

Gender Mainstreaming in Integrated Development Plans: The South African Context

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ABSTRACT

The objective of this study is to explore the status of gender mainstreaming in policymaking processes at municipal level in South Africa. A review of feminist approaches in the South African context shows that awareness regarding women's participation and empowerment is recognised at societal and political levels and led to the establishment of the South African Women's Charter in 1994. This awareness at the local government level gave rise to the Local Government White Paper of 1998; the Municipal Structures Act (Act 117 of 1998); and the Municipal Systems Act (Act 32 of 2000). These legislative measures put emphasis on improved participation of women in ward committees and also ensured that women's needs during municipal development plans have to be taken into consideration. However, the findings of this study expose a different dimension whereby policies are considered gender-neutral and suggest that women are still sidelined in policymaking processes. An overall analysis of findings concludes that the matter of gender and women's empowerment are ongoing, debatable issues that call for society to adopt a changed mindset and policymakers should engage in transformational thinking. The study proposes a 'Gender Mainstreaming in IDP processes (GM-IDP) Checklist'. It posits that this will effect an improvement that can be made applicable within every municipality in South Africa.

INTRODUCTION

Public Administration/Management is the "central instrument through which national policies and programmes are implemented" and ideally should be "guided by principles of fairness, accountability, justice, equality and non-discrimination". It should also strive to be a "model

of governance for society which includes the promotion of gender equality and women's empowerment in the civil service workforce" (United Nations Development Programme (UNDP) 2014b:8). However, in a study conducted by the United Nations Development Programme (2014b) entitled *Gender Equality in Public Administration*, it is stated that globally, "in many developed and developing countries, public administration often remains patriarchal, perpetuating gender-biased traditions, attitudes and practices" and maintains that as yet, women are not active participants in public administration processes.

The advancement of gender mainstreaming and gender equality in global public administration is included in the Sustainable Development Goals (SDGs) and Section 20 of this document is entitled "Transforming Our World: The 2013 Agenda for Sustainable Development" (United Nations Department of Economic and Social Affairs (UNDESA) Undated:11). It emphasizes that "realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the Goals and targets". It goes on to declare that to achieve "full human potential ... and sustainable development" is impossible if women, who constitute half of the population are denied full and equal human rights and opportunities. This implies that "women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels". The intention, according to UNDESA (Undated:11) is to work towards "a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels". All forms of discrimination and violence against women and girls must be eliminated, and the achievement of this goal will necessitate the engagement of men and boys. The UNDESA document concludes that the "systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial".

Another addition to the list of gender initiatives is a document released by the United Nations Development Programme (UNDP) entitled “UNDP Gender Equality Strategy 2014-2017. The Future We Want: Rights and Empowerment.” The document “provides outputs and indicators for gender equality for each of its seven outcomes” (UNDP 2014a:6). These outcomes are stated below in Table 1.

Table 1: Outcomes (1-7) of the UNDP Strategic Plan, 2014-2017

Outcomes	Intention	Focus	Gender mainstreaming¹
Outcome 1	Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded	To eradicate poverty, future growth and development must be inclusive, equitable and sustainable, and the equal participation of women is a prerequisite for achieving sustainable development	<i>Yes</i>
Outcome 2	Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance	Establishing or strengthening the framework for democratic governance and building resilience into the principles, rules of engagement, systems and core institutions of governance	<i>Not directly indicated. The strategic entry points emphasise gender equality and women empowerment in governance processes, decision-making structures and</i>

			<i>capacity-building programmes</i>
Outcome 3	Countries have strengthened institutions to progressively deliver universal access to basic services	To focus on capacity of institutions to lead the development process and deliver justice, security and other basic services to all women and men, including the most marginalised	<i>Yes</i>
Outcome 4	Faster progress is achieved in reducing gender inequality and promoting women's empowerment	To substantially increase the investment in and focus on outcomes and outputs relating to gender equality and the empowerment of women in United Nations development framework programmes	<i>Yes</i>
Outcome 5	Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change	To help countries to recover rapidly and effectively from conflict-induced crises in cases where prevention has fallen short, and to deal with the consequences of natural disasters, especially as they are exacerbated by climate change	<i>Not directly indicated. The strategic entry points do emphasise capacitating women's organisations to deal with disasters; and</i>

			<i>encourage the incorporation of a gender perspective in disaster risk reduction policies</i>
Outcome 6	Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings	Believing that early interventions that create livelihoods, revitalise local economies, build social cohesion and address structural inequalities between men and women can provide the foundation for full recovery and chart a path for sustainable development	<i>Yes</i>
Outcome 7	Development debates and actions at all levels prioritise poverty, inequality and exclusions, consistent with our engagement principles	To focus on ensuring the centrality of sustainable human development principles in key developmental debates and actions, through the prioritisation of poverty, inequality and exclusion	<i>Yes</i>

Source: Author’s compilation from UNDP 2014a:6.

