunderstood the concept of the patriarchal system during pre-colonial times. Women like Mkabayi

(elder daughter of King Senzangakhona, who never married) did hold a position of leadership, even though Zulu men have misconceptions that women are inferior to men and could not compete with men in politics and in leadership positions. However, they forget that female leadership positions during pre-colonial times played a vital role in the communities.

According to Jabeen (2010: 264), we are copying a system which was used by India during pre-colonial times, where it was believed that woman cannot lead. Over the years, Pakistan is in the process of amending the acts and policies supporting male domination in the country, which now has democratic leadership. The following section will focus on the implementation of gender equity in the SADC region and their development protocol.

### **2.3 IMPLEMENTATION OF GENDER IN THE SADC REGION**

According to Selebogo and Ojakorotu (2013: 5179-5181), the aim was to protect women's rights and ensure equality in both men and women. The protocol was to review and amend laws which discriminate against women, in terms of gender and make use of policies that ensure equality and empowerment in both men and women. This protocol was to close the gap that prevailed prior to 1994, where rights of women were not protected.

Selebogo continues mentioning that SADC has made great strides to commit themselves on paper to changes in inequity, but it is not implemented practically. Of all the countries in the SADC, only four countries have made progress. South Africa is one of those four, but there is still a huge deficit when one probes deeper into gender inequity in local governments. SADC signed an agreement in 2008 that by 2015, 50% of senior positions will be held by women, although that has not materialized in 2015. In 2001, women were 55% on the voter's roll, which shows that women do participate in the democracy of the country. There is no equality in terms of positions in the workplace, which increase from 28, 5% in 2004, to 34.8% in 2006, in municipal elections. Women do participate in elections, but when it comes to positions they are under-represented. No significant opposition political party is led by a woman. One small party named Agang aging, is currently led by a woman. In the current cabinet, only the Speaker, Ms Baleka Mbethe, is in a senior position, because the deputy president's position was taken by a male from the previous cabinet. A local government

demonstrates slight changes from 29% in 2004, to 42% in 2006, even though there is still inequality in senior management positions. Women councilors still experience under-representation due to some men who do not like the leadership of women.

Meteo (2012: 20) reported that in a study conducted on gender equality in South Africa 1998, gender sensitive jobs were created, which costs the taxpayers about R250 million in all nine provinces. Only 41% of women in these jobs got senior positions, despite being the majority in the project. The findings showed that women were appointed in lower jobs with lower wages for short periods of time.

Steward (2010: 32-33) alludes to the high incidence of gender discrimination in Zimbabwe, due to the facts that 98% of men have access to resettlement in other countries like Rwanda, Mozambique and India. Gender discrimination, regarding equal payment, is still a huge number as women are appointed in the same positions as men, but earn less compared to men and also have to work for longer hours in Zimbabwe. Mansah (2013: 23) states that according to the Kenyan Constitution, no more than two thirds must be the same gender, but Kenya still experiences discrimination against women, and it is still difficult to meet the goal.

Koppell (2010: 55) has the view that government should improve legislation that allows women to be in senior positions, since women in these positions, who were given the opportunity to lead, proved themselves as being proactive in what they are doing and are honest by nature. In KwaZulu-Natal, women constituted 56.89% of the voters roll in 2004, but representation of women is still lower than required or accepted. Women hold only 18% of senior management positions in the legislature, concluded Isike, (2011: 231). In KwaZulu-Natal's rural areas, in particular Ulundi and Nongoma, women are not aware of their rights and privileges and on gender mainstreaming functions and how this aggravates their position. Quagliariello (2015: 262) also indicates that rural women are under-represented, because they are not aware of their rights which prevent them from equal participation in decision-making. Jabeen (2010: 271-272) also confirmed that the under-representation of women in Pakistan politics is caused by the lack of development, cultural norms, corruption and nepotism. The author includes reasons for inequity as being the economic factor, which included wage discrimination and lack of access to education.

O'Connell (2010: 3) states that the local government, as it is providing democratic services to people, should save more funds in order to be effective in a gender response approach, where it can provide development opportunities to women at the grass roots level. Booysen (2012: 6) provided information that local government has to adhere to the Local Government Municipal Structures Act 117, of 1998 section 44 ss 3 (g), which requires more involvement of communities and community organizations, in the affairs of a local municipality. If the municipality does not comply with these laws, it means that they are not working to the required standard. Booysen further confirmed that municipality leaders try to comply with laws about gender and do train councilors. However, the councilors do not comply with the law during appointment processes, as they are responsible for recommendation on the appointments.

Booyesen (2012: 245) stated that in the audit done in 2011-2012, for gender representation, it showed that unqualified women, are those who are unable to link the budgeting and financial matters. The author continues to state that the other reason of not meeting the requirements of the gender equity policy, is non-accountability of councilors who are coming with their people to fill the vacant positions without checking numbers of gender at that particular juncture.

English (2012: 146) reported that South African women encounter problems of being labeled as underperformers and having poor working practices, while in the United Kingdom it is believed that women lack confidence, ambition and organizational goals. It is perceived that where Black African women are concerned, their main problem is the cultural norm and stereotype of hierarchy that only men are leaders.

According to Maseko (2013: 7-9), women in decision-making are more democratic and tend to be more participative in management processes. Women leaders in general consult employees regarding particular problems, encourage more involvement of co-workers and do not take decisions in isolation. The author maintains that women are good negotiators when compared to men, as they are more flexible, friendly and easy to talk to.

Leadership can be learned, asserts Maseko (2013: 74-78), as women can be provided with skills and training. Women empowerment is the process that removes discrimination against women as subordinates to men, in management positions. Its

goal is to provide women with opportunities to negotiate their rights. Women empowerment deals with men discriminating against women, which should be minimal in this point of view as a lot has been done to decrease discrimination world-wide.

Jabeen (2010: 262) reported that other Caribbean countries are responding very well on gender equality, for example moving from 7.4% to 11% female representatives during 1975-1997. Rwanda, Sweden and Norway are also doing well, while India is sitting with 8.3% at national level. Scandinavian countries are the most successful in gender equity, followed by America, Europe and Asia.

Isike (2011: 233-235) mentions that in the interviews conducted in KwaZulu-Natal, that women are concerned about men making decisions. For example, men did not like the appointment of Mrs Mlambo Ngcuka in the cabinet of 2009 and feared that she may proceed to the Presidential position. In the current cabinet, men are still fighting about who is suitable for the position. The current news by Sikhakhane (*Isololezwe* 17 August 2015:), also reports that men are fighting over the fact that Riya Phiyega should resign, as she is not suitable for the job and it is suggested that Cele should take over. According to de West (*Mail Gurdian* 16-25 October 2015:4), after the suspension of Riya Pheyega, Moses Phahlane was appointed as acting Commissioner, who has also complained about mismanagement during 2011 and 2012, in the section he had been heading. Men have a tendency of believing that women are too emotional and cannot be decision-makers. Men could use pregnancy as an example of why a woman is not able to fulfill her work obligations. They forget that they will need some time off in this regard and some respect and sensitivity must be afforded to women, concluded Isike, (2011: 233-235).

Hunter and Letsoale (*Mail and Guardian* 2015: 7) highlighted that the ANC's national executive committee are complaining about Faith Muthambi not being suitable for the position of Minister. Another incident is that of Cosatu intending to appoint Losi as a Secretary-General. The other Cosatu workers do not support it, instead they insisted on a male candidate, Ntshalintshali, who lacked charismatic leadership. The author highlighted that Losi is well known as vibrant (energetic and enthusiasm) and intelligent, with a vast experience in leadership, according to Letsoale (*Mail and Guardian* 16-25 August 2015: 7)

Uzodike agrees with Isike that the words of Rajab are entrenched in the Constitution of the Republic of South Africa Section 1 ss 1, which says we are all equal in terms of employment. As South Africans, it is unfair to discriminate in terms of gender and to reserve specific management positions exclusively for men. This is indicative of men undermining women, by showing disrespect which could impact on a woman's self-confidence.

Jabeen (2010: 267) defines capacity building as the concept that includes humans' culture and capabilities. The main goal of capacity building is to increase efforts by stakeholders, to implement policies and acts, which allow women participation in decision-making, equal opportunities and also stop unfair discrimination against women regarding gender or race. Capacity building will ensure development of women to increase the pool of women in leadership positions.

According to Wessels (2014: np), South Africa, in terms of gender equality, is better than other countries, as it is rated seventeenth from 136 countries, even though South African women view themselves as a disadvantaged group and feel that they are not well presented.

The following section will discuss different theories within good governance and feminism.



## **2.4 THEORETICAL FRAMEWORK UNDERPINNING GENDER ISSUES**

What follows is a discussion of the concept and context of governance and gender.

### **2.4.1 Good governance**

Good governance by Rothstein (nd: 143-151) refers to the minimizing of corruption in the government sectors and adhere to the rules and regulations of government, pertaining to effective and efficient implementation of policies. Good governance cannot be implemented effectively by government alone, but together with all the relevant stakeholders. Corruption refers to not abiding or following the rules of law or misuse of government belongings. Good governance in democracy refers to well-defined rules on how to include the public in government, though democracy does not increase the quality of good governance. Good governance focuses on what is good and ethically and morally sound, as opposed to the corruption and unethical behaviour.

### **2.4.2 Local governance**

Danters (nd: 313-329) discussed different local government of different countries on what South Africa has to follow. The author further discuss the pitfalls of other countries so that South Africa could be aware of these challenges. Decision-making at community level from different sectors for example: politics and non-government organization has to do with democratic duties to make services provided improved, to better the community. Sweden is an example of a local government who share responsibilities in making policies, together with the community. Sweden's municipality is headed by the council, elected by the community. The Local Government Act of 1999, allowed municipalities to prioritize some of its work to agencies. Netherland continued to do their work on themselves, never prioritizing like the Swedish did. Netherland had a very democratic ruling which allows voices of all citizens to be heard. Members of high authority were overseeing the democratic rules being followed and not making policies together with people like the Swedish.

### **2.4.3 Feminism and gender theories**

According to Smith, Collins & Chodorow (2005: 318-380), sociology theory states that women are still discriminated against in the United State in terms of work, pay and not being allowed to be registered in higher education. Gender equity is still a challenge as 47% of seniors occupy positions in the parliament, while 17% are women. United

States is rated amongst 61 countries which recognized gender equity. Saudi Arabian women are not allowed to participate in the politics, public places and are required to cover their faces. Sociology theory clearly states that legislation that discriminates against women was initiated in the United States of America after the Taliban presence. In the Taliban presence, women are not enjoying all the rights as enjoyed by men.

## **2.5 TRACING GENDER EQUITY**

Between the 1970s and 1980s, gender equity was started by middle-aged white women. Prior to those years, it was something that did not exist, as women were discriminated from senior positions. Women were only allowed to work as administrative clerks, nurses and social workers. The patriarchal was mostly applied, women never enjoyed higher positions and/or were not appointed in senior management positions even though they were suitably qualified for those positions. Collins' Marxist theory focuses on these women in their experience of discrimination, who experienced cultural, biographic and community discrimination by race, class and gender issues. Collins made women to be skeptical about them being discriminated against by men, which made women fight together against the oppression against them.

Collins stated that the United States feminists support women undiscriminating practices together, with the new dispensation government who assures gender equality to the American citizens, which is not prevailing. Collins also stated that statistics has to be re-made in the United States of America, as it had changed with the discrimination against women. Women in the United States currently enter the media for example, Oprah Winfrey's show but politically, but there are still some differences. Diversity management in the organization is not recognized and implemented which could invariable assist in the discussion and practice of gender equity in different organizations.

## **2.6 WOMEN IN MANAGEMENT**

Prior to 1994, women were discriminated against, not only on the basis of their race, but also on the societal ideologies about the capacity of women in the men's world. One can conclude by saying that black women were not the only ones who experienced discrimination, especially on the premise of being affirmed into the senior management positions, but also white women. Before the democratic dispensation in South Africa,

white women were denied access to formal employment, except in lower level positions such as clerical and secretarial positions. There was a huge gap in terms of those who were educated, in such a manner that they were channeled to seek employment in the educational sector or nursing. In the same context, African women were given employment as cleaners and tea ladies, while Coloured women were mostly found in the food chain and clothing factories, conclude Naff and Uys (2005: 125-128).

Naidoo & Kongolo (2004: 125-130) highlighted that despite the significant strides South Africa and the world has made in terms of advancing women into management positions, the challenge still remains that the gap between men and women is still huge. Last year (2014) the Worldwide Women Public Sector Leaders Index released statistics on the progress the world has made, in terms of promoting women into leadership positions. The table below illustrates statistical data regarding women in leadership:

Table 2.1: Women in leadership

<b>G10</b>	<b>Public Sector Rank</b>	<b>Women Public Sector Leaders</b>	<b>Parliamentary Rank</b>	<b>Women in Parliament</b>	<b>Private Sector Boast Rank</b>	<b>Women on Private Sector Board</b>
Canada	1	46%	8	25%	8	13%
Australia	2	39%	9	25%	7	14%
South Africa	3	38%	1	42%	4	18%
United Kingdom	4	36%	11	23%	3	19%
Brazil	5	34%	19	9%	15	5%
United States	6	33%	14	18%	6	17%
Italy	7	28%	5	31%	9	13%
European Commission	8	27%	6	27%	5	17%
Argentina	9	27%	2	37%	-	X
France	10	25%	7	27%	1	27%

Source: (Worldwide Women Public Sector Leaders Index, 2014:10)

The table above depicts the progress these 10 countries has made in advancing women in senior management positions. In the case of South Africa, the table shows that the progress is still slow, based on achieving 50-50 by March 2009, as far as the

revised targets, set by the South African Cabinet in 2005. These revised targets that were set since failed to be achieved at the set date, were transferred to 2015 as endorsed in the millennium Development Goals: Agenda 2015. One might think that the challenge of women development and advancement to managerial positions are still a challenge for public sector only, but in examining the statistical data, it depicts that the private sector is still affected with gender equity. The table highlights that only 18% of women are in the executive positions, while the public sector shows that 38% is in the administrative leadership, while 42% is in parliament.

After democratic transformation, 94% of the senior management positions were occupied by whites, and 97% of them were male (DPSA, 1996: 24). Despite various promulgation of various policies to address gender equity disparities in the workplace, from this issue of equity it is clear that government bureaucracy, especially at the senior management level, needed to be representative.

Kadyrkulova (2008: 17-24) explained the term management as to manage or finish something/work, have responsibility and be in charge. He continued by saying that it is to get people together to finish or attain the desired goals. Being in management includes planning, organizing, resourcing, leading, controlling and directing with the aim to achieve certain goals of the organization. The women in management are faced with many challenges as these positions are male-dominated and they find it difficult to be in these positions as they have different styles. Men are said to be aggressive, self-confident and competitive which is opposite to women's management style. Zulu (2007: 22-27) concurs with Kadyrkulova that women were not dominant in management positions so they found themselves imitating male management styles. Most women are adopting democratic and participatory styles. In these styles women share information and support their supervisees. Women are usually more persuasive, flexible, supportive and power sharing in relationship building than men. The skills that are possessed by women are the ones required by managers of the future. Women managers are said to be good in co-operation, team oriented and collaborative while their male counterparts are characterized as competitive, hierarchical, winning, cold and principled. Women are well-known as kind-hearted and with supportive styles.

In Britain women receive equal employment opportunities with their male counterparts, but these are under conditions. In many cases women are appointed to clean 'dirty jobs' for middle management and 'carry the burden' for organizational change. Other

women are appointed in senior management positions where there is a decline in the stock performance and where the company is faced with the financial problems or where there is a set-up for failure, conclude Peterson (2015: 113-115).

Lahti (2013: 17-28) highlighted that globally, particularly in Finland, numbers of women in the senior management positions have risen, but slowly. In 2004-2012, it rose with 5%. Between 2009-2011 it fell again to 5%, while in 2013 it rose to 24%, thus women are still not presented equally in senior management positions globally. The problem of gender inequality is not experienced by Nongoma and Ulundi Local Municipality only, but also in Africa. Botswana is also experiencing it. Countries like Finland has 24%, Thailand with 29%, Italy with 24% while Brazil and Japan share the last places. The author added that women in Finland are more educated than men. In the studies that has investigated why it's more important to have women in the senior management positions, the findings were that organizations with more women on board of directors, perform excellent.

## **2.7 DIVERSITY MANAGEMENT**

The term or concept of diversity of management is defined as a process that entails various personal traits such as value differences and in turn creates strategic awareness on the premise of fair treatment of individuals irrespective of their differences Erasmus, (2007: 18-21 ). In the same context, Ralepeli (2008: 9-17) is of view that diversity management is about how employees' various differences should be incorporated and aligned to organizational plans and policies in a sense that it ensures that, based on these differences, every employee is treated in an equal manner. Greybe and Uys (2001: 187-189) are of opinion that the main goal of the diversity is to ensure that organisational functionality is promoted in a sense that employees are advanced, recruited and treated equally, and by doing so the mandate of the organization will be fulfilled.

The study conducted by Zak (1994: 291-293) indicated that dysfunctional diversity outcomes, contribute to the organizational failure and impact negatively on the management of diversity. This concept of diversity management in the workplace allows organisations to meet the principles of the Constitutional mandate of this country as stipulated in Chapter Two of the Constitution of 1996, Section 195 under the Public Administration principles, subsection (i)....."Public administration is broadly in

*compliance with the equity and representativeness of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances imposed by the apartheid leaderships (before 1994) to achieve broad representation without being discriminated.”* In this context, diversity management allows the organisations to meet its gender equity targets, including effective practice of affirmative action principle and compliance with the legislative proponents of the Black Broad-Based Economic Empowerment.

In that sense, it can be noted that the principles of the diversity management strategically relates to creating direction on finding checks and balances between employees' needs and the organizational needs, respectively, while in the same stance managing the conflicts in the workplace resulting from diversity, concludes Uys, (2003: 34-35). According to Brook (2007: 30-32), in managing diversity in the workplace, the following serves as the guidelines required to enhance the management of diversity aligned to workforce:

- Ensure management accountability whereby public managers or human resource practitioners responsible for recruitment and training and development of staff, should be held accountable for their success or failure in managing diversity within the organisation. In promoting gender equity in the workplace, achieving the revised targets is the major target for the public organisations and the success at managing a diverse staff, depends on the senior management leaders;
- Re-examine the organisation's structure, culture, and management systems. Organisation's need to re-evaluate the recruitment structure;
- Pay attention to the numbers. Those responsible for recruiting and managing staff need to constantly check statistics whether they are still on line with their policy for diversity management; and
- Provide training. Make sure everyone in their organization understands the diversity management.

De Beer (2011: 7-12) highlighted that South Africa is faced with the challenge of equality post the apartheid era. Political, societal and organizational had to shift to a non-racial society where they had to make sure that is facilitating change. This applies to Nongoma and Ulundi Local Municipalities to make sure they meet the gender equity goal as stated in different legislations of South Africa. De Beer also mentioned that diversity improves performance, problem-solving, broader intelligent and globalization within the organization. This could be the advantage to these two municipalities when implementing diversity management in their workforce. Diversity management

addresses the issues of imbalances in the workplace. Imbalances cause stigmatization and provoke resistance.

Diversity management is not only a South African issue but also has relevance for international countries like Japan and German. According to Kemper, Bader and Froese (2015: 31-32), employees with scarce skills and experience should be retained in order to train young/untalented employees. The authors added that mixing young, old, talented employees in the organization could improve performance and bring a lot of knowledge into the organization. Donnelly (2015: 200-202) concurs with the authors that organizations which still have problems of gender equity should implement diversity management. Donnelly explained that diversity management means including workforce of minority groups for example, race and gender in the organization. The author added that the organization should investigate the skills, knowledge and potential of the employees and whether they have to be retained in the organization. In India it has been reported that women increase the performance of the organization but the problem is at the age of 30 most women exit employment due to family responsibility. This affects the performance of organizations and also disputes attaining the goal of age balance and gender equity.

Mateescu (2015: 81-85) concurs with Donnelly that diversity management adds creativity, creates good reputation for the organization, improves decision-making processes, innovative, better problem solving and improve service delivery for customers. He also explained diversity management as a practice that allows ability to recognize the differences between the people at the working environment and also includes race, gender, age and ethnicity. Urbancova (2015:80-) confirms that employing a large number of women in an organisation could increase performance. This is evident by the study conducted in 2008 situated in Agriculture, between 2001-2008. During this period the number of women employed was lower. In 2013, the Department of Agriculture implemented diversity management in their organization and the number of women increased, the performance increased. Thus, this shows that employing a large number of women will increase the performance of the organization. It is not only about gender equity but also a great improvement on performance.

## **2.8 CONCLUSION**

This chapter discussed the theories of governance and gender equity in local government. It also covered how women should be included in decision-making and senior management positions. It also included the problems that women encounter in gender equity. This chapter also advised the employer that they must familiarize themselves with gender equity policies, on how it works which could solve problems in gender mainstreaming in their working environment.



## **CHAPTER THREE**

### **Tracing Gender Mainstreaming in Developmental Local Government**

#### **3.1 INTRODUCTION**

This chapter will focus on a literature review about gender equity in senior positions, in particular within local government. There is currently limited information on gender equity in local government. This literature review will cover information on the following topics: current governance arrangements for employment equity in local government practices of gender equity and representation of women as an enabler of good governance, gender equity policy, and performance of women in senior positions, addressing gender issues within strategic development and tracing the history of gender equality in different contexts.

