

## THEMATIC PAPER

**Gender-Based Violence Responsive**

**And**

**Budgeted Integrated Development Plans (IDPs)**



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## **SYNOPSIS**

This thematic paper outlines the role of gender-based violence (GBV) responsive Integrated Development Plans (IDPs) in reducing the GBV pandemic. The paper starts by analysing the different levels of planning that exist in South Africa as well as linked legislature. This paper then gives highlights of existing progress and gaps in IDPs to prevent and treat GBV. The paper further highlights the need for financed IDPs to ensure that GBV is prevented and treated with the available resources. Based on a rapid assessment of the legislative and policy framework, guidelines, and implementation of strategic and programme documents of key government departments; the paper seeks to map out recommendations for strengthening IDPs in the area of GBV.

Amongst several analysis of South Africa's IDP system, this paper proposes that the IDP system be thoroughly scrutinised on the inclusion of GBV originally meant to involve previously marginalised groups in strategic development. These groups include women who have faced all sorts of GBV for decades. Finally, the paper proposes sustainable solutions to ensure that current and future IDPs include GBV strategies and resources without fail. This thematic paper is targeted at policy makers and practitioners at national, district and local government. The paper is meant to bring to influence policy shift in the current and future IDPs, making them GBV responsive with budgets.

## **BACKGROUND TO IDPS**

A rapid assessment of IDPs in Gauteng, Mpumalanga and KZN reveal that:

- GBV prevention and response is not prioritised, integrated or mainstreamed in other projects or service delivery initiatives.
- There are no clear and budgeted GBV prevention and response initiatives. Unplanned GBV activities are inadequately budgeted.
- Most GBV programmes and initiatives are led and implemented at national or regional levels without reflection in the current IDPs.
- GBV responses are mostly eventful and mainly associated with the celebration of calendar events such as Women's Day and 16 days campaign of no violence against women and children, and these activities do not address the root causes of GBV, nor do they contribute to substantive reduction of GBV.
- The IDPs include general statements on how the municipalities aim to address gender and gender related issues, such as the promotion of an inclusive city offering its residents widened life chances and opportunities. There are statements on engaging the communities.
- Most IDPs include engaging and informing communities on all planning and implementation processes.

South Africa's integrated planning approach, was launched after 1994 as a platform for previously marginalised municipalities to:

- Directly partake in service delivery planning; reform old and build new institutions
- To identify and prioritise strategic development interventions with both short- and long-term impact.

The IDP process, managed by the relevant local government structure, normally begins by defining the vision of a municipality. With Gender Based Violence having been declared a national pandemic, it is prudent that local authorities and other governance structures include zero tolerance to GBV in their vision.

In its submission to the call for public comment on the City of Johannesburg's integrated development plan 2020/2021, Sonke Gender Justice highlighted the following supporting strategies to be aligned with the City of Johannesburg's IDP:

1. *Human and Social Development Strategy* - This focuses on improved quality of life, development driven resilience and a City that responds to the needs of its Citizens. No mention is made with respect to dealing with Gender Based Violence in this sphere
2. *Johannesburg City Safety Strategies* – This strategy highlights a well-regulated city which is safe and secure as well as having communities that are informed

A rapid assessment of the prevalence of GBV conducted by the Masiphephe Network in the City of Johannesburg (Gauteng Province), eThekweni Municipality (KZN), the City of Mbombela and Emalahleni Local Municipality (Mpumalanga Province)<sup>1</sup> showed serious challenges with clear and budgeted GBV prevention, response priorities and programmes in the four municipality's IDPs. Adhoc GBV activities are inadequately budgeted. GBV responses are mostly eventful and mainly associated with the celebration of calendar events such as Women's Day and annual 16 Days of Activism Campaign for No Violence against Women and Children. These awareness activities do not address the root causes of GBVF.

Throughout the IDP process, the use of evidence, gender and GBV analysis tools is limited. These tools are used to inform on priorities and needs in communities developing gender sensitive and responsive plans of action and programmes that are inclusive and give regard to the diversity of communities. GBV prevention and response should be prioritised, budgeted, and planned for throughout the year aligned to the national government's 365 GBV Campaign and the National Strategic Plan on GBVF (2020 – 2030). Addressing this will contribute to improved quality of life, development driven resilience and local municipalities that respond to the needs of citizens.

