Women and Integrated Development Planning: Provincial Presentation

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Background

- International pressure for decentralisation to local government

- Assumes its good for women as local government is closer and more accessible

- But questions raised:
  - Local politics can be more conservative
  - Easier for women to organise at national level
  - Capacity/resources at local level may be too limited

- So research is looking at what happens to women's rights defined at national level in the context of decentralisation?

Background

- South Africa post-apartheid has undergone decentralisation: bigger and stronger local government, with a wider mandate than before.

- Developmental' local government – moving away from bureaucratic approach of past

- System of integrated development plans (IDPs) introduced as strategic plans for municipalities
  - 5 year plan with annual review
  - Give direction to work of municipalities and to their budgets

- Local IDPs also to give direction to local work of other spheres of government

- But IDPs must follow national policy/guidelines, and in SA this includes constitutional rights and policies promoting gender equity

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Background

- IDP planning process involves
  - Analysis of current situation
  - Development of future visions
  - Formulation of development strategies
  - Formulation of programmes of action and projects
  - Methods for monitoring and review
  - Participation at all stages

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Our Research

- Our research asks whether women's rights and entitlements defined in national policies are taken through in the IDP process and in implementation

- Research funded by IDRC (2004-2006), and workshops by EU's CWCI

- Study examined:
  - Documents, interviews (70), focus groups (47)
  - Gender policies
  - At national/provincial level: how gender was included in IDP thinking and support (2004/5)
    - Interviews with national/provincial departments responsible for IDP and support organisations/consultants
  - At national/provincial level: women's organisations, the gender machinery, their local reach and perceptions of IDP (2004/5)
    - Interviews with gender machinery and gender advocates

Our Research

- 3 municipal case studies (Msinga, Hibiscus Coast, eThekwini)
  - participatory processes linked to the IDP (2005)
    - Interviews with people responsible for IDPs and participation in municipalities
    - Interviews with NGOs and women's organisations
    - Interviews with councillors
    - Interviews with amakhosi and ondlunkulu
  - Place of gender in local government and the IDP (2005)
    - Interviews with gender machinery in municipalities
    - Interviews with women councillors
  - IDPs (2005/6)
    - Documents
    - Interviews with people responsible for IDPs
  - Projects within local government (examined 30 across areas) (2006)
    - Interviews with project managers
    - Interviews/focus groups with committees responsible for projects
    - Focus groups with beneficiaries, especially women

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Dissemination Process

- Workshops with interviewees and stakeholders:
  - local government
  - National and provincial government responsible for local government, IDPs and implementation
  - Gender machinery and gender advocates
  - NGOs linking to local government
- Workshops in:
  - Each of the municipalities studied
  - Province
  - national workshop
- Production of document, reflecting research and outcomes of workshop process

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National Gender Policy

- Constitution defines right to gender equality
- National Gender Policy Framework defines principles:
  - equality between men and women
  - affirmative action for women
  - economic empowerment of women
  - mainstreaming gender equity
  - partnerships between government and civil society.
- Local Gender Policy Framework recommends mainstreaming gender through the project cycle:
  - gender analysis
  - gender specific goals and objectives
  - project design and implementation sensitive to gender
  - monitoring using gender indicators

National Gender Policy

- Several sectoral policies have gender policies or commitments, eg.:
  - Water policy: 50% inclusion of women on committees, and design to benefit women
  - Public works: 50% targeting
  - Municipal Financial Management Act: 20% targeting of women in terms of procurement
  - Several policies include broadly stated commitments to gender equality
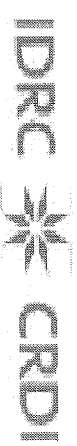
IDPs and Gender

- In 2000, DPLG commissioned guideline document on gender a poverty study

- Main points included in IDP Guides – methodology, and sectors/dimensions, but original report was not widely available

- Gender seen as a 'cross-cutting issue' in IDPs: incorporate it in each stage of the IDP

- Gender relations: complex social, economic and political processes leading to unequal access to and control over resources, and power inequalities between men and women.

- Gender equity: ensure both men and women have equal understanding of, access to, and control over social, political and economic resources.