#### **3.2 CURRENT GOVERNANCE ARRANGEMENTS FOR EMPLOYMENT EQUITY IN LOCAL GOVERNMENT**

Esterhuizen (2008: 14) highlighted that during 1948, South Africa was ruled by a government of segregation through the National Party. In 1994, government changed to a democratic government, which does not allow discrimination at the workplace. In 1994, several laws were put in place to correct past discrimination, in terms of gender or colour, such as the Employment Equity Act 55 of 1998, the Basic Conditions of Employment Act 97 of 1998 and the Constitution of the Republic of South Africa, 1996, which allowed equal access to education and employment opportunities.

Brown (2007: 2-5) holds the view that South Africa after 1994, developed policies such as the Growth, Employment and Redistribution Programme (GEAR) to help unqualified people by providing training, skills and development opportunities, in order to create a conducive environment for the job market. AsGIsA (Accelerated and Shared Growth Initiative for South Africa) is another policy developed after 1994, which also assisted to produce a larger aggregate of managers between 1996 and 2006, towards an increase of skilled personnel and a decrease of poverty in the country. This policy is still in place currently, yet gender inequities in South Africa still exist. South Africa has achieved a lot after the current dispensation, and the African National Congress (ANC), as the ruling party, ought to do something about the Nongoma and Ulundi local governments in general. The Nongoma and Ulundi Municipalities in particular, has not achieved gender equity.

Pretorius and Schurink (2007: 19-20) state that in the 2005 State of the Nation address, the former President Thabo Mbeki and Moefamadi (the former Minister of Local Government), said that the transformation process in local government could be brought about through the need of development of previously disadvantaged people in the local communities. During the address it was also emphasized that all people must have opportunities to participate in leadership positions and must be well trained to correct the past imbalances. This is in line with the promise of the ANC after the 2004 elections as the ruling party.

### **3.2.1 Concept definitions**

Definitions of concepts frequently used in the employment legislation are: discrimination, equity, equality, affirmative action, diversity and designated groups

Discrimination is explained as unfair practices when a qualified applicant is being discriminated against because of gender, race or disability. Discrimination has two forms, which are direct and indirect discrimination. Direct discrimination could be due to the people in charge hating a person because of the group the person belongs to. Indirect discrimination takes place when one is not considered as a worthy applicant due to aspects required in positions applied for, as explained by Esterhuizen, (2008: 19).

Equity and equality are used interchangeably and has the same definition. According to Mekwa (2012: 11), the authors define employment equity as the policy that gives preferences to those who were previously disadvantaged and provides equal employment opportunity, and career development. Government also provided another significant legislation regarding equity in local government, which is the Promotion of Equity and Prevention of Unfair Discrimination Act 4 of 2000. In this Act, Chapter 1 Section 2 ss b (i-iv), set out key objectives as follows:

- Give effect to and uphold the spirit of the Constitution and in particular:
  - Equal enjoyment of all rights and freedoms by every persons;
  - Promote equality;
  - Values of non-racialism and non-sexism contained in section 1 of the Constitution; and
  - Preventing of unfair discrimination and the protection of human dignity.
- Provide for measures to facilitate the eradication of unfair discrimination, speech and harassment, with particular reference to race, gender and disability;

- Provide for procedures for the determination of circumstances under which discrimination is unfair;
- Provide measures to educate the public and raise public awareness on the importance of promoting equality and overcome discrimination;
- Provide remedies for the victims of unfair discrimination, hate, speech and harassment and a person whose rights to equality have been infringed;
- Set out measures to advance persons with disadvantages by unfair discrimination; and
- Facilitate further compliance with obligation on international laws.

In order for South Africa to reach the goal of gender equality, as set out by the Constitution of the Republic of South Africa, every citizen of the country should be given an equal employment opportunity. To reach the MDG's Goal 1, as set out in the United Nations Summit of 2012 and 2015, poverty should be reduced amongst women by providing development opportunities and equal employment opportunities in both men and women, Vyas-Doorgapersad (2014: 327-330).

According to Esterhuizen (2008: 46), the only way the employers could achieve the goals of gender equity, is to provide development and skills to the designated group. Employers should be honest, fair, committed and transparent to everyone in the workplace, so that there would be a better understanding of gender equity. Employers should ensure that the policy of gender equity is well implemented and constantly monitored and evaluated to ensure that it is working effectively.

Esterhuizen (2008: 28) continues to advise that in order for the Ulundi and Nongoma Municipalities to meet their goals of gender equity, previously disadvantaged groups should be appointed. People from previously disadvantaged groups should be given first priority and accommodated by providing skills and development opportunities in the senior management positions, as long as they demonstrate that they can grow in that particular position. Nongoma and Ulundi Municipalities should draft employment equity plans, which include the following, as mentioned in Chapter 3 and section 20 of the Employment Equity Act 55 of 1998, focusing on the following initiatives:

- Objectives of each plan;
- Affirmative action measures that will be implemented;
- Numerical goals and strategies to achieve equitable representation for designated groups;

- A timetable for achievement of goals;
- Duration of plans which may be not less than one year and no more than five years;
- Procedures that would be followed to monitor and evaluate an achievement plan;
- International dispute resolution procedures that will be implemented and abided by; and
- The people responsible, including managers, for monitoring and implementation of the plan.

Government provides assistance with the Broad Based Black Empowerment Economic Empowerment Act 53 of 2003, BBEEEA 53 OF 2003. One of its strategies is the achievement of equitable representation in all occupational categories and levels. This Act supports representation of women in all levels, including senior management level.

According to Mekwa (2012: 16), diversity in management means equal representation of all groups which work together in a positive environment. Tlhatlosi (2010: 11) concurs with Mekwa that diversity has four layers as follows: personality which includes attitudes and behavior. The second layer includes race, gender and disability and how they are accommodated in the workplace. Thirdly, there is an external dimension which includes work experience, educational background, geographical location and income. The last, but not least layer, is the organizational dimensions which includes management status, functional level and seniority.

Affirmative action is described by Mekwa (2012: 12) as the law that was designed to correct the past imbalances on the grounds of race, gender and disability. Esterhuizen (2008: 17) added that it is an organizational goal in order to achieve equity in the workplace. Esterhuizen (2008: 24) described designated groups as used for blacks, women and disability. The term Black includes Africans, Indians and Coloured people.

The following section will focus on good governance in South Africa in terms of women representation and gender equity.

### **3.3 PRACTICE OF GENDER EQUITY AND REPRESENTATION OF WOMEN AS AN ENABLER OF GOVERNANCE**

Governance is defined as the manner in which power is used in the management of the country's political sphere, regarding resources and organizational misuse of power and corruption. The European Union explained that good governance is a problem to the whole world; it is not unique to African countries, concluded Sebola, (2014: 996-997). The author further explains that Africa is known for bad governance, whilst they have intentionally good legislation for implementation towards enhanced service delivery. The former president of South Africa, Mbeki, mentioned that there is an evidence of bad governance which needs to be corrected, for example, inequality and human rights abuse. The challenge of good governance is said to favour and advance at times, those who pursue their own interests as opposed to the benefit of the common good of all.

According to Zabarack (2014: 56), gender does not refer to the uncommon sex between men and women in race and in the community, but refers to behaviour and attitudes of people to differentiate them. Gender is supported by a vast number of theories from critical perspective organization theory (which requires change in gender equity implemented) and feminist theory (requires no worship of gender equalities between men and women), that was supported in 1990s.

Kad (1999: 9-11) highlights that local government is faced with different challenges in implementing policies. Local government has managers who are employed by the ruling political party and others by local government and that is where the problem persists. Local government managers want to practice policies that are legal in contrast to the ruling party managers who serve the interests of their political party, which contributes to inequality. The White Paper of 1998 clearly states the vision and mechanisms for the establishment of local government, which is closer to the people who voted for them to be in power. A decrease of inequality cannot be achieved when local government does not follow procedure of the policies. Evaluation and monitoring of policies in local government should be done thoroughly to reduce inequality and decrease poverty levels.

Zabarack (2014: 56-80) mentions the fact that women who entered the work market in European Countries did not do well. In Italy, the government did not allow women in

politics and had no gender focus on equity. The education gap between genders has nevertheless closed in education. Italy started to be gender sensitive after the 1990s, and that is the reason why there is no statistics of gender equality. Sweden has achieved gender equality of women in decision-making positions in all levels. Sweden achieves gender equity by providing development opportunities and skills for women regarding the discrimination that they may have experienced. The gender equity progress is working relatively well in Sweden, and there is hardly any difference in class and ethnicity, as opposed to the situation in South Africa.

Sebola (2014: 998) explained in the African Union Draft Charter, its objective is to ensure that effective policy implementation, good ethics, honesty, transparency and good working conditions and anti-corruption, is implemented to ensure good governance in African countries. However, this objective is far from being reached, because of bad governance prevailing around the continent. South Africa was recognized as a region with better governance than most African countries during the period of Nelson Mandela and Mbeki, but this has changed during the ruling period of President Zuma with the Inkandla scandal. President Zuma is not willing to pay back the millions that was spent on his personal residence, despite being instructed to do so by the Public Protector, Madonsela.

What is done by the President of South Africa, Zuma, who is not respecting the recommendation of the Public Protector, is not in line with the African Union Charter. It is not trustworthy and participating in good governance so that people from the grass root levels can learn from the best, as mentioned by Sebola, (2014: 999). President Zuma ought to lead by an example within the ambit and context of the African Union Charter and do what the Public Protector instructed the President. It is unbelievable to see what was done by the Lybian military leader, Gaddafi, who appointed women in the parliament and led by example to the people of Lybia to implement gender equity. It is hoped that President Zuma would have emulated the practices of Gaddafi, argues Sebola, (2014: 1001) in this regard.

The African continent is known for being good creators of legislation, which are supposed to be implemented by the Executive with honesty and integrity so that the public can follow in their steps and instill public confidence in government. However, the opposite of what is expected is done and makes it difficult for the public to implement gender equity, is what Sebola, (2014: 1002) submits.

Sebola, (2014: 1004) alludes that African countries mostly use laws that are unfamiliar to them, which are from Western countries and then fail to abide by them. African politicians overlook the existing problems as if everything is in order, for example South Africa, where an Executive was appointed while there was some criminal pending against them. This is not aligned with the Constitution of the Republic of South Africa. In Kenya, similar incidents took place, where Uhuru was elected as the president whilst there were criminal charges pending against him. Thirdly, the President of Botswana, Seretse Khama, used the military air craft and was accompanied by officials, which are against the Constitution of the country.

Prior to 1994, South Africa was known for its segregation and economic inequalities. The 1994 elections changed it to a democratic country with no segregation and with economic equalities in terms of sex, gender and human rights, as advanced by Maluka and Diale (2014: 19). Various laws were designed in order to remove all practices that are not allowed in the work place. In terms of the Employment Equity Act 55 of 1998 (Act 55 of 1998), employment equity was designed and implemented in order to reinforce gender equity in workplace. Batho Pele, a service improvement programme, was implemented to improve service delivery. The White Paper provides the guidelines on effective and efficient service delivery.

Maluka (2014: 1020-1023) explains that the democratic government came into power in 1994, led by late President Mandela. This government was faced with various challenges, caused by the apartheid government. Inequalities were addressed by appointing high numbers of staff to solve all the problems, prevailing from the past. To address all the problems, a single department of public service and administration was compiled to ensure good governance of public service and sound employment practices to ensure quality service delivery. The author also mentions that government is aware that currently there are still problems, which are caused by the misinterpretation of policies, which leads to poor implementation thereof.

The following section will be based on policies about gender equity and gender mainstreaming in local governments.

### 3.4 GENDER EQUITY POLICY

According to the World Dictionary (2015: np), gender equity is defined as equal employment opportunities between men and women. Discrimination is not allowed against gender and ethnicity.

The problems of gender equity do not only face Africans or South Africa, but includes countries like India. To solve gender equity problems, India has implemented the Pachayati Raj Institution (PRI). With PRI, India is focusing on women of the rural area who are the victims of gender inequity by developing them to participate fully in decision-making processes and to enable them to compete with their male counterparts in leadership positions, as stated by Wanhwaniya and Dighe (2014: 69). The women of India, who demonstrated that they had no knowledge about politics when appointed in local government, were only appointed in low positions and not in leadership positions. PRI is not well implemented in India, because male attitudes still hinder equal participation of women.

According to the SABC news (25 September 2015), Pope Francis in his State address (United Nations) said Ban Ki-moon, the Secretary General of United Nations (UN), should make a promise that the gender equity goals will be achieved within fifteen years (2030). Nobela (General Manager: Conservation), complained that it is very difficult for a woman to work optimally in a male-dominated environment.

Ntawubona (2013: 46-54) draws attention in the study of Mbarara Municipality (Uganda), to the fact that most women are afraid to participate in politics, because of fear to resign and risk to their permanent jobs. During voting situations, women will rather vote for a female, because the belief is that another woman would understand the issues affecting females. Other women do not make themselves available for political positions, due to not being well-educated and fearing that they will not understand the language (English) used in the meetings. Some of the men support women to be in senior positions, whilst there some groups that do not like the idea of females occupying senior management positions. Men claim that the women learn 'bad habits' when working in a male-dominated workplace. The 'bad habits' refer to a cultural tradition where women have to be obedient to men, especially to the blacks (Zulus).



Women in senior management positions are still under-represented, as stated by Maseko (2013: 24-28), and SADC's target of 30% gender representation, have not been met. Only four members of SADC, met that goal in the 2004 elections. South Africa is one of those four members, even though there is little difference. In many cases women got senior management positions on an ex-officio and thus not really having voting powers. Statistics from 2004 looking at pink pillar jobs, shows that women are under-represented, despite being called gifted and dedicated to their work. As gender stereotype exists, they are not lucky or given the opportunity to be in senior management positions.

Ignjatovic (2013: 426-429) points out that gender equity in Serbia is not regarded as a priority. The party that wanted to raise it did not receive many votes during the 2011 elections. In Serbia, gender equity had been achieved in all different levels, as it existed since the 1990s. Medina (2015: 6) revealed that in Spain women are entering politics even though the progress is very slow, the cause of slow progress is gender stereotyping by men that certain positions are not meant for women. In Spain, gender inequality is still high, especially in large municipalities; the large numbers of women is seen in junior management positions. Higher positions at National level are dominated by men. At local levels, even though men are still dominating, there is very little improvement for women.

Kayi (2013: 9) acknowledges that there is a lack of male mentors mentoring women and it is suggested that men should mentor women to gain experience in senior management positions. A mentor is described as a senior manager working with a junior manager, showing a junior all the guidelines of the position in order to gain experience. This could dissolve potential barriers and stereotyped attitudes towards women.

Mekwa (2012: 23-29) mentioned that men are afraid to mentor women in senior management positions due to potential fearing that women would take their jobs. Men, when appointed to mentor women, tend to have bad attitudes towards women and when men absent themselves from work, it could in turn lead to poor performance and ineffective implementation of gender equity. Gender equity and mentorship should be clearly explained by employers to men to understand that no one will their lose jobs. It is required to make everyone in employment equal, in terms of employment opportunities. The more everyone has common explanations, it could minimize the bad

attitudes that males have towards their female counterparts. Employment equity should not be something for employers, but for the whole local government. Employers should provide workshops for workers to address attitudes and behaviour towards women.

The research conducted in 2003, revealed that women's involvement in politics could bring equality. In terms of behavioural attitudes it revealed that women could be more aggressive than men, asserts Charles (2014: 372). Kayi (2013: 12) added that South Africa is viewed as better when it comes to gender equity, but it does not to reveal the truth because they are not equal in executive positions and it is perceived that those who are in executive positions are appointed, are possibly employed following the rules of affirmative action. An example in this regard is Ria Piyega, a national police commissioner of South Africa, who is now said to be unfit for the position (Sikhakhane, *Isolezwe* 17 August 2015: 4).

The following sub-section explains the equity plans for both Nongoma and Ulundi Local Municipalities, as well as the challenges in implementing the equity.

### **3.4.1 Gender Equity Plans for Nongoma and Ulundi Local Municipalities**

According to the survey conducted in 2007, Ulundi and Nongoma local Municipality has a population of 57% and 59% of females respectively. Both these municipalities have good plans to meet gender equity in their workforce. According to Ulundi Municipality (2012: 97-101), they planned to provide development and implement clear directions on gender issues using the external stakeholders. The municipality further explained that it will provide the skills to women in order to able to compete with their male counterparts in their interviews through Work Skills Plan (WSP). Both municipalities promised to thoroughly check the Employment Equity Plan (EEP) to ensure equity issues are addressed accordingly.

### **3.4.2 Challenges in implementing gender equity in Nongoma and Ulundi Local Municipality**

According to Ulundi (2012:115) and Nongoma Municipality (2012:104), the most challenging part in the issues of gender are not budgeted for, which is the course that up until 2015 are not yet met. The other challenge is that women are not skilled for the work which the municipality has current vacant positions.

The following section will explain the term performance, and discuss the performance of women in senior management positions. The discussion will be based on the use of the policies and legislation involved.

### **3.5 PERFORMANCE OF WOMEN IN SENIOR MANAGEMENT POSITIONS**

According to Sechonge (2013: 13), performance is work done successfully using knowledge and skills that the employees or people have acquired. Performance can be measured using standards that were set prior to starting the work, to find out whether execution was successful or not. Munzhedzi (2011: 14-17) draws attention to performance which is managed, according to agreed standards and objectives to be measured against the performance of particular managers. Performance standards should be recorded. If the standard performance is not met as agreed upon, the employee should be developed in the job descriptions where the manager lacks performance. In cases where the employee was appointed based on the contract versus performance and the performance standard is not met, the contract will be terminated. The Performance Management System (PMS) is a guide on how the duties should be performed. Recorded performance standards show whether the individual employee has performed in an outstanding or unsatisfactory manner. Good performance means that the individual employee has met the set standards of performance. Reasons for poor performance are non-orientation during the employment stage and the lack of continuous training and development. Training and development is defined as providing skills, knowledge, attitude and behaviour programmes, focused specifically on the particular position and section in the workplace.

Due Billing and Alvesson (1994: 21) mention one of the reasons that women do not to apply to senior management positions as being because of family responsibility. Women usually start applying for senior management positions when their children are older and the focus is less on the maternal role. There are no main differences in the performance between men and women that could cause women not to be promoted to senior management positions. Cordats (2010: 24-26) concurs and mentions that in a study done by Ferray in 2009 in France, it revealed that the companies with women in senior management positions have fewer crises in finance matters. An extended research study showed that companies with more females in senior positions, also have high improvement in performance and motivation, compared to companies with

males in senior positions. Another study conducted for 'War Force Talent', by Due Billing and Alvesson (1994: 21) emphasized that including women in the workplace, who are male-dominated, could decrease poor performance. Thus it is a good idea to mix women and men to increase different talent in the workplace, to increase performance. For women to be promoted to senior management positions, they have to double their efforts in order to compete with men. This could be seen as prejudicial to women's rights.

Flenchl (2010: 6-10) concurs with Due Billing that women enter into senior management positions when their children are older and where there is not much family responsibility that could hinder them. Flenchl added that some women decide not to have children at all, whilst some take their children to pre-schools. In Germany women are viewed as more effective managers, compared to men. Female representation is at a low level in the Germany workplace, for example only 7 women against 525 men in senior management positions in large companies. The focus in China is on women who are under-represented, due to the lack of qualifications, compared to men in politics. Patriarchal culture and norm is the other reason. In 2000, the Chinese government started to allow democracy in the country by requesting companies to have at least one third women in senior management positions, concluded Greenhaus, (2009: 267-269).

The local municipality employers are complaining about women being under qualified and the lack of confidence and that is given as the reasons for underrepresentation in senior management positions. There are legislations that can also be remedial measures for women. These legislations are as follows:

- Constitution of the Republic of South Africa of 1996 (Act 108 of 1996)  
Section 2 of this Act clearly states that the Human Resources Departments should provide skills and development opportunities to the employees who are not well developed.
- Public Service Act of 1994 (Proclamation 103 of 1994)  
Section 3 (5) (c) of the Act states that if the employee performed duties according to the set standards, he/she should be motivated by performance appraisal and be provided with developmental opportunities. This also could improve the self-confidence that the employers are complaining about in senior management positions.
- Lack of qualifications as a well-known complaint by men, that women lack qualifications. The Employment Equity Act of 1998(Act 55 of 1998) makes the

provision that employees with a potential to grow in the position should be provided with training, skills and development, where areas of performance have been identified as being weak. The employees of Local government in general should take this legislation seriously, especially the Ulundi and Nongoma Municipalities in particular. Section 30 of the Skills Development Act 97 of 1998 (Act 97 of 1998), makes the provision that employers should develop Workplace Skills Plans (WSP), which demonstrates how to provide training, skills and development to employees. The Local Government Municipal Act 32 of 2000 (Act 32 of 2000) section 38 (a) (iii), works together with (Act 97 of 1998) to identify weakness in areas that need to be trained and developed.

- Labour Relations Act 66 of 1995  
Section 14 ss 4 has a provision which clearly states that the employee with poor performance should be assisted by training and development as the first option before considering dismissal.
- Public Service Regulation of 2001  
Provide advice on how senior management should be evaluated using Senior Management Performance (SMS).

Women are under-represented in senior positions, and the study done, shows that it is caused by the fear of competition and risk taking. Women who dislike competition and risk taking are predominantly from rural areas. This could be discouraged by changing the paying system, as the women are the ones who suffer the most in gender inequality. Motivation and development opportunities could assist to improve gender representation and to remove the fear of being in a senior position, as mentioned by Booth and Cardona-Sosa, (2014: 127).

