Assessing the Impact of Integrated Development Planning (IDP) on Gender Equality and Women’s Empowerment in South Africa: A Case Study of the Nelson Mandela Bay Metro Municipality

By

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Submitted in fulfilment/partial fulfilment of the requirements for the degree of Masters in Business Administration at the Nelson Mandela Metropolitan University

December 2011

Supervisor: Mr. Dave Tate
ACKNOWLEDGEMENTS

I wish to extend my sincere appreciation and gratitude to the following people:

A special thanks to my supervisor, Mr. Dave Tate who has given me advice;

I would like to thank my family, especially my husband Bheki and my children Philani and Siwaphiwe for their understanding, support and encouragement; my friends and colleagues for their support during my studies.

Valuable contributions were also made by the research participants to the surveys and interviews and without their co-operation this study would not have been completed.
DECLARATION

I, Sibongile Mpofu, s210265299, hereby declare that the treatise/ dissertation/ thesis for Students qualification to be awarded is my own work and that it has not previously been submitted for assessment or completion of any postgraduate qualification to another University or for another qualification.

Sibongile Mpofu
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<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
</tr>
<tr>
<td>CBOs</td>
<td>Community based organisations</td>
</tr>
<tr>
<td>CGE</td>
<td>Commission on Gender Equality</td>
</tr>
<tr>
<td>COO</td>
<td>Chief Operations Officer</td>
</tr>
<tr>
<td>DEDEA</td>
<td>Department of Economic Development and Economic Affairs</td>
</tr>
<tr>
<td>DPLG</td>
<td>Department of Provincial and Local Government</td>
</tr>
<tr>
<td>DSD</td>
<td>Department of Social</td>
</tr>
<tr>
<td>ECDDoH</td>
<td>Eastern Cape Department of Health</td>
</tr>
<tr>
<td>ECOSOC</td>
<td>Economic and Social Council (United Nations)</td>
</tr>
<tr>
<td>EPWP</td>
<td>Expanded Public Works Programme</td>
</tr>
<tr>
<td>FAO</td>
<td>Food and Agriculture Organisation</td>
</tr>
<tr>
<td>GAD</td>
<td>Gender and Development</td>
</tr>
<tr>
<td>GAF</td>
<td>Gender Analysis Framework</td>
</tr>
<tr>
<td>GRB</td>
<td>Gender Responsive Budget</td>
</tr>
<tr>
<td>HSRC</td>
<td>Human Sciences Research Council</td>
</tr>
<tr>
<td>IDP</td>
<td>Integrated Development Plans</td>
</tr>
<tr>
<td>IGRFA</td>
<td>Intergovernmental Relations Framework Act</td>
</tr>
<tr>
<td>IULA</td>
<td>International Union of Local Authorities</td>
</tr>
<tr>
<td>LED</td>
<td>Local Economic Development</td>
</tr>
<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
</tr>
<tr>
<td>MM</td>
<td>Municipal Manager</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non-Governmental Organization</td>
</tr>
<tr>
<td>NMBMM</td>
<td>Nelson Mandela Bay Metro Municipality</td>
</tr>
<tr>
<td>OSW</td>
<td>Office on the Status of Women</td>
</tr>
<tr>
<td>SALGA</td>
<td>South African Local Government Association</td>
</tr>
<tr>
<td>SPU</td>
<td>Special Programmes Unit</td>
</tr>
<tr>
<td>TB</td>
<td>Tuberculosis</td>
</tr>
<tr>
<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>WAD</td>
<td>Women and Development</td>
</tr>
<tr>
<td>WID</td>
<td>Women in Development</td>
</tr>
</tbody>
</table>


ABSTRACT

The South African local government is expected to conform to all national policy directives including the principle of gender equality. Local government provides an immense opportunity for redressing imbalances and empowerment of women as they are the most negatively affected by poverty as a result of inequality.

The South African Government has developed a wide range of legislation that ensures that women are empowered and participate in their own development. With all the legislation in place, women’s empowerment as envisaged in the South African Constitution has, however, not yet been yielded the desired results as evidenced by the fact that women continue to remain disadvantaged in relation to men.

This study therefore seeks to investigate whether and how the Nelson Mandela Bay Metropolitan Municipality (NMBMM) has mainstreamed gender in support to the principles of gender equality and women’s empowerment in the implementation of Integrated Development Planning (IDP) with particular reference to wards 15 and 17.

The researcher used a mixed methods research approach, this means that the study followed both the qualitative and quantitative approaches for in-depth understanding followed in the design and implementation of the IDP process. Data was collected from women participants by conducting surveys, making use of questionnaires. Structured interviews were conducted with municipality officials in order to give more insight more insight into how the IDP process is initiated in the Nelson Mandela Bay Metro Municipality.

The findings of the study revealed that there is a lack of a strategic understanding of gender mainstreaming particularly by the leadership of the municipality. This as a result, has made operationalisation and engendering the IDP difficult. Due to this strategic vacuum, gender is generally not taken seriously when compared to other developmental challenges such as infrastructure provision. Moreover, the municipality does not have a coordination mechanism nor does it have a proper consultation mechanism to ensure that the nature of development projects is appropriate, effective and actually targets women’s developmental needs.

The leadership of the municipality must commit to the process of gender mainstreaming if the IDP is to be an effective tool in addressing the gender imbalances.
CHAPTER ONE

INTRODUCTION AND CONTEXT

1.1 Introduction

In 1998 the South African government introduced the Integrated Development Planning (IDP) process through the Municipal Systems Act of 2000 as a mechanism to drive socio-economic development and provision of services in local government. ‘Developmental local government’ is premised on the context that on the one hand, local government is the sphere that has first-hand experience of how men and women interact and access opportunities, resources and services and is therefore better placed to deal with social and economic development. On the other hand, developmental local government provides a mechanism of transforming the manner in how services are delivered, i.e. in a participatory and inclusive process.

When the IDP was conceptualized, one of its objectives was to deal with imbalances (including gender imbalances) in society. This is to be achieved by mainstreaming gender into development processes at local government. The emphasis on women’s empowerment arose from the recognition that South Africa continues to be characterized by serious gender inequality, high levels of poverty, as well as challenges related to integration and coordination of activities by the different spheres of government.

In recent years, there is general consensus that good governance at local level offers greater opportunity for government to address gender inequality and social upliftment, political participation and delivery of basic services.

This study therefore seeks to investigate whether and how the Nelson Mandela Bay Metropolitan Municipality (NMBMM) has mainstreamed gender in support to the principles of gender equality and women’s empowerment in the implementation of IDP with particular reference to wards 15 and 17.

1.1.1 Rationale

Akani (2002) in Befile (2009:2) notes that the IDP is used “to promote integration by balancing the social, economic and ecological aspects of sustainability without
compromising the institutional capacity required in implementation. The associated planning process is meant to arrive at decisions such as the design of appropriate municipal budgets, land management, the promotion of local economic development and institutional transformation in a consultative, systematic and strategic manner”.

