

# Masiphephe Network

## POLICY BRIEF

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**GENDER-BASED VIOLENCE RESPONSIVE AND  
BUDGETED INTEGRATED DEVELOPMENT  
PLANS IN SOUTH AFRICA**



**USAID**  
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# KEY FACTS ON GBV AND IDPS IN SOUTH AFRICA

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1. The rate of violence against women in South Africa is one of the highest in the world, causing President Cyril Ramaphosa to proclaim that the issue of gender-based violence (GBV) was a second pandemic to COVID-19.
2. The IDP is a legal planning requirement that must be met by each local authority in South Africa. The four IDPs focused on in this Policy Brief indicate that GBV is a problem in their communities.
3. Although community safety is a priority in all IDPs, enforcement of safety and implementation of safety measures remains a challenge.
4. 1 out of 5 women over the age of 18 in South Africa has been the victim of some form of physical violence, including physical, verbal, and emotional abuse.
5. According to the World Health Organization (WHO), the country has the fourth highest number of femicides out of 183 countries (the killing of a woman or girl on account of her gender).
6. Femicide rates are five times higher than the global average in South Africa, with more than half the murders committed by an intimate partner (WHO).
7. There is a backlog of GBV related cases that needs to be reduced throughout the country by law enforcement agencies. The police forensic science laboratory is reported to have a backlog of more than 35,000 specimens, with the province of KwaZulu-Natal contributing approximately 1,222 of these entries. This indicates that hundreds of thousands of GBV survivors and deceased victims still await justice.
8. Using a conservative estimate, gender-based violence costs South Africa between R28.4 billion and R42.4 billion per year – or between 0.9% and 1.3% of GDP annually.
9. According to reports, 51% of South African women report having experienced GBV at least once in their lifetime, while 76% of men acknowledge being the aggressors in cases of violence against women. These figures do not take into account sexual assault or killings of women..
10. In 2020, three new bills were introduced to restore survivors' faith in the justice system. The proposals attempt to address three major concerns relating to GBV, including the application process for a protection order, the failure of state police to take harassment reports seriously, and the absence of accountability and effective disciplinary measures. Mpumalanga province has an alarming rate of incest crimes.
11. About R1.6 billion was set aside to support the implementation of an emergency response plan to combat gender-based violence and femicide (GBVF) that was first announced in September 2019.
12. The number of reported rape cases has not decreased in KZN for as long as six years.
13. About 58% percent of child rape cases do not go to court and are mostly conducted by close relatives.
14. Women who have been physically or sexually abused are 50% more likely to acquire HIV (UNAIDS).
15. Within the first week of lockdown, SAPS received 2320 complaints (which are only the reported cases), with only 148 related charges laid.
16. LGBTQIA+ people are more vulnerable to violence in general, and sexual violence, due to their real or perceived sexual orientation or gender identity.
17. A July 2020 survey by the Foundation for Human Rights indicated a 54% increase in GBV cases during lockdown across all provinces.

## Synopsis

Following a comprehensive review of South Africa's municipal Integrated Development Plan (IDP) framework, this policy brief highlights the necessity for Gender Based Violence (GBV) responsive planning and adequate budgeting in service delivery. The policy brief begins by outlining the goal of a GBV-responsive IDP and then provides an overview of IDPs in the provinces of Gauteng, KwaZulu-Natal, and Mpumalanga. The policy brief focuses on IDPs in four municipalities, including eThekweni, Johannesburg, Mbombela, and Emalahleni.

Informed by policy dialogues in all the four municipalities in the Masiphephe Network, the policy brief identifies best practices and several challenges to the development of adequately budgeted GBV sensitive and responsive IDPs at local government level. The report concludes with recommendations for improved gender and GBV sensitive and responsive IDPs.

This policy brief is intended to influence policymakers, implementers and practitioners in government, civil society, academia, media and the private sector, to proactively develop GBV-responsive and budgeted IDPs, broad policies, strategies, programmes and budgets.

Specific objectives of the policy brief are to:

- Promote a collective understanding on 'what it means' and 'how', to have GBV responsive and budgeted IDPs;
- Facilitate local government-level integrated prioritisation in dealing with GBV risk factors in communities;
- Advocate for gender responsive budgeting for IDPs; and
- Foster accountability of local government to ensure integrated GBV responsive service delivery.

### General objectives of municipal GBV responsive IDPs should be to:

- Adhere to national legislation as well as GBV instruments from regional, continental and global levels;
- Ensure that communities are safe and secure;
- Raise awareness of platforms to report GBV as well as at the municipality;
- Engage relevant provincial and district government structures and/or forums on GBV responsive IDP priorities;
- Advocate for adequately budgeted GBV responsive IDPs;
- Enable informed and capacitated communities on issues pertaining to GBV in IDP development and reviews.