The Federation of Canadian Municipalities (FDM) (2009:2) states that women constitute 50% of the population worldwide, but in decision-making they are not well presented. The common problems women encounter worldwide are the lack of qualifications, low self-esteem, family responsibility and gender stereotypes. The UN as a supporter of gender equity has insisted that there should have been 30% representation by 1995 and 50% by 2000, which would have met their goal. The Millennium Development Goals' (MDGs) objective is to end discrimination against women and was adopted by UN in order to achieve gender equity worldwide, especially in senior management positions. According to the research done by FDM, some other countries used MGDs profitably, like Rwanda, who has met gender equity. In the

Middle East and North American countries there are some discrepancies for example, Canada had 22% women in parliament and in local government women only 23%. In 2005, Ghanaian women used FDM to exchange the information with other women leaders of other countries to improve their performance. They also advised their president to appoint 40% women in parliament during 2008/9 elections.

Vyas-Doorgapersad (2014: 327-330) highlighted that MDGs were designed in order to address poverty regarding both men and women. The MDG 1 does not exclude women, as excluding women could cause gender inequality and impact on the achievement of the MDGs 1. Nongoma and Ulundi municipalities are not the only municipalities who encounter gender inequality, but also Sedibeng District Municipality, as the statistics for 2005/2006 show that 83% of men hold senior management positions, whilst women only hold 17%.

The following section will focus on the development of women in order to compete with men in senior management positions.

### **3.6 ADDRESSING GENDER ISSUES WITHIN STRATEGIC DEVELOPMENT**

According to MCGovern (2013: 90-95), women have to be given first priority when budgeting for development and society has to stop discrimination against women. Countries, in particular local government, should allow female participation in decision-making and stop discrimination so that the goal of gender equity is achieved. Bangladesh is one of the countries which has achieved gender equity and allows women participation, development and accountability. Though Bangladesh has achieved gender equity, they still have problems with an uneven employment rate, as 68.3% of men are employed and whilst 23% women are unemployed. The promised 45 seats for women in the parliament as part of gender equity, has not materialized as women only hold 10% of those seats, whilst 90% the rest are occupied by men. More plans put in place in Bangladesh to achieve gender equity failed, because women are underdeveloped to compete in senior positions, due to limited budgets. South African women in some local government, in particular the Ulundi and Nongoma Local Municipality, are experiencing the same problem as in Bangladesh. South Africa lacks budgeting for women development and mainstreaming that was mentioned in the State of Nation address of 2012. In the 2015 UN Summit it addressed the empowering of young girls and women and expressed that no-one should be left behind. MCGovern

explained that in South Africa the cause of gender equity not being successful, is because members are minimized by being included with other contexts, for example people with disabilities. Equity in the South Africa contexts includes both people with disability and gender.

Rippernaar-Joseph (2009: 58-78) draws attention to the fact that gender mainstreaming is a policy/programme which aims to use legislation practically, in order to make sure that women and men benefit equally in the work environment and removes all discrimination of the past. Gender mainstreaming is the programme that can assist in implementing gender equity successfully in practice. Two approaches are important Gender and Development (GAD) and Women International Development (WID). GAD explains the suppressing of women in the political sphere and inequality, whilst WID assists to make sure that gender equality in the working environment is applied practically. Gender mainstreaming is about both men and women. Men cannot be separated from women; the term gender includes both men and women. It is difficult for the working environment to implement gender mainstreaming where patriarchal mentalities amongst men still exist.

Mosse and Moser (2005: 8-151) highlighted that WID and GAD are more focused on the issue of women inequality problems. This makes men popular, because men in the political sphere are stripped of power. Gender equality and gender mainstreaming are explained as men and women having their own different needs. These goals need to be met by conceding that everyone has equal human rights to benefit equally as the citizens of the country. The goal of the Gender Mainstreaming policy is to ensure that men and women benefit equally in terms of employment and human rights. Gender mainstreaming is for monitoring and evaluating, whether gender equality policies are implemented successfully. For example, is there equal representation in the decision-making processes? The most known gender mainstreaming experts are the World Bank and the Asian Development Bank (ADB). The specialists in gender are Inter-American Development Bank, ADB and UN agencies. Gender mainstreaming has the following objectives as legislation:

- A dual strategy gender mainstreaming combined with targeted actions for gender equality;
- Gender analysis;
- Gender training;
- Support to women to participate decision-making and empowerment; and

- Monitoring and empowerment.

The following section will focus on the history of gender equity in local government in general.

### **3.7 TRACING THE HISTORY OF GENDER EQUITY IN CONTEXTS**

Some employers show an increase in the number of women in senior positions but not in executive positions. The treatment is not the same as of men even if they are in the same position. In countries like the United Kingdom, it will take about 70 years to achieve gender equality, because gender supersedes a look at qualifications when appointing women. Men are preferred in senior positions according to Ellemers and Rink (2012: 164-165).

Goetz and Hassim (2003: 20-24) highlighted that local municipality positions should be dominated by women. The reason being it is where they are known and can gain experience to be promoted to national level. Decentralization was developed in South Africa during the apartheid era. During that period patriarchal thinking was really enforced and traditional authority was applied. Women in South Africa were not allowed to campaign as councilors, a closed list was used. This is unlike Uganda where people were free to campaign for votes. In these two countries women tried to form a women's group where they could caucus about being on the list of councilors, an example of such a group is rural women's groups.

Ellemers, Rink & Barreto (2012: 66-167) mention that organizations that have women in senior positions are good in communicating with their clients and stakeholders which in turn improves production. To improve organizations to work effectively in all spheres, it could be wise to integrate men with women so that different skills and talents could be used. The other reason for gender inequity is stereotyping that tends to believe that women are more focused on interpersonal relationships and work satisfaction. Women should be appointed as they have differed talents from men as mentioned earlier, which could be helpful and more productive in the organization.

Ellemers (2012: 168) explained that some women feel anxiety and no confidence in applying for senior positions, because people do not agree that discrimination is still



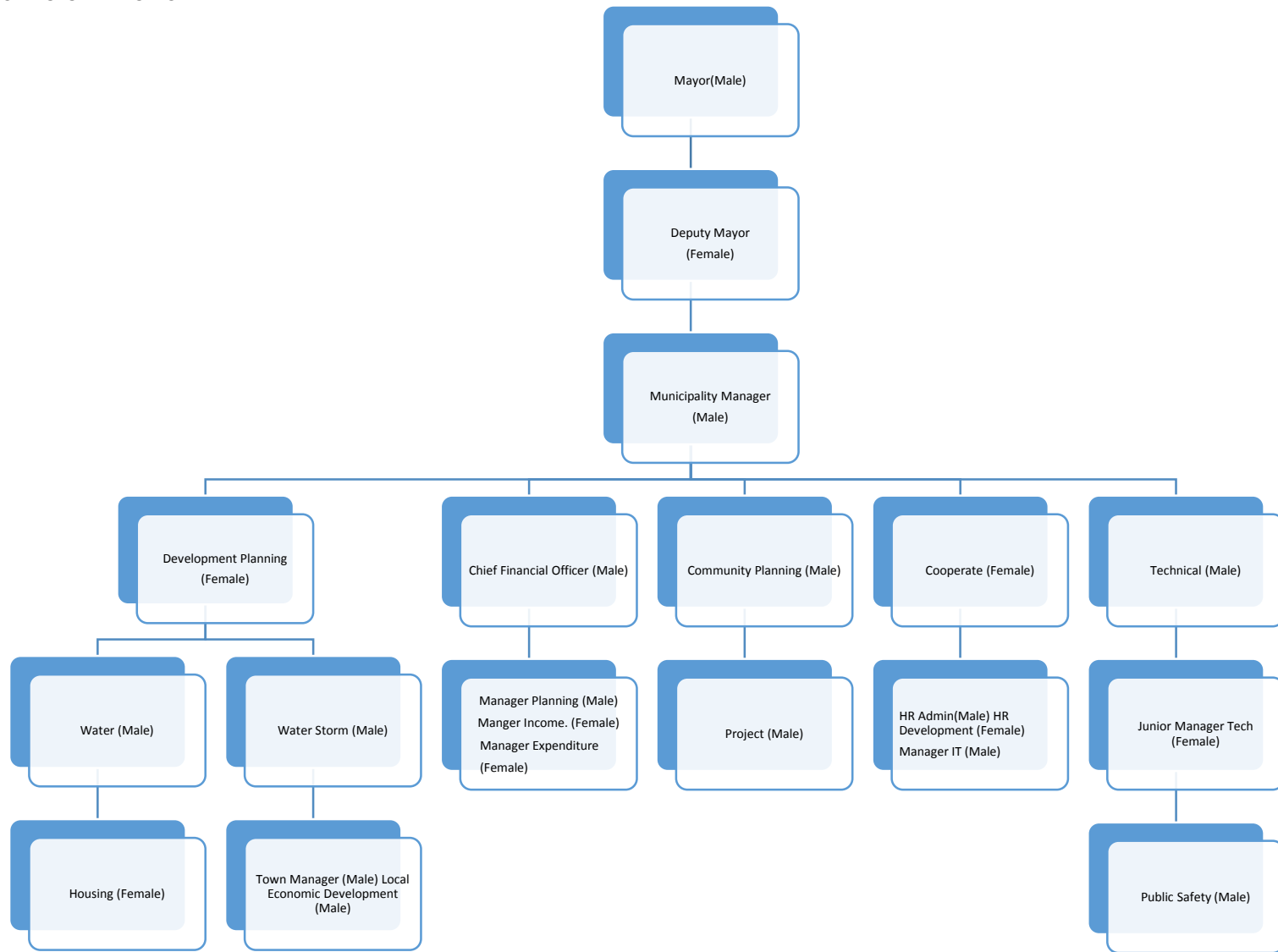
prevailing in some workplaces. Women display different types of leadership, because they do not want to be labeled. This causes them not to perform optimally and sometimes change personalities which could disturb women. In a 'glass ceiling' (unknown barrier that keeps women from being promoted) phenomena, women are rated as better performers when the organization is in a crisis compared to men. However, when organizations are rated as underperforming, it is perceived that people often tend to think females are underperforming.

The following section will focus on knowledge about gender equity in senior management.

### **3.8 KNOWLEDGE OF SENIOR MANAGEMENT REGARDING GENDER EQUITY**

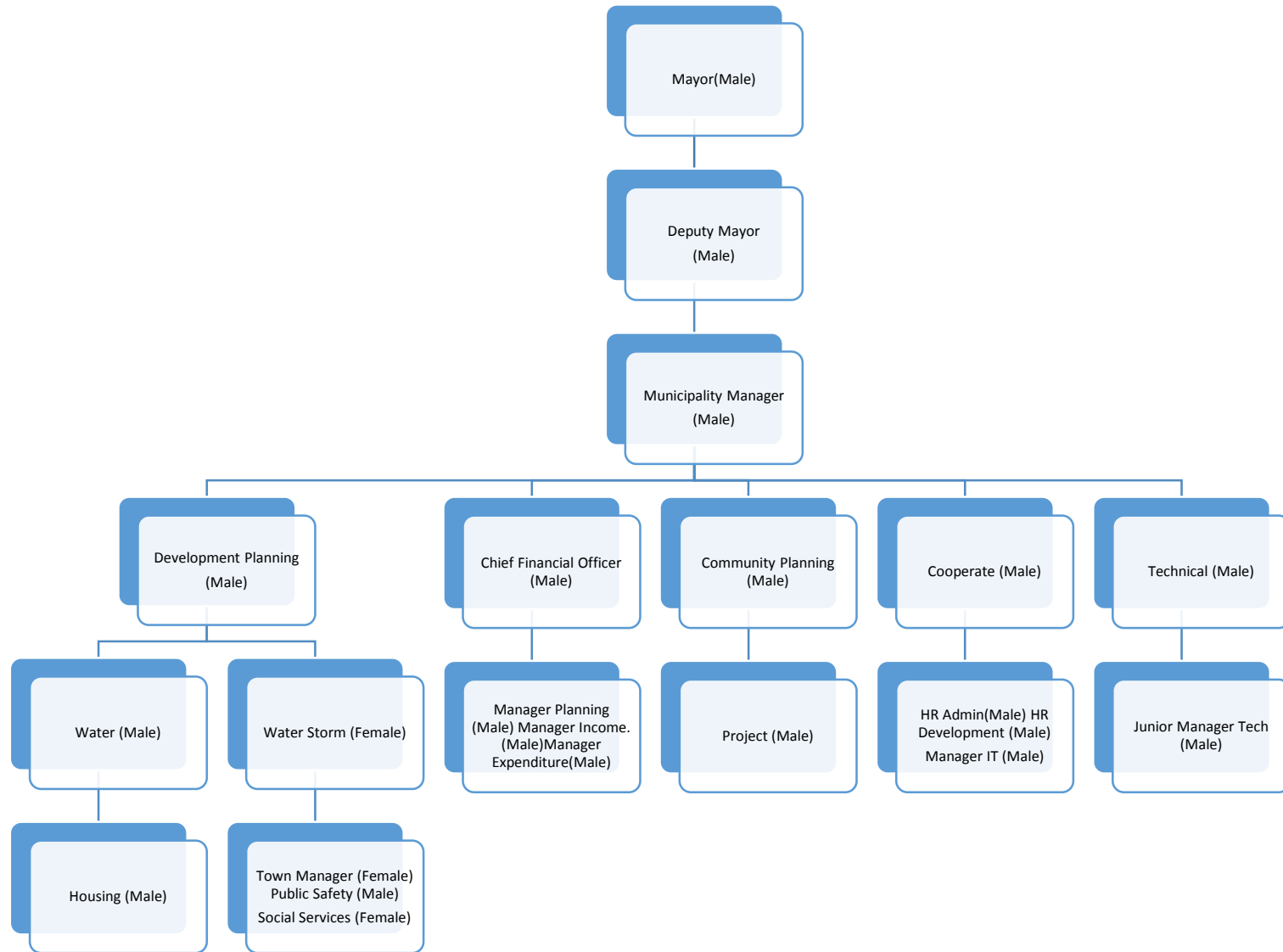
Mills, Franzway & Gill (2005: np) mention that successful implementation of gender equity should not be something for senior managers, but for everyone in the organisation, especially the Human Resource Practitioners (HRP) who are responsible for recruiting, selection and appointing. The gender equity policy should be adopted by everyone because if it is for the senior managers only, the middle managers would be a stumbling block for the successful implementation of the gender equity policy. The other reason that causes the gender equity policy to fail, is that senior management is often male-dominated. Men cannot implement it with success, instead they are often against it. Figure 3.1 below illustrates the organizational structure of Ulundi Local Municipality taken from Ntanda Sikhakhane, the Human Resource office, while Figure 3.2 illustrates Nongoma municipality's taken from Fezile Ntshangase, Human Resource Officer, senior management.

**FIGURE 3.1: ULUNDI MUNICIPALITY**



Source: Ulundi Municipality

**FIGURE 3.2: NONGOMA MUNICIPALITY**



Source: Nongoma Municipality

Carvalho, Ozakanli & Machada-Taylor (2012: 46-48) draw attention to the fact that the South European countries, like Portugal and Turkey, had the same problem that is experienced by the African countries. South Africa is a typical example in local government, with particular reference to the situation in the Nongoma and Ulundi municipalities. These two European countries are declining in gender equity in their workplace, because they specifically choose not to employ women. The research done in 2006, as stated by Carvalho, Ozakanli & Machada-Taylor (2012: 46-48), demonstrated that the causes of gender inequality in Portugal and Turkey are social, cultural, and to do with norms and values of the country, despite the legislation that has been developed to support gender equity. The causes experienced by European countries are almost the same as that experienced by African countries. The other reason that cause a low rate of women equality, is the low status of qualifications because of the past discrimination of gender and race, as also mentioned by African countries and in particular the South African local government.

Rao and Kelleher (2005: 61) listed the problems that cause gender equity as legislation not well implemented, monitored and evaluated as follows:

- Attitude and behavior to accept that women could be managers. Socio-cultural matters that regard women as not being able to be superiors;
- Clear understanding of gender mainstreaming, which is not about women only, but men are also included; and
- Lack of support of senior management, as mentioned earlier that it is usually a male-dominated position and males cannot implement gender equity with success, as many are against it.

Kadyrkulova (2008: 11) highlighted that no people are born leaders, but are born with the features of a leader. To be a leader, one needs skills which are acquired in study, for example, at university or college level. People with features of leaders are natural leaders. The author further describes natural leaders as people who inherited it but it cannot work on its own; it needs to be supplemented with skills. Born leaders could be men or women. However, men are dominating in leading positions. Leadership and management are the same but there is a small difference. Leaders let the people under their supervision grow and work together with their supervisees to find more information, if there is something they do not understand. Leaders work together to solve the problem and celebrate the achievement for the work done.

Schmidt and Moller (2011: 31) explain stereotypes as the generalization about the group of people based on cultural background, beliefs and norms on how people perceive a certain group of people. Carvalho, Ozakanli & Machada-Taylor (2012: 48-50) highlight that Turkey, Portugal and South Africa have increased the number of universities after the democratic government from 4 to 118, 29 to 77 and 32 respectively. All these increases were accompanied with high numbers of female students, but still these three countries experience gender inequality. Despite the fact that women had tried their best to develop themselves through universities and laws that are against discrimination, inequality still persists.

Kadyrkulova (2008: 12-13) continues saying that men usually have autocratic leadership, while women have mixed autocratic and democratic leadership styles. Autocratic leadership gives clear direction on what is needed and takes all decisions; it does not allow others' views. In contrast, democratic leadership provides guidance on what is to be done and allows the members of the group to voice their views. This is the most effective leadership style. Democratic leadership often entails a charismatic style of motivation to lead people, has clear goals and a commitment to the work. Women are said to have required interpersonal skills and empathy.

Schmidt and Moller (2011: 34-39) also highlighted that women and men differ in the way they lead. The major difference between men and women leadership is that women are relationship-oriented while men are more task-oriented. Task-oriented is explained as a managerial style that focuses on the goals of the task, whereas relationship-oriented is defined as manager goal achievement through good relationships, which is rewarded by good performance. Women are well-known to give more rewards to motivate their supervisees and to have concerns about the wellbeing of supervisees. This kind of management brings positive performance in the organization. Through this kind of management by women, the employers could prefer women managers and in so doing, contribute to meeting the goals of gender equity. Schmidt (2011: 45) holds a view that a good manager is the one who has an undetermined gender, in other words, have both qualities for men and women as a manager.

Schmidt and Moller (2011: 33) concur with Kadyrkulova by saying that the behaviour of men and women is caused by cultural socialization and social norms that caused women to feel that they are inferior to men. These cause women to behave the way people expect them to behave. Dependency of women on men is caused by mothers

who teach young daughter to be dependent on young boys. Young boys are taught that when they became older, they must find a wife who is submissive, otherwise she will not make a good wife. This should be discouraged so that young girls will know while they are young that they can be independent and possess the potential to do anything at work, as men do.

Kadyrkulova (2008: 24) differentiates between male managers and female managers by saying that females are gentle, kind, helpful, cooperative and collaborative, while their male counterparts are controlling, assertive, aggressive and competitive. Behaviourally, men are perceived to display more conflict than women. Women are seen as more productive and motivated to do the task at hand. Schimdt and Moller (2011: 33) added to what Kadyrkulova highlighted that women are also talkative and sensitive, while men are courageous, better at abstraction and good at problem-solving.

The following section will focus on different challenges that women faced in senior management positions.

### **3.9 CHALLENGES FACED BY WOMEN IN SENIOR MANAGEMENT POSITIONS**

According to Bottaro and Stanley (2011: 203-204), women's legal status was placed in context during the democratic era. Legislation was initiated, but the challenge remained with the implementation thereof. Women continued being faced with poverty and no quality education although there were slight improvements in the national parliament from 13% to 30% in 2000. Women from rural areas are most affected by poverty and being unskilled. The former chair of the parliamentary committee, Preggs Govender, between 1994 and 2000, mentioned that women will not achieve quality life if the politicians are not committed to ensure that the legislation and policies are implemented successfully and continuously monitored.

Lehobo (2011: 21) pointed out that women are faced with various problems which prevented them from reaching the 'glass ceiling'. Kayi (2013: 6) explained the 'glass ceiling' as the burden that stops women from being promoted to senior management positions. Kayi suggested that 'lybrith' should be used to assist women to fight against the metaphor of a "glass ceiling". Lybrith is described as an unfamiliar way to promote women which is unknown to others. In Greece *firstly*, women are faced with the problem

of stereotyping that claims women lack experience, qualifications and power to be in senior management positions. *Secondly*, word of mouth is used instead of using proper advertising where everybody could access the information regarding the availability of senior positions. *Thirdly*, women are not committed to their careers, due to having their family responsibility, which could hinder their good performance.

Kayi (2013: 12) highlighted that another stereotypes that is revealed named as the women are demonstrate unfit to be managers as being Heges, Tag question and Verbosity and directness. The author continues giving explanations of these stereotypes as follows: Heges describes it as the statement that minimizes confidence by using phrases like 'uh' 'um'. The Tag question is described as where the listener has to repeat what is being said. Verbotism uses several words with "the" which has same meaning in one sentence.

Lehobo (2013: 26) argued that women lack qualifications to be promoted in senior management positions. Organizations should network in order to meet gender equity by, for example, contacting universities for leads because when one applies for a Masters in Bachelor's Administration (MBA), the main requirement amongst others is five years' experience in management. Women have collaborative and participative leadership styles which allow every member to speak out what is in their mind about work and opinions and give their inputs which could lead to good performance in the workplace. Women plan for longer periods compared to men.