Note¹: *Author’s analysis*

Outcome 4 especially, serves to reinforce and complement the “integration of gender equality and women’s empowerment throughout the rest of the outcomes” (UNDP 2014a:12). The impact of these outcomes will, however, only be assessed and measured in the coming years.

CONCEPTUAL CLARIFICATION

Gender is defined by Holmes (2007:150) as a concept that is “socially constructed and not naturally given; it is carried out differently in a variety of cultural contexts”. This statement is supported by Okotie (2007:421) who explains that gender is “a socially constructed phenomenon ... brought about [when] society ascribes different roles and duties to” members of that society. Connell (2009:10) agrees, emphasizing that it “is a social structure, but of a particular kind” and that gender involves specific interpersonal relationships and roles in any given society. In summary therefore, the concept gender is explained by various scholars as comprising “socially constructed categories of woman and man” (Ritzer 2007:2); “responsiveness to the structure of relationships between women and men” (Rai 2007:98); the “cultural distinction between females and males” (Heywood 2007:201); “social differences between men and women” (Taiwo 2013:5244); and varied social and cultural attributes linked to feminine and masculine activities, roles and practices (Vyas-Doorgapersad 2014a:405; Vyas-Doorgapersad and Surujlal 2014:268).

A close scrutiny of the explanations provided by a range of scholars and academics (Evans 2000; Giddens 2009; Lars 2003; Rubin 1975; and Thomas 1995) reveals that gender is related to wide-ranging needs and roles that complement their feminine and masculine individualities. Gender mainstreaming “constitutes a clear example of policy succession or policy adaptation, prompted by the desire to overcome the limitations of existing policies, and the need to respond to a changed policy environment” (Mazey in Verloo 2001:1). According to Daly (2005: 436) the primary objective “of the gender mainstreaming approach is to institutionalize equality by embedding gender-sensitive practices and norms in the structures, processes, and environment of public policy”.

Various other gender-related concepts are explored in this article, and are outlined below:

Gender analysis is the process of assessing the impact that a development activity may have on females and males, and on gender relations (the economic and social relationships between males and females which are constructed and reinforced by social institutions) (Hunt 2004:100). *Gender awareness* is an understanding that there are socially determined differences between women and men based on learned behaviour, which affects access to and control of resources. This awareness needs to be applied by conducting gender analysis of projects, programmes and policies (World Bank Undated:1). *Gender disaggregation* means analysing and representing data to show actual and relative (numbers and percentages) differences between males and females in a given situation (Auriacombe 2015:92). *Gender discrimination* refers to discrimination based on a person's gender or sex, and such discrimination affects girls and women more frequently than it does men (National Association of Japanese Canadians 2015:1). *Gender equity* refers to fairness and justice in the distribution of benefits and responsibilities between women and men (World Health Organisation 2001 in WordPress.com 2015:1); while *gender equality* is concerned with the "opportunities which are sought to narrow gender gaps" (United Nations 2002:5). Gender equality demands equal opportunities, respect, freedom of expression, participation, and consideration in decision-making processes, strategic positions, community-based representation, family-based involvement and also, importantly, it calls for societal-based recognition (see, among others, Mukhopadhyay 2004; Reeves and Baden 2000; Shapiro and Olgiati 2002; Subrahmanian 2003). *Gender norms* are the tasks, roles, ambitions and patterns of behaviour regarded as typical and acceptable for males and females in a given society (Auriacombe 2015:92). *Gender roles* are the behaviours, attitudes and activities expected or common for males and females. Whereas sex roles are essentially biologically determined (ensuring successful reproduction and forming the basis of sexual division of labour, in which women are associated with childrearing), gender roles (behaviour that is considered

“masculine” or “feminine”) are culturally determined (Houghton Mifflin Company 2005:1). *Gender sensitivity* means understanding and consideration of the socio-cultural factors underlying sex-based discrimination. The term also applies to attitudes that socialise girls and boys into certain behaviours or opportunities (Sachet.org.pk 2015:1).