Municipalities are required by the provisions of Chapter V of the Municipal Systems Act (32) 2000 to prepare and adopt an Integrated Development Plan for the areas under their jurisdiction.<sup>2</sup> Key legislation provides mandates and guidelines on how local government can work collectively with all government departments and structures, civil society organisations, the private sector, media, and community members to develop five-year IDPs that are reviewed annually as guided in the Municipal Systems Act (MSA) (No.32) of 2000.

<sup>1</sup> Masiphephe Network (July 2019) Rapid Assessment of Levels of GBV in Four Municipalities of the City of Johannesburg (Gauteng); eThekweni (KZN); Emalahleni and Mbombela (Mpumalanga).

<sup>2</sup> Framework for integrated development planning, Government of South Africa, 2018, accessed at [http://iwmp.environment.gov.za/municipal\\_systems\\_act/chapter5/part3/section27](http://iwmp.environment.gov.za/municipal_systems_act/chapter5/part3/section27), accessed on 01 October 2022.

Section 25 of the MSA 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.

GBV is socially influenced by various risk factors at individual, household, 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 prevents, responds, and aptly mitigates against GBV.

## **NATIONAL AND DISTRICT PLANNING CONTEXT**

The National Strategic Plan on GBV accepted by the President in May 2020’s six key principles includes:

- 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 White Paper on Safety and Security (White Paper) endorsed by Cabinet in April 2016 underpinned by the four core principles promotes:

- i. Equality in access, protection and services
- ii. Commitment of high-quality service
- iii. Integrated planning and implementation
- iv. Evidence-based planning and implementation.



At a national level, key challenges on service delivery improvement has been reliant on the ability of the public service to implement policies and plans in the most effective and efficient manner<sup>3</sup>. The guidelines for developing Service Delivery Improvement Plans (SDIPs) indicate that services must be provided impartially, fairly, equitably and without bias. This guideline should consider inclusion of gender-based violence in these plans. This is in line with the country’s Constitutional provisions. The district IDP and local IDP’s are mutually linked and can inform each other ensuring co-operative governance as contained in section 41 of the Constitution.

It is noted that municipalities are required to prepare or review IDPs that are sector oriented. Amongst these sector plans, it is evident that the GBV response plan is missing. The sector plans are as follows:

<sup>3</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.

### **DEVELOPMENTAL VISION SECTOR PLANS:**

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

### **SERVICE ORIENTED SECTOR PLANS ARE:-**

- 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.

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 KZN District Development model's objectives, for example, includes integrating the silos in planning, budgeting and implementation at a horizontal and vertical level across three spheres to maximise impact and align resources inclusive and gender mainstreamed budgets. This will ensure that GBV is prioritised in the plan and budgeted for. Local municipalities also have the option to invite the district municipality to observe the implementation or adoption of their IDPs.

### **OBJECTIVES OF A GBV RESPONSIVE IDP**



The graphic 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. While 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, programs 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 broader national planning and budgetary process and evaluated every five years to understand their true impact on the ground<sup>4</sup>.

GBV should be integrated into an IDP throughout the duration of the plan, not only to targeted events. There should be 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 of tackling GBV during disasters such as COVID-19.

## **TOWARDS GBV RESPONSIVE IDPs**

It is important to understand the reason why most existing IDPs have continuously ignored the inclusion of GBV. Some of the reasons observed through the Masiphephe network and desk research include:

**Engaging with communities including youth, men and parents is critical for IDPs that are GBV responsive**

- Continuous challenges that South African local government faces in basic service delivery has deprioritised the ever-rising GBV pandemic, selecting to prioritise issues such as water provision, access to sanitary facilities and provision of food commodities.
- Investment decisions to fund IDPs are usually informed by the concept of 'potential.' Planners then distinguish between two types of investment<sup>5</sup>;
  - Investment with development potential (i.e. the best areas for economic growth, job creation, and poverty alleviation)
  - Those with limited potential.This places GBV in most cases as a low development potential. However, this phenomenon is slowly changing as most local authorities are realising the economic cost of GBV.
- Natural disasters, such as the current COVID-19 pandemic, often tend to exceed the budget allocation in most IDPs. The fight against GBV is therefore deprioritised in such cases resulting in non-funding.
- GBV is sometimes placed under special projects or gender desks which are normally the least funded. In municipalities that have successfully mainstreamed gender – GBV is also dealt with at multi-level departments.
- Consultation of communities in developing IDPs does not take into account safety and violence prevention. The economic cost of violence as presented by communities from the ground should inform a GBV responsive IDP.