Lehobo also highlighted (2013: 45-47) that women are more qualified than their male counterparts, according to a study done in United Kingdom (UK). Being qualified means women can work independently and produce good performance at the same time. Qualified women have confidence in whatever they are doing and show more competitiveness, which could in turn lead to good performance. Kayi (2013: 7) revealed that some organizations demotivate women to work, by changing working conditions into conflict with family responsibility which results in women resigning from work. This situation could lead to organizations complaining that women lack experience, as mentioned earlier. Kayi (2013: 17) advises that for employers to be successful to meet the goal of gender equity, employers need to be aware of the following six aspects to assist women to progress in senior management positions:

- Aspiration, motivation-training and development would assist attitude and motivate everyone in the local government;
- Career object-knowledge what is required of them for the particular position;
- Exposure to the line function in career–training to be aware of their duties;
- Proposition of women in senior management positions and monitoring;
- Success in career modeling in position; and
- Development and training in different skills.

The Employment Equity Act 55 ss 2 states that there should be reasonable accommodation for the designated groups in order for equal employment opportunities to be presented in the workplace. Retain and develop people from the designated group. Skill Development must be in place to improve skills and development. In 2003, Cell C in South Africa initiated a project that was aimed to increase presentation of women “Take a girl child to work day”. This initiative could be adopted by local government, in particular the Nongoma and Ulundi municipalities to meet the goal of gender equity.

Mekwa (2012: 46) concluded that in order for an employer to meet the goal of gender equity, unqualified women must be developed. Government has provided the way forward to solve those challenges through the Skills Development Act of 1997 Section 2 ss 1:

- To improve training and skills of South African society by improving the lives of workers by increasing labour mobility. These will increase performance and service delivery at all levels;
- To motivate employers to allow employees at their workplace to take it as a learning curve. This act recognizes that employees could work the extra miles to improve themselves and appoint designated groups who find it difficult to be appointed;
- To motivate employees to participate in leadership positions, developmental programmes and mentor and provide development opportunities to designated groups to be qualified in senior management positions; and
- To improve recruitment and selection processes to accommodate previously disadvantaged group to redress imbalances of the past.

Mekwa mentioned that development and training is the key to achieve the goals of gender equity. The White Paper on Transformation of Public Service (WPTPS) of 1995, with its vision and mission on Chapter 2 that says that government is willing to provide skills and development with the aim to reduce poverty and increase performance. It promises fair labour practices to all South African citizens irrespective of race, gender



or colour. In the mission, it is clearly stated that everyone, as citizens of South Africa, must be equally involved in transforming the system of governance.

Chapter 3 of WPTPS challenges the South African past encounters that are listed as follows:

- Lack of responsiveness in terms of race, gender and disability;
- Lack of transformation as others are still the agents of the apartheid;
- Fear of change - men are afraid of their female counterparts at the workplace as mentioned earlier; and
- Resistance to change - in many cases authors mention that women are unqualified, which is not true, but merely a way for men who want to sabotage the process of equality.

Chapter 10 of WPTSPS of 1995 deals with equal representation of a non-sexist and democratic society. Women have difficulty being promoted to senior management positions which is in contradiction with the laws of democratic government, and steps should be followed to guard against it:

- Laws do not allow discrimination on bases of race, gender and disability;
- Clear procedure for the recruitment and promotion to ensure equal employment opportunities; and
- Promotional attitudinal change especially from the employer to ensure commitment to affirmative action.

Tlhatlosi (2010: 9-22) highlighted that in order to understand past discrimination, habitus should be fully studied. Habitus is defined as the history of the things (discrimination) that prevailed in the past and that are still present, and how it should be corrected in an informal way. The author further advised how employers could benefit effectively in implementing gender equity, as well as diversity. Tlhatlosi continues numbering of benefits like good performance, positive working environment and employees who become motivated and committed to work. The problems that employers could encounter are that females are being inferior to their male counterparts. Tlhatlosi advises employers regarding strategies on how diversity and gender equity can be implemented effectively. Development must not be for the management only, but for everyone in the workplace. Everyone should be included in the decision-making processes regarding development and training.

The following chapter will provide more information on the research methodology used for this study.

### **3.10 CONCLUSION**

This chapter highlighted that during the apartheid era South Africa was ruled by a government of segregation. After 1994, South Africa became a democratic country where all citizens were to enjoy equal treatment in the employment industry. In the current dispensation, women still suffer inequality in some working environments as a result of past discrimination. Government has put in place various legislation and policies to correct the past imbalances, but those policies and legislation are not well implemented.

## **CHAPTER FOUR**

### **Research Methodology**

#### **4.1 INTRODUCTION**

This chapter will elaborate on the methodology used in the research on gender equity. The purpose of the study is to ascertain challenges that hinder women to be promoted to senior management positions. Challenges identified throughout the study need to be addressed to equalize career opportunities for everyone as citizens of the country.

This chapter refers to the literature that was utilized, including books, academics journals that are found in the university archives, legislation, internet, newspaper articles, dissertations and news broadcasts regarding promotion of women to senior management positions. Furthermore, this chapter provides information about the research design, research paradigm, research samples, data collection, data analysis, target population and ethical considerations of the study.

#### **4.2 LITERATURE REVIEW**

Sub-topics for the literature review were obtained from the objectives of the study to provide a framework for the research topic. The literature review provides information from various books, academic journals from university archives, published and unpublished theses and dissertations, newspaper articles, legislation and news broadcasts.

#### **4.3 AREA OF THE STUDY**

The geographical area of the study was Northern KwaZulu-Natal in South Africa. Nongoma and Ulundi local municipalities are situated in the deep rural areas of KwaZulu-Natal, where there is high poverty rates, especially amongst women. Ulundi and Nongoma local municipalities are under Zululand District Municipality, which is divided into five local municipalities. Nongoma has 21 wards and 21 villages, while Ulundi has 11 wards and 26 villages. The population of Nongoma consists of 191348 and Ulundi 188317, according to the census of 2011. In both Nongoma and Ulundi municipalities, women primarily make their living with agriculture, as a means of income, due to the fact that they are not well educated. Nongoma and Ulundi Municipalities were

chosen out of the five local municipalities under Zululand, since the highest rates of gender inequality is prevalent in these municipalities.

#### **4.4 AIMS OF THE STUDY**

**The aims of this study are to:**

- Identify the current governance arrangements for employment equity in local governance, and more specifically, Ulundi Municipality;
- Ascertain if the gender equality policy is properly implemented in the municipality;
- Understand the policy and legislative framework on gender equity in the municipality;
- Examine the knowledge of senior management of the Municipality regarding the gender equity policy; and
- Relate the practice of gender equity and representation of women as an enabler to good governance.

#### **4.5 RESEARCH METHOD**

In this study, qualitative research was used in order to find more information about women and men in senior management positions. Mouton (2001: 207) defines qualitative research as the studies which tries to understand the internal behaviour and attitude of the subject. The qualitative method gives choices to employ different instruments of data collection, as in this study where the literature review, questionnaires with structured questions and a case study method was used. Qualitative methods also provide data that are in the form of words and images from documents and observations. Qualitative research works well within natural settings and whole contexts. Kayi (2013: 44) also differentiates between the research design and research method. Research design is the way in which the research is going to be conducted while the research method is the process that is to be followed to conduct the research. In this research, the qualitative method was used to understand, rather than explain, behaviour.

#### **4.6 RESEARCH DESIGN**

According to Mouton (2001: 278-283), case studies deals more with the behaviour of the subject. Case studies can also be used to understand families' social grouping and organization. In this research, the case study will be used to understand attitude and

behaviour of the employee of the organization. Understanding the behaviour of employers, in this case men (as a variable), the case study becomes more useful. Case studies use the following principles to make research more clear:

- Conceptualization using questions to define concepts. Conceptualization assists in explaining the behaviour of the variable (men) which influences discrimination against women;
- Contextual detail to provide more information about data collection, research design and research analysis;
- Multiple sources of data to avoid generalization. In this study, questionnaires will be used, as well as computer-assisted technology; and
- Analytical strategies assist in organizational findings. Findings are tested to ascertain whether they match the previous and present results.

According to Sechongo (2013: 26), the research design provides clear direction of data collection which provides optimal information about the situation being researched in the organization. One of the benefits of using a case study is to obtain detailed information, and the other benefit is saving time.

#### **4.7 SAMPLING**

According to Mouton (2001: 164-165), sampling is the process of choosing the subject which is intended to be studied that will be used to generalize the research. Probability sampling was employed. The purpose of sampling is to choose the most suitable participant that will represent the population instead of studying the whole population. Sampling is the smaller number of the object of the organization with the same features, which will represent the whole organization, instead of studying the whole organization in itself, explains Sechongo, (2013: 28). Table 3 presents the research participants at Ulundi Municipality, while Table 4 shows the research participants at Nongoma Municipality.

**Table 4.1: Sample size of Ulundi Local Municipality**

<b>Sample size</b>	<b>Senior management</b>	<b>Implementers</b>	<b>Targeted group</b>	<b>Other</b>
20	Integrated Development Plan manager  Performance manager  HR manager  Control and safety manager  Budget Expenditure  Tourism manager  Manager of the office of the municipal manager  Transport services manager	Ulundi local municipality Nongoma local municipality	Men 5 Women 5	Senior HR  2 Employees in different sections
Empirical research	Distributed questionnaire and assisted in completion	Individual	Questions	Questions
Number of participants	10	1	10	10

**Table 4.2: Sample size of Nongoma Local Municipality**

Sample size	Senior management	Implementers	Targeted group	Other
20	HR manager  Communication manager  Tourism manager  Finance manager  Expenditure manager  Transport service manager  Performance manager  Integrated Development Plan manager  Control and safety manager  Budget  Control and safety manager	Nongoma Local Municipality	4 Males  5 female	5 male employees in different sections
Empirical research	Distributed questionnaire and assisted in completion	Individual	Questions	questions
Number of participants	12	1	10	10

### **4.7.1 Sampling Technique**

Mouton (2001: 164) explained the sampling technique as the method to find subjects for target population. The study employed two types of sampling, namely: random sampling and stratified sampling.

### **4.7.2 Random sampling**

Mouton (2001: 189-190) highlighted that in random sampling, everyone has a chance to be chosen. Participants were first given numbers and then automatically chosen. Random sampling was employed in this study to avoid biasness and generalization.

### **4.7.3 Stratified sampling**

Stratified sampling was employed in this study to avoid errors in ensuring equal representation of the population, as explained by Mouton (2001: 191). The subjects are firstly arranged according to age, gender, position, qualification, experience and section, before doing the sampling. Stratified sampling assists to ensure that the correct number of population is chosen. Stratified sampling is the most representative of all other techniques of sampling.

## **4.8 DATA COLLECTION**

Hisser-Biber (2011: 255-258) provides an overview that states that case studies are mostly used in problem-solving. In this study, the problem of poor implementation of the gender equity policy is explored. This problem could be best researched using the case study approach as a method of data collection. The case study is defined as a thorough exploration or going deeper to find the real cause of the problem, as is the case in this instance of poor implementation of the gender equity policy. The use of a case study could assist in gaining a better understanding of the gender equity policy. As this research employs the case study approach, it is allowed to use more than one method to collect data, for examples, the questionnaires and the Statistical Package for the Social Sciences (SPSS). The secondary type of case study evidence that will be employed is documentation, so that it could be available for future use and referencing. The author also mentions general types of cases studies - one of it is multiple case studies which allow research about the topic from a larger population. In the study two, local municipalities are being studied, Nongoma and Ulundi Municipality.



According to Mouton (2001: 258), qualitative research tries to understand, rather than explain, the behaviour and attitudes of the subjects, while quantitative research is defined as the research method which relates to numbers, attitudes of the subjects, has assigned numbers or it is statistical control, the quantitative research uses numbers while qualitative uses words.

In this study, qualitative research was used to understand the behavior and attitude of males towards their female counterparts. Data was collected using questionnaires. Emails were used to send questionnaires to the participants and to remind them about appointments in order to collect the completed questionnaires.

#### **4.8.1 Questionnaires**

Mouton (2001: 260) further explains that the questionnaires should be provided with information on how it should be completed in each section.

**4.8.2 Advantages of using questionnaires**, as mentioned by Mouton (2001: 258-260), are as follows:

- When using questionnaires the response rate is reliable and valid;
- The purpose of using questionnaires is to prevent biased information;
- It could be hand delivered to the respondent or could be emailed;
- Participants could act as interviewers if the questions are clear and understandable;
- Cheaper, economy is gained *via* built-in limitations on depth of data gained;
- Participants may seek information from others, check records and think about the question with no interruption;
- If the participants are convinced that questionnaires are anonymous, they may freely report attitudes and behaviours with no fear of embarrassment;
- It is a useful way of data collection on sensitive topics; and
- Same questions may be asked to all participants.

#### **4.8.3 Disadvantages of using questionnaires**

- A questionnaire also has its disadvantages, as not all the questionnaires will be completed and returned; and
- Some participants may understand questions incorrectly.

#### **4.8.4 Considerations with questionnaires**

Mouton (2001: 259) highlighted items that had to be considered while compiling questionnaires as follows:

- A general rule for questionnaires is that it should be spread out and not squeezed into one page;
- For data to be reliable and valid, the same questions should be asked to all participants;
- The Likert scale should be used, as the study intends to find out more about attitudes and behaviour of employees and employers towards gender equity; and
- Questions should be clear with clear instructions so that it could be easier for participants.

The questionnaires were compiled to find out about gender inequality at the Nongoma and Ulundi Municipality. Questionnaires included the age, gender, position occupied and highest education qualification. It also consisted of questions and statements which were taken from the literature search. The questions and statements also included women's emotions when they have the confidence that they are suitably qualified for a position and yet don't get it just because of their gender. Questionnaires were designed, using a Likert scale that consists of a five point rating scale. The permission to enter the two local municipalities were obtained from the respective municipal managers and received *via* email (appendix A and B respectively). Consent forms with full details about the study were sent to participants *via* email to request the participation (appendix C). In the consent form, research procedures and benefits were included, confidentiality was assured and procedures for collection were explained. Questionnaires were conducted with senior managers as part of the empirical study. Separate questionnaires were designed for the Municipal Manager (appendix D), male senior and junior manager (appendix E), male and female senior and junior employees' questionnaire (appendix F).

#### **4.8.5 Content of questionnaires**

Mouton (2001: 18) provides examples of the design of the questionnaires. In each section, instructions are provided on how to complete the questions. Ethical considerations were included in the questionnaires to allow participants to freely answer the questionnaires.

The following information of participants was required in the questionnaires:

Age, gender, highest qualification, years of experience and position

#### 4.9 TARGET POPULATION

It is not possible to include everyone in the study at the two local municipalities of Nongoma and Ulundi. It was however, important to select a good sample to represent the two municipalities. During selection of the target population for the study, emphasis was on the senior and the middle managers of the Nongoma and Ulundi Municipalities. Women and men were identified as the target population for the study, as shown in Figure 5.1 Ulundi municipality and Figure 4.3 Nongoma municipality. The questionnaire was designed to highlight gender inequality and discrimination that women are experiencing in senior and middle managers. Figure 4.4 depicts the staff members of Ulundi Municipality and Figure 4 shows staff members of Nongoma Municipality. According to Esternhuizen (2008: 85), the population is defined as any object with the same features, for example employees of the Nongoma and Ulundi Municipalities.

**Table 4.3: Ulundi Local Municipality**

Occupational	Male		Female	
	Black	Whites	Blacks	Whites
Top management	7	0	3	0
Senior management	4	1	3	0
Junior management	4	0	3	0

**Table 4.4: Nongoma Local Municipality**

Occupational	Male		Female	
	Black	Whites	Blacks	Whites
Top management	7	0	0	0
Senior management	2	0	2	0
Junior management	3	0	1	0

A list of staff members was obtained from the human resource department. Questionnaires were emailed on the 22<sup>nd</sup> October 2015 and collected on 23<sup>rd</sup> October 2015 in Ulundi Local Municipality. In Nongoma Local Municipality, the permission was delayed by unforeseen circumstances and was obtained on the 02<sup>nd</sup> November 2015. The survey research was conducted on the 13<sup>th</sup> November 2015.

The Ulundi Municipality has 638 employees with 386 females and 252 male employees. The total numbers of managers are 6 females and 17 males. The survey was conducted on top managers, senior managers and senior employees of respective local municipalities. Nongoma Municipality has 386 employees with 127 females and 259 males.

Participants consisting of male and female employees of the respective local municipalities provided the following information:

- How the local municipality operates, in terms of promotion of gender issues;
- How difficult or easy it is to be promoted to senior management positions especially for women; and
- Whether the local municipality does consider gender equity or accommodates women where there is a vacant post.

#### **4.10 DATA ANALYSIS**

According to the Mouton (2001: 268), the objective of data analysis is to show better understanding of the study. It involves labeling and coding the information obtained during the research study. Maseko (2013: 18) described data analysis as the repeated pattern of different participants' behaviour that is shown during the study. Patterns are identified and interpreted in order to provide a summary of the result of the social theory.

This study will employ content analysis. Content analysis uses categorizing and indexing in order to understand the study and it was useful for the study.

Micmillan and Schumacher (2010: 367-370), highlight that analyzing data in qualitative research method starts during the beginning the data collection stage and at the end of the data collection process. Data analysis in qualitative method is an inductive process of putting together data into categories and identifying patterns and relationships of data to summarize. In this study, questionnaires were employed and participants who requested support in answering the questions, were assisted to complete the questionnaires. Inductive analysis is to summarize the data into meaningful themes that make sense. The inductive process has four phases which has to be followed in order to interpret, code and categorize data into meaningful themes. The four phases are visual representation, patterns (themes and concepts), coding and categorizing.

A systematic process was followed to categories and integrate the data, as is shown in the next chapter of the study. Data analysis in the qualitative method has seven steps to be followed, in order to be successful, as follows:

- Collect data

Data could be collected using different instruments, for example, in this study, questionnaires were employed to collect data;

- Data transcript

In this study, questionnaires were employed, notes were taken during follow up questions, as participants requested assistance;

- Data coding

Coding is the grouping and use of similar thoughts by different participants.

- Forming categories

Are formed through coding and putting together words to form categories.

- Discovering patterns

Familiar coding will form categories that will assist in the findings of the study.

- Developing patterns

Reliable data was collected at an early stage.

In this study, qualitative research methods were employed. In addition, memo writing and coding approaches were employed to organize data that was collected during the investigation, as stated by Maseko (2013: 18).

Once questionnaires were completed and returned, data was analyzed in Microsoft Excel and the use of statistical packages for social science (SPSS) to analyze the results. Graphs were drawn to interpret the results of the study.

#### **4.11 CRITERIA FOR MEASUREMENT**

Mouton (2001: 5) draws attention to the fact that research, which is scientific knowledge, should be accurate, valid and reliable. Accurate is defined as there is enough information to believe that it is accurate. Scientific knowledge is defined as the knowledge gained through scientific research and collective investigation. 'Valid' is defined as the instrument being used in the scientific research, measuring what is supposed to be measured in order to produce valid results. 'Reliable' is defined as the instrument (questionnaire) being used, providing the same results if the research is repeated using the same test.

#### **4.12 ETHICAL CONSIDERATIONS**

According to Mouton (2001: 521-523), ethics is what your instincts tell you is right and is right for others. Ethics are morals which deal with rights or wrongs and a conforming standard of conduct in a particular group. Research should be voluntary; none of the participants should be forced to participate in the research, since the research could require the subject to reveal information that might be sensitive. Protection of identity is essential and should anonymity and confidentiality be infringed, it could destroy participants psychologically. Research requires information that may cause uneasiness from participants and those questions should rather be avoided.

#### **4.13 LIMITATIONS OF THE STUDY**

As senior management was not always available at their working stations, due to working outside, it was difficult to find them. Secondly, managers who were present had limited time due to being involved with an audit. In terms of having quality information, senior management had enough information in their offices. Challenges were experienced during interviews, due to an open plan office environment where privacy is limited. The lack of privacy made the sharing of information problematic, since individuals were afraid that their neighbours might hear what they were sharing when

making follow up questions on questionnaires. Some participants agreed to participate in the study at first, but when the questionnaires were collected, it reveals that some were reluctant to participate in the survey. The Municipal Manager of Ulundi Local Municipality was on sick leave and the acting Municipal Manager did not complete the questionnaire, as he did not have enough information given that was the new in the position.

#### **4.14 CONCLUSION**

This study provides more information on effectiveness of legislation in local government in promotion of women in senior management positions. The Republic of South Africa has established and implemented various legislations in gender equity for example, the Employment Equity Act 55 of 1998 (Act 55 of 1997), the Labour Relations Act 66 of 1996 (Act 66 of 1996) and the Constitution of Republic of South Africa 108 of 1995. These Acts were established to correct the past imbalances that prevailed during the apartheid era. This chapter focuses on research methodology that was employed. This study, further explained data collection, analyzing of data, ethical considerations and limitations of the study.

The following chapter illustrates results of the study, analyzing of results and also provides recommendations and the conclusion of the study.

## **CHAPTER FIVE**

### **Findings, Conclusion and Recommendations**

#### **5.1 INTRODUCTION**

The previous chapter discussed the research methods used in the study, data collection and how the questionnaire was formulated. The aims of the study was highlighted and the research design used, sampling together with the target population, data analysis, criteria for measurement, ethical considerations and limitations of the study were discussed.

