

**Masiphepe**  
**Network**



**IF WE ALL TAKE THE STAND  
AGAINST GBV, WE CAN  
WIN THE SCOURGE OF  
VIOLENCE**

## **THEMATIC PAPER**

### **Gauteng** **(City of Johannesburg)**

**Gender-Based Violence Responsive**

**And**

**Budgeted Integrated Development Plans (IDPs)**



## SYNOPSIS

**In 2020, President Cyril Ramaphosa declared the scourge of GBV a second pandemic which the country needs to deal with**

Gender-based violence (GBV) is a profound and widespread problem in South Africa influenced by various risk factors at individual, household, community and societal levels on which women and girls are disproportionately affected. In 2020, President Cyril Ramaphosa declared the scourge of GBV a second pandemic which the country needs to deal with extensively.

The Covid-19 lockdowns have escalated GBV cases across the globe. The national government's GBVF command centre recorded more than 120 000 calls on the national helpline for abused women and children in the first three weeks of the national lockdown. This is double the usual volume of calls received by this centre. Whilst much of the country's effort focuses on GBV response, these responses need to be budgeted for to provide support at a local level and as an attempt to address the underlying, interlinked causes of GBV so that they can work towards preventing it.

It is well documented that South Africa has one of the highest rates of GBV. The city of Johannesburg has experienced growth at an unprecedented scale of urban growth at 5.7 million and continues to attract 15 000 people per month mostly in search for economic opportunities. In this manner, the city will have to deal with many challenges including GBV which is one of the pressing issues requiring urgent intervention. Basically, what defines a prominent city is its ability to align its priorities in the sense that fighting GBV is on top of the list.

This thematic paper highlights the need for the local government to develop and implement GBV responsive (IDPs) as an attempt to curb GBV in the city of Johannesburg. This paper begins by evaluating the City's IDP and 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 analyses the different levels of planning in alignment with the legislative framework.

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 help to fight and treat GBV. Without such intrusions at a local level, it is difficult to meet vision 2030 of the National Development Plan (NDP).

## AN EVALUATION OF CITY OF JOHANNESBURG IDP

The IDP for the City of Johannesburg has 11 strategic priorities and GBV is not included as a standalone priority. GBV should be a stand-alone priority in the IDP, not to be incorporated under community safety and security priority. This reduces the weight that GBV carries as an issue that needs urgent intervention across the city. If the city can prioritise minimising the impact of Covid-19 which is a recent issue – indeed it should also highlight GBV which has been an issue that continuously affects millions of people in Johannesburg.

**GBV should be a stand-alone priority service delivery in the IDP, not to be incorporated under community safety and security. This reduces the weight that GBV carries as an issue that needs urgent**

Whilst the South African economy continues to take a further knock, the economic cost of GBV is less documented countrywide. There is use of 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. With such huge economic costs, reducing GBV for improving the economy is missing in the city's 2040 Growth Development Strategy (GDS) Outcomes. Johannesburg is regarded as one of the most unsafe places across the SADC region, but the safety and security of communities (With women and children highlighted) is not included in the vision of the city.

Given that GBV cases are under-reported, the Developmental Service Delivery Model should incorporate fighting GBV, and people should contribute towards their own personal development which contributes to the economy as well. Whilst the city of Johannesburg is committed to addressing GBV at a local level, there is a need to engage more with the community at a grassroot level to conduct a situation analysis, define the problem statement and find the strategies/solutions to address the rising issue of GBV.

To respond to the scourge of GBV during the Covid-19 lockdowns, the city of Johannesburg reached about 6000 people. Whilst this is applaudable, the city largely depends on the national/regional level to respond to GBV. The department conducts community dialogues to raise awareness of the root causes of GBV in communities. Many of these dialogues are centred on the link between gender inequalities between men and women and how cultural, traditional and religious practices perpetuate GBV.

The city of Johannesburg relies on these dialogues to propose more specific strategies and interventions. 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. The underlying problem is that GBV programmes and initiatives are often budgeted for at a national level undermining the importance of locality. When there is a GBV budget at a local level, it becomes easy for the municipal leadership to innovate towards raising awareness and finding solutions to curb the GBV pandemic

Whilst organisations (CBOs) are the forefront in fighting, the local government is lagging behind. The observations conducted by Masiphephe Network reveal that the local government mainly features in the programmes and initiatives already established by CSOs. Instead, they could develop their own initiatives and programmes aimed at reducing GBV.

## **MUNICIPAL PLANNING CONTEXT**

**NDP requires that the local government should play an active role in fighting GBV and improving the safety and security of women and girls living in South Africa.**

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 that the local government should play an active role in fighting GBV and improving the safety and security of women and girls living in South Africa.