### Context: An overview of IDPs in Gauteng, KZN and Mpumalanga provinces

Evaluations of IDPs in Gauteng, Mpumalanga, and KwaZulu-Natal Provinces indicate that GBV prevention and response are not prioritised, integrated or mainstreamed with other projects or service delivery initiatives. This diminishes the importance of intimate partner violence or domestic violence as a national issue requiring immediate response. The Johannesburg, eThekweni, Emalahleni, and Mbombela vision frameworks do not include zero tolerance for GBV. Local government institutions must have a GBV-aware mentality in order to establish GBV-responsive IDPs with the ability to eliminate GBV at the community level. The cities' long-term Growth Development Strategy (GDS) outcomes should include GBV reduction for economic development, as detailed below:

**Ethekwini Municipality's** IDP within its social development cluster, recognises teenage pregnancy as a major challenge. The IDP states that socio-cultural factors such as fulfilling family and gender norms, rites of passage, patriarchy and masculinity are the causes of high levels of teenage pregnancy. The IDP is aligned to the national Community Policing Strategy towards creating a safe and secure country with a focus on building partnerships between the police and communities and building public safety. The IDP also commits to implementing the decisions of the National Summit on Gender-Based Violence and Femicide in collaboration with civil society.



**The City of Johannesburg** has a specific GBV section in its draft IDP (2021 – 2026). The section falls under a broader section on community safety and security. The City is committed to play a role in addressing the crisis of GBV. The City has hosted dialogues on the topic and established Men's forums where men are active ambassadors for creating awareness on GBV and the resultant effects of violence in the lives of women and children. To avoid duplication of services, networks with existing CBOs in the target community dealing with GBV primary prevention work have been established. The City is also working with provincial government to provide safe spaces to victims of GBV.



**Mbombela Municipality** under its Transversal Services section of its IDP commits to gender and development. The IDP includes sex-disaggregated data of community members within the municipality. The Transversal Services commits to bring forth transformation and mainstreaming all transversal issues, programmes and projects (gender, children, disability, elderly, HIV/AIDS, youth and traditional healers). The strategic priority of the municipality includes a Gender Management System. The IDP under Objective 4.2 of its HIV and AIDs management commits to increase access to and provision of services for all survivors of GBV. The Municipality has developed an Employment Equity Plan aimed at eliminating unfair discrimination in employment, to provide for Affirmative Action to redress the imbalances of the past and create equity in employment. The municipality's gender policy highlighted in the IDP serves as a guide for development of gender responsive programmes, projects, policies, and procedures within the Municipality in transforming the status of women. The key outcome of the policy is to ensure the mainstreaming of gender in the broader planning agenda of the Municipality.



**Emalahleni local municipality's** IDP 2020-21 includes sex-disaggregated data. Under Transversal Management, Emalahleni Local Municipality has established a transversal unit and its mandate is to coordinate HIV/AIDS related matters, gender programmes, and response plan for the vulnerable in the community including, children, people with disability and elderly. The Municipality's Gender Desk's over-arching goal is to co-ordinate and implement programmes addressing matters of Gender Discrimination, Gender Equality and Equity, GBV and empowerment of all genders. The gender programmes have been formulated with the guidance inter-alia from the National Gender Framework and the Mpumalanga Provincial Gender Guidelines. The IDP commits to undertake 13 gender programmes and implement five GBV focused activities.



A rapid assessment conducted by Masiphephe Network reveals serious budget challenges that only cater for calendar events such as Women's Day and the 16 Days of Activism Campaign for No Violence Against Women and Children. Most GBV programmes and

initiatives are led and implemented at national or regional levels without being included in the local IDPs.

### **The legislative framework for IDPs**

The key legislation set a framework to guide the planning and implementation of a comprehensive responsive GBV IDP. The legislation provides a mandate on how the local government can collaborate with relevant parties to develop five-yearly IDPs that are reviewed annually.