The findings of the empirical study are discussed in this chapter. This is followed by a succinct conclusion of the overall study undertaken, regarding the gender disparity that exists in the Nongoma and Ulundi Municipalities and local government with a focus on some turnaround strategies. Some key recommendations in relation to the research will be represented in this final chapter.

The questionnaire (annexure D) has two sections. Section A with biographical details of participants and section B with main issues of the study. Twenty five questionnaires were distributed to management and twenty questionnaires were completed with senior/junior management. The questionnaire of employees has two sections, section A with biographical details and section B with main issues of the study. The Statistical Package for Social Science (SPSS) was utilised to analyze the data.

#### **5.2 RESEARCH FINDINGS:**

##### **SECTION A: NONGOMA AND ULUNDI MUNICIPALITY SENIOR MANAGEMENT**

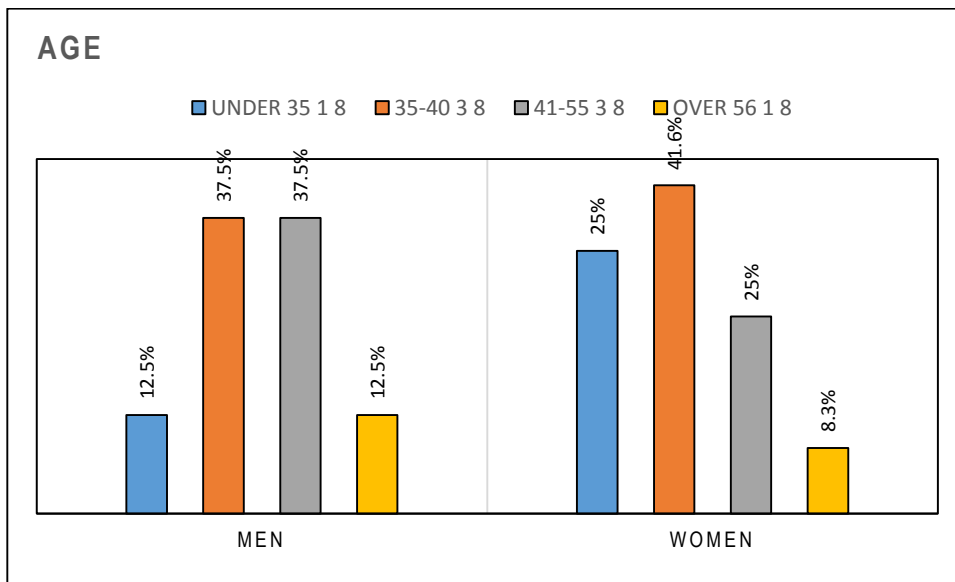
###### **5.2.1 Age**

The age group was divided into 4 groups. Women under 35 years of age made up 25% of the sample, the ages between 35-40 years of age had 41.6%, and 41-55 years of age had 25% female representation. Females were represented in the 56+



group with 8.3%. Twelve and half percent of males were under 35 years of age, 37.5% were between 35 and 40 years of age, 37.5% were 41 to 55 years of age and only 12.5% were in the 56+ group, as illustrated in the graph (Figure 5.1) below. The total number of participants in the under 35 year's category was 25%, 35-40 years was 40%, 41-55 years was 30% and 5% in 56+ was none.

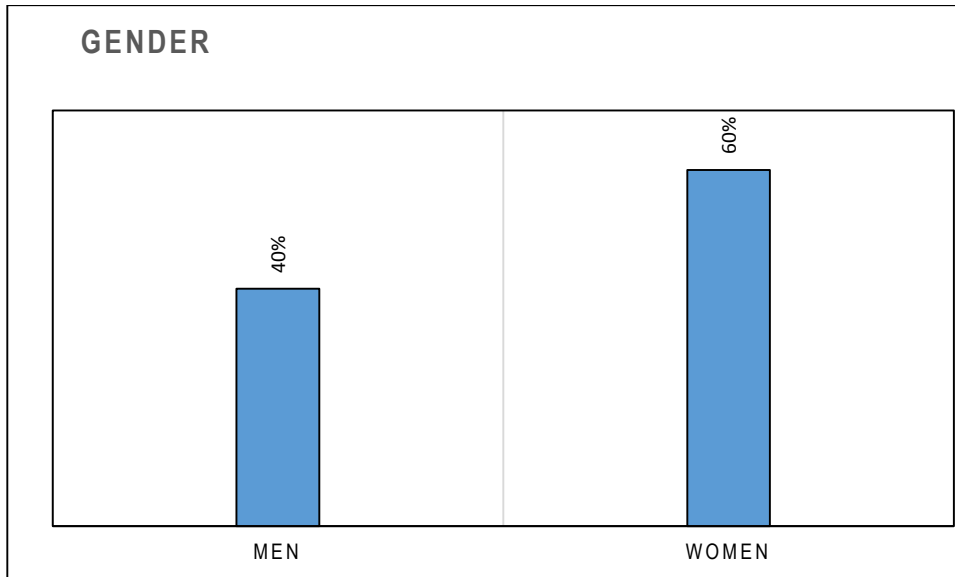
Figure 5.1 Age and gender representation



### 5.2.2 Gender

The majority of participants were female - 60%, while male participants made up 40%. Questionnaires were distributed equally to men and women, more women returned completed questionnaires than men, as shown in the graph below (Figure 5.2).

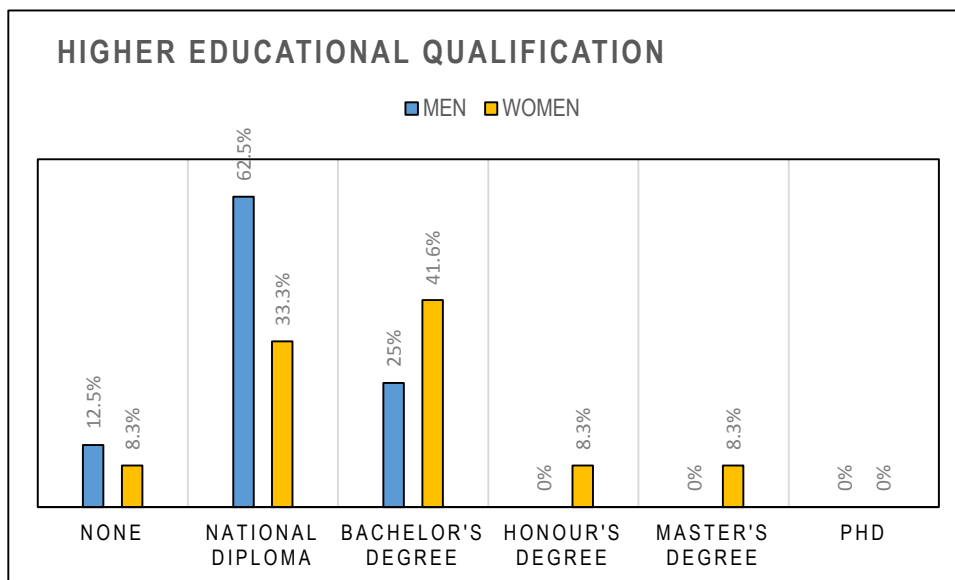
Figure 5.2 Completed questionnaires



### 5.2.3 Higher education qualification

Participants were required to provide their post-school qualifications. Of the women, only 8.3% had no educational qualification, 33.3% had national diplomas, 41.6% had bachelor's degrees, 8.3% had honours degrees and 8.3% had master's degrees. Of the men 12.5% had no qualifications, 62.5% had national diplomas and 25% had bachelor's degrees. A summary can be seen in Figure 5.3 that follows. Results of this study, concurs with Lehobo (2013: 45-47), that gender inequality is not caused by the lack of qualification in women. Women are more qualified than their male counterparts.

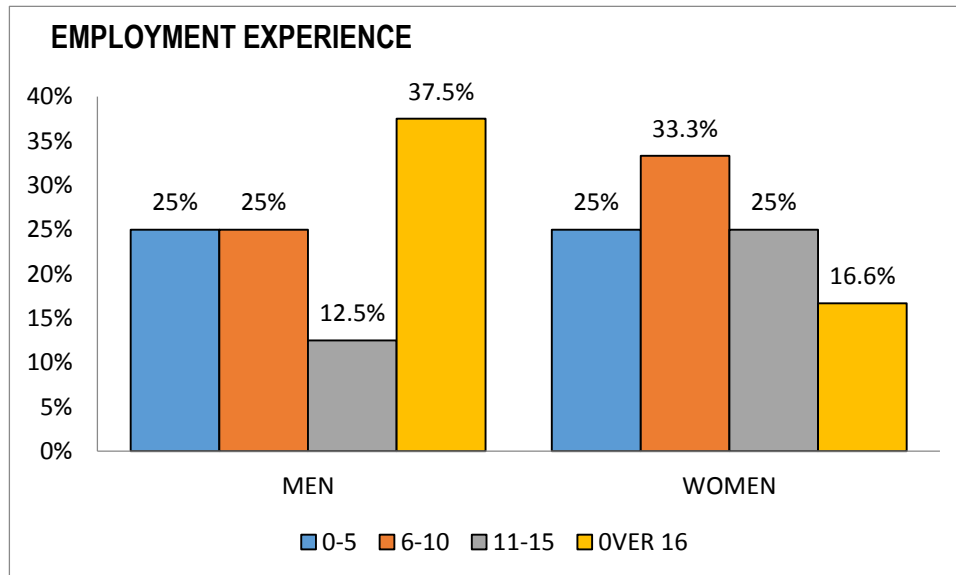
Figure 5.3 Educational qualifications



### 5.2.4 Employment experience

The number of years of work experience of participants was distributed into four categories. As depicted in Figure 5.4, 25% of women were in the 2-5 years category, 33.3% in the 6-10 years, 25% in the 11-15 years and 16.6% in the 16+ years. Twenty five percent of men were in the 0-5 category and 25% in the 6-10 years, 12, 5% in the 11-15 years and 37.5% in the 16+ year's category. The combined numbers of participants showed the following percentage: 25% 0-5 years group, 30% in the 6-10 years group, 20% in the 11-15 years group and 25% in the 16+ year's group. Lehobo (2011: 21) highlighted that it is not the fact that women lack experience, but it is equated to only the stereotypes that exist in the organizations.

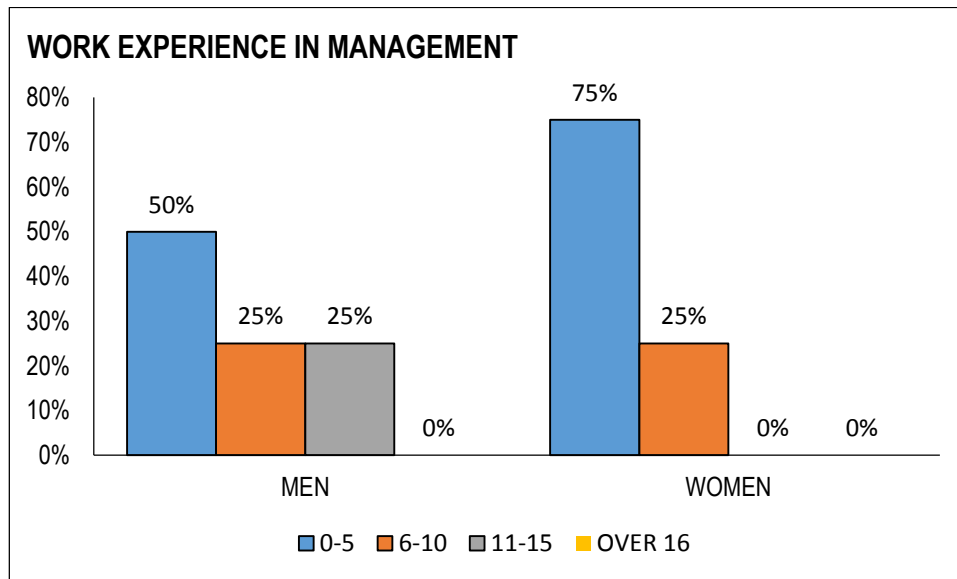
Figure 5.4. Employment experience in years



### 5.2.5 Work experience in management

The management experience of participants was captured and distributed into four categories. As depicted in Figure 5.5 in the female category, 75% of women have 0-5 years of experience, whilst men scored 50% in this category. In the male category, 25% had 6-10 years of experience, and 25% had 11-15 years of experience. Women had 25% in 6-10 years of experience group. When combining the total number of participants, 65% of them were in the 0-5 years with 65%, 25% in 6-10 years group. This shows that the work experience in management of women is not a hindrance for promotion.

Figure 5.5 Managerial work experience.



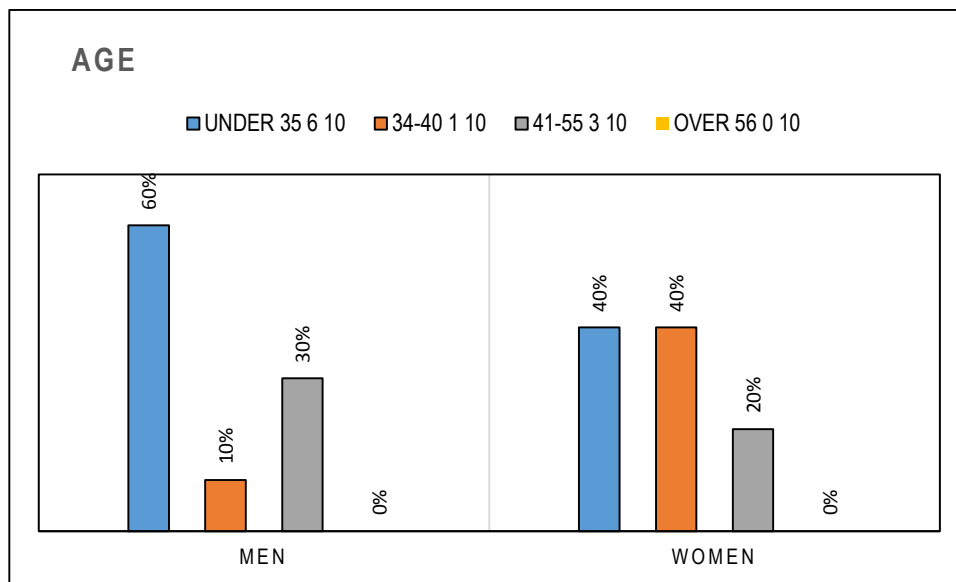
## SECTION A: EMPLOYEES QUESTIONNAIRES

### ULUNDI AND NONGOMA

#### 5.2.6 AGE

The participants were asked about age, which was distributed as under 35 years, 35-40 years, 41-55 years and over 56 years. The graph below shows the age of female and male participants. Forty percent of women participants under 35 years 40% of women were 35-40 years, while 20% of women were 41-55 years' group. Sixty percent of men fell into under 35 year's group, 10% between 35-40 years' group and 30% into the 41-55 years age group. No participants were in the category of over 56 years.

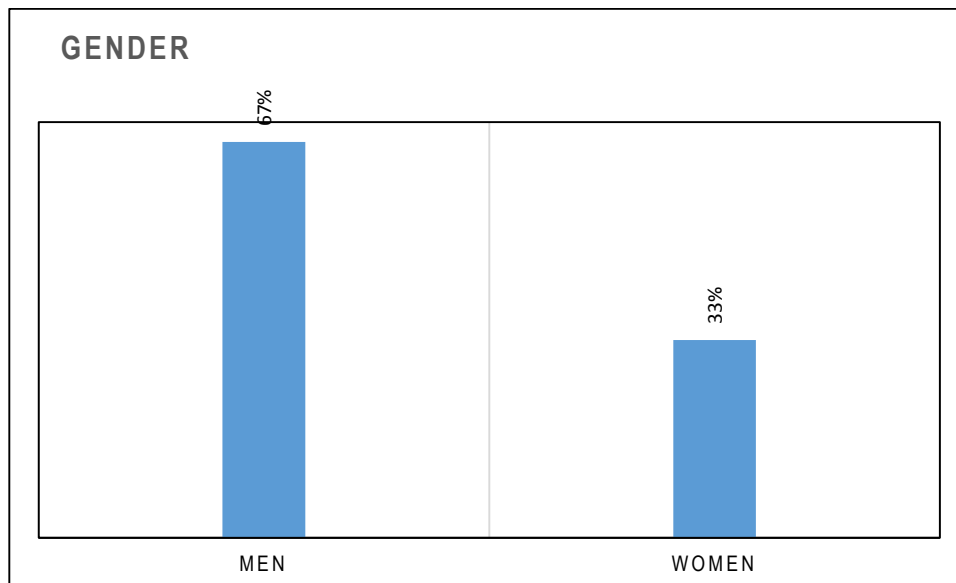
Figure 5.6 Age distribution



### 5.2.7 GENDER

The number of male employees is larger than the female employees and this contributes to the fact that more males participated in the study. Female participants were 33% while 67% of participants were male as shown in Figure 5.7.

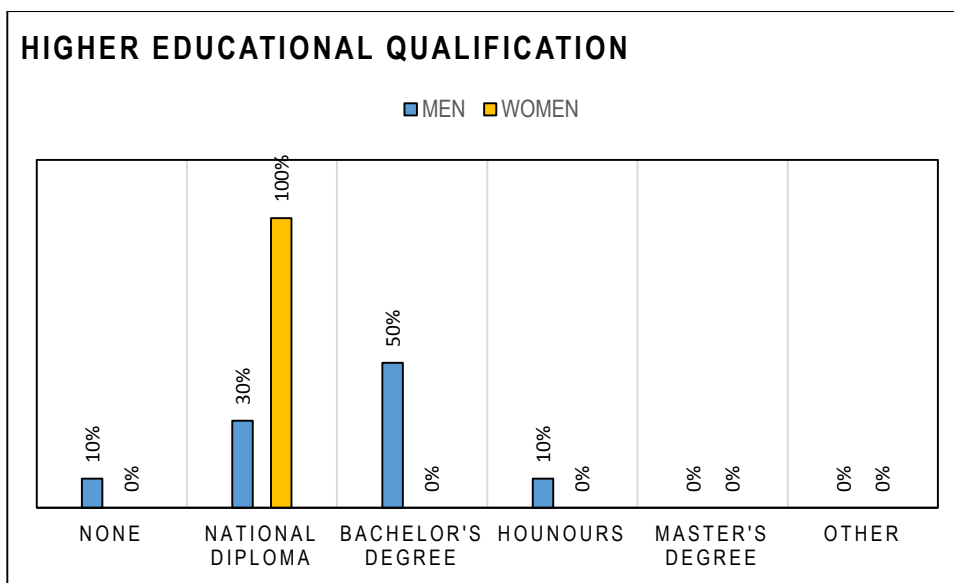
Figure 5.7 Gender distribution



## 5.2.8 HIGHER EDUCATIONAL QUALIFICATION

The participants were asked to provide information about the highest educational qualification. Outcomes were as follows: 100% of female participants had national diplomas while 30% of men had national diplomas. Fifty percent of males had bachelor's degrees and 10% had honours degrees, whilst 10% had no qualifications as indicated in Figure 5.8. As was mentioned in this study, the women lack qualifications which could be the reason that it is difficult for them to be promoted to senior management positions.

Figure 5.8 Qualification distribution

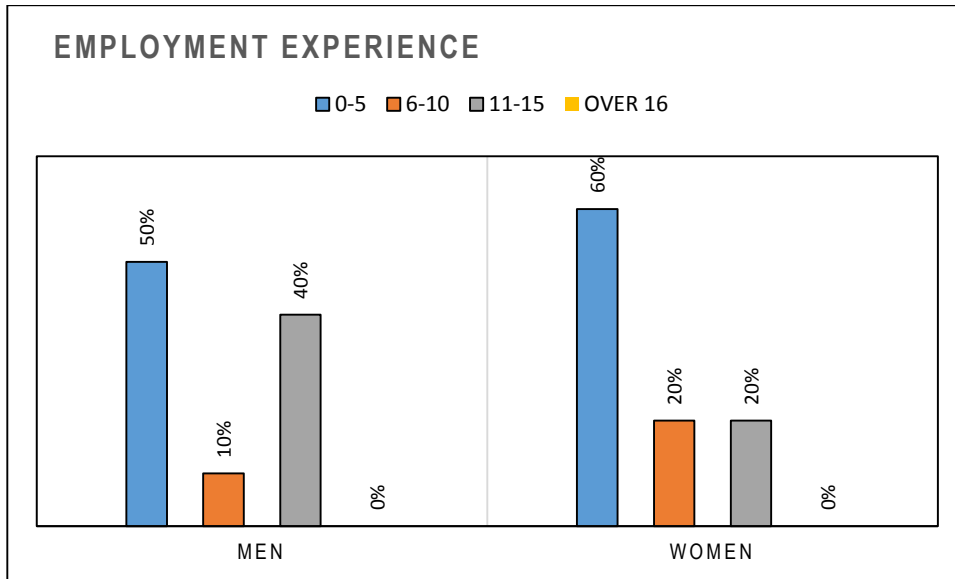




### 5.2.9 EMPLOYMENT EXPERIENCE

The graph (Figure 5.9) below shows the employment experience for both female and male participants. Male participants scored 50% in the 0-5 year's category, 10% in the 6-10 years category and 40% in the 11-15 years category, while female participants had 60% in 0-5 year's category, 20% in 6-10 years and also in 11-15 years category and 20% in the 11-15 years category. In study, it was highlighted that some of the reasons women had difficulty getting promoted, is because they lack employment experience.