<sup>4</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.

<sup>5</sup> Helping South Africa's Municipalities to plan for the future, CSIR, 2012, accessed at [http://www.csir.co.za/plsql/pTI0002/PTL0002\\_PGE038\\_ARTICLE?ARTICLE\\_NO=7012117](http://www.csir.co.za/plsql/pTI0002/PTL0002_PGE038_ARTICLE?ARTICLE_NO=7012117), accessed on 2 October 2022.

- Areas of impact should become the primary focus areas for government spending and infrastructure development over the short to medium term. In some cases, GBV is not considered an area of high impact.
- Poor reporting and documentation of GBV cases limits evidence from the ground on how service delivery can be improved by addressing GBV.

## RECOMMENDATIONS

The recommendations for strengthening IDPs aligned to the District Development Model, the National Strategic Plan in GBV, Annual Performance Plans (APPs), Service Delivery Improvement Plans (SDIPs), Public Finance Management Act (PFMA), Municipal Finance Management Act (MFMA) and Annual Reports among others, should fully contribute to reducing GBV. As IDPs are being reviewed for 2021/2022 and ahead of the new cycle of IDPs following elected councillors and officials after the 2021 local government elections - now is a critical opportunity to hold this strategic policy dialogue for collaborative and concrete recommendations that inform this year's review and the imminent 5-year review. The specific recommendations for gender responsive IDPs that are budgeted for are as follows:

- Use evidence, gender and GBV analysis tools to inform on priorities and needs in communities and in developing gender sensitive areas. Use responsive plans of action and programmes that are inclusive.
- Ensure a safe and secure urban environment and public spaces in as far as GBV is concerned
- Budget and have a concrete plan for infrastructure and systems for GBV responsiveness.
- Ensure that IDPs have GBV prevention and response prioritised and planned for throughout the year. It should be aligned to the national government 365 GBV Campaign and the NSPGBVF.
- Violence should not be generic, but instead GBV should be clearly defined and articulated as guided in GBV legislation.
- Use innovation and technology to be more efficient, productive, transparent and responsive to its citizens. This comes with the ultimate goal of improving standards of living for all its residents with a special focus on women, youth, the marginalised and the poor. This is an important aspect of the IDPs and should be budgeted for ease of access by communities.
- Adequate budgeting for GBV programmes that are integrated into local government service delivery.
- Plans and budgets for an integrated transport system is necessary to prevent violence in public places including cases of GBV and femicide. Violence in public places, particularly on public transport systems, reduces the freedom of movement for women and girls, as well as of gender non-conforming persons and individuals of other vulnerable populations like the elderly and persons with disabilities.
- Enable informed and capacitated communities with respect to issues pertaining to GBV.
- There is need to document GBV cases at local authority level in order to develop a targeted plan towards ending GBV. While many GBV cases go unreported, community involvement may contribute towards documentation.
- Raising awareness of the local IDP in appropriate language and review of the IDPs is important for future feedback from the community. Such awareness raising may include information materials as well as campaigns run by local authority personnel.
- Incorporate GBV responsiveness and resources for disasters such as the COVID-19 pandemic.

**Integrate GBV as a permanent service delivery priority in IDPs**

## CONCLUSION

**Peer to peer review of IDPs could go a long way in strengthening accountability mechanism for GBV responsiveness**

Whilst some municipalities are slowly including GBV in their IDPs, there is still a long way to go to ensure that service delivery includes contribution towards ending GBV. The increasing violence, including most recently during COVID-19 lockdown, is a mirror of unplanned GBV prevention and responses. Calls at a national level by the Presidency to end GBV need to filter down to local authorities through IDP review. 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.

Without financing the GBV component of IDPs, service delivery is compromised, and the protection of citizens as demanded for in the Constitution ceases to exist. Gender Responsive budgeting for local government and addressing GBV should remain an agenda item for council meetings and component of IDPs. An increase in collective understanding on how to promote GBV responsive IDPs with alignment of national, district and local strategies is critical. It is important that local government accounts for the implementation of IDPs through a performance review process as well as regular feedback to the community. Data collection and documentation from the ground will ensure that a review of an IDP is aptly informed by evidence from the ground.

While community engagement is important, violence in schools, which is now widespread, demands a special focus in the IDPs to prevent generational violence. The community, local authorities and the law enforcement personnel must be listed as key stakeholders in the IDP to tackle GBV.