



**THEMATIC PAPER  
Mpumalanga  
(Emalahleni & Mbombela)**

**Gender-Based Violence Responsive**

**And**

**Budgeted Integrated Development Plans (IDPs)**



## SYNOPSIS

Gender based violence (GBV) is a profound problem highly affecting women in South Africa. In recent years, GBV cases have been growing at an alarming rate requiring more interventions from all players including the local government. The initiatives undertaken by Masiphephe Network during the 2020 16 days of activism reveal hidden GBV challenges which remain unreported by many victims across the country. In June 2020, President Cyril Ramaphosa declared GBV an issue of national importance. This means that in order to make any progression in reducing GBV, the local government is required to develop Integrated Development Plans (IDPs) that are inclusive and aim to improve service delivery (incorporating GBV) situations that currently prevail in the communities they serve.

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The purpose of this thematic paper is to highlight need for the local government to develop and implement GBV responsive IDPs in an attempt to curb GBV across Emalahleni and Mbombela cities in Mpumalanga province. This paper starts with an evaluation of the IDPs for the City of Emalahleni and Mbombela. Referencing the IDPs reviewed, the paper analyses the different levels of planning in alignment with the legislative framework. The paper also focuses on the existing progress and gaps in IDPs to prevent and treat GBV.

Based on the review of the previous IDPs, legislative and policy framework, guidelines, and implementation of various strategic documents and programmes of key government departments, this paper maps out some recommendations for strengthening GBV responsive IDPs. This thematic paper aims to influence policy makers, role players and practitioners at different levels to strategically integrate GBV in the current and future budgets. Responsive IDPs helps to fight and treat GBV. Without such intrusions at a local level, it is difficult to meet the vision 2030 of the National Development Plan (NDP).

## AN EVALUATION OF THE IDPS FOR EMALAHLENI AND MBOMBELA CITIES



With the increased rate of GBV across the country, now more than ever, a municipal council's vision for short and long-term development should put a special emphasis on GBV as the most critical issue that needs urgent intervention. The vision framework for both Emalahleni and Mbombela cities does not incorporate zero tolerance to GBV. GBV alert mindsets within local government structures are necessary in developing GBV responsive IDPs which have a potential to reduce GBV at community level. This results in various benefits including economic development and growth.

### ***Developmental Vision Municipal Plans:***

- Spatial Development Framework (SDF);
- Local Economic Development Plan (LED Plan);
- Disaster Management Plan;
- Institutional Plan;
- Financial Plan

The IDP for both the City of Emalahleni and Mbombela includes a focus on gender development. The Municipalities have developed an Employment Equity Plan aimed at eliminating unfair discrimination in employment, providing for Affirmative Action to address the imbalances of the past and create equity in employment. The policy specifically ensures that women are considered in the senior positions. Through its Transversal unit, the City of Mbombela has developed a draft gender policy informed by the Department of Provincial and Local Government (DPLG). The overall purpose of this policy document is to provide a framework that will serve 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.

On the other hand, the City of Emalahleni has established a Transversal unit and a Gender desk mandated to coordinate and implement programmes that address gender discrimination. The responsive programmes look at how GBV can be prevented from happening and also seek to support survivors and mitigate the impact of GBV in a variety of ways (for instance medical help, psychosocial support, and shelter). The strategic focus of the plan is to advocate issues of GBV, and it has been reviewed to respond to the challenges of the Covid-19 pandemic and concomitant regulations.

Whilst this is an applaudable effort for both cities, a rapid assessment conducted by Masiphephe Network in 2020 showed serious budget challenges that only cater for calendar events such as Women's Day and the 16 Days of Activism Campaign of No Violence Against Women and Children. Given that these activities are timely, they do not have the potential to address the root causes of GBV at a community level.

The GBV dialogues conducted by the Masiphephe Network during the 16 Days of No Violence Against Women and Children (2020) showed a high rate of incest crimes in Masoyi area, in the City of Mbombela. With such evidence-based information, the local government often struggle to use evidence-based information to inform on comprehensive programming that regards the diversity of communities. It is important to identify risk and protective factors for such violence, and the means by which this information may be used to plan more effective prevention and response programs.