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IDPs and Gender

- More specific recommendations on taking through gender include:
  - Gender analysis
  - highlighting it as a priority issue
  - mentioning it in the vision
  - gender representation in the IDP process
  - Incorporating NGOs and gender advocates into IDP process
  - ensuring that local policy frameworks are gender sensitive
  - considering gender impact assessments in prioritizing projects
  - requiring business plans to specify gender specific objectives
  - defining the impact of service delivery approaches proposed in the IDP on women
  - giving priority in the budget to projects that make gender equity part of their objectives
  - developing a gender sensitive procurement policy
  - setting gender targets and monitoring them

Gender and IDPs

- However, concern about gender was not taken through strongly at national level

  − Training included elements, but focused mainly method, and had to concentrate on more basic issues

  − Concern not to overload municipalities

  − Project Consolidate and focus on basics

  − No strong champions for this at national level: unlike eg. environment and economy (as cross cutting issues)

    • Gender machinery – small and focused on national level

    • Gender focal points in departments – only appointed later in DPLG and limited capacity

    • SALGA – focusing more on local government, and initially on questions of representation

    • Women's movement is weak and has not focused on local government

Gender and IDPs

- Commission for Gender Equality has taken up local government and IDPs to an extent, but was also more focused on questions of representation

- However recent moves to strengthen incorporation of gender in local government and IDPs: women in local government conferences, women and local economy

- Gender not stressed by province: mainly focused on procedural issues.

- No representation of gender advocates in the multi-sectoral forums created within the province

- Provincial gender machinery is also small and has not focused on IDPs

- But seems to be movement here too – establishment of provincial gender co-ordinators

Concerns Raised by Feminists

- Local politics can be more conservative than national

- Local government often has a weak understanding of gender

- The analysis of the deeper social dynamics is often absent eg. gender based violence hardly appears in IDPs

- Might be disjuncture between the services/facilities provided and needs eg. some buildings unused, other needs like creches are unmet

- Not enough focus on developing gender based understanding of operational issues

- IDPs missing small voluntary organisations and social entrepreneurs who are key to social organisation/support in poor areas – often women

Gender in the municipality

- Gender is not a high priority ("a luxury") – peripheral to main concerns

- Focus on employment equity (representation) and increasing numbers of women employed, but continue to be male-dominated and gender-stereotyped

- Visibility of gender champions, but limited impact

- Emergence of gender structures and programmes, but separate from IDP processes, decision-making structures (marginal)

- Some initiatives are gender sensitive; others follow national guidelines

Women councillors

- National quotas (30% in 2005) not yet 50%; mostly PR

- Changing mindsets vs heightening tensions ("lipservice"; "threatens men's comfort zones")

- Gender committees (marginal); no women's caucus

- Many women councillors reluctant to be associated with gender (men are hostile and dismissive)

- But, react to women's specific issues at ward level

- Ward and PR councillors feel marginalised from centralised decision-making (lack influence and support to act)

- Little evidence that women councillors have had a beneficial impact on women

- Women reluctant to take up leadership, or to support women leaders

Women's organisations

- Many organisations provide range of services to women
- Strong NGOs in urban areas (rights, gender-based violence, youth, counselling, micro-enterprises, poverty alleviation, HIV/AIDS, grants); some networking (welfare)
- Numerous CBOs (care, savings, micro-enterprises)
- "closer to the people than the municipality"
- Often a distrustful and tense relationship with municipality (alienation)
- Limited involvement in IDP process
- Weakly organised and not a movement with strategic agenda (fragmented and invisible)
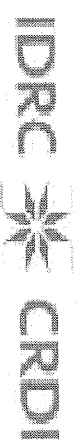
Women's issues

- Water; roads; electricity
- Unemployment; skills and education; illiteracy
- Economic independence; lack of business support
- Social grants; dependents; HIV/AIDS
- Poverty; food security
- Social services
- Rights awareness; oppression/discrimination
- Gender-based violence; impacts of political violence; safety

