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Gender and Integrated Development Planning: Hibiscus Coast

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HSRC RESEARCH OUTPUTS

4284

Williamson, A., Sithole, P. and Todes, A. 2006. Gender and Integrated Development Planning:
Hibiscus Coast. Hibiscus Coast workshop, St. Michael Sands Hotel, 13 October 2006.



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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



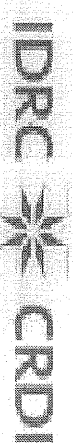
Background

- 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



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, 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
 - 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
 - Interviews with gender machinery and gender advocates



Our research

- 3 municipal case studies (Msinga, Hibiscus Coast, eThekwinini)
 - participatory processes linked to the IDP
 - 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
 - Interviews with gender machinery in municipalities
 - Interviews with women councillors
 - IDPs
 - Documents
 - Interviews with people responsible for IDPs
 - Projects within local government (examined 30 across areas)
 - Interviews with project managers
 - Interviews/focus groups with committees responsible for projects
 - Focus groups with beneficiaries, especially women



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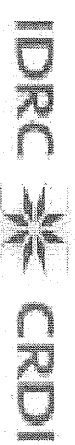
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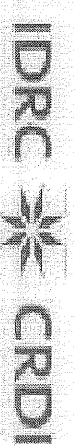
National Gender Policy

- Constitution defines right to gender equality
- SA is signatory to Convention on the Elimination of Discrimination Against Women:
- 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



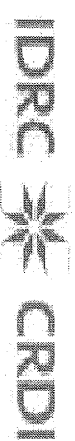
IDPs and gender

- In 2000, in response to a study showing that municipalities were not considering gender and poverty adequately in earlier rounds of IDPs, DPLG commissioned a guideline document on gender and poverty
- Main points were included in IDP Guides – methodology, and sectors/dimensions, but original report was not widely available
- Gender seen as a ‘cross-cutting issue’ in IDPs – idea to incorporate this dimension in way each part of the IDP is thought about: analysis, vision, strategies, projects
- Gender relations are seen as complex social, economic and political processes leading to differential and unequal access and control over resources, and differential power between men and women.
- Gender equity is defined as ensuring that both men and women have equal understanding of, access to, and control over social, political and economic resources.



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 as part of the project prioritization process
 - 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 something, but focused more on 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



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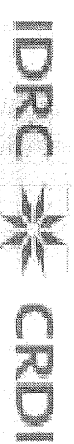
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Gender and IDPs

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



Concerns raised by feminists

- Local politics can be more conservative than national, see eg. the difficulties around the representation of women as councillors
- Local government often has a weak understanding of gender, and tends to associate it with limited women-only activities such as sewing projects
- The analysis of the deeper social dynamics is often absent eg. gender based violence is endemic in many areas, but hardly appears in IDPs
- There may be a disjuncture between the services and facilities that are being provided and actual needs eg. some buildings stand empty and unused, while there are huge needs for creches and other services
- There has been too much emphasis on participation as a focus for gender and not enough on developing grounded gender based understandings of conditions and operational issues
- IDPs seem to be missing the small voluntary organisations and social entrepreneurs who are key to the provision of social services in poor areas of cities. These organisations are often run by women and women's groups. Current analysis and participatory processes are not accessing these groups



Hibiscus Coast Municipality

Phase Two (2005)

- Gender in the municipality
- Women councillors
- Women's organisations
- IDP participatory process
- IDP document

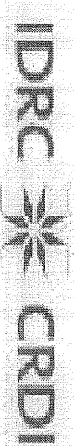
Phase Three (2006)

- Projects



Gender in the municipality

- 2000-2003 gender prioritised
(Transformation Manager, Gender Sub-Committee, projects, IDP) - limited impact
- 2005 Operations Directorate (governance)
- Increasing numbers of women employed; procurement guidelines; inclusion in decision-making structures
- Exco's "lipservice" to gender ("threatens men's comfort zones")