CONCEPTUAL FRAMEWORK

In order to advance gender mainstreaming and gender equality at local government level, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women Undated:1) emphasised that “many countries have adopted decentralisation policies as a means to promote democratic governance and the achievement of development goals”. In the context of decentralisation, it is at local government level that the responsibility is borne for implementing policies and programmes designed to deliver on national commitments such as development priorities incorporating gender equality and women’s empowerment.

In order to achieve the developmental needs of the country and meet the democratic, decentralised and developmental mandate in South Africa, there are various legislative frameworks that have been implemented at local government level. The most significant policy document in local government is the Integrated Development Plan (IDP) that establishes the future development for local governments. The IDP “aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area”. It must take cognisance of the existing conditions, problems and resources available for development. In other words it lay down that the IDP must look at the economic and social development of the area as a whole. In addition “it must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected” (Education and Training Unit [ETU] 2015:1).

However the IDP document and the implementation processes lack gender mainstreaming. This assertion is substantiated by the review of official documents whereby the Cooperative Governance and Traditional Affairs (CoGTA) (Parliamentary Monitoring Group 2007:1) has identified gender mainstreaming challenges that include “insufficient human and financial resources, inadequate implementation at local level, role confusion, and [crucially, that] gender equality [is viewed] as an unfunded mandate”. CoGTA believes that in the past – and the same is still true in the present context – “mainstreaming was the strategy that would ensure women’s plans were recognised”. CoGTA calls for “actual programmes in municipal Integrated Development Plans (IDPs)” and maintains that women issues should be incorporated at the “core of all government programmes” (Parliamentary Monitoring Group 2007:1). This article aims to explore the issues of gender mainstreaming in the Integrated Development Plan, emphasizing the case of the City of Tshwane Metropolitan Municipality.

The emergence of feminist approaches has led the way towards development of several feminist ideologies that are discussed in the literature. These ideologies include “Liberal Feminism” (Hooks 1984:1-5); “Anarchist Feminism” (Dunbar-Ortiz 2002:9); “Socialist Feminism” (UK Essays 2015:2); and “Marxist Feminism” (Marx 1990). Based on Jayal (2005:3) and the philosophy that “better representation of women should result in superior policy outcomes that specifically address women’s needs and interests”, Vyas-Doorgapersad has added another ideological term, namely “Democratized Feminism” (2014b: 111). These feminist ideologies have led to various developmental approaches, such as Women in Development (WID); and Gender and Development (GAD) (see March, Smyth and Mukhopadhyay 1999:20); and also Women and Development (WAD) (Auriacombe 2015:92-94). This article emphasises the GAD approach that “draws on Socialist Feminism”. The GAD approach was developed in the 1980s and its primary the objective is to remove

disparities in social, economic and political equality between women and men. This was laid down “as a pre-condition for achieving people-centred development”. The GAD approach does not focus on the biological inequalities among the sexes, but instead examines “how social roles, reproductive roles and economic roles are linked to gender inequalities of masculinity and femininity” (Auriacombe in Vyas-Doorgapersad 2015:4). Due to the relevance of this approach to bring transformation in organisational processes and societal mind-shift, “several gender analysis frameworks have been developed as the tools of GAD, with the aim of enabling development planners to systematically understand gender issues in their local contexts” (Mayoux 1995 in Akerkar 2001:3). The Gender and Development (GAD) approach, according to the National Gender Policy Framework (RSA: the Office on the Status of Women Undated: ii) “focuses on ‘strategic needs,’ the goal of which is gender equality”, hence considered as the theoretical framework for this article.

GENDER AND THE INTEGRATED DEVELOPMENT PLAN

The issue of gender parity in municipalities has not developed to its full potential. Therefore very few researchers have taken the initiative to explore gender linking to elements of participation, representation, and equity variables. At municipal level, the strategic development plan, the Integrated Development Plan (IDP), lacks gender mainstreaming. Even the official document entitled “IDP Guide Pack” (Department of Provincial and Local Government (now CoGTA) Undated:32) states that “gender issues are about complex social, economic and political relationships that are not necessarily easily introduced into the IDP process”, hence this so-called “guide” only provides clues rather than strategies for gender mainstreaming. Refer to Box 1 below.