Figure 5.9 Employment experience



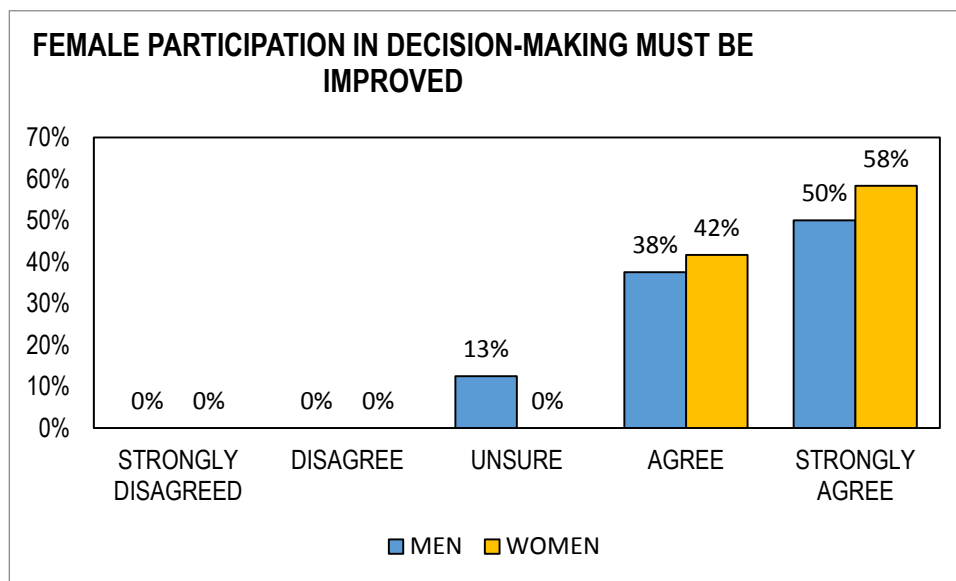
## SECTION B:

### 1. MAIN ISSUES IN THE STUDY OF MANAGEMENT: NONGOMA AND ULUNDI

#### 5.2.10 Statement: Female participation in decision-making must be improved

As illustrated in Figure 5.10, 50% of both male and female participants strongly agreed and 58% agreed on this statement. Amongst male participants, 50% strongly agreed, 37.5% agreed and 12.5% was unsure. Amongst female participants, 42% agreed while 58% strongly agreed on this statement. Both men and female participants agree that there is lack of women participation in decision-making, thus it needs to be improved. Gender and Development (GAD) and Women International Development (WID), are policy/programmes that are in place to ensure that women are equally represented in decision-making, as advanced by Repenaar-Joseph (2009: 5-79).

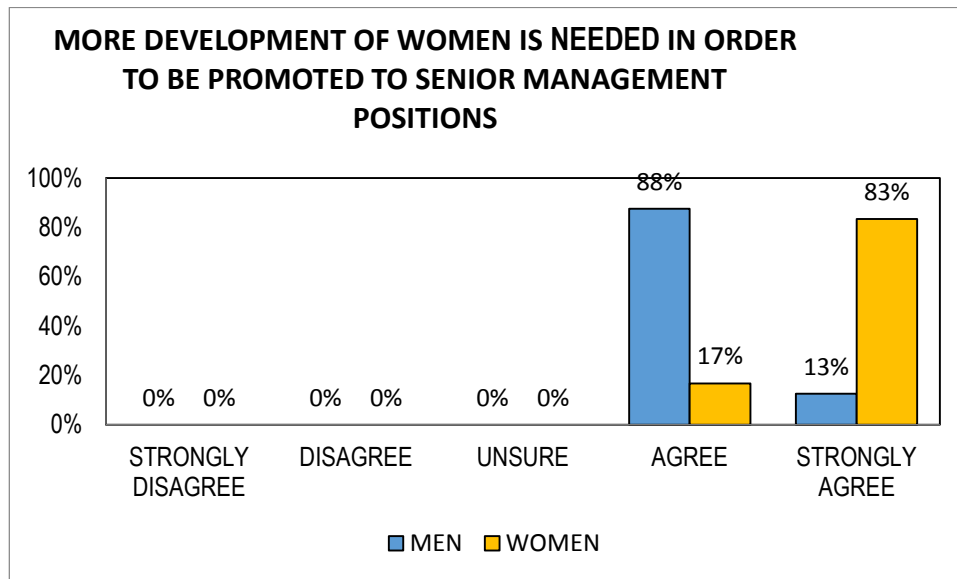
Figure 5.10 Female participation in decision-making



**5.2.11 Statement: Increased opportunities for development of women is needed for promotion to senior management positions**

Male participants agreed on this statement with an overwhelming 87.5% and strongly agreed with 12.5%. Eighty three percent of female participants strongly agreed that more development of women is needed in order to be promoted to senior management positions, while 17% agreed with the statement, as seen in Figure 5.11. According to Repenaar-Joseph (2009: 67), to overcome gender inequality in senior management positions, development opportunities and training programmes should be provided to the women who are under-represented.

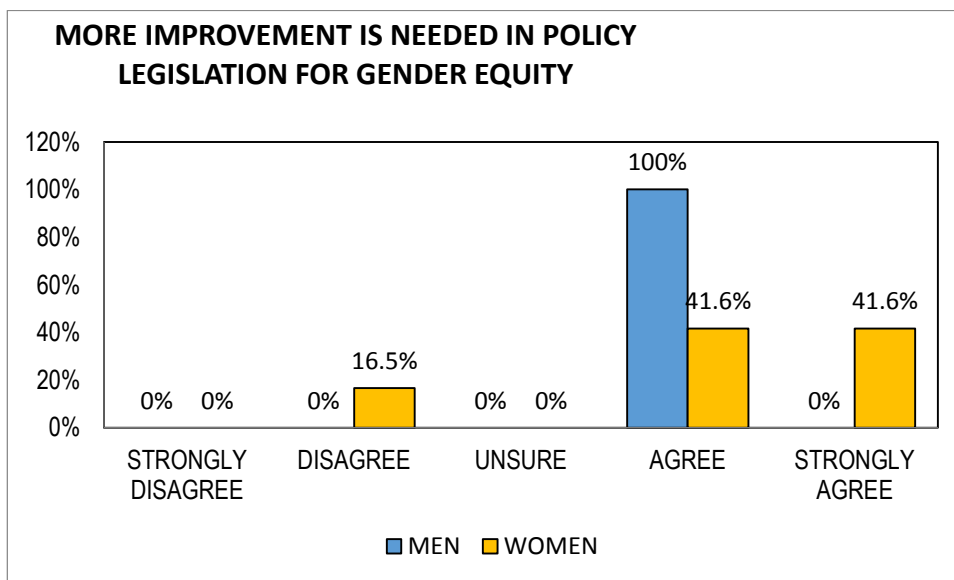
Figure 5.11 Women need more development to be promoted to senior positions



### 5.2.12 Statement: Greater improvement is necessary in policy legislation for gender equity

Participants were asked whether more improvement is needed in policy legislation for gender equity (Figure 5.12). An overwhelming 100% of male participants agree with the statement, which means that they are lacking in being taught about gender equity policies. Female participants strongly agreed with the statement with 41.6% and 41.6%, whilst 16.5% was unsure of the statement. Pini (2013: 3) confirmed that in the study done in New Zealand, it was revealed that culture and sexism is the cause of gender equity.

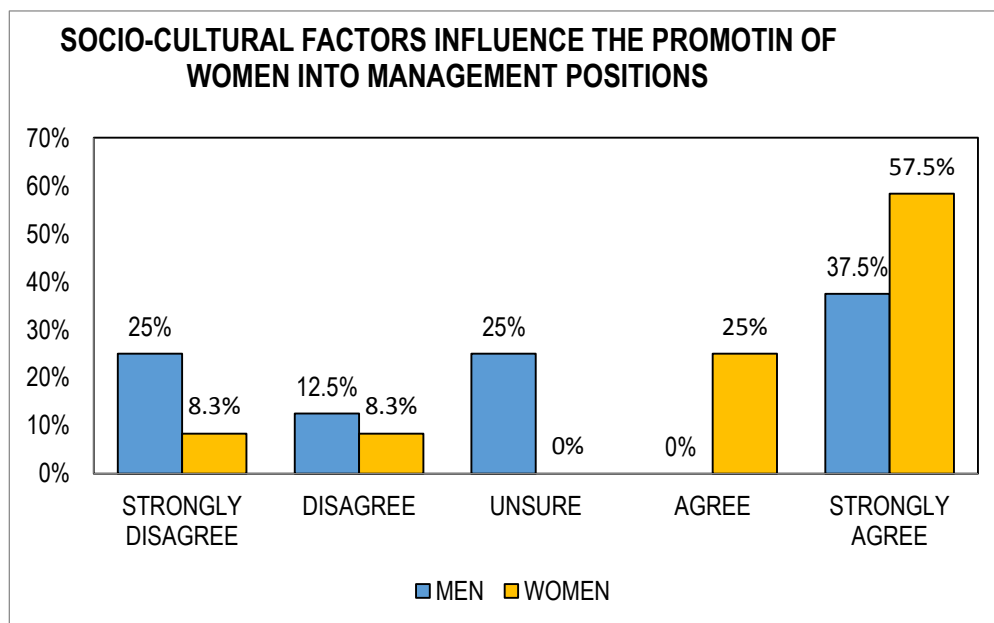
Figure 5.12 Improvement needed in legislation



### 5.2.13 Statement: Socio-cultural factors influence the promotion of women into managerial positions

The male participants strongly agreed with the statement 37.5%, (25%) was unsure while 12.5% disagreed and (25%) strongly disagreed with the statement. The majority of females, (57.5%) strongly agreed with this statement and 25% agreed; only 8.3% of women strongly disagreed and (8.3%) disagreed. Repenaar-Joseph (2009: 228) stated that greater improvement is needed in order to meet the goal of gender equity. Relevant stakeholders need to be taught about gender equity. Teaching relevant stakeholders about gender equity could lead to successful implementation of the relevant policies. When policies are implemented, they need to be monitored and evaluated to ensure successful implementation thereof.

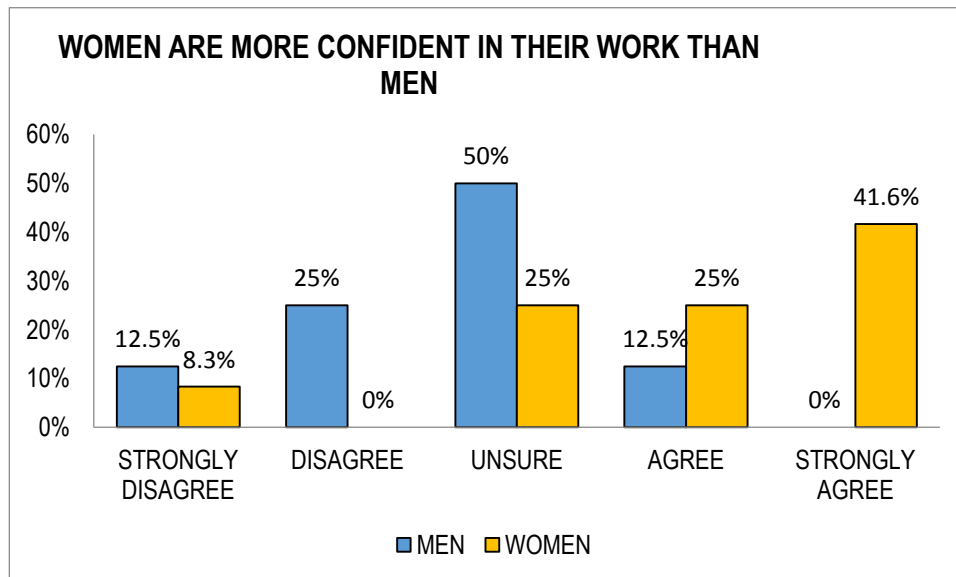
Figure 5.13 Socio-cultural influences



### 5.2.14 Statement: Women are more confident in their work than men

The majority of participants, (75%) were unsure whether women are more confident in their work than men. Only 12.5% of males strongly disagreed with the statement and 25% of men disagreed with the statement, and 12.5% of the males agreed with the statement. 50% of male participants were unsure with the statement. However, 41.6% of females strongly agreed that they are more confident in their work and 25% agreed, while 25 % were unsure with the statement, whilst 8.3% strongly disagreed with the statement, as shown in Figure 5.14. Organizations with women in senior management positions have less crises in their work, is the view held by Cordats (2010: 24-26).

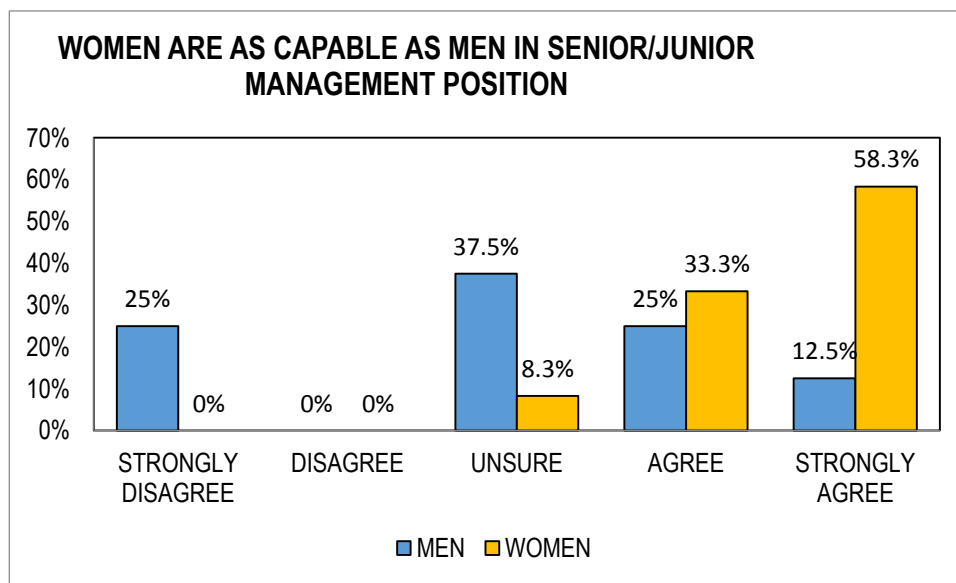
Figure 5.14. Women are provided with equal employment opportunities



### 5.2.15 Statement: Women are as capable as men in senior/junior management positions

The majority of females, 58.3% strongly agreed that they are as capable as males in senior/junior management positions with the other 33.3% agreeing with the statement and only 8.3% being unsure with the statement. Some males, (25%), don't believe that women are as capable as men in senior/junior management positions, while 37.5% was unsure about the statement. Of the male participants, 25% agreed with the statement that women can work as senior/junior management positions, while 12.5% strongly agreed, see Figure 5.15. Ellemers (2012: 168) confirmed that women can do the job as well as the men do, and are well known for multiple talents, including good communication skills.

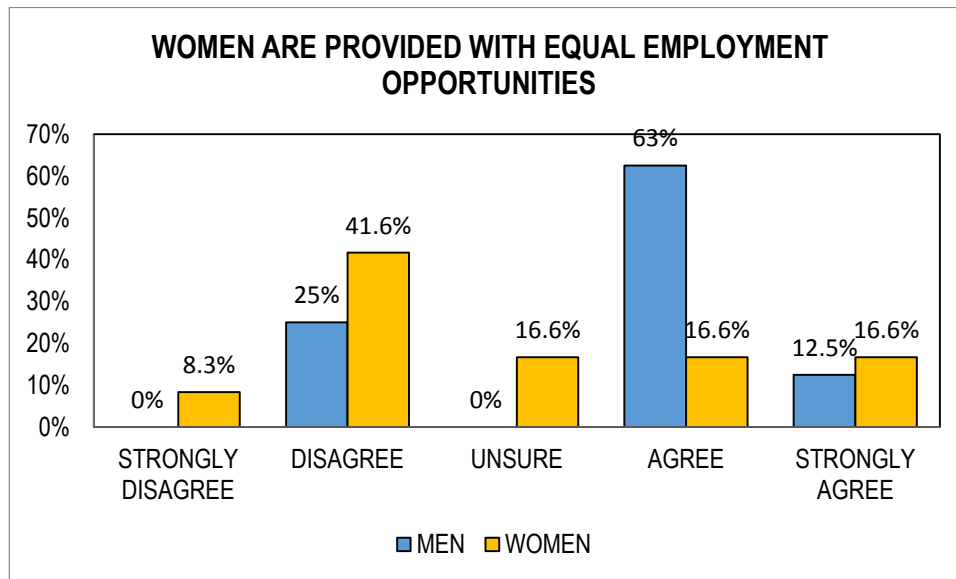
Figure 5.15 Female capability in managerial positions



### 5.2.16 Statement: Women are provided with equal employment opportunities

Forty two percent of females do not believe that they are provided with equal employment opportunities. Only 25% of males disagreed that women enjoy equal employment opportunities as citizens of the country, as stated in the Constitution of Republic of South Africa, while only 12.5% strongly agreed and 63% agreed. Some females strongly agreed, 8.3%, and others 25%, agreed. Twenty five percent of females were unsure about the statement, as can be seen in Figure 5.16. Maseko (2013: 24-28) states that women still suffer inequality, whilst most women are appointed in junior management positions.

Figure 5.16 Women have equal employment opportunities



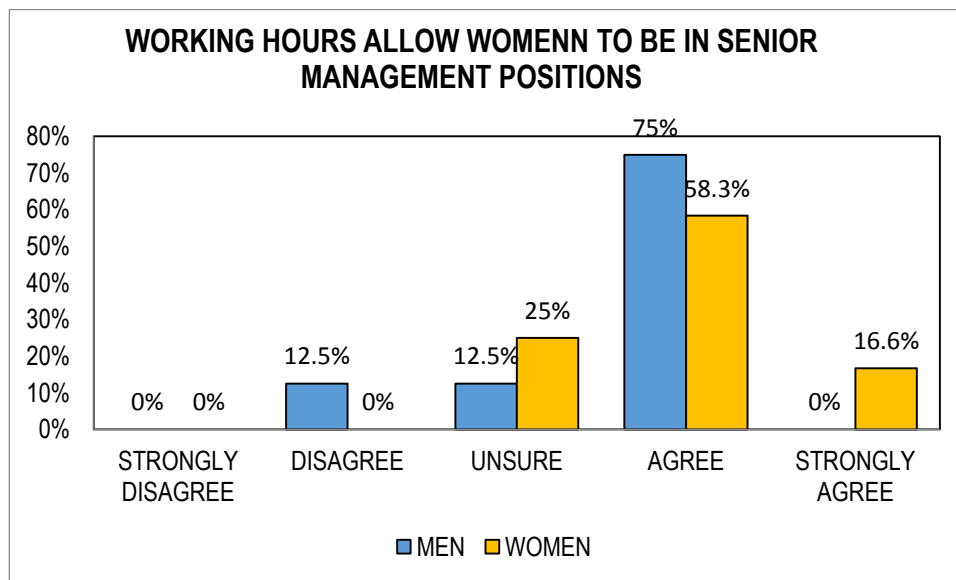


## 5.3 ORGANISATIONAL CULTURE

### 5.3.17 Statement: Working hours allow women to be in senior management positions

The majority of participants, both female and male, (65%) agreed that working hours allow women to be in senior management positions. The majority of male participants agreed (75%). Twelve and half percent of males disagreed that the working hours accommodated women in senior management positions and 12.5% was unsure of this statement. A female majority of 58.3% does not have problems with working hours in senior management positions, while 25% were unsure and 16.6% strongly agreed on this statement. See Figure 5.17. The findings help to address the key question raised in Chapter 1. The problem that hinders women from being promoted to senior management positions is stereotypes who are not committed to their careers, due to family responsibility or have to take care of children, is the view held by Lehobo (2011: 21).

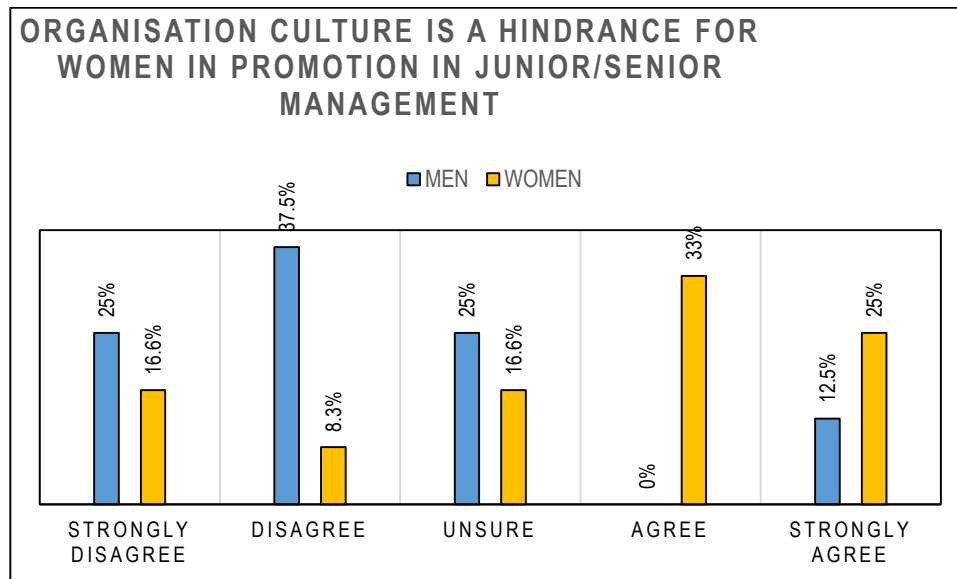
Figure 5.17 Working hours



### 5.3.18 Statement: Organizational culture is a hindrance for women in promotion to junior/senior management positions

This statement, as can be seen in Figure 5.18, had scattered answers as each has an approximately 20% response rate. The majority of females were ranging between strongly agreed and agreed. Only 25% of women strongly agreed and 33.3% agreed with this statement while 16.6% was unsure, 8.3% disagreed and 16.6% strongly disagreed. Of the male participants, 25% of males strongly disagreed and 37.5% disagreed while 25% was unsure about the statement. Only 8.3% of males don't believe that organizational culture is a hindrance for women who are awaiting promotion to junior/senior management positions. Mansah (2013:24) reveals that Kenyan women are not allowed into politics. The authors also mentioned that during the colonial era women were not allowed into politics, which could be the reason as to why the current dispensation still undermines the leadership of women.