To inform decision and strategy in developing GBV responsive IDPs, the local government in Gauteng, KZN and Mpumalanga provinces can draw on the following legislative and policy framework:

### **Towards a GBV responsive budgeting**

GBV responsive budgeting is adopted from Gender Responsive Budgeting (GRB) which involves a process of conceiving, planning, approving, executing, monitoring, analysing and auditing budgets in a gender-responsive way. The objectives of municipal GBV responsive

- The Constitution calls for equality.
- Chapter V of the Municipal Systems Act (MSA) (32) 2000 mandates municipalities to prepare and adopt Integrated Development Plan for the areas under their jurisdiction. Section 25 of the MSA requires all municipalities to produce a “single, inclusive and strategic plan” or Integrated Development Plan.
- White Paper on Safety and Security (White Paper) endorsed by Cabinet in April 2016 - Integrated planning and implementation.
- Alignment with the National Development Plan 2030.
- Guidelines for developing Service Delivery Improvement Plans (SDIPs) indicate that services must be provided impartially, fairly, equitably and without bias.
- It is recommended that IDPs must be aligned to the council’s HIV and AIDS strategy.
- Revised Strategic Plan 2017-2022 Annual Performance Plan 2020-2021 - Financial Sustainability of Local Government and Fiscal Equity.
- Medium Term Strategic Framework (MTSF) - is a high-level strategic document to guide the five-year implementation and monitoring of the NDP 2030.
- The National Strategic Plan (NSP) on GBV and Femicide (GBVF) (2020-2030)
- The draft Integrated Crime and Violence Prevention Strategy (ICVPS)
- The District Development Model (DDM) launched in 2019 and endorsed across national, provincial, district and community tiers of government leadership. This integrated, district-based service delivery cooperative governance model aims at fast-tracking service delivery and ensuring municipalities are adequately supported and resourced to carry out their mandate in partnership with business, labour and communities served. The Department of Cooperative Governance and Traditional Affairs (COGTA) spearheading the implementation of this model, emphasises that the inclusiveness of the DDM process, makes it ideal for ensuring GBV sensitivity and response. The DDM intricately aligns with the 6 pillars of the NSP-GBVF (2020-2030) more specifically, the monitoring and evaluation framework under Pillar 2 which indicates that “Gender-responsive IDPS integrate safety audits and interventions” under the key intervention, ‘Restore human dignity, build caring and safe communities that are responsive to individual and collective trauma. It also aligns with the White Paper on Safety and Security (White Paper) (2016).
- South Africa has set up a National GBV Council whose effectiveness are yet to be thoroughly understood by organisations such as those working in the Masiphephe Network.

IDPs include various components including a budget for GBV prevention, treatment and response services; training and performance management of personnel; awareness raising to communities; regular review and peer review.

GBV responsive budgeting focuses on analysing GBV programmes and the actual government expenditure and revenue on GBV. The municipal GBV responsive budgeting aims to bring gender mainstreaming to public finances and ensure that resources are raised and spent to eliminate GBV at a community level. The three main stages of the IDP process which include consultations, strategic engagements and implementation, should integrate GBV as a key component.

Responsive GBV budgeting helps to ensure women empowerment and gender equality at the core of public policy. Budgeting for GBV has a potential to reduce gender inequalities resulting in achieved National Development Plan vision 2030 as well as the sustainable development goals. Some benefits of GRB are:

- To ensure women's empowerment and gender equality are at the center of public policy priorities, results-based planning and budgeting and accountability;
- To ensure allocation of adequate resources for women's empowerment and gender equality linked to broader public finance reforms;
- To enhance the country's overall levels of inclusive growth, development and the broader political and socio-economic transformation agenda.
- To enhance equitable delivery of services at local government level.

### **Key issues generated from policy dialogues for consideration in IDPs**

This policy brief recommends key actions by the Masiphephe Network to influence municipal GBV responsive IDP processes to prevent, protect, treat and promote at a local level. Following the policy dialogues held by Masiphephe, these issues were identified:

- With the weak economic performance and natural disasters such as the Covid-19 pandemic, budgets focused on other basic needs such as water, sanitation and food. The budget to respond to GBV challenges is deprioritised.
- Community safety is prioritised in all IDPs, however combating GBV is still a challenge with all municipalities.
- The provinces already have a service backlog (Including that of GBV cases) worsened by the Covid-19 pandemic making it difficult to determine priority services.
- The cities places GBV issues within the portfolio of the Gender Desk, A Gender Desk with less funding making it difficult to tackle GBV issues in the area.
- The integration of sector plans into the IDP community basic service needs does not include GBV.
- Poor reporting and documentation of GBV cases limits evidence from the ground on how service delivery can be improved by addressing GBV.
- While the Department of Social Development has preventative measures through working closely with police stations and regional forums to bolster reporting channels and drive awareness campaigns across the city, the results are not yet convincing due to the implementation factors and the impact of the Covid-19 pandemic.
- While the IDP process aims to engage communities on all planning and implementation processes, mobilising community members to participate remains a challenge.