IDP participatory process

- Initial intensive consultation, but reduced to annual meetings/roadshows
- Technocratic and limited opportunity for discussion ("lowest form of participation")
- Disenchantment with rubberstamping ("politicisation of development")
- Women's organisations not invited as a specific sector
- Women present and increasingly vocal
- Limited transfer of findings to IDP
- 'Soft' issues are often ignored
- Other decentralised forums emerging (Community-Based Planning, ward committees, isixaxambiji)

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IDP and gender

Very limited and sporadic attention to gender:

Hibiscus Coast

- 2003 IDP Review: gender is part of sustainability framework; checklist for decision-making; departmental scorecard; gender KPIs — but not implemented

- 2005 IDP Review: gender a non-issue, given delivery focus, lack of capacity

eThekwini

- 2002 IDP: women's needs identified and included in 'vulnerable groups'

- 2006/11: move beyond basic services to poverty reduction through job creation; some attention to gender

Msinga

- No mention of gender

IDPs and gender

- While some attention given to gender, it remains a side issue.

- The IDP does not respond explicitly to women's expressed needs.

- However, some of women's practical needs may be addressed through IDP priorities.

- But, they are considered in a gender-blind manner, and how they are implemented will need considered effort.

- Other issues have fallen through the cracks.

Municipal projects and gender

- Water and sanitation
- Electricity
- Road and transport infrastructure
- Community facilities
- Local economic development
- Flagship projects

Water and sanitation

- Strong women's presence in committees
- Women as labourers on water projects (menial work; skills transfer?)
- Women targeted for health & hygiene training
- Direct benefits (health, convenience, time, safety and privacy)
- Labourers: short-term income source (household expenditure)
- Committee members: jobs, self-employed

Electricity

- Some presence in housing project committees, but no involvement in installation process

- Delays; informal connections; pre-paid systems are expensive; use of alternative energy sources by women

- Generally satisfied; street lighting has improved safety; targeted women-headed households by default; participation in committees has been empowering

Roads and transport

- Strongly influenced by national guidelines; some projects display deepened commitment to involving women (labourers, CLOs, sub-contractors, learners)

- No women contractors; lack of eligible candidates, fast pace of training; low wages, safety issues, undermined by community

- Regular income and improved quality of life; visibility; skills and experience, improved economic opportunities; entry into non-traditional sector; role models
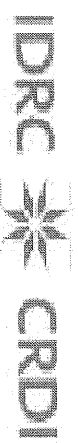
Community facilities

- Early councillor-initiated projects
- No women contractors; some labourers
- Management committees include women
- Hall is a well-used community venue (sewing centre for women's groups); creche frees up time for mothers
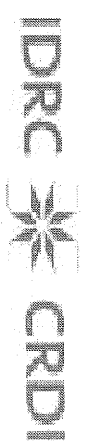- Facilities are poorly resourced, vulnerable and unsustainable

Local economic development

- Activities are traditionally associated with women (farming and informal trading)

- Generally subsistence activities, but plans to expand into commercial operations

- Strong presence in steering committees; charismatic women leaders, but most women are passive participants

- Project managers' efforts to support women

- Food security; social cohesion, new skills and hope

- But, limited tangible benefits has reduced interest, and highly dependent on municipality

- Need for networking and technical and organisational skills

- Questionable sustainability as viable enterprises (individual vs collective interests, and subsistence vs commercial activities)

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Flagship projects

- Women have not benefited significantly as limited use of sub-contractors and local labour in sophisticated engineering projects

- Construction of large projects tends to focus on BEE

- Intensive capacity building programme for sub-contractors in eThekwini

- Urban projects don't follow same labour recruitment process as rural communities

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Future Directions ?

- Need for both 'top-down' and 'bottom up' approaches
- 'Top down' approaches
  - Decentralisation that is beneficial to women also depends on strong centre that emphasises women's rights
  - Importance of national guidelines and criteria on including gender
  - Case for extending guidelines in some fields
  - Cautious approach to decentralisation
  - Where services are decentralised to local government,
    - ensure that strong national guidelines remain/are extended, and protect women's rights defined at national level eg. DWAF criteria stronger than MIG
    - Caution with use of ward committees – contested local politics, uneven representation of women

Future Directions?