Women councillors

- Adherence to national quotas (30% in 2005, 50% in 2006?)
- No women's caucus; Gender Sub-Committee
- Many women councillors reluctant to be associated with gender (men are dismissive)
- But, evidence that they are more sympathetic and supportive to women's specific issues at ward level (councillors and ondlunkulu)
- Ward and PR councillors feel marginalised from centralised decision-making (lack influence)

Women's organisations

- Weak in rural areas; presence in urban and peri-urban areas, but not a movement
- Strong welfare and faith-based NGOs (rights, gender-based violence, youth, counselling, micro-enterprises)
- CBOs (care, savings, micro-enterprises)
- Addressing many of women's needs
- Limited involvement in IDP process, and often tense relationship with municipality



Women's issues

- Rights; cultural oppression/discrimination; exploitative working conditions
- Water; roads
- Unemployment; skills and education; illiteracy
- Economic independence; lack of business support
- Gender-based violence; HIV/AIDS; impacts of political violence
- Social grants; dependents
- Poverty



IDP participatory process

- Initial intensive consultation, but diminished to annual roadshows
- Limited opportunity for discussion (“lowest form of participation”) - rubberstamping
- Women’s organisations not invited as a specific sector, but present
- Ward committees include women (reluctant); women’s vocal at meetings (rural areas)

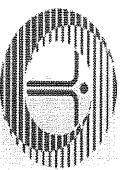


IDP

2002 IDP: 18 priorities (tourism, agriculture, manufacturing, services, housing, poverty, roads) – of benefit to women; gender is listed, but category C; national gender guidelines outlined but not applied (no content)

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

2005 IDP Review: reflects government priorities (poverty, HIV/AIDS, basic services, community facilities, etc) – targets and scorecard; gender a non-issue (delivery focus, lack of capacity)



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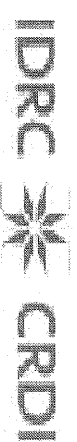


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IDP

- While some attention is given to gender, it remains a side issue.
- The IDP does not respond explicitly to women's expressed needs.
- However, many 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 are not addressed at all.



Municipal projects and gender

Sector	Projects
Water and sanitation	KwaNositha Water, KwaXolo Water, KwaNositha Sanitation
Road and transport infrastructure	KwaNositha road and bridge, Port Shepstone Taxi Rank
Community facilities	Khayelihle creche, Magog hall
Local economic development	Broomsgrrove commonage project, Ntokhozweni community garden
Flagship projects	Imbumba Hydroponics

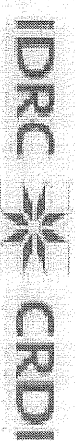
Water and sanitation

- DWAF: 50% women on PSC; MIG: ward committees
- Women as labourers on water projects (menial work; skills transfer?)
- Women attended health & hygiene training
- Direct benefits (health, convenience, time, safety and privacy)
- Labourers: short-term income source (household expenditure)
- Committee members: jobs, self-employed



Roads and transport

- MIG projects managed directly by municipality (no PSC)
- No women contractors
- Bridge: women labourers, CLO and student – accessibility addressed
- Taxi rank: sophisticated engineering; men labourers (job seekers); liaised with taxi associations; uneasy relationship with informal traders – improved conditions for some



Community facilities

- Early councillor-initiated projects (women)
- No women contractors; women labourers on hall
- Committees include women
- Creche allows mothers to go to work, but poorly resourced and unsustainable
- Hall is a well-used community venue; sewing centre for women's groups



Local economic development

- Generally subsistence activities, but plans to expand; commercial operations
- Garden: dominated by women; individual plots for food security; need for networking and training
- Grazing: gives women more time; plans to plough; need for technical and organisational skills
- Highly dependent on municipality
- Individual vs collective interests and subsistence

vs commercial activities



Flagship project

- Link poor households to established markets through hydroponic farming
- Farming experience; further training and mentoring
- Tomatoes continuously supply local supermarkets
- Motivated and have plans
- Tensions among group
- Benefits: No income; some food security



Overall findings



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
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