The city of Johannesburg conducted a virtual meeting with women where the Mayor presented the draft IDP. However, the attendance was low. Johannesburg has over five million people and about 50% of that population are women and girls. The attendance of only 70 women is not sufficient to inform on significant decisions about developing a GBV responsive IDP. GBV is one of the thematic issues that emanated from the reviewed of the IDP draft.

According to the Municipal Systems Act 2000, the IDPs enables the municipality leadership and management to make informed decisions towards efficient and effective

service delivery. However, the strategy to combat GBV is not stated in the city's strategy to address the GDS outcomes and outputs. As the policy and strategy experience in developing and implementing IDPs deepens by day, municipalities need to shift mindsets and find new strategic approaches that specifically consider matters of GBV. The local government has a responsibility to fight the GBV pandemic and this can be made possible by developing and implementing GBV responsive IDPs that include innovative policies felt by the people served in the city.

To inform decision making and strategy formulation regarding GBV, the city of Johannesburg can draw on:

- The National Strategic Plan on GBV accepted by the President in May 2020's six key principles which 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 underpinned by the four core principles which are promoting;
  - (i) Equality in access, protection and services.
  - (ii) Commitment of high-quality service.
  - (iii) Integrated planning and implementation.
  - (iv) Evidence-based planning and implementation.
- Section 25 of the MSA which requires all municipalities to produce a "single, inclusive and strategic plan" or Integrated Development Plan 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.
- 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.

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

The weak economic growth, deteriorating public finances and the Covid-19 pandemic should not be an excuse for the local government not developing GBV responsive IDPs. The city should make an extra effort to manage and coordinate the distribution of resources between spheres with high impact. The IDPs must be aligned to the council's HIV and AIDS strategy as this is closely linked to GBV.

## THE OBJECTIVES OF MUNICIPAL GBV RESPONSIVE IDPS



The objectives of municipal GBV responsive IDPs includes various components including a budget for;

- GBV prevention, treatment and services.
- Training and performance management of personnel.
- Awareness raising to communities.
- Regular review and peer review.

While the IDP process follows a local government structure, the three main stages of the process (consultative, strategic and implementation) should consider GBV as a key component of the process. Accordingly, IDPs are reviewed annually in line with the broader national planning and budgetary process, and these are evaluated every five years. This timeline is enough to understand the true impact of GBV responsive IDPs.<sup>1</sup>

**There are 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**

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. It is crucial to integrate GBV into an IDP throughout the duration of the plan instead of targeted events.

There is need for clear direction as to what citizens can expect of their local government in addressing the surge of GBV in communities, workplaces and schools. The IDPs should now incorporate strategies and resources required to tackle GBV during disasters such as COVID-19.

<sup>1</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.

## CHALLENGES IN DEVELOPING GBV RESPONSIVE IDPS

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

- Whilst the Department of Social Development has put in place 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.
- The city already has a service backlog worsened by the Covid-19 pandemic making it difficult to determine priority services.
- 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, the budgets tend to be very strict focusing on things such as water, sanitation and food. A budget geared towards responding to GBV challenges is not prioritised.
- Whilst the local authorities of the city of Johannesburg are slowly realising the economic cost of GBV, funding initiatives remain very low.
- The integration of sector plans into the IDP community basic service needs to include GBV.
- The local government is slowly trying to understand the issues of GBV. There is lack of data to indicate the number of interventions implemented to respond to the scourge of Gender Based Violence.

## CONCLUSION

GBV issues are often under-reported, and the area is very complex. Issues require some level of knowledge and understanding of local constructions that are crucial to develop preventive and responsive interventions to address this issue. The cross-cutting framework of IDPs should therefore fully consider addressing the national pandemic through ensuring that budgeted priorities in any community development initiative prevent, respond, and aptly mitigate against GBV. The lack of GBV responsive IDPs has brought critical gaps in how municipalities can collect and analyse GBV related data and offer community level recommendations on how to curb GBV.

**GBV requires some level of knowledge and understanding of local constructions that are crucial to develop preventive and responsive interventions to address this issue.**

Whilst 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 most effective way to contribute and work towards realising the vision of reducing GBV is through an informed, active and engaged citizenry that understands local issues and can trust that their views can contribute towards policy making. Mobilising more women to review IDPs is crucial in reducing GBV at a local level.

The training of council personnel on GBV responsiveness plans is important while peer review of IDPs by other authorities can strengthen existing IDPs for GBV responsiveness. Responsive budgeting for local government and addressing GBV should remain an agenda item for council meetings and a main 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.