## Stakeholder mapping

A multi-stakeholder action starting at community level is critical in the IDP process. To achieve GBV reduction goals it is crucial for all stakeholders (including community members), to collaborate and engage.

This policy brief explores key aspects that need to be considered during GBV stakeholder mapping and these are:

- Stakeholder administrative capacity
- Population served by stakeholders
- Resources needed to enhance their services
- Level and experience on GBV response
- Type of GBV services offered including referrals and partnerships in service delivery and support,
- Willingness to participate in a collaborative structure such as Masiphephe Network.
- Strengths in coordination and collaboration
- Knowledge of national policies and laws on GBV
- Ability to influence national policy shift through local action.
- Training of GBV personnel in order to become experts in the field.
- GBV evidence gathering experience
- The community knowledge on vulnerable groups including the LGBTQIA+, children, elderly persons, persons with disability, women, and migrants.

## The impact of Covid-19

"GBV is the 'shadow' pandemic as countries closed borders to limit the spread of COVID-19." GBV has increased during the COVID-19 era. The government's GBV and femicide command headquarters documented over 120,000 victims in the first three weeks of lockdown alone. The number of calls received by Vodacom's support call centres from women and children needing urgent assistance increased by 65%. Johannesburg-based organisations such as Rise Up Against Gender-Based Violence were overwhelmed by the amount of calls from women who required evacuation to safe locations. Municipalities must continue to play a significant role in lowering GBV in the post-COVID-19 era.

In the wake of the COVID-19 lockdowns, activists expressed grave worries regarding the availability of specialized GBV units during the pandemic. Many women were unable to access shelters, as well as justice and health services, which were further impeded by movement restrictions, forcing women to pursue alternate dispute resolution processes.

The costs of travel to obtain justice, the expenditures of hiring attorneys, and the subjective costs resulting from religion, stigma, and custom all delay and ultimately deny GBV survivors justice.

In South Africa alone, 60% of social services that benefit women are administered by the civil society. GBV service providers also struggled to access necessary supplies, such as rape kits and materials required for clinical therapy of rape survivors. Yet, there were grave concerns that government had allocated insufficient resources to support GBV service providers and women and girls who sought alternative housing away from their abusers' households.

The epidemic demonstrated the importance of diversifying service delivery methods. Therefore, GBV service providers should invest in a variety of delivery alternatives, including low-tech replies such as SMS-based solutions, to accommodate women who may not have access to Android phones and internet data. Developing apps and short messaging service (SMS) services that can be accessed by all communities is essential for data gathering, updating the sexual offenders registry, and on-demand GBV services.

## **Recommendations**

### **Infrastructure and development (including water and sanitation)**

- Through the infrastructure and development portion of the IDP, the intractable relationship between economic empowerment and gender-based violence must be addressed. This will ensure that survivors of GBV have access to income-generating municipal economic development initiatives. The IDPs acknowledge the significant unemployment rates, particularly among youth. Therefore, this section of the IDP must encourage youth cooperatives and the hiring of youngsters for various municipal positions..
- The transport system plan of the IDP must focus on safety including lighting in taxi ranks, safety in public transport, clean and safe toilets in taxi ranks or train stations. This will reduce the GBV perpetrated in the public transport system.
- Infrastructure planning must consider plans to renovate shelters in each municipality with consideration that some survivors of GBV have children. The shelters should also provide a springboard for the survivors to start their own income generation. Disused buildings owned by the municipality must be converted to shelters for GBV survivors.
- Access to clean water and sanitation is critical especially in these COVID-19 times. There is need to ensure adequate clean running water and toilets in schools, parks and all public places.
- Building relevant databases to input gender disaggregated data must be part of the infrastructure planning in the IDP. This will enable planning for GBV response.
- Community led infrastructure planning must be appropriately matched with available resources to ensure that evidence on the ground translates to development.
- There is need to assess the situation of RDP housing beneficiaries to avoid marginalisation and perpetuation of crowded housing likely to induce GBV.
- A data collection system for recording unreported GBV cases from informal settlements must be planned for in the IDP. This may include allocating a budget for GBV household surveys.
- The municipality should liaise with the police on building semi-permanent police stations in informal settlements for ease of GBV case reporting.

### **Gender Responsive Budgeting**

Each IDP should be supported by employment equity as well as a quota system of tenders allocated to women and youth. This should be further supported by appointment of women in procurement. Gender Responsive Budgeting (GRB) should be popularised during budget consultations with community members. There is need for municipalities to consider privatisation – through development of small business, of some services to create jobs hence reducing income dependency of survivors of GBV.