Box 1: Gender and IDP Applicability

Define what gender issues mean in your municipality, and how they will be addressed in the IDP process

Firstly, it is necessary, in the preparation phase, to reach common agreement on how gender issues will be defined for and inform the process. This will include defining what types of gender issues are relevant in the specific municipal area. Where possible, aggregating information according to gender will facilitate the development of strategies and projects that impact on gender equity and development.

Ensure adequate representation during the process

It is necessary to encourage the full representation of women in all aspects of the IDP process, including public participation activities, among technical, professional and implementation staff and through the IDP Representative Forum. Whilst having more women in structures participating in the IDP process is necessary, it is not sufficient to ensure that gender issues feature as part of the IDP process. Municipalities will also have to look at how to increase their own capacity to ensure that the needs of different social groups can be met through the IDP process, by possibly calling on gender advocacy and support groups.

Mainstream gender issues throughout the IDP process

Unlike transport or water, gender issues are not sectoral. Viewing gender issues as cutting across all aspects of development does provide a point of departure in this respect. This means that gender issues should feature as part of the process in a targeted systematic manner, not through a once-off acknowledgement of their importance, but continuously in all the phases of the process. Throughout the planning and implementation process and during the monitoring and evaluation activities key questions may be raised to verify that gender issues have received adequate attention. It will therefore be necessary to consider the impact

of specific strategies and projects on gender relations.

Develop an integrated gender equity programme

In addition to integrating gender issues as a cross-cutting dimension through all the aspects of the IDP, focusing directly on gender issues as a means to address poverty alleviation and equity will require the development of an integrated gender equity programme.

Source: Department of Provincial and Local Government, Undated, p.32.

Note: The content above is provided in a summarised version.

In order to explore the application of gender issues in IDP, a significant research initiative was conducted in three municipalities, namely eThekweni, Hibiscus Coast and Msinga (Human Resource Research Council 2005:17-22; also refer to Todes, Sithole and Williamson 2007). The following gender-based challenges were explored: “[...]gender is not a high priority in any of the municipalities; women councillors were outnumbered by their male counterparts; [and] low levels of women’s representation reflected conservative local politics”. Furthermore it was observed that there was “resistance to addressing gender issues in council” which is clearly a major hurdle. The HSRC study also maintained that “attention to gender within the IDP documents was limited; women tended to be regarded as one of the ‘vulnerable groups’ deserving of special attention, but, in practice, this was not carried through within the IDP”. In conclusion, the research revealed that “gender is not considered in the overall development thrusts of the municipality, and the IDPs do not respond explicitly to several identified needs”.

CoGTA also conducted an assessment of IDPs in six cities in 2007 (as Department of Provincial and Local Government [DPLG]) and the outcome remains much the same, indicating that “they are not as effective as they should be” (CoGTA 2011:6). The Gender Policy Framework for Local Government (DPLG, Undated) explores more research findings emphasising challenges such as that “municipal IDPs often have outputs that are not gender-

specific”. It appears that the major challenge is to “define specific indicators that will highlight intended outcomes for women” because there is a marked “lack of participatory planning in the budgeting and IDP processes; and there are still municipalities that do not consider training in gender analysis and mainstreaming a priority in development planning”. Further, the findings emphasise that there is a “lack of gender expertise and sensitivity among IDP officials [that] implies omission of gender issues in the final plan” (Hofisi 2012:70) and that this hinders the fulfilment of the notions of democratic and developmental local government. Based on these findings, in order to obtain gender mainstreaming as a strategy for achieving gender equality, Phumzile Mlambo-Ngcuka, under secretary-general, and executive director of UN Women (2014:3) emphasises that “evaluations and studies have found that gender mainstreaming has not been effective in all aspects of policy and programming, or in all sectors”. She goes on to claim that there are “misleading and false dichotomies between targeted programme interventions and those incorporating gender perspectives across different sector policies and programmes” and that a further concern is the ongoing lack of “comparable data for tracking allocations and expenditures of resources for gender equality and the empowerment of women”. This lack of accountability has serious repercussions in that it “delays progress in advancing gender equality”. This statement is supported by the Deputy Minister of Provincial and Local Government (Republic of South Africa), Ms Nomatyala Hangana, (who served in the portfolio from 29 April 2004 to 11 May 2009), who stressed that “gender considerations have to inform [our] Integrated Development Planning processes, [our] budgeting, programme implementation as well as monitoring, evaluation and reporting” (Undated:3). In addition, Carrim (2011:6) states that public “participation is crucial to effective IDPs. But getting effective participation is difficult”. This inadequate gender-based participation moreover complements the lack of gender mainstreaming in the IDP processes.