### **MUNICIPAL PLANNING CONTEXT**

The local government IDPs are developed and aligned in accordance with national development vision, which is outlined in various national policy documents, and consolidated in the National Development Plan (NDP). The NDP requires the local government to play an active role in delivering services that improve the safety and security for all people living in South Africa.

#### **Key priority areas of service orientation plan**

- **Water Services Development Plan (WSDP);**
- **Integrated Waste Management Plan (IWMP);**
- **Integrated Transport Plan (ITP);**
- **Environmental Management Plan (EMP);**
- **Integrated Human Settlement Plan (IHS);**
- **Housing Sector Plan (HSP);**
- **Integrated Energy Plan (IEP);**
- **Sports and Recreation Plan, etc.**

The municipal IDP assessment of the key priority areas of the service orientation plan for Mpumalanga province does not have GBV in the service delivery priority list. With the high rate of gender related crimes countrywide, GBV responsive programmes should be at the core of strategic objective of the IDPs. According to the Municipal Systems Act 2000, the IDPs enable the municipality leadership and management to make informed decisions towards efficient and effective service delivery. Given that GBV is an issue of national importance, the City of Mbombela and Emalahleni municipality leadership have thus not prioritised GBV as an urgent service delivery.

The IDP plan should focus on the critical capabilities needed to transform the economy and the society. The IDP for Emalahleni has Community Safety programmes as a priority but GBV is side-lined as part of the programmes. While the IDP for the City of Mbombela aims to increase the number of police stations and police visibility in order to improve community safety and security, The IDPs for Mpumalanga province **do not** draw on:

- The National Strategic Plan on GBV's, accepted by the President in May 2020, six key principles that include;
  - (i) A multi-sectoral approach
  - (ii) Active and meaningful community participation
  - (iii) Visionary, gender-responsive and transformative approach
  - (iv) A human rights-based, victim-centred and survivor-focused approach
  - (v) Intergenerational youth friendly approach
  - (vi) Mutual accountability for changes
  - (vii) Inclusiveness, embracing diversity and intersectionality.
- The draft Integrated Crime and Violence Prevention strategy (ICVPS), adapted from the White Paper on Safety and Security and, endorsed by Cabinet in April 2016's, four core principles which promote;
  - (i) Equality in access, protection and services
  - (ii) Commitment of high-quality service
  - (iii) Integrated planning and implementation
  - (iv) Evidence-based planning and implementation.

These strategies set out a framework to guide the planning and implementation of comprehensive, responsive GBV IDPs that ensure community safety, crime and violence prevention in South Africa.

In light of the financial challenges caused by slow economic growth, the key challenges on service delivery improvements have centred on the ability to implement plans and policies effectively and efficiently.<sup>1</sup> In the municipal IDP process, the players should refer to the guidelines for developing Service Delivery Improvement Plans (SDIPs) which indicates that services must be provided impartially, fairly, equitably and without bias. This will guide them in developing GBV responsive IDPs in line with the constitution.

- Section 25 of the MSA requires all municipalities to produce a "single, inclusive and strategic plan" or IDP that must;
  - (i) Link, coordinate and integrate plans
  - (ii) Align resources and capacity
  - (iii) Form the policy and budgeting framework for the municipality
  - (iv) Comply with national and provincial development plans. Since GBV is socially influenced by various risk factors at individual, household,

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<sup>1</sup> Batho Pele Handbook preface, Geraldine Fraser Moloketi, University of KwaZulu Natal, 1997, accessed at <http://www.kzneducation.gov.za/documents/BathoPeleHandbook.pdf>, accessed on 1 October 2022.

community and societal levels, the cross-cutting framework of IDPs should therefore fully consider addressing the national pandemic through ensuring budgeted priorities in any community development initiative prevent, respond, and aptly mitigate against GBV.

Without a doubt, the Covid-19 pandemic has highly impacted the economy, however the municipalities still have to incorporate GVB in the IDPs considering that the pandemic has exacerbated GBV issues countrywide. GBV responsive IDPs are meant to include marginalised groups including women who face daily challenges of GBV.

It is also recommended that the IDPs must be aligned to the council's HIV and AIDS strategy. Perhaps this is the closest that the IDPs currently link to GBV since there are some linkages between GBV and HIV transmission. While there is some level of community engagement during national, district and council planning – it is important to ensure that GBV is amongst the aspects that are included in the final documentation.