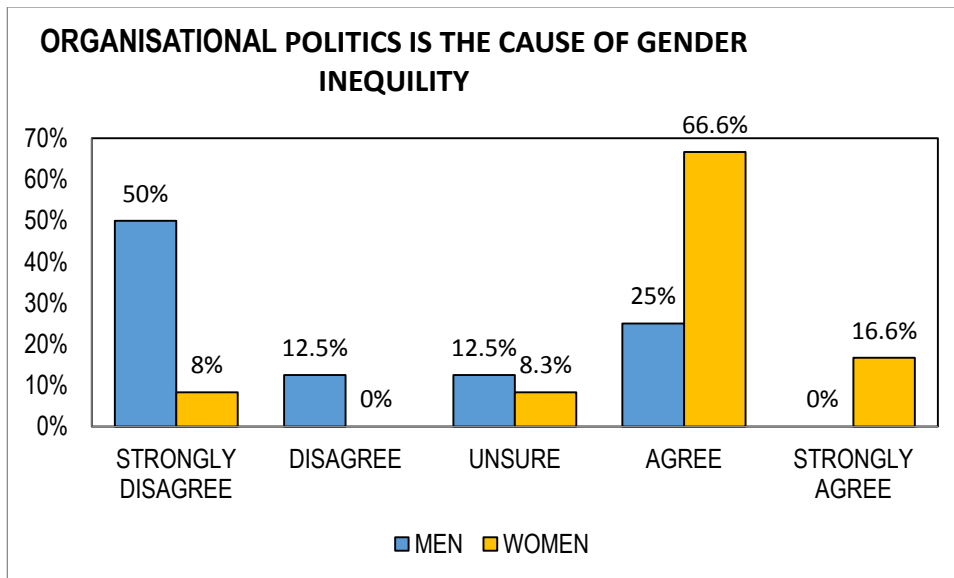
Figure 5.18 Organizational culture



### 5.3.19 Statement: Organizational politics is the cause of gender inequality

The majority of participants (50%) agreed that organizational politics is the cause of gender inequality and 10% strongly agreed. Half of the males (50%) do not believe that organizational politics is the cause of gender inequality. Only 25% of the men agreed with the statement, 12.5% was unsure and 12.5% strongly disagreed. Females concur with the statement with 66.6% and 16.6% strongly agreed. Only 8.3% of the males disagreed with the statement and 8.3 % was unsure regarding the cause of gender inequality in this context. See Figure 5.19 below.

Figure 5.19 Organizational politics

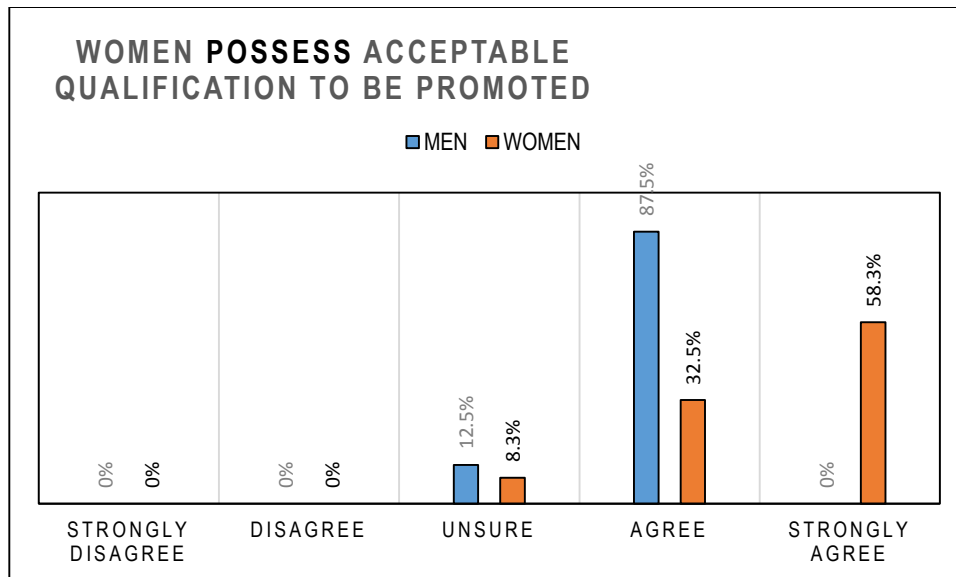


## 5.4 EDUCATION:

### 5.4.20 Statement: Women possess acceptable qualification to be promoted

As can be seen in Figure 5.20 below, the majority of participants, (55%) agreed that women possess acceptable qualifications to be promoted and 35% strongly agreed. However, 12.5% of males and 8.3% of women were unsure about the statement. The majority of men agreed with the statement with 87.5%. Thirty three percent of females agreed with the statement and 58.3% of females strongly agreed. Greenhouse (2009: 267-269) in a statement, agrees with the results of the study, that gender inequity caused by lack of qualification is prevalent in women.

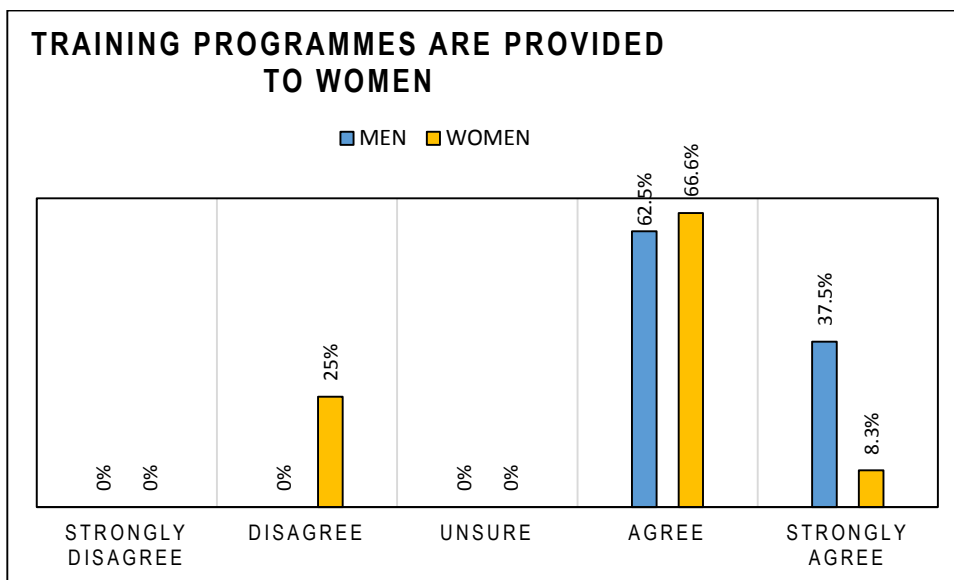
Figure 5.20 Qualifications



#### 5.4.21 Statement: Training programmes are provided for women

In this statement about training programmes for women, the majority of the participants (65%) agreed that training programmes are provided for women and 20% strongly agreed. Men's opinions ranged from agreed to strongly agree with (62.5%) and (37.5%) respectively, with the statement. Females agreed with 66.6% and 8.3% strongly agreed. As can be seen in Figure 5.21 below, 25% disagreed with the statement. According to Mekwa (2012: 46), the only way to meet the Millennium Development Goals (MDG's) 1 of the United Nations Summit of 2012 and 2015, is to focus on more development opportunities that should be provided to women.

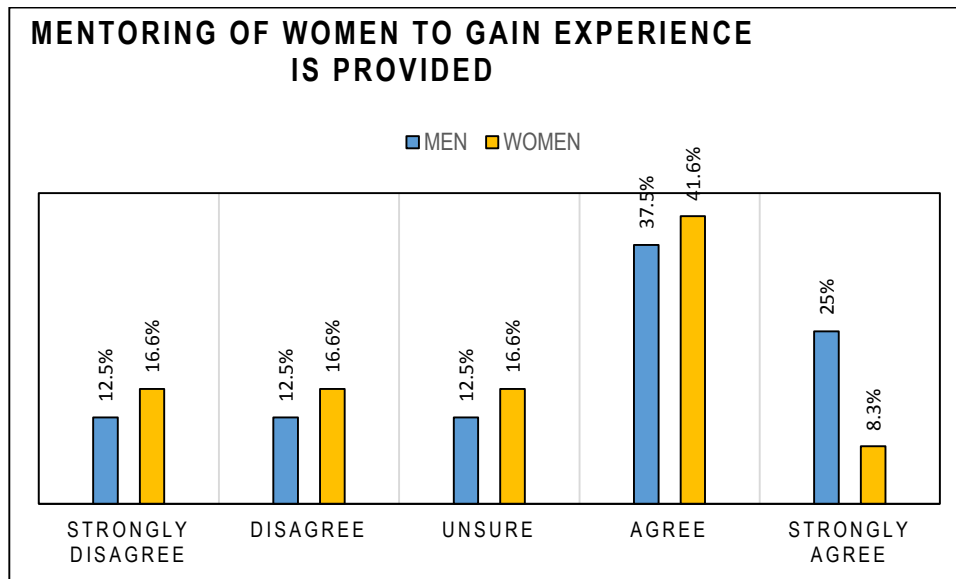
Figure 5.21 Training programmes



#### 5.4.22 Statement: Mentoring of women to gain experience is provided

Participants (40%) agreed with the statement and 15% strongly agreed. Males believe that mentoring is provided to women to gain experience. Thirty seven and a half percent of males agreed, whilst 25% strongly agreed. Twelve and half percent of male participants were unsure. Females who agreed with the statement were 41.6%, and those who strongly agreed were 8.3%. Sixteen point six percent of females strongly disagreed, while 16.6% disagreed and 16.6% were unsure about the statement, as can be seen as in Figure 5.22. Mekwa (2012: 23-29) highlighted that as men are dominating in the senior management positions, they should mentor women in order to gain experience and to be promoted. The author concluded that there is a problem with men that would lose their job, when women are well-developed.

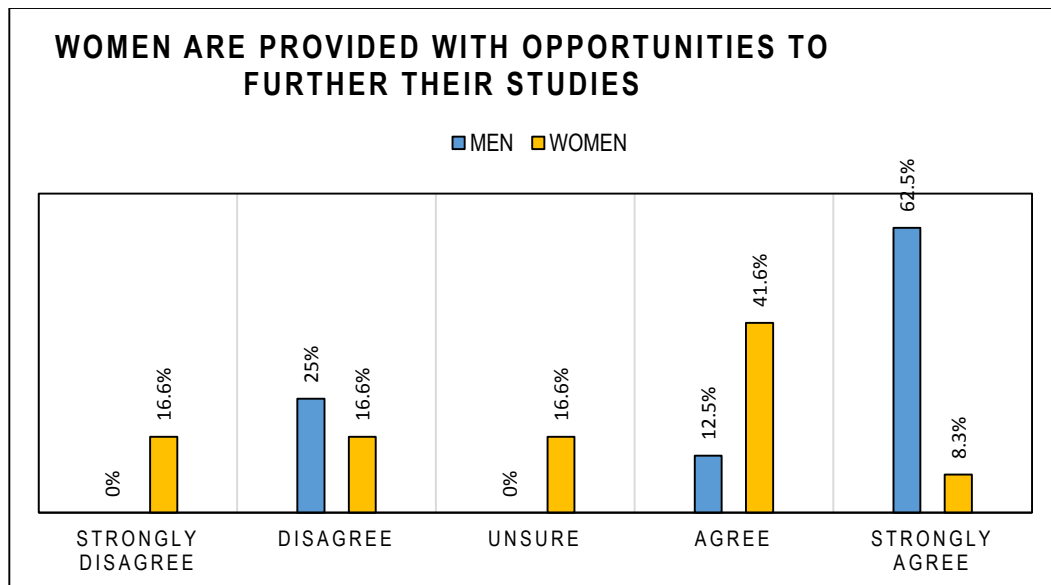
Figure 5.22 Mentoring



### 5.4.23 Statement: Women are provided with opportunities to further their studies

A wide discrepancy exists between genders regarding this statement. Whilst 62.5% of men strongly agree that women are given further study opportunities, only 8.3% of women have the same opinion. Most women, 41.6% do agree whilst only 12.5% of males agree. Twenty five percent of males disagree with the statement. Women who were unsure totaled 16.6% whilst 16.6% disagreed and 16.6% strongly disagreed, as can be seen in Figure 5.23. Mentoring should be provided to women as they are disadvantage people, as highlighted in the Employment Equity Act 55 of 1998, Chapter 3, Section 20, which development opportunities be provided to the disadvantaged groups. Gaining experience of women could lead to the promotion to senior management positions. Pretorious and Schunick (2007: 19-20) concur with this section of the Act, that previously disadvantaged people should be provided with training programmes and development opportunities towards the related work.

Figure 5.23. Study opportunities

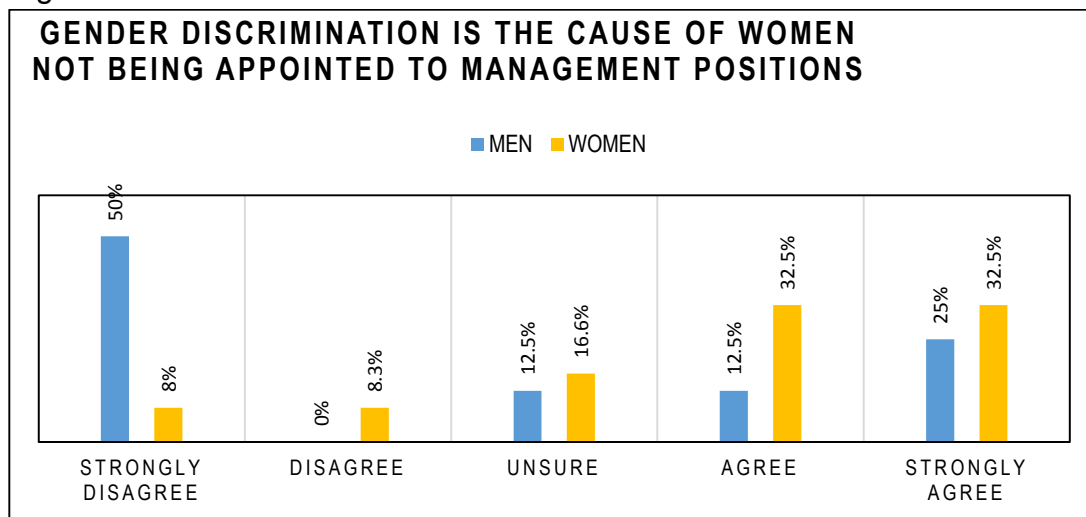


## 5.5 DISCRIMINATION

### 5.5.24 Statement: Gender discrimination is the cause of women not being appointed to management positions

A large number of female participants believe that gender discrimination is the cause of women not being appointed to managerial positions. In both categories, agree as well as strongly agree, 33.3% was reached. Some female participants (8%) strongly disagreed with the statement, whilst 16.5% was unsure. Male participants strongly disagreed (50%) with the statement. Twelve and half percent of men were unsure, 12.5% agreed and 25% strongly agreed, as per the illustration (Figure 5.24) below. In these two local municipalities, gender discrimination seemed to prevail as the number of women compared to men is low. Promotion of Equity and Prevention of Unfair Discrimination Act 4 of 2000 (Act 4 of 200), Chapter 1, Section 2, states that there must be equal enjoyment of all citizens in the country, values of non-discrimination non-racism and non-sexism.

Figure 5.24 Gender discrimination

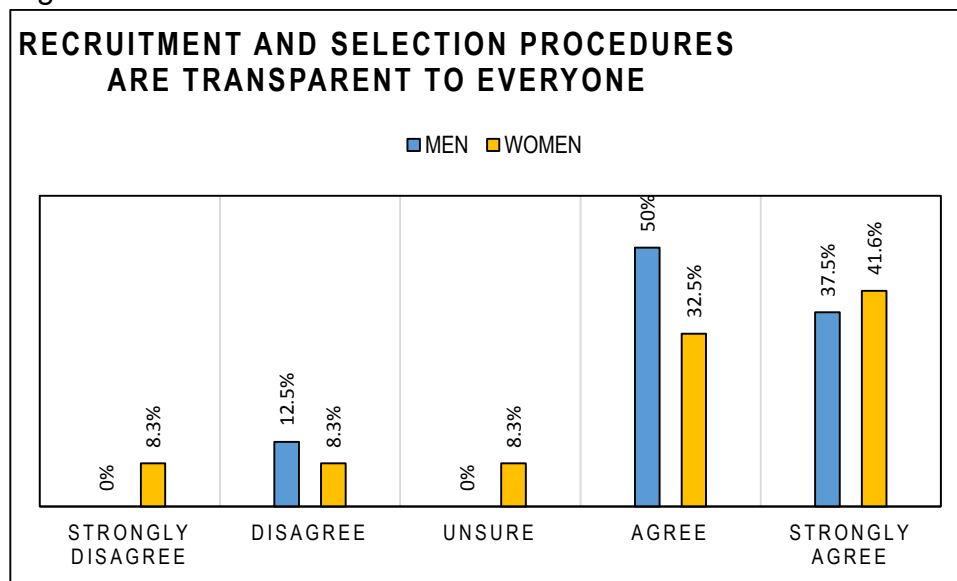




### 5.5.25 Statement: Recruitment and selection procedures are transparent to everyone

Many participants (40%) agreed that recruitment and selection procedures are transparent to everyone and 40% strongly agreed. Female participants' responses ranged from 41.6% who strongly agreed to 32.5% who agreed and 8% who were unsure with the statement. Male participants strongly agreed (37.5%) that recruitment and selection procedures are transparent to everyone with 50% agreeing and 12.5% who disagreed with the statement, as the illustration show in the graph Figure 5.25 below. Kuye (2001: 4) highlighted that advertisements of posts should be transparent to everyone in the organization. Advertisement should be advertised in sources, usually frequented by women, especially to those local municipalities who advertise internally so that everyone has access to it.

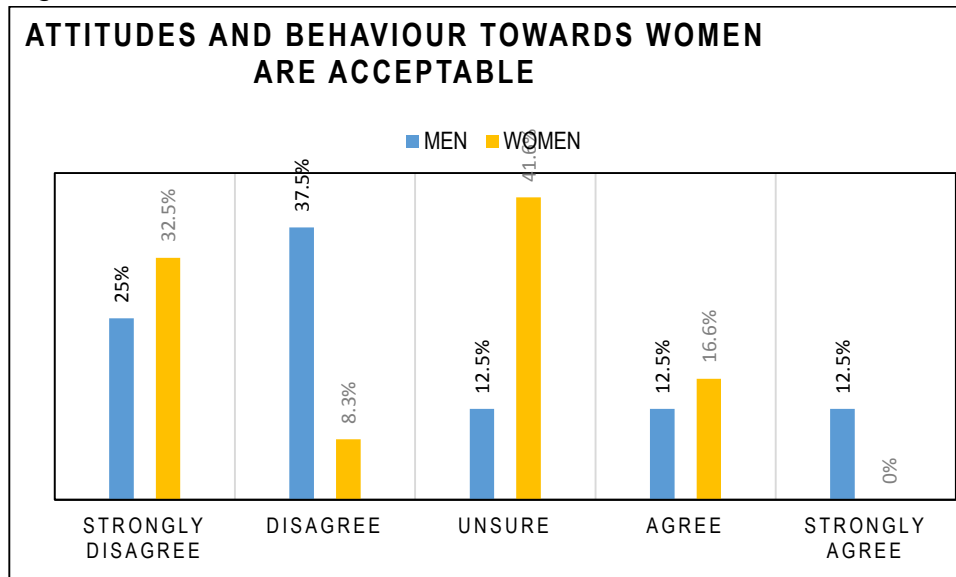
Figure 5.25. Recruitment and selection



### 5.5.26 Statement: Attitudes and behavior towards women are acceptable

The participants were asked about males' attitudes and behaviours towards women and if are they acceptable in the working environment. Male respondents strongly disagreed with 25% and agreed with 37.5%. Responses from men in the unsure, agree and strongly agree categories, was up to 12.5%. Female respondents who strongly disagreed revealed 33% and those who disagree revealed 8.3%. A high level (41.6%) of uncertainty was shown by females in the unsure category, whilst 16.6% agreed with the statement and nobody strongly agreed, as shown in Figure 5.26. Mekwa (2012: 23-29) states that men are afraid of their female counterparts that would take their jobs and that can cause them in revealing bad attitudes and behaviour towards women.