CONTEXTUAL FRAMEWORK

In order to understand the issues of gender mainstreaming in the policymaking processes and to make a comprehensive analysis of gender-based initiatives, it was decided to conduct a study at grassroots level. This thinking resonates with research conducted by Cole and Parnell (cited in Todes *et al.* 2007:12) who argued that “capacity needs to be built at local levels to ensure that the needs of differentiated social groups can be met through a democratic targeted planning process like the IDP”.

The author conducted studies in several South African municipalities to understand the gender dynamics in their policy-making processes. In 2013 a study was undertaken at the Sedibeng District Municipality (SDM) and the findings indicated that there was a marked lack of women representation in senior managerial positions (SDM Integrated Development Plan 2010:5). This indicated the need for a gender-sensitive assessment to identify appropriate strategies for gender mainstreaming (Govender and Vyas-Doorgapersad 2013:173). The research was later extended to Buffalo City Metropolitan Municipality, Bojanala Platinum District Municipality and Ndlambe Local Municipality. These findings published in 2014 underlined that a gender-based distribution of work is vital and has the potential to promote socio-economic development (Vyas-Doorgapersad 2014b:119).

In 2015, the research was extended to include the City of Tshwane Metropolitan Municipality (CoTMM) as an area of exploration. A qualitative research design was planned and the general interview guide approach was utilised “to ensure that the same general areas of information were collected from each interviewee” (McNamara in Turner 2010:8-9). The sampling frame comprised six directors who hold strategic portfolios at the CoTMM, namely Integrated Development Plan (IDP); Corporate and Shared Services; Employment Equity Division; Community and Business Safety; Finance; and Strategic Executive Support. The sample group also included 60 lower-level employees (30 males and 30 females). The

employees were approached by utilizing a convenient sampling method. A sampling frame cannot generalise the situation as unabridged, therefore the primary responses were complemented with secondary sources (such as a literature review, annual reports, IDP reports and human resource documents) to substantiate the responses. The responses were categorised to generate themes for the purposes of content analysis and rationalising the qualitative study.

DISCUSSION

Gender equality

The gender equality is considered as a significant objective for development, hence the “Gender Policy Framework attempts to ensure that the process of achieving Gender equality is at the very center of the transformation process in South Africa within all the structures, institutions, policies, procedures, practices and programmes of government, its agencies and parastatals, civil society and the private sector” (RSA: the Office on the Status of Women Undated: ii). However, in practice the situation is still challengeing. The research findings indicated that in terms of Gender Equality Policy, the management and employees showed a positive attitude; the respondents accepted that (conceptually at least) the policy is officially documented at the CoTMM. With regard to the implementation of gender equality measures, the employees (67%) were not satisfied with the execution aspect, and furthermore indicated that there was even a lack of awareness of such measures at the CoTMM. This despite the National Policy Framework for Women’s Empowerment and Gender Equality (Department of Water Affairs and Forestry (DWAf) 2012, in Vyas-Doorgapersad 2013:11) that emphasises the urgent need to “establish appropriate gender-based policies, programmes, structures, projects, and mechanisms, thereby empowering, encouraging, capacitating and authorising women”.

Gender-based participation

There is a “need for participatory approaches to bring the voices and strategies of different groups of stakeholders into the process. One reason may be that Gender and Development involves the application of external models and concepts as the basis for designing or assessing the differential impact of interventions for women and men” (Akerkar 2001: 3). However, concerning the issue of gender-based participation in the IDP processes, responses indicated a challenging scenario whereby the responses from management (67%) and employees (63%) indicated their dissatisfaction. This raises serious concern because ideally, “gender issues must receive the nod from policymakers throughout the process – from the initiation of policies, through their formulation, implementation, evaluation and finally the review. To meet this requirement will however call for gender champions who are dedicated policymakers and must include both men and women” (Basheka and Vyas-Doorgapersad 2015:218).

Gender mainstreaming

Gender mainstreaming is a “strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated” (Poswayo Undated: 3). With reference to gender mainstreaming in the IDP processes, the management (17%) and employees (77%) disagreed with the lack of gender incorporation in development plans in the CoTMM structures. This situation supports the fact that municipalities throughout the country are experiencing the same nature of challenges, as stated in a keynote address by Ms Ntombazana Botha, Deputy Minister of Provincial and Local Government (2002: 13-14) that “the IDPs provide powerful tools for municipalities to facilitate integrated and coordinated service delivery. The question, however, is whether in the planning, municipalities takes into

account: who the beneficiaries of the services are, whether they will make use of the service and whether they will be able to access that services”. These views were expressed during the Gender and Local Government Transformation Conference, held in Cape Town where she furthermore added that “IDPs are driven predominantly by men and male consultants; that the IDPs are not gender-responsive; and that men often benefit disproportionately from development programmes” (2002: 14).