- Top-down approaches
  - Role of politics and importance of strengthening women's organisation
  - Link provincial gender co-ordinators/focal points to IDP processes
  - Role of national and provincial government and the gender machinery in
    - Monitoring – develop criteria for monitoring and assess progress
    - Supporting – normalising attention to gender
    - Advocacy and catalysing roles

Future Directions?

- Bottom-up approaches: voice
  - Representation and voice are still important – particularly in more conservative areas
  - Addressing sometimes hostile local environment
    - Awareness
    - Leadership
    - champions
  - Structuring participation to give women voice and incorporate micro-organisations
  - Gender representation on ward committees and link to CBOs
  - Strengthening/connecting local organisations addressing gender issues
  - Linking municipalities, NGOs and women's organisation

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Future Directions?

- Bottom-up approaches: IDPs
  - Continued salience of IDP gender guidelines
  - IDPs as highly aggregated documents present challenges – problem of entry points
  - Importance of stronger gender analysis: overall 'diagnosis', and in relation to sectors
  - Stronger analysis links to DPLG's emphasis on 'harder' analysis, and provides basis for assessing gender 'prospects' of IDP directions
  - Importance of assessing detailed workings of sectors from gender perspective, and feeding this into IDP
  - Strong statements in IDP provides leverage points for gender champions
  - Link gender focal points/co-ordinators to IDP
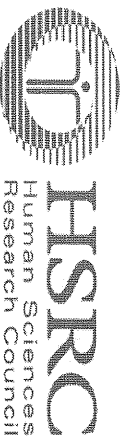
Future Directions?

- Bottom-up approaches: IDPs
  - Close assessment of needs for specific community facilities and their sustainability
  - Reflect range of 'women's issues' in IDPs – provides statement of local issues of importance
  - Incorporate in programmes as appropriate
  - Not only responsibility of local government, and especially in weak municipalities, will require stronger role for provincial/national government
  - Gender plan should help to focus on gender
  - Importance of developing gender indicators to monitor progress/success of IDP and its programmes
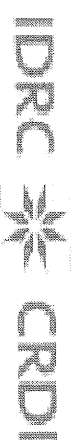
Future Directions?

- Bottom-up approaches: projects
  - Importance of guidelines for incorporating women on committees, as beneficiaries, and as workers/entrepreneurs
  - Build on 'good practices'
  - Value of approaches that move beyond numbers of women to empowerment:
    - Skills transfer
    - Capacity building
    - Mentoring
    - Multi-dimensional support
  - Address limited women's leadership of committees

Future Directions?

- Bottom-up: projects
  – Build sustainability of economic projects, but still include gender
  – Despite limitations, poverty alleviation projects still play a role in survival
  – Dangers of big infrastructure/capital intensive projects that provide limited space for women and small contractors — look for ways to incorporate them

Future Directions?

- Huge variations in capacities and resources of municipalities, so need a varied approach, sensitive to context

- Case studies as generic examples of:

- Well resourced, capacitated municipality, where gender structures are in place, and there is a high potential for innovation

- Small rural poorly capacitated municipality where the basics of local government are still being put in place

- Municipalities in the middle: level of resources, capacities, and gender structures, and some good practices

Municipal Type	Directions
Large, well resourced	- links between IDP and gender focal points - strengthen statements on gender in IDP - Municipal gender analysis - Gender analysis/audit programmes/policies - Interrogate policy directions by gender, and mediations - Special programmes eg. gender violence, women's rights - Gender plan - Gender monitoring
Municipalities in the middle	- Appoint gender champions and link to IDP - Gender analysis - Strengthen statements on gender in IDP - Gender analysis/audit of key programmes - Interrogate most important policy choices by gender - Gender monitoring
Small, poorly resourced	- focus on women's voice - empower women through education on basic rights and mobilization of women – not necessarily municipality - awareness campaigns on what is available and women's entitlements - representation still important, given history - national and provincial gov may be important in carrying through a gender mandate - capture broader women's issues in IDP, prov/national to address

Questions for Discussion

- These directions are just a starting point for debate and exploration....

- Are these directions appropriate?
- What is missing and must be added?
- What should be removed/modified/changed?