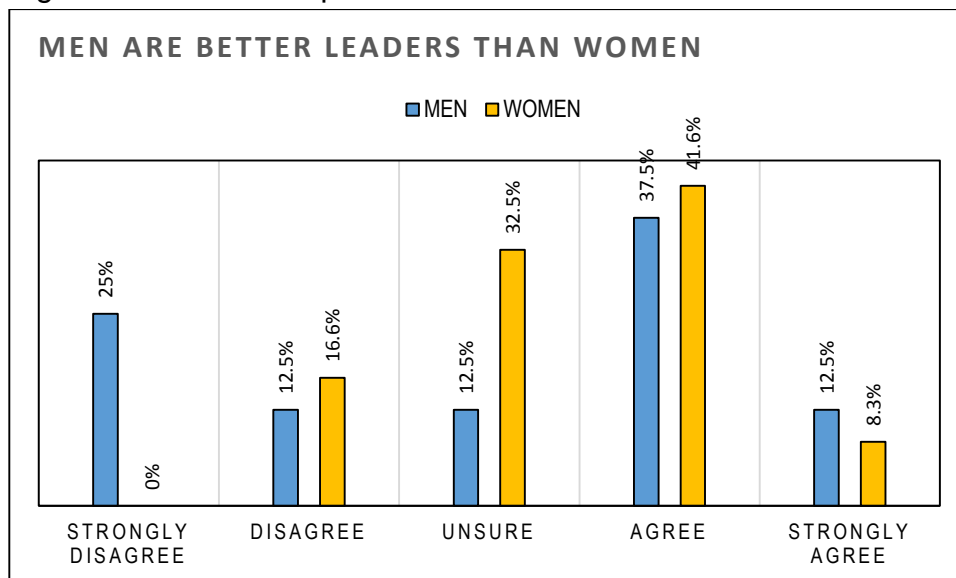
Figure 5.26 Attitudes and behaviour



### 5.5.27 Statement: Men are better leaders than women

Respondents were asked whether men are better leaders than women or possibly not. This question invoked an interesting response from male participants who said that leading is not about gender. Of the male participants, 50% strongly disagreed, 37.5% were unsure and 12.5% agreed that men are better leaders than women. However, surprisingly enough, women strongly disagreed, 16.6% disagreed, 32.5% were unsure, 41.6% agreed and 8.3% strongly agreed. See Figure 5.27 that follows. To be a leader is not about gender, as anyone could acquire skills which are developed in higher institutions, as mentioned in Chapter 3.

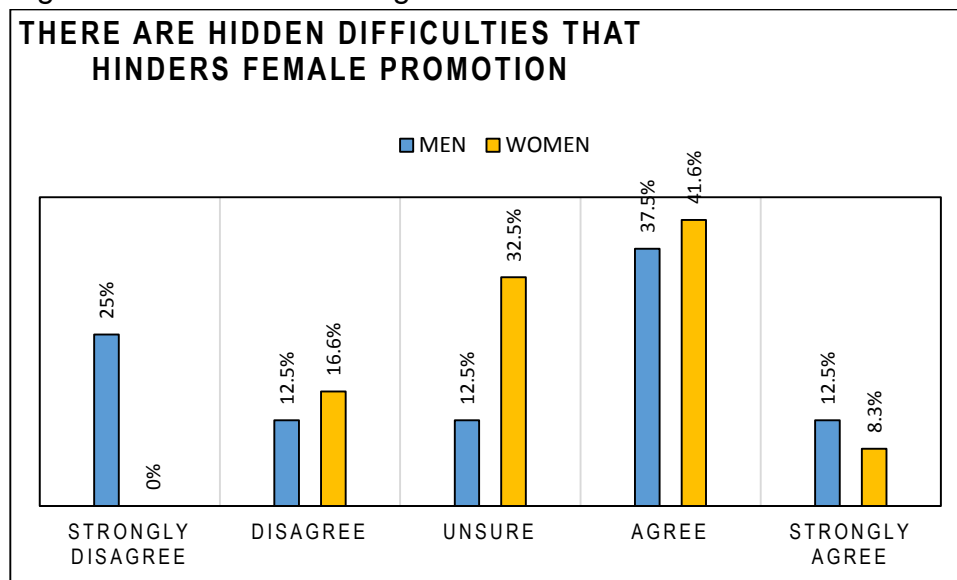
Figure 5.27 Leadership abilities



### 5.5.28 Statement: There are hidden challenges that hinder the promotion of female promotion

Many participants (40%) agreed to that there are hidden difficulties that hinder female promotion and 10% strongly agreed. Amongst female participants, 41.6% agreed and 8.3% strongly agreed with the statement. Some female participants disagreed with 16.6%, while 33.3% was unsure about the statement, as shown in Figure 28 that follows. Billing and Alvesson (1994: 21) stated that the hidden challenges that women have is the lack of experience, due to family responsibility when applying for posts which pose difficulties for women.

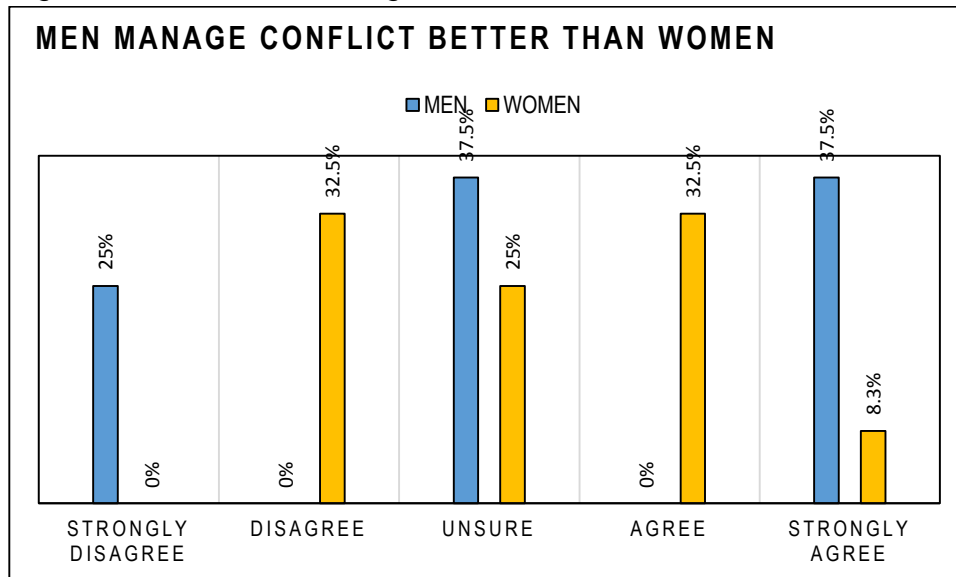
Figure 5.28 Hidden challenges



### 5.5.29 Statement: Men manage conflict better than women

Under this statement some respondents mentioned that women are friendly and easy to talk to. Some mentioned that women are able to listen to problems, unlike their male counterparts, but are afraid to take decisions to discipline culprits. Under this statement, male respondents strongly agreed (37.5%) with the statement that men are better conflict managers. Women were 25% unsure and 32.5% in agreement with the statement. No females strongly disagreed and only 8.3% strongly agreed, as seen in Figure 5.29 below. Schimdt and Moller (2011: 33) mentioned that women managers are good in problem-solving, sensitive and good listeners of the bigger picture.

Figure 5.29 Conflict management



## 2. SECTION B: FOR EMPLOYEES OF BOTH NONGOMA AND ULUNDI MUNICIPALITY

The participants were asked to provide the number of men and women employed in their sections. In Nongoma Local Municipality there is a larger number of men than women, while in Ulundi Local Municipality, although there are many men, the numbers were not as high as in Nongoma Local Municipality.

The participants were asked the gender of their supervisors. Out of 15 participants, 9 had male supervisors, while only 6 had female supervisors who have the

opportunity of becoming junior managers. This is an indication that there is still a long way to go to meet the goal of gender equity in the local municipality.

The other question that was asked from participants, was their preference relating to the gender of their supervisor. Many participants mentioned that gender was not an issue, it was only that in the Technical Section that participants said that some of the career streams required certain abilities which are difficult to be performed by women. Many mentioned that they would like to have women supervisors as they are easy to talk to them, hardworking are good mentors. Some mentioned that women always rely on men, because they are afraid to take action, especially when they have to discipline supervisees. Women are considered too moody and are sometimes accused of bringing family problems to work.

The last question asked to participants was: are women good leaders? The answers were: women are approachable, easy to talk to and listen to everyone. Women are more sentimental and mentor their supervisees until they are able to deliver what is expected of them. Furthermore, women lead by example, are active, sympathetic and kind. Out of fifteen respondents, only three of them had negative comments about women and mentioned that women are too emotional, are undermining each other, and are short-tempered and afraid to make decisions.

## **5.6 CONCLUSION**

In this chapter, a variety of data sources were used to confirm and corroborate participant information and to support the analysis of the empirical study. It is concluded that women's participation in decision-making should be improved by providing more supporting programmes. As mentioned by their male counterparts, women are sometimes afraid to take decisions. Junior employees mentioned that women in management rely on men to take decisions.

It is concluded that socio-cultural factors are the cause of gender inequity in these two municipalities. Men have to be developed so that they know and accept that being in management is not about gender, but being qualified and suitable to be in management positions. Socio-cultural influences have to be addressed, where it concerns gender mainstreaming, so that men are aware of, and accept and understand that women are also capable of doing a job at the same level as their male counterparts.

Organizational culture and politics can be considered as the hindrance for women to be in senior management positions and this could be changed to allow women be promoted in management positions and be acceptable. It is concluded that women should be provided with mentors in order to gain experience so that they could acquire relevant qualifications to be promoted. The two municipalities should provide women with bursaries to further their studies, in order to be competitive with men.

## **5.7 RECOMMENDATIONS**

Since the dawn of the current dispensation, South Africa started to focus on addressing the past imbalances in the country. According to the Republic of South Africa Constitution of 1996, the Labour Relations Act of 1995, the Employment Equity Act and other pertinent legislation, it is stated that no one should be discriminated against in terms of gender, race or disability. The Employment Equity Act states that equal employment opportunities must prevail and that those who were previously disadvantaged must be given first priority where there are vacant positions for which individuals are suitable. In the Nongoma and Ulundi Municipalities, according to the findings of this study, the legislation on gender equity is not implemented effectively. In the following section, the study will provide recommendations which the Nongoma and Ulundi Local Municipalities should consider.

It is recommended that these two municipalities' employment legislation should be implemented effectively and practically, monitored and evaluated, as it was noticeable during the study that there is gender inequality, even on junior employees' levels. The cause cannot be attributed to lower qualifications because in this study, women from these municipalities revealed that they have higher qualifications than men.

It is recommended that women should be assisted with programmes which will boost self-esteem and instill confidence to counteract with their male counterparts. The findings revealed that female management are afraid to take decisions and always rely on their male counterparts. The other programme that is recommended is to provide development opportunities to women to apply for senior management positions, without being afraid to apply for senior management positions.

It is recommended that men need to be developed to remove socio-cultural stereotyping factors. During the survey, employees mentioned that women can do

the job well if they are provided with support and being mentored until they knew what is expected of them. The above recommendations will be more fruitful if gender stereotyping is removed and employees are given some workshop, pertaining to gender equity, these municipalities to meet their goals of gender equity and gender mainstreaming for practical significance and to fulfil a legislative mandate.

The findings of this study, revealed that in local governments there is still discrimination in terms of gender, race and culture. Recommendation to the findings is that government should monitor and evaluate all the municipalities to find out what has been working in accordance with the various legislation in place.



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## Annexure C

### Consent form for participant

Title of research: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities.

Student name: Cherron Nonceba Vundla

I invite you to participate in a research study on: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities. Your participation is voluntary, no reward is offered for participation in the study. The response will be treated confidentially and anonymously. The response of the participant will not harm him/her as a participant in anyway. I request 15 minutes of your time to complete the questions on the questionnaire.

For more information about the study contact student [noncebavundla@gmail.com](mailto:noncebavundla@gmail.com) or phone 0838823863.

Please sign this form to indicate that you voluntary participate in this study research. Please do not indicate your name.

.....  
Student signature

.....  
Date

.....  
Participant signature

.....  
Date

## **Annexure D**

### **Questionnaire for Municipal Manager**

My name is Ms Cherron Nonceba Vundla, and I am a registered master's student in Governance and Political Transformation at University of Free State, and as part of the master's dissertation, a survey is required. The research topic is entitled: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities

The purpose of this questionnaire is to request information from selected management team members and employees. My aim is to obtain a response to the questions from as many relevant participants as possible, regarding information related to both Nongoma and Ulundi Municipalities. The results of the questionnaire assist municipalities in understanding critical aspects of gender equity from a legislative and functional perspective. The responses of participants will be treated confidentially and anonymously, as required by the University regulations and would be used to appreciate theoretical and practical aspects relating to gender in local government, as an important aspect of representatively in local government.

It will be greatly appreciated if you could allow 15 minutes of your time to answer the questions in the questionnaire and share your knowledge with me.

My research topic: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities

Thank you in advance for your participation.

Cherron Nonceba Vundla

My contact number: 0838823563

Email address: [noncebavundla@gmail.com](mailto:noncebavundla@gmail.com)

## Section A: Biographical details

Please mark the appropriate category with an "X" or explain where needed.

1. Age

Under 35          35-40          41-55          56+

2. Gender

Male                  Female

3. Higher education qualification

None                                  National Diploma                  Bachelor's Degree

Honours Degree                  Master's Degree                  PhD/Doctorate

Other

4. Employment experience

0-5 years          6-10 years          11-15 years          16 years +

5. Work experience in management position

0-5 years          6-10 years          11-15 years          16 -25 years

**Section B: Gender issues**

1. How many departments do you have?  
.....
2. Number of departments headed by women..... and those by men.....
3. Is it difficult to hold a position like yours in this local municipality?  
.....  
Explain  
.....  
.....  
.....
4. How is the women's performance in management positions in your Municipality?  
.....  
.....  
.....
5. Assume that you have a senior vacant position, would you appoint women or men?  
.....  
Explain.....  
.....  
.....
6. Do you provide equal employment opportunities?  
.....  
Explain .....  
.....  
.....

**Thank you for taking time to participate in this study!**

## **Annexure E**

### **Males and females in management positions**

Dear Respondent,

My name is Ms Cherron Nonceba Vundla, and I am a registered master's student in Governance and Political Transformation at University of Free State, and as part of the master's dissertation, a survey is required. The research topic is entitled: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities

The purpose of this questionnaire is to request information from selected management team members and employees. My aim is to obtain a response to the questions from as many relevant participants as possible, regarding information related to both Nongoma and Ulundi Municipalities. The results of the questionnaire assist municipalities in understanding critical aspects of gender equity from a legislative and functional perspective. The responses of participants will be treated confidentially and anonymously, as required by the University regulations and would be used to appreciate theoretical and practical aspects relating to gender in local government, as an important aspect of representatively in local government.

It will be greatly appreciated if you could allow 15 minutes of your time to answer the questions in the questionnaire and share your knowledge with me.

My research topic: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities

Thank you in advance for your participation.

Cherron Nonceba Vundla

My contact number: 0838823563

Email address: [noncebavundla@gmail.com](mailto:noncebavundla@gmail.com)



## Section A: Biographical details

Please mark the appropriate answer with an "X" or explain where needed.

6. Age

Under 35          35-40          41-55          56+

7. Gender

Male                  Female

8. Higher education qualifications

None                          National Diploma                  Bachelor's Degree

Honours Degree                  Master's Degree                  PhD/Doctorate

Other

9. Employment experience

0-5 years          6-10 years                  11-15 years                  16 years +

10. Work experience in management position

0-5 years          6-10 years                  11-15 years                  16 -25 years

**Section B**

Please indicate to what extent you agree or disagree with the following statements where 1=strongly disagree, 2=disagree, 3= unsure, 4=agree, 5=strongly agree

**Main issues in the study**

	1-strongly disagree	2-disagree	3- unsure	4-agree	5-strongly agree
1. Female participation in decision-making must be improved.					
2. More development of women is needed in order to be promoted to senior management positions					
3. More improvement is needed in policy legislation for gender equity					
4. Socio-cultural factors influence the promotion of women into management positions					
5. Women are more confident in their work than men					
6. Women are as capable as men in senior/junior management positions					
7. Women are provided with equal employment opportunities					

**Organizational culture:**

	1-strongly disagree	2-disagree	3- unsure	4-agree	5-strongly agree
1. Working hours allow women to be in senior management positions					
2. Organizational culture is a hindrance for women in promotion to junior/senior management positions					
3. Organizational politics is the cause of gender inequality					

**Education:**

	1-strongly disagree	2-disagree	3-unsure	4-agree	5-strongly agree
1. Women possess acceptable qualifications to be promoted					
2. Training programmes are provided to women					
3. Mentoring of women to gain experience is provided					
4. Women are provided with opportunities to further their studies					

**Discrimination:**

	1-strongly disagree	2-disagree	3-unsure	4-agree	5-strongly agree
1. Gender discrimination is the cause of women not being appointed to management positions					
2. Recruitment and selection procedures are transparent to everyone					
3. Attitudes and behaviour towards women are acceptable					
4. Men are better leaders than women					
5. There are hidden difficulties that hinders female promotion					
6. Men manage conflict better than women					

Thank you for taking time to participate in this study!

## **Annexure F**

### **Questionnaire**

#### **Male and female employees**

Dear Respondent,

My name is Ms Cherron Nonceba Vundla, and I am a registered master's student in Governance and Political Transformation, at University of Free State, and as part of the master's dissertation, a survey is required. The research topic is entitled: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities

The purpose of this questionnaire is to request information from selected management team members and employees. My aim is to obtain a response to the questions from as many relevant participants as possible, regarding information related to both Nongoma and Ulundi Municipalities. The results of the questionnaire assist municipalities in understanding critical aspects of gender equity from a legislative and functional perspective. The responses of participants will be treated confidentially and anonymously, as required by the University regulations and would be used to appreciate theoretical and practical aspects relating to gender in local government, as an important aspect of representatively in local government.

It will be greatly appreciated if you could allow 15 minutes of your time to answer the questions in the questionnaire and share your knowledge with me.

My research topic: Effectiveness of employment legislation in local government: a case study of gender equity in Ulundi and Nongoma Municipalities

Thank you in advance for your participation.

Cherron Nonceba Vundla

My contact number: 0838823563

Email address: [noncebavundla@gmail.com](mailto:noncebavundla@gmail.com)

**Section A: Biographical details**

Please mark (x) to an appropriate category or explain where needed.

11. Age

Under 35      35-40      41-55      56+

12. Gender

Male      Female

13. Higher education qualification

None      National Diploma      Bachelor's Degree  
Honours Degree      Master's Degree      PhD/Doctorate  
Other

14. Employment experience

0-5 years      6-10 years      11-15 years      16 years

**Section B: Gender issues**

1. Number of men in your section.....and women.....?

2. Is your supervisor a male or female?

.....  
.....  
.....

3. If your supervisor is a male, would you prefer to have a woman?

.....  
Explain .....  
.....  
.....

4. If your supervisor is a women, would you prefer to have a man?

.....

Explain: .....

.....

.....

5. How does your supervisor communicate with his/her supervisees?

.....

.....

.....

6. Are women good leaders? Explain.

.....

.....

.....

.....

Thank you for taking time to participate in this study!

UMASIPALA  
WASOLUNDI  
Private Bag X 17  
Ulundi  
3838

" The City of Heritage "



ULUNDI  
MUNICIPALITY  
Tel: 035 874 5100  
Fax: 035 870 1164

Ref: 13/5/2  
Enq: N.S. Sikhakhane

14 October 2015

Ms. C.N. Vundla  
Private Bag x 2513  
Vryheid  
3100

### REQUEST FOR PERMISSION TO UNDERTAKE RESEARCH

You are hereby advised that your request to undertake research within Ulundi Municipality has been approved on condition that feedback on the research is given to the Municipality.

On the basis of the above, please note that you are required to contact the Human Resource Office before the commencement of your research.

Hope you will find the above in order.

  
Princess S.A. Buthelez  
MUNICIPAL-MANAGER



Umkhandlu wakwa - **NONGOMA** - Local Municipality

Tel: (035) 831 7500 | Fax: (035) 831 3152 | P.O. Box 84 | Nongoma 3950

Date: 04 November 2015

Enquiries: Ms Fezile Ntshangase (Skills Dev. Facilitator)

P.O Box 2513  
Vryheid  
3100

Cell: 083-882 3563

Dear Ms Cherron Nonceba Vundla,

**RE: REQUEST TO CONDUCT RESEARCH SURVEY- AUTHORITY GRANTED**

With reference to your request letter dated, 29 October 2015. It is with a great pleasure that Nongoma local Municipality is granting you an authority to conduct research on **Effectiveness of employment legislation in local government: A case study of Nongoma and Ulundi Municipality**. However, you have not indicated your methodology and sampling of your study. We hope that there will be no disruption on municipality service delivery.

Lastly, for our organisational development, Nongoma Local Municipality would appreciate to receive a copy your dissertation in order to share the results of your research findings after completion of the study.

We would like to congratulate you in advance and wishing you all the best in your academic endeavour.

Yours sincerely.

  
B E NTANZI  
MUNICIPAL MANAGER

**EXECUTIVE COMMITTEE** : (Hon Cllr J.B. Mavundla-Mayor ; Hon T.B. Nyoka –Deputy Mayor; Hon A.N Mchunu-Speaker(EX –Officio) ; Mr B.E Ntanzi –Municipal Manager (EX- Officio) ; Cllr. N.Z. Zungu ; Cllr S.C Mataba ; Cllr M.E. Ndwandwe ; Cllr S.M. Zulu ; Cllr W.S. Zungu).