By reviewing the responses, it can be deduced that the situation is favourable at the theoretical level but the practical aspects of gender participation in policymaking processes are weak. Unawareness of and dissatisfaction regarding gender mainstreaming in the IDP processes are still challenging issues requiring urgent attention. These primary responses correspond with the secondary findings, authenticating that the perceived aims of gender mainstreaming and gender equality are not witnessed in the official documents of the municipality. According to the CoTMM IDP 2014/2015 there are political and administrative role players in the IDP processes. At the political level, there are 210 elected councillors of whom 105 are ward councillors. The role of a municipal council, as laid down in the Municipal Systems Act 32 of 2000 is to engage in meaningful discussions related to the development of the municipality. Municipal councils are responsible for the approval of by-laws, the IDP, and the municipal budget. However, there is no database to clarify the gender-base of these officials. In addition, there are five members serving the portfolio(s) within standing committees, of whom four are males. There is only one female member who is given a (political) role for the IDP implementation process. The standing committee members are responsible for taking decisions on IDP and are required to submit reports to the council. At the administrative level, there are 29 officials, of whom 23 are males, and only six are females who hold office in the delegated portfolio (Personal interview with an Administrator: CoTMM Ms DM Machika 16 March 2015). From the stated information it is clear that the

CoTMM has not achieved its strategic objectives as set out in its adopted growth and development strategy which forms part of the IDP (i.e. to address gender focused issues in the economy by dealing with inequalities and mainstreaming women, youth and the disabled). There is still gender inequality at both the administrative and political participation levels in the IDP processes within the CoTMM.

THE WAY FORWARD

This study proposes a checklist for the effective implementation of gender mainstreaming in Integrated Development Plan processes. It is suggested this be named the Gender Mainstreaming in IDP processes (GM-IDP) Checklist (refer to Box 2). It is recommended that this checklist should be given close consideration by role-players involved in the formulation and implementation of IDPs.

Box 2: Gender Mainstreaming in IDP processes (GM-IDP) Checklist

- Understand gender mainstreaming and gender equality concepts
- Comply with the National Gender Policy Framework for Local Government
- Attend gender sensitising training sessions/workshops/municipal training courses
- Identify gender-based skills gap
- Conduct gender-based needs analysis
- Perform gender-based skills analysis
- Appoint gender focal points
- Introduce local government gender forums
- Establish a gender management system
- Make gender visible in all stages of the development plan
- Consider the IDP from a gender perspective
- Identify gender equality challenges
- Identify gender segregated needs
- Identify gender segregated roles
- Establish a gender segregated delegation of tasks
- Preserve gender-based representation in the consultation processes
- Maintain gender-based participation in the needs analysis

- Endorse gender-based participation in the community-based analysis
- Ensure gender-based representation in the stakeholder analysis
- Determine gender-integrated decision-making processes
- Institute gender-sensitive indicators to monitor the IDP processes
- Establish gender-integration into the key performance indicators (KPI's)
- Ensure that the IDP promotes gender equality

Source: Compiled by the author.

This checklist may assist role-players to establish gender mainstreaming in the IDP processes as a favourable output. In addition, IDP should be regarded as an excellent governance tool which enhances elements of democracy and enforces legislative frameworks that demand gender equality.

CONCLUDING REMARKS

A review of the available literature and official gender-related documents emphasises that gender is not adequately mainstreamed in the IDPs and in many cases ignores crucial issues such as women empowerment, gender-based violence, employment, security, etc. It is suggested that CoTMM and all municipalities in South Africa should advocate and lobby for gender-based participation and representation in the IDP processes. Furthermore, IDP Representation Forums must invoke gender issues for incorporation in their development plans. All municipalities, regardless of their size, should incorporate gender mainstreaming as one of the Key Performance Indicators (KPIs), and gender audits must also be performed on a regular basis.

Epilogue: The aim of gender-based discussion is not to bring revolution but evolution in thinking.

-Vyas-Doorgapersad 2016.

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