Given the mandate of “developmental local government” as stipulated in the Municipal Systems Act of 2000, municipalities are expected to play a key role in coordinating planning and implementation of development initiatives at community level. Importantly, municipalities must ensure participation of all different stakeholders in communities they serve. Women as a social group constitute a critical stakeholder whose interest in the IDP is to ensure that plans are designed to uplift, empower and address their issues.

1.2 Research Question

The IDP as a planning framework is expected to conform to all national policy directives including the principle of gender equality. Local government provides an immense opportunity for redressing imbalances and empowerment of women. The role of women in local government is particularly important as they constitute at least half of the constituency of municipalities; yet they are the most negatively affected by poverty as a result of inequality, it is therefore from this context that the research investigates how local government’s commitment to gender equity is taken through the IDP as a planning process.

The principal research questions include the following:

- To what extent has gender equity been seen as one of the key principles informing the design and support of the IDP process
- Do municipal planning processes reflect women’s interests, needs and rights?
- Do local participatory processes give women a voice in the IDP?
- What are the women’s views about the IDP in terms of their participation?
- Do projects and implementation processes take into account women’s needs?

1.3 Aims and objectives of the study

This study aims to investigate how the South African government’s commitment to gender equity and empowerment of women is being mainstreamed in the design and
implementation of IDPs, with particular reference to wards 15 and 17 of the Nelson Mandela Bay Metro Municipality.

In order to meet the specific aims, the objectives of the study include:

- To investigate the extent to which the municipality has implemented the gender equity policy through the design and the implementation of the IDP
- To identify lessons and challenges faced by municipalities in mainstreaming gender in the design and implementation of the IDPs
- To determine how the participation of women in the IDP has resulted in their empowerment
- To document how the women of wards 15 and 17 have organized themselves around their issues and needs, to the extent that they have interacted with the municipality to shape the outcomes of the delivery programmes
- To gauge the success of the IDP projects by assessing tangible indicators, e.g. number of projects dedicated at addressing women’s interests, number of women employed as well the number of women empowered at the level
- To develop recommendations for the improvement of participatory processes as well as gender mainstreaming for the local government sphere

1.4 Scope and scale of the research

1.4.1 The Study Area - Nelson Mandela Bay Metro Municipality

a. Historical background information

According to Lemon (1991), Port Elizabeth (P.E.) was laid out in 1815 as a British colonial port to handle the import and export trade of the Eastern Cape. The first settlement was built on a narrow strip of land between an old marine cliff and the sea. Later suburbs were developed across the higher elevations, as differentiated on the basis of economic class amongst the predominantly white population.

In 1834, the London Missionary Society established a separate location for the black population under its pastoral care. With the influx of Africans into the town, in 1855 a new location namely, the Native Strangers Location, adjacent to the original was established. With the breaking out of the bubonic plague in 1901 in Gubb’s location
existing African locations were removed to New Brighton, eight (8) kilometres from the town centre (Lemon, 1991).

The Group Areas Act No. 41 of 1950 advocated for the separation of races and therefore designated areas of occupation. By 1951, separate Coloured and Indian areas were developed. Africans living in designated areas were all moved to New Brighton. New sections of KwaZakhele, Zwide were later proclaimed for Africans.

The search for land for additional African areas resulted in other developments including the development of the detached area of Motherwell, north of the Swartkops River in 1982 (Lemon, 1991).

In 2001 Port Elizabeth was incorporated into the Nelson Mandela Bay Metropolitan Municipality along with the neighbouring towns of Uitenhage and Despatch, as well as the surrounding semi-rural/peri-urban areas that include former small local councils such as Seaview, Kini Bay, Colchester, Amanzi, Rocklands, Witteklip, Fitche’s Corner, Theescombe, Sardinia Bay, Lovemore Park, St Albans and Greenbushes.

**Figure 1 - Map of Nelson Mandela Bay Metro Municipality**

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Despite the opportunities brought about by the end of apartheid, the legacy of apartheid spatial planning continues to impact negatively on the lives of marginalized people especially women in that they still live far from job opportunities and major services and they are still affected by the lack of service delivery.

In an attempt to deal with this challenge, Category “A” metropolitan municipalities were created to coordinate the delivery of services in an efficient manner and in the Eastern Cape.

The Nelson Mandela Bay Metropolitan Municipality (NMBMM) was established in 2001, incorporating Port Elizabeth and the neighbouring towns of Uitenhage and Despatch.

1.4.2 Profile of the Nelson Mandela Bay Metro Municipality

According to the NMBMM IDP (2008-2012) and the Eastern Cape Economic Profile and Outlook Report (2010:98), the Metro has a population of approximately 1,1 million people of which 52% are female and 48% male with 65% of the population, being under 15 years of age. The number of people living in poverty increased by 6.1% from 31.3% to 37.4% between 1995 and 2005, but declined thereafter by 4.4% to 33% in 2009.

<table>
<thead>
<tr>
<th>Grant Type</th>
<th>No. of Beneficiaries</th>
<th>No. of Children</th>
</tr>
</thead>
<tbody>
<tr>
<td>Care Dependency</td>
<td>3082</td>
<td>3142</td>
</tr>
<tr>
<td>Child Support (0-18)</td>
<td>118044</td>
<td>173624</td>
</tr>
<tr>
<td>Foster Care</td>
<td>7096</td>
<td>9359</td>
</tr>
<tr>
<td>Grant in Aid</td>
<td>1689</td>
<td></td>
</tr>
<tr>
<td>Old Age</td>
<td>59517</td>
<td></td>
</tr>
<tr>
<td>Permanent Disability</td>
<td>36788</td>
<td></td>
</tr>
<tr>
<td>Temporary Disability</td>
<td>2750</td>
<td></td>
</tr>
<tr>
<td>War Veteran</td>
<td>63</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>229 029</strong></td>
<td><strong>186 125</strong></td>
</tr>
</tbody>
</table>


Adult literacy remains the highest at 79%, above the average of 67.2% for the Province. However, as indicated in the Eastern Cape Economic Profile and Outlook, (2010: 98) there has been a decrease in the number of people with no schooling between 1995 and 2009 and this has translated into more people receiving
matriculation certificates, post-matric certificates, diplomas, degrees and post-graduate degrees shown in the table below.