- Fundraising for the municipality's financial sustainability in order to adequately implement GRB. Financially viable investments must be identified in the IDP in order to avoid obsolete infrastructure. Digital technology must be considered in each investment.
- Funding of work readiness programmes must be considered as key in active GRB.
- Human resource capacity of the municipality must be capacitated on the GRB concepts to prevent ad-hoc activities that suffice as gender activities.
- The disconnection between national budget allocation to municipalities and community needs must be addressed in the IDP through a system such as Asset Based Community Development implemented by the City of Johannesburg.
- Infrastructure development should include toll free numbers on GBV reporting.

## Law enforcement and community safety

- The communities need to be aware of how the justice system works – it is therefore important that the IDP considers information dissemination on key steps of GBV reporting. The municipality needs to include the police and the Department of Justice in drafting its IDP.
- The traditional justice system must also be considered in the GBV law enforcement as well as community policing forums.
- The community members must be ready to approach COGTA and the public protector to report any poor service delivery without fear – including failure by the municipalities to provide GBV services. Corrupt council officials must be reported without fear.
- Each IDP should strengthen its GBV prevention programmes including emerging issues such as cyber GBV and trafficking of persons.
- Engagement with men and boys is critical as it enables the community to understand the drivers of GBV and create a pool of male champions against GBV. If such dialogues are planned for in the IDP calendar, the community is likely to take them seriously.
- The interface between the police and the municipality is critical to combat GBV. While reporting crime is mainly left to SAPS, there is need to train municipality police such as JMPD on identifying GBV and acting on cases.
- The municipality IDP must include easily accessible one stop GBV centres that are victim friendly.
- There is need for the IDP to include components of raising awareness of municipality by-laws and enforcing them.
- It is critical that municipality police monitor the faith based sector and traditional healers as they are sometimes havens for GBV perpetration.
- The department of Education is a critical partner in combating GBV in a municipality. Awareness programmes including input on GBV in the education curriculum can be jointly held by the municipality and education.
- There should be considerations of a safety and security summit held by municipalities with specific focus on GBV

## Conclusion

While the IDP may align with national, regional, continental, and global GBV frameworks, more needs to be done to hold national governments accountable for progress (or lack thereof) in combatting GBV at local government and community levels. In South Africa, GBV has been labelled a national pandemic, and the situation has gotten worse throughout COVID-19. The IDP serves as a starting point for communities to interact with one another and conduct GBV community policing. Low reporting of GBV cases is generally due to poor GBV case management; nonetheless, the community's many channels for engaging with the municipality are crucial for change. Both councillors and municipality technocrats must be supportive of

GBV prioritised planning, programming and GRB. While some towns are lauding e-governance and moving toward the digital era, the digital divide that survivors of GBV frequently experience must be acknowledged. The majority of them have restricted Internet connectivity.

Some communities have internet hotspots in libraries, clinics, and recreation centers, which is excellent because it ensures that residents have access to the internet. While some IDPs may not specifically mention GBV prevention programs, there are various ways for the community and other stakeholders to bring the topic up during IDP consultative roadshows, reviews, and implementation. By combining GRB and gender-specific funds, numerous outside players as well as the municipality itself will be able to tackle GBV. Economic empowerment for women and youth is crucial in reducing financial dependency among GBV survivors, some of whom may desire to leave abusive situations in the future. Each municipality's IDP should be a business strategy that benefits community members not just financially but also makes them feel comfortable in their neighbourhoods.

## DISCLAIMER

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**Break the silence, call 0800 428 428 (GBV Command Centre) to report and get GBV support.**

## Contact Details

Masiphephe Network Strategic and Civil Society Implementing Partners

ORGANISATION	IMPLEMENTATION SITE/ LOCATION	CONTACT NUMBER
Centre for Communication Impact - Pretoria Head Office	Gauteng	012 366 9300
Gender Health and Justice Research Unit (GHJRU), University of Cape Town	Strategic research and policy partner across sites	021 406 6023
Agisanang Domestic Abuse Prevention and Training (ADAPT)	Gauteng City of Johannesburg Region E	011 786 6608
Sonke Gender Justice (Sonke) Gauteng	City of Johannesburg Region D	011 339 3589
Ethembeni Crisis Care Centre (ECCC)	eThekweni West, KwaZulu Natal	031 704 6860
Gugu Dlamini Foundation KwaZulu Natal	eThekweni INK Area	031 292 2852
Project Support Association Southern Africa (PSASA)	City of Mbombela. Emalahleni Local Municipality	013 752 5624

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