### The objectives of municipal GBV responsive IDPs



The image above depicts the components of a gender responsive IDP. The components include a budget for GBV prevention, treatment and services. An ideal IDP will include training and performance management of personnel, awareness raising to communities, regular review and peer review.

Whilst the IDP process is managed by the relevant local government structure, and normally begins by defining the vision of a municipality, the integral part of the IDP should not exclude GBV. The three main stages of the IDP process (consultative, strategic and implementation) should consider GBV as a key component of the process.

It is important to mention that IDP strategies, programmes and projects are not typically cast in stone, but are subject to continual change as conditions in either the internal or external environment fluctuate. Accordingly, IDPs are reviewed annually in line with the

broader national planning and budgetary process and evaluated every five years to understand their true impact on the ground.<sup>2</sup>

GBV should be integrated into an IDP throughout the duration of the plan compared to targeted events. There should be clear direction as to what citizens can expect from their local government in addressing the surge of GBV in communities, workplaces and schools. The IDPs should now incorporate strategies and resources of tackling GBV during disasters such as COVID-19.

### **Challenges in developing GBV responsive IDPs**

Through observations and desk research, Masiphephe Network revealed various challenges hindering Emalahleni and Mbombela cities to include GBV as a priority area in their IDPs.

- GBV is very complex and requires some level of knowledge and understanding of local constructions that are crucial in developing preventive and responsive interventions to address this issue. The training of council personnel on GBV responsiveness of plans is important while peer review of IDPs by other authorities can strengthen existing IDPs for GBV responsiveness.
- From the previous discussions conducted by Masiphephe Network, Gender roles and power, economic deprivation, and physical and social characteristics emerged as key explanatory factors in accounts of GBV prevalence. However, these played out in different ways with respect to differing forms of violence. With different forms of GBV, it becomes difficult for the municipalities to pinpoint the key GBV areas as all are quite important.
- With the weak economic performance and natural disasters such as the current Covid-19 pandemic, budgets tend to be very strict, focusing on things such as water, sanitation and food. The budget to respond to GBV challenges is not prioritised.
- The City of Emalahleni places GBV under a Gender Desk with less funding making it difficult to tackle GBV issues in the area.
- While the local authorities of Emalahleni and Mbombela cities are slowly realising the economic cost of GBV, GBV funding initiatives are very low. The municipalities highly rely on donor funding to tackle GBV issues across the province.
- 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 emanating from the ground on how service delivery can be improved by addressing GBV.
- The City of Emalahleni and Mbombela claim that there was adequate community participation in the IDP, Budget and Performance Management processes, however from the observations, the community engagement did not include GBV responsive IDPs given that the GBV and femicide cases have been escalating in recent years - worsened by the Covid-19 pandemic.

### **CONCLUSION**

Amongst major service delivery challenges such as water, sanitation and food, GBV represents a significant threat in Emalahleni and Mbombela cities even though the cities have GBV response programmes, initiatives and policies included in their IDPs. However, GBV is not included as a priority service delivery. The lack of GBV responsive IDPs hinders the municipalities' priorities in addressing GBV at a community level. With the growing

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<sup>2</sup> Integrated Development Planning in South Africa, Accord, 2007, accessed at <https://www.accord.org.za/ajcr-issues/integrated-development-planning-in-south-africa/>, accessed on 2 October 2022.

population demanding more services, slow economic performance and the impact of the Covid-19 pandemic, the municipalities still have to plan for GBV prevention and responses. The IDP for the City of Emalahleni has responded to the call by the Presidency to end GBV, however GBV has not yet been included into the budget. The lack of financing the GBV component of IDPs jeopardises service delivery and the protection of citizens undermining the NDP and the constitution.

Gender Responsive budgeting for local government and addressing GBV should remain an agenda item for council meetings and a key component of IDPs. The local government role players need to fully understand how to promote GBV responsive IDPs in alignment with the NDP, and other strategies. It is important that local government accounts for the implementation of IDPs through a performance review process in a collective manner including community members and all stakeholders with an ability to give regular feedback. Data collection and documentation from the ground will ensure that a review of an IDP is aptly informed by evidence from the ground.