**Table 1.2 - Level of Education**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>950,267</td>
<td>4.5</td>
<td>-2.8</td>
<td>960,519</td>
<td>945,479</td>
<td>-1.6</td>
</tr>
<tr>
<td>Grade 0 / No schooling</td>
<td>90,952</td>
<td>-10.5</td>
<td>-3.1</td>
<td>74,282</td>
<td>71,193</td>
<td>-4.1</td>
</tr>
<tr>
<td>Grade 12</td>
<td>121,173</td>
<td>24.6</td>
<td>-2.0</td>
<td>151,960</td>
<td>153,448</td>
<td>1.0</td>
</tr>
<tr>
<td>Less than matric and certificate / diploma</td>
<td>10,700</td>
<td>-34.7</td>
<td>-7.4</td>
<td>5,383</td>
<td>4,614</td>
<td>-14.3</td>
</tr>
<tr>
<td>Certificate with Grade 12</td>
<td>6,479</td>
<td>40.0</td>
<td>-3.2</td>
<td>9,165</td>
<td>9,283</td>
<td>1.3</td>
</tr>
<tr>
<td>Diploma with Grade 12</td>
<td>23,361</td>
<td>10.6</td>
<td>-3.4</td>
<td>24,862</td>
<td>24,558</td>
<td>-1.2</td>
</tr>
<tr>
<td>Bachelor's Degree</td>
<td>10,052</td>
<td>-0.3</td>
<td>-3.3</td>
<td>9,435</td>
<td>9,206</td>
<td>-2.4</td>
</tr>
<tr>
<td>Bachelor's Degree and Diploma</td>
<td>1,520</td>
<td>90.3</td>
<td>-2.4</td>
<td>3,083</td>
<td>3,201</td>
<td>3.8</td>
</tr>
<tr>
<td>Honours Degree</td>
<td>210</td>
<td>124.1</td>
<td>3.2</td>
<td>555</td>
<td>599</td>
<td>7.9</td>
</tr>
<tr>
<td>Higher Degree (Master's / Doctorate)</td>
<td>1,854</td>
<td>37.6</td>
<td>-3.2</td>
<td>2,566</td>
<td>2,590</td>
<td>0.9</td>
</tr>
<tr>
<td>Other (unspecified)</td>
<td>109,779</td>
<td>-16.2</td>
<td>-3.3</td>
<td>82,270</td>
<td>77,911</td>
<td>-5.3</td>
</tr>
</tbody>
</table>

Source: Eastern Cape Economic Profile and Outlook, 2010

In relation to housing, the Eastern Cape Economic Profile and Outlook, (2010: 96) recorded that in 2009; more than 70% of households had access to housing. The types of dwellings are illustrates below.

**Table 1.4 – The types of dwelling (%)**

<table>
<thead>
<tr>
<th>Type of Dwelling</th>
<th>Average 1995 - 2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>House or brick structure on a separate stand or yard</td>
<td>58.1</td>
<td>57.9</td>
<td>57.5</td>
<td>57.5</td>
<td>57.5</td>
</tr>
<tr>
<td>Traditional dwelling/hut/structure made of traditional materials</td>
<td>1.3</td>
<td>1.6</td>
<td>1.6</td>
<td>1.6</td>
<td>1.7</td>
</tr>
<tr>
<td>Flat in a block of flats</td>
<td>5.2</td>
<td>4.9</td>
<td>4.9</td>
<td>4.8</td>
<td>4.8</td>
</tr>
<tr>
<td>Town/cluster/semi-detached house (simplex, duplex or triplex)</td>
<td>4.7</td>
<td>4.3</td>
<td>4.3</td>
<td>4.2</td>
<td>4.1</td>
</tr>
<tr>
<td>House/flat/room in backyard</td>
<td>3.0</td>
<td>2.8</td>
<td>2.8</td>
<td>2.8</td>
<td>2.8</td>
</tr>
<tr>
<td>Informal dwelling/shack in backyard</td>
<td>3.4</td>
<td>3.1</td>
<td>3.0</td>
<td>3.0</td>
<td>2.9</td>
</tr>
<tr>
<td>Informal dwelling/shack, NOT in backyard, e.g. in an informal settlement</td>
<td>21.6</td>
<td>22.6</td>
<td>23.2</td>
<td>23.3</td>
<td>23.5</td>
</tr>
<tr>
<td>Room/flatlet not in backyard, but on a shared property</td>
<td>0.9</td>
<td>0.9</td>
<td>0.9</td>
<td>0.9</td>
<td>0.9</td>
</tr>
<tr>
<td>Other/unspecified/NA</td>
<td>1.9</td>
<td>1.9</td>
<td>1.9</td>
<td>1.9</td>
<td>1.9</td>
</tr>
</tbody>
</table>

Source: Eastern Cape Economic Profile and Outlook, 2010

The Eastern Cape Economic Profile and Outlook Report (2010:94) quoted more than 98% of households had access to piped water in 2009, marking major improvements as compared to the previous years as presented in the table below:
Table 1.5 – Percentage of households having access to water

<table>
<thead>
<tr>
<th>Source: Eastern Cape Economic Profile and Outlook, 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percentage of households having access to water</td>
</tr>
<tr>
<td>Average 1995 - 2005</td>
</tr>
<tr>
<td>Piped water inside dwelling</td>
</tr>
<tr>
<td>Piped water inside yard</td>
</tr>
<tr>
<td>Piped water on community stand: distance less than 200m from dwelling</td>
</tr>
<tr>
<td>Piped water on community stand: distance greater than 200m from dwell.</td>
</tr>
<tr>
<td>Borehole/rain-water tank/well</td>
</tr>
<tr>
<td>Dam/river/stream/spring</td>
</tr>
<tr>
<td>Water carrier/tanker/water vendor</td>
</tr>
<tr>
<td>Other/unspecified/dummy</td>
</tr>
</tbody>
</table>

And approximately 71.1% of households in 2009 were quoted to have had access to electricity as a source of energy, as indicated The Eastern Cape Economic Profile and Outlook Report (2010:94).

Table 1.6 – Access to electricity

<table>
<thead>
<tr>
<th>Source: Eastern Cape Economic Profile and Outlook; 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Access to electricity</td>
</tr>
<tr>
<td>Average 1995 - 2005</td>
</tr>
<tr>
<td>Solar/other/unspecified</td>
</tr>
<tr>
<td>Electricity</td>
</tr>
<tr>
<td>Gas</td>
</tr>
<tr>
<td>Paraffin</td>
</tr>
<tr>
<td>Candles</td>
</tr>
</tbody>
</table>

In relation to sanitation, the Eastern Cape Economic Profile and Outlook (2010:94) indicated that in 2009, the number of households with access to flushing or chemical toilets decreased from an average of 80.3 percent between 1995 and 2005 to 75.8 percent. This was coupled by an increase in the number of people using pit- and bucket latrines, and unspecified forms of waste management.
In terms of the employment trends, the Eastern Cape Economic Profile and Outlook (2010:96) indicated that the biggest employer is the tertiary sector, providing 78% of employment, with the secondary sector contributing 21% and the primary sector 1%. Sixty percent of employment in the tertiary sector comes from community, social and other services, government and social services, and other government and social services.

Table 1.7 - Percentage of households with access to sanitation (%)

<table>
<thead>
<tr>
<th></th>
<th>Average 1995 - 2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
</tr>
</thead>
<tbody>
<tr>
<td>Flush or chemical toilet</td>
<td>80.3</td>
<td>77.3</td>
<td>76.6</td>
<td>76.2</td>
<td>75.8</td>
</tr>
<tr>
<td>Pit latrine</td>
<td>2.5</td>
<td>3.5</td>
<td>3.8</td>
<td>3.9</td>
<td>4.0</td>
</tr>
<tr>
<td>Bucket latrine</td>
<td>13.3</td>
<td>14.2</td>
<td>14.3</td>
<td>14.5</td>
<td>14.6</td>
</tr>
<tr>
<td>None of the above</td>
<td>3.8</td>
<td>5.0</td>
<td>5.3</td>
<td>5.4</td>
<td>5.5</td>
</tr>
<tr>
<td>Unspecified/dummy</td>
<td>0.1</td>
<td>0.1</td>
<td>0.1</td>
<td>0.0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Source: Eastern Cape Economic Profile and Outlook; 2010

Table 1.8 – Number of people employed by sector

<table>
<thead>
<tr>
<th></th>
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<th></th>
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</thead>
<tbody>
<tr>
<td>AFF</td>
<td>6,564</td>
<td>-0.5</td>
<td>-4.5</td>
<td>3,298</td>
<td>3,170</td>
<td>-3.9</td>
</tr>
<tr>
<td>MQ</td>
<td>476</td>
<td>-26.7</td>
<td>9.2</td>
<td>377</td>
<td>400</td>
<td>6.1</td>
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<tr>
<td>MAN</td>
<td>71,670</td>
<td>-13.8</td>
<td>-5.1</td>
<td>57,122</td>
<td>55,396</td>
<td>-3.0</td>
</tr>
<tr>
<td>EGW</td>
<td>1,009</td>
<td>-9.0</td>
<td>-4.2</td>
<td>860</td>
<td>848</td>
<td>-1.4</td>
</tr>
<tr>
<td>CON</td>
<td>10,086</td>
<td>-25.8</td>
<td>3.5</td>
<td>8,133</td>
<td>7,971</td>
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</tr>
<tr>
<td>WRTCA</td>
<td>27,466</td>
<td>18.1</td>
<td>13.7</td>
<td>38,941</td>
<td>41,167</td>
<td>5.7</td>
</tr>
<tr>
<td>TSC</td>
<td>11,524</td>
<td>-19.5</td>
<td>7.5</td>
<td>10,008</td>
<td>10,168</td>
<td>1.5</td>
</tr>
<tr>
<td>FIBS</td>
<td>26,406</td>
<td>9.1</td>
<td>12.9</td>
<td>41,220</td>
<td>43,721</td>
<td>6.1</td>
</tr>
<tr>
<td>CSPS</td>
<td>57,741</td>
<td>-4.7</td>
<td>-0.6</td>
<td>71,039</td>
<td>71,193</td>
<td>0.2</td>
</tr>
<tr>
<td>OGSS</td>
<td>34,374</td>
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<td>-5.3</td>
<td>31,510</td>
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<td>-1.6</td>
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<tr>
<td>GSS</td>
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<td>3.8</td>
<td>39,529</td>
<td>40,178</td>
<td>1.6</td>
</tr>
</tbody>
</table>

Source: Eastern Cape Economic Profile and Outlook; 2010

Because women are the most negatively affected by poverty as a result of inequality, the need for effective mechanisms and processes that address gender inequalities in municipalities necessitated for the introduction of the Integrated Development Planning (IDP) process.

The IDP is a strategic policy and planning process that seeks to coordinate the work of local government in a coherent and integrated manner to improve the quality of life for all the people living in an area, taking into account the existing conditions and problems and the resources available for development.
In order to establish the degree to which the NMBMM’s IDP has mainstreamed gender in its support to the principles of gender equity and empowerment of women, the study will focus exclusively on wards 15 and 17.

The motivation for the research is to reflect on how far the municipality has succeeded or not succeeded in implementing government policy on gender equity through its planning framework as well as assess how effective the support provided by the municipality has encouraged the participation of women.

The study is intended to add to the growing body of work in the area of local government and gender mainstreaming as well as stimulate further debate on how to promote women's rights and gender equality in the context of IDP and project processes.

This study is aimed at a wide audience that includes development activists, gender advocates, planners and local government practitioners. While studies of this nature have been done in municipalities in provinces such as KwaZulu-Natal (Todes, et. al 2007), not much has been done in the Eastern Cape. The study will conclude with some recommendations for the future.

1.5 **Organisation of this study**

The research will be reported in five chapters:

Chapter 1 provides the introduction, background and problem of interest to the researcher. It also outlines the objectives of the research, research questions, delimitations and concluding by highlighting important areas in the research.

Chapter 2 will provide a theoretical framework on community participation and empowerment at local government level in general but will have a specific focus on the women. This will be achieved by introducing relevant literature on community participation and empowerment targeting women in local government processes. Analysis of similar studies done will be reviewed as well for comparison.

Chapter 3 will explain the research design and procedure. The researcher will also explain how information was gathered and how interviews and discussions were arranged and conducted. Issues regarding reliability and validity of the data will be
addressed and finally, obstacles and hindrances experienced during data collection will also be included.

Chapter 4 will provide an analysis of the analysed data which will be described in terms of its setting and background.

Chapter 5 will discuss the findings of the study. The researcher will draw conclusions and discuss these in relation to the literature. Lastly, recommendations will be presented.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Poverty eradication is the key objective that drives development in developing countries. The causal link between poverty and gender inequality has been widely documented as being associated to the different roles that men and women have in society. These roles are dictated by the social values, economics, geography and culture.

According to Mikkola (2005:3), there is empirical evidence to show that “in affluent countries, men and women tend to have more or equal economic opportunities; while in developing countries women have less economic opportunities as they are often restricted in terms of education, ownership of wealth, monetary return for their work, financial opportunities, as well as opportunities to influence decision making both at both at the family and societal level”. As a consequence the link between poverty, inequality, good governance and adherence to democratic principles began to feature prominently in the development theory.

With reference to South Africa, the Eastern Cape Province is the poorest provinces in the country with a relatively high unemployment rate as well as a larger rural population. Despite the fact that the Nelson Mandela Bay Metropolitan Municipality has the largest economy in the province, unemployment in the area is very high.
The Eastern Cape Economic Profile and Outlook Report (2010) noted unemployment in 2009/2010 to be at 35% in the Nelson Mandela Bay Metro and this was at the time substantially higher than the average for the province which had declined from 23.1% in 2008 to 21.9% in April 2009. Cherry (1993) further aggregates the data, indicating that Port Elizabeth had 50% unemployment rate, among the black workforce.

The above information therefore suggests that women would have fewer opportunities open to them than their male counterparts. This view is expressed in Mikkola (2005:9) that:

“women have lesser economic resources due to the fact that, to begin with they participate less in paid labour force than men; and in cases where they participate, they are paid about 80% of the pay that men receive. Women also generally work more frequently part-time and this combined with the extreme gender segregation of jobs, as well as the fact that men’s jobs are more stable and are not easily changed or affected, pay differences are evidently in favour of men than women”.

In the context of the fight against poverty the need to change the status of women in society is regarded as one of the most fundamental objective of development. The South African government has, since 1994 put in place policies and plans to ensure transformation and eradication of poverty in the country.

Notwithstanding the good intentions, evidence to date has shown that the impact of such policies has only been felt by a few (men in particular) and women continue to remain disadvantaged in relation to men.

The focus of this chapter is divided into two sections. The first part provides a conceptual analysis of gender and empowerment frameworks. The second part reviews some of the literature that has been produced on gender and the IDP as a mainstreaming tool and challenges embedded in that process.

Much of the literature in South Africa that’s been written on gender and local government has focussed largely on empowerment of women and their participation in governance structures in the form of women councillors, ward councillor or organisationally for example equity issues in institutions or political party. Studies of this nature have been done in municipalities in provinces such as KwaZulu-Natal, Todes, et al, (2007), not much has been done in the Eastern
Cape. A bulk of the literature reviewed here is by gender activist, researchers and gender scholars and local government practitioners.

2.2 Overview of conceptual frameworks on gender and women’s empowerment

According to the 2001 United Nations Development Programme (UNDP) manual compiled for the gender approach in emergency, conflict and post conflict situations seminar; there has been a gradual shift in the way women are perceived within development thinking from that of victims and passive objects to independent actors. During the 1950s and 60s, the emphasis on women was on their reproductive roles as mothers and homemakers. A number of different approaches surfaced including the women in development (WID) approach.

According to Kameri-Mbote (2008:4), “this approach to development was based on western stereotypes of the nuclear family whereby women were regarded as economically dependent on the male breadwinners. Women were seen as a homogeneous group and development was regarded as a neutral process. As a result women’s needs were perceived as the same as those of men, hence it was assumed that the structures in place (such as the family), would serve both men and women equally. It was therefore concluded that women would automatically benefit from the development process and therefore was not necessary to integrate them into the development process”.

The Women and Development (WAD) approach emerged from a critique of modernisation and WID theories as an application of dependency theory. It was developed to address the problems emerging from the WID perspective, and also to critique it. The problems experienced with both these approach arose from the realisation that increasing women’s involvement in development processes meant primarily increasing women’s labour burden, March et al.(1999); Akerkar (2001) and they focused on women without looking at their context.

In the 1980s, the gender and development (GAD) approach emerged, concentrating on the unequal relations between men and women which were due to “uneven playing fields”. The term gender arose as an analytical tool from an increasing awareness of inequalities due to institutional structures. It focused not only on women as an isolated and homogeneous group, but on the roles and needs of both men and women. And given the fact that women are usually in
disadvantaged positions as compared to men, promotion of gender equality implies an explicit attention to women’s needs, interests and perspectives (UNDP, 2001).

The objective of GAD, according to the UNDP (2001: 8) “is the advancement of the status of women in society, with gender equality as the ultimate goal”. This approach according to March et al. (1999), contends for an integrated gender-planning perspective in all development work, concentrating on the power relations between women and men, thus addressing inequalities in women’s and men’s social relations in development and challenges the assumptions behind traditional planning methods (Arkekar, 2001).

2.2.1 Gender Analysis Frameworks (GAF)

March et al. (1999) cited in Mathye (2002:25) explain that based on GAD approach, gender analysis frameworks (GAFs) were developed and some of the examples of GAFs include:

- The Harvard Analytical Framework (Gender Roles Framework or the Gender Analysis Framework) and People-Oriented Planning (a development of the Harvard Analytical Framework used for planning in refugee situations);
- The Moser Framework;
- The Gender Analysis Matrix;
- The Capacities and Vulnerabilities Analysis Framework;
- The Women’s Empowerment (Longwe) Framework; and
- The Social Relations Approach

Again, March et al. (1999) in Mathye (2002:25) assert that “although GAFs have different applications they all seek to highlight and identify inequalities in the relationships between men and women in society. Gender analysis is mainly about breaking down the divide between the private and the public sphere. This process is about how power relations within the household interrelate with those at the international, state, market and community level”, they argue.

The key concepts that underlie the GAFs relate to gender, division of labour, access to and control over resources, status and role, March et al. (1999) cited in Mathye (2002:25-26) and these concepts are discussed below:
2.2.2 Concepts behind the GAFs

a. Sex and gender

Sex refers to the biological differences between men and women, which are universal and do not change. Gender on the other hand, as noted by the Lao Women’s Union (2001:41) refers to the “socially given attributes, roles, activities, responsibilities and needs connected to being men (masculine) and women (feminine) in a given society at a given time. Women’s and men's gender identity determines how they are perceived and how they are expected to think and act as men and women. Gender is one of the variables (along with ethnicity, age and class) used in the distribution of privilege, prestige, power and a range of social and economic resources”.

b. Gender division of labour

Drawing on the work of March et al. (1999:17-20) gender division of labour involves identifying and recognising the following types of work:

- **Reproductive work**, which encompasses the care and of maintenance the household and its members and often goes unrecognised and unpaid, or as not being of the same value as productive work. It is also overwhelmingly done by women.

- **Productive work**, which involves the production of goods and services for income or subsistence. Value is generally placed on this type of work. Although both men and women engage in productive work, it is often not rewarded in the same way.

- **Community work**, which encompasses the collective organisation of social events and services, activities to improve the community, participation in groups and organisations, local political activity etc. This type of work often goes unrecognised in economic analysis, as it is voluntary.

The roles above comprise what is referred to as ‘women’s triple role by March et al (1999) in Mathye (2002:26) who also make a distinction between the practical versus the strategic gender interests or needs as follows:
c. Access to and control over resources

Here a distinction is made in the way in which resources are allocated between men and women and between access and control, where the latter two concepts are defined as access is the opportunity to make use of a resource and control is the power to decide how a resource is used, and who has access to it.

d. Status and role

Status and role are used to distinguish between visible aspects of gender relations (e.g. activities) and invisible power relations that determine these activities. Key to this distinction is the identification of practical versus strategic gender interests or needs.

- **Practical gender needs** are the needs that, if met, improve the lives of women (and men) without necessarily changing the existing gender division of labour or challenging women’s subordinate position in society. Thus interventions relate to meeting basic needs such as water, health care and employment.

- **Strategic gender needs** are those needs that relate to gender division of labour, power and control, thus seeking to transform the existing unequal power relations between men and women. Interventions may thus focus on legal rights, domestic violence, equal wages and women’s control over their bodies. Strategic gender needs are often highlighted through outside intervention, for instance an external facilitator.

e. Gender mainstreaming

The above concept is about the process of bringing gender issues into the mainstream of society. The United Nations Economic and Social Council (ECOSOC) define the concept of gender mainstreaming as follows:

“A process in any area and at all levels, that assesses the implications for women and men in any planned action, including legislation, policies or programmes. It is a strategy for making the concerns and experiences of women as well as of men an integral part of design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, so that women and men benefit equally and
inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality” (UNDP, 2001: 8)

According to Goetz (1997) cited in Akerkar, GAFs and GAD in general have been criticised for assuming or believing that technique can override forms of prejudice embedded in organisational systems and work cultures, thus 'underestimating the role of discriminatory gender practices in incentive systems, accountability structures and the bureaucratic procedures and institutional practices of development organisations'. This implies that local authorities that have a male bias in terms of their organisational culture, rules and outcomes, might reproduce the conventional hierarchies and inequalities in the wider world, March et al. (1999) argue.

It is therefore due to such reasons that gender mainstreaming is recommended. The process of gender mainstreaming implies a shift in organisational culture with respect to ways of thinking, goals, structures and resource allocation. Therefore an institution cannot mainstream gender in its development processes without also mainstreaming gender within organisational culture, goals, structures and resource allocation, Mathye (2002) argues. When planning for projects or programmes, for example, Akerkar (2001) recommends that gender concerns be genuinely integrated at each stage of the project cycle, if the process is to be meaningful.

f. Gender equity

“Gender equity is concerned with promoting personal, social, cultural, political and economic equality for all. Traditions and discriminatory practices have resulted in the systematic devaluation of attitudes, activities and abilities attributed to, and associated with, girls and women. The consequences of these discriminatory practices negatively affect men as well as women. Initially however, gender equity initiatives will place greater emphasis on improving conditions and attitudes as they affect girls and women. In the long-term, these initiatives will also improve the situation for boys and men”, Lao Women's Union (2001: 43-44).

g. Empowerment

Bennett (2002:13) describes empowerment as “the enhancement of assets and capabilities of diverse individuals and groups to engage influence and hold
accountable the institutions which affect them”. The term has been used more often to advocate for certain types of policies and strategies, whose aim is to develop, change and transform the individual/ organization or the community.

Similarly, the concept has been used to refer to the action that must be taken by women to overcome the obstacles of structural inequality that place them in a disadvantaged position. The Field Guide Gender and Development by the Lao Women’s Union (2001:43) state that empowerment is about women or men developing their ability to collectively and individually take control over their own lives; identify their needs and agendas and demand support from their communities and the state to see to it that their interests are responded to. In most cases, the empowerment of women requires change in the division of labour and transformation of society.

Friedmann (1992) and Chambers (1997) both state that the growth of civil society and participatory development methods at both macro- and meso-levels of society are usually proposed as the mechanisms by which empowerment takes place. For the empowerment of women to be achieved, it must be targeted holistically i.e. in all the dimensions of their lives namely, economic, social, cultural, legal, political, and psychological. Basu (n.d.: 15-16) explains the three different types of empowerment as follows:

**Economic empowerment**: The economic theoretical perspective on women’s empowerment comes from the feminist economist school of thought, that argues that inequality and disempowerment of women is the result of their inability to make economic choices as this often requires earnings and resource ownership. This is why economic empowerment must address women’s access to job opportunities, savings and credit as these are the resources that optimize their economic role in decision making with regards to their own, household’s matters as well as their life options.

**Social empowerment**: This comes from the poverty alleviation paradigm which is premised on the belief that the combination of women’s increased economic activity and control over income resulting from access to micro-finance with improved women’s skills, mobility, access to knowledge and support networks. Status within the community is also enhanced. These changes are reinforced by group formation, leading to wider movements for social and political change.
**Political empowerment:** This focuses on the institutional arrangements that underlie service delivery, and promote these as the mechanisms that are appropriate to strengthen women’s representation in political and governance processes. It is believed that there is a need to build the capacity within the public sector to provide quality services that are accessible to and fit the needs of women. There is also the realization that women’s political empowerment cannot be divorced from their economic empowerment and social and cultural transformation in which in all combined are seen as spilling over to the political and governance arena resulting in women’s issues not being seen as important.

### 2.3 Gender, empowerment and local government

#### 2.3.1 Global responses to gender and empowerment in local government

There has been a realization by the global community that gender inequality is one of the major hurdles to development. This is why the United Nations Millennium Development Goals for example include gender issues among the top priorities (Mikkola, 2005). The Millennium Development Goal 3 reads as: “to promote gender equality and empower women”.

However, despite the set goals, women in the developing countries still remain disadvantaged in relation to men. Girls are more likely to die before their fifth birthday (in some regions), less likely to be enrolled in secondary school, more likely to be employed in vulnerable sectors, and face high risk of maternal mortality, UNIFEM (2000) cited in Mikkola.

Research has also shown that “gender-blind public interventions, even if targeted at the poor, cannot be assumed to reach men and women equally. Policy mechanisms targeted at household-level consumption, such as food aid or education subsidies benefit women and men differently and economic livelihood programmes that ignore differences in access to or the need for productive resources are likely to be biased against women” as argued by Horowitz,( 2009: 1-2).

It is due to this realization the good governance agenda, has since the mid-1990s emphasized the proper functioning of institutions as a precondition for sustainable development. To eliminate women’s poverty Horowitz (2009:2)
argues that “the public sector must play an important role by identifying mechanisms that will make public sector governance outcomes more responsive towards women”.

Furthermore, a point being made is, public sector governance must be decentralized to the local level as mandates, priorities, implementing practices, budgets, and cultures of policy-making have an impact at this level. Because local government provides services that are utilized by women in their traditional roles as care givers (such as electricity, waste disposal, public transport, water, schools, health clinics and other social services), it is the closest and the most relevant to implementing women’s needs.

Decentralisation of government programmes to the local government level is seen as as the most appropriate for mainstreaming gender as it is the sphere that enables a closer fit between local needs and delivery, fosters a more accountable government, and empowers local citizens (Todes et al, 2007). Other proponents of decentralisation such as MacLean (2003) have highlighted that “local government is particularly an important space because of its closeness to the people; it is therefore more accessible, allowing for stronger representation of diverse local interests that could be lost in more centralised systems”.

For similar reasons, the International Union of Local Authorities (IULA, 1998) sees:

“Local government as a crucial space for women, as it is the most accessible level of government to them. It deals with questions of reproduction and community management, which are central concerns to women.”

And Beall (2005) notes that because local representatives are ‘closer to the ground’, they are more likely to represent women interests.

However, some of the dissenting views have found that political decentralisation undermines poverty alleviation since local government lacks the political and organisational resources to influence local development decision-making. They argue that local government must be strengthened and empowered if it is to fulfill its mandate of poverty alleviation (Schneider and Moore, 2003). In contrast to the point made above, Beall (2005: 3) cautions however that:
“Local government is particularly responsive to informal institutions, systems and relations of power and because of women’s historical exclusion from local government; they do not have access to the same kinds of networks and are less experienced and adept than men at developing them”.

And for MacLean (2003), gender relations at local level are often more unequal than at national level, and political cultures are frequently less supportive of effective participation by women.

The current literature on gender and local governance and development therefore provides an opportunity as well as the basis to explore some of the challenges faced by municipalities in the design of the participation process and mainstreaming of gender as required for proper implementation of the IDP.

2.4 The nature of poverty, gender and integrated development planning in SA

2.4.1 Poverty and gender

Poverty is dealt with in this section because of its link to inequality and governance. It is a complex and a multi-faceted phenomenon that is linked with hunger, unemployment, exploitation, and lack of access to clean water, sanitation, health care or schools (Baulch, 1996). The basic types of poverty are reflected in various ways, including alienation from the family, food insecurity, crowded homes, usage of basic forms of energy, lack of access to social services, lack of adequately paid secure jobs and fragmentation of the family (World Bank, 2004).

Currently, it is generally acknowledged that poverty is one of the most serious challenges facing the post-apartheid South Africa (Budlender, 1999), affecting mostly women than men. The reasons for this are closely linked to the different gender roles between men and women in society. Because unemployment is one of the variables used to measure poverty; according to Antonopoulos (2008:2) “people who lived below poverty line in South Africa were estimated to be between 50 to 60 percent in 2007. Overall, a larger number of women, about 54 percent (+/- 11.9 million in a population of about 45 million) Antonopoulos
(2008) further argues; were amongst the poorest as compared to 10 million poor males”.

2.4.2 The policy and legislative framework on gender and local government

South Africa’s Constitution is counted amongst the progressive in the world with particular reference to addressing gender equity. Given the fact that the Bill of Rights establishes a set of social and economic rights and acknowledges these as entitlements, it is from this context that the Constitution provides the basis for social justice for women, extending to rights to basic needs. These rights have been taken through (albeit unevenly) into other several areas of national policy, Todes et.al (2007).

Increasingly, over the years, government has created a number of different frameworks and institutions to support the coordination and the monitoring of gender policies. Amongst such policies is the National Gender Policy Framework. This framework was developed in 2000 as a mechanism to promote gender mainstreaming in policy, and promote a set of principles as well as provide both short and long term indicators to measure progress. Its principles as noted by OSW, (2000) in Todes et.al (2007:10) include:

- promoting equality between men and women;
- recognising inequalities among women;
- affirmative action for women;
- economic empowerment for women;
- mainstreaming gender equity as well as;
- partnerships between government and civil society

The institutionalisation of this framework led to the establishment of the national gender machinery which was designed to encompass the state and civil society and the Commission on Gender Equality (CGE), a statutory body set up as an independent structure to monitor progress, OSW (2000) in Todes et.al (2007:10).

The figure below from Gouws (2006) in Todes et.al (2007:10) illustrates the National Gender Machinery and its organisation.

**Figure 1: National Gender Machinery**
Over the years, the machinery has not been as effective as was expected, Gouws (2006), and that in 2010 led to the establishment of the Ministry on Women, Disability and Children in the Presidency. Some have hailed this as another important milestone in government’s commitment to addressing gender imbalances.

As South Africa is a unitary state it is expected that national policies and frameworks must find resonance at local government level. At the same time, the need to address development challenges such as poverty, gender inequality and good governance in a municipal space has necessitated government to develop policies that address development in a holistic manner through the adoption of the IDP as a planning framework that integrates all planning activities towards the attainment of gender principles.

The White Paper on Local Government (1998) requires that municipalities develop IDPs; focusing on community based goals through a development of a process in which the municipality together with communities, will prioritise needs, set goals, implement and monitor development projects.

The IDP is a five year strategic plan that is reviewed annually over the period. It is expected that during the annual reviews; citizens, through the ward committees and ward councillors are presented with the opportunity to update the priority areas of their localities. Based on the feedback, line function
departments of the municipality must synergise their plans and budgets with the identified needs of the community (Mubangizi, 2011).

According to Todes et al, (2007) an IDP plays a key role in the decentralisation agenda. It is central to promoting ‘developmental local government’ as well as facilitating co-operative governance. Furthermore, the process allows for the municipality and other spheres of government to respond to local needs as well as redress poverty and inequality. IDPs must reflect national policies in a locally appropriate manner and give strategic direction through processes aimed at integrated development and management of the area under the jurisdiction of the municipality.

The proponents of decentralization as already pointed above, believe that the institutionalization of such processes empower women as citizens are engaged, causing government to be more responsive (Ostrom et al. 1993; Putnam 1993; World Bank 1994, 1997). The system of decentralization as mandated in the IDP process creates opportunities for participation and gives stronger representation to diverse local social groups, including women, as they are given space to voice their interests which could be lost in more centralised systems, (MacLean, 2003).

In a position paper on women in local government by the International Union of Local Authorities (IULA 1998:1) it is stated that

“Local government is the closest and the most accessible level of government to women as it is meant to provide services that are utilized by women in individual households in their traditional roles as care givers such as electricity, waste disposal, public transport, water, schools, health clinics and other social services. And as a result, the decisions of local governments have a direct impact on the private lives of women’.

This statement is supported by Evertzen (2001:3) who state that:

“Women tend to participate actively in organizations in their neighbourhood, and it’s easier to involve these organizations in formal political decision making at the local level”.

It is therefore from this context; through mainstream gender in the IDP process that local government regarded as providing immense opportunities for women’s
empowerment and better placed to redress inequalities between men and women.


The Local Government Gender Policy Framework is also an important tool that was developed to assist local government structures to incorporate gender perspective in the stages of planning and implementation of development projects (SALGA, 2005). It highlights the importance of gender mainstreaming approach, provides guidelines and pays attention to gender analysis, from policy through to implementation in each sector of local government responsibility (Todes et al, 2007).

The IDP process has faced a number of challenges since it was started ranging from no implementation, non-achievement of developmental and transformation targets (including equity) to challenges with mainstreaming gender in all stages of the programme cycle. To deal with some of these challenges, Tsatsire (2008:338) proposes “strengthening participatory governance; communication between government and citizens and sectors (including women) must be integral to service delivery and a culture of openness should prevail, and not be limited only to crisis”, he argues. The need for improved standards of living as well as redressing imbalances necessitates for greater efforts to be applied to engender local government through the IDP.

### 2.5 Integrated Development Planning

In order to understand the integrated development planning process, one must understanding the overall developmental context. Sustainable development is about integrating social, economic, environmental, spatial, infrastructural, institutional, and organisational resources to improve the quality of life of the local communities as well as ensure that such development meets present needs without compromising future generations’ ability to meet their own needs (Saunders, 2011).
The process of integrated development planning (IDP) at municipal level must therefore aim to meet these developmental objectives in a well-planned and integrated manner as a response to the critical service-delivery and socio-economic needs of the communities living in its area of jurisdiction that will improve the quality of their lives as well as consider the long-term impact of these actions in terms of economic and environmental sustainability.

The IDP therefore represents a development framework that makes the reduction of poverty, the goal of full employment and the fostering of a stable, safe and just society the overriding objectives of developmental policy and interventions (South African Human Development Report, 2003).

2.5.1 What is an Integrated Development Plan?

According to Saunders (2011) the IDP is a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned in terms of its powers and duties, and which has been compiled having regard to the relevant legislation. It is a process through which municipalities prepare a strategic development plan, for a five year period, which is reviewed annually.

The Local Government Municipal Systems Act 32 of 2000 defines the IDP as a single inclusive and strategic plan for the development of the municipality that:

- Links, integrates and co-ordinates a municipality’s sector specific plans;
- Aligns the resources and capacity of the municipality to the overall development objectives of the municipality Forms the policy framework on which annual budgets rest, and
- Informs and is informed by similar development plans at national and provincial developments plans

The IDP is about the municipality identifying priority issues/problems, to determine the vision, objectives and strategies followed by the identification of projects to address the priority areas. In terms of the Local Government: Municipal Systems Act, 32 of 2000, the Executive Committee or Executive Mayor has the responsibility to ensure the development of the municipal plan. The Act
stipulates the need for community participation including vulnerable groups such as women, the disabled etc. to ensure that their voices are heard.

Effective participation in the IDP process is achieved only when a clear process that specifies: who is to participate; how; on behalf of whom, on which issues, through organisational mechanism and with what effect.

Saunders (2011) highlights some important policy considerations that must be considered in the alignment of planning and implementation. The IDP is:

- Concurrent with term of office of Council
- Under political guidance of new Council
- Phased implementation over the next five years
- Annual reviews only to monitor and evaluate progress or fill gaps > amend and adjust every year, e.g. due to delays in implementation of certain projects, new funding, new sector plan completed, President / Premier’s priorities
- Important role of community/ward-based planning
- Community feedback during annual reviews

Section 26 of the Local Government: Municipal Systems Act 32 of 2000 also lists the core components of the IDPs as follows:

“An integrated development plan must reflect:

- the municipal council’s vision for the long term development of the municipality with special emphasis on the municipality’s most critical development and internal transformation needs;
- an assessment of the existing level of development in the municipality, which must include an identification of communities which do not have access to basic services;
- the council’s development priorities and objectives for its elected term, including its local economic development aims and its internal transformation needs;
- a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality;
- the council’s operational strategies;
- applicable disaster management plans;
- a financial plan, which must include a budget projection for at least the next three years; and the key performance indicators and performance targets determined in terms of section

2.5.2 The policy framework that underpins the IDP

In terms of the Local Government: Municipal Systems Act 32 of 2000 every municipality must develop and adopt a single, inclusive and strategic plan for its development, which must be aligned with the plans of surrounding municipalities and other spheres of government. The Constitution of the Republic of South Africa, Act 108 of 1996 states that a municipality must:

- structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community; and

- participate in national and provincial development programmes

The IDP is a strategic document that prioritises key community needs through an integrated approach. Many government services are delivered by provincial and national government departments at local level, for example: police stations, clinics and schools. The municipalities are therefore expected to take into account sector programmes and plans when developing their Integrated Development Plans.

This process is expected to be coordinated smoothly by the participation of sector department departments in the IDP process and guide the municipality on departmental allocations in addressing the local needs as expressed by the local citizens. In the section below the IDP process will be illustrated.

The planning and the management of local government development programmes require councillors to consider social, economic, environmental, ethical, infrastructural and spatial issues pertinent to specific areas. Municipalities need to mobilize the participation, commitment and energies of residents and stakeholders by establishing participatory process, which must be constructive and effective. Municipalities must give community participation careful thought and make full use of all available resources to assist with the process.
The Inter-Governmental Relations Framework Act (No 13 of 2005) establishes framework for the three spheres of government and organs of state to work together to facilitate co-ordination in the implementation of policy and legislation, through a system of inter-governmental structures, with forums at national, provincial and (district) municipal levels to deal with issues of:

- Coherent government
- Effective provision of services
- Monitoring implementation of policy and legislation
- Realisation of national policies

The Municipal Systems Act also prescribes for municipalities to develop a culture of governance that complements formal representative government with a system of participatory governance. For this to be achieved, the municipality must create conditions for, the local communities to participate in its affairs by ensuring that the necessary capacity is available to drive the public participation and consultation process.

2.5.3 The IDP Methodology

An IDP process plan must be drawn up, before the planning process commences and approved by the Council as a proper management of the IDP planning process. According to the stipulations of the Municipal Systems Act, the plan must outline the following:

- The structures that will manage the planning process;
- How the public can participate and structures that will be created to ensure this participation;
- Time schedule for the planning process;
- Who is responsible for what; and
- How will the process be monitored

At a district municipal level, the process plan must be developed in consultation with all local municipalities within the district to ensure, alignment and sequencing of activities and priorities. The process undertaken to produce the IDP consists of five the following phases (DPLG, 2000).
Phase 1: Analysis

Information is collected on the challenges facing the municipality. These are assessed and prioritized in terms of urgency. Information on availability of resources is also collected during this phase.

Phase 2: Strategies

The municipality develops strategies to deal with the identified challenges. This entails:

- Developing a vision
- Defining development objectives
- Development strategies
- Project Identification

Phase 3: Projects

During this phase the municipality works on the design and content of projects identified during Phase 2. Clear details for each project must be worked out in terms of:

- Who is going to benefit from the project?
- How much is it going to cost?
- How is this project going to be funded?
- How long would it take to complete?
- Who is going to manage the project?

Clear targets must be set and indicators worked out to measure performance as well as the impact of individual projects.

Phase 4: Integration

Once all projects have been identified, the municipality must confirm whether these contribute to meeting the objectives outlined in Phase 2. These projects provide an overall picture of the development plans and must be integrated phased into short, medium and long term.
Phase 5: Approval

This is the final phase, during which IDP is presented to the council for consideration and adoption. The council adopts a draft IDP for public comment before the actual approval of the finalised IDP.

2.5.4 The IDP as a mechanism for mainstreaming gender

The IDP is seen as a local pathway to sustainable development and is used to foster more appropriate service delivery by providing the framework for economic and social development within the municipality. The identification and prioritisation of priorities through the processes of participation by stakeholders are key elements to its implementation. The main vehicle for participation as stipulated in the Act; is through ward committee and IDP forums.

Research has shown that, women’s participation and representation as councillors has increased, particularly in urban areas. Through their representation within the committees, women stood better chances of influencing the planning outcomes in ways that speak to their gender interests (Beall and Todes (2004a) and as a result as Aliber (2002) argues, the efficacy of the IDP provides the space for women to hold the municipality accountable.

2.5.5 Challenges of gender mainstreaming in local government

There are number of studies that document some of the challenges that hinder proper implementation of the IDP. Atkinson (2002) highlights three of such challenges. Firstly, the level of project management capacity within the local government; secondly it is the design of municipal organisations and the redefinition of existing functions.

The lack of project management capacity skills within most local governments is noted by Harrison (2001) as having often been identified as a crucial blockage in delivery together with the issue of the lack of active participation by the stakeholders (in the form of government departments and the private sectors).

Furthermore Harrison argues, the municipal plans rarely relate to budgets, and as a result the intended co-ordination between spheres of government proves difficult to be achieve through the IDP process. Moreover, the IDP guides
emphasize the process at the expense of content, and many plans do little more than organise the delivery of services.

There is also mounting evidence against the failure of municipalities in implementing cross cutting issues, including engendering the IDP. Todes et al (2007:13) highlight the fact that ‘cross cutting issues were meant to be addressed throughout the plan, (including economy, poverty, environment, and gender) and yet they have been neglected or weakly developed’. They based this failure on among other things the capacity as well as to a certain extent the political will to implement gender mainstreaming frameworks such as the Local Government Gender Policy Framework and the Women’s Budget Initiative.

The former advocates for establishing gender management system that includes setting up the necessary enabling environment, structures, mechanisms and processes that integrate gender considerations at key points throughout the development project life cycle (SALGA, 2005) and the latter proposes the use of gender responsive budgets. According to Budlender (2001) gender-responsive budgets (GRBs) are a mechanism by which governments, in dialogue with other sectors, can integrate gender analysis into public expenditure policies and budgets. This does not imply a separate budget for women, but rather the political will to disaggregate expenditure according to its differential impact on women and men.

2.6 Concluding Remarks

In the fight against poverty, the need to change the status of women is regarded as one of the critical elements. The South African government has put in place policies, and plans to ensure transformation and alleviation of poverty. However, despite policies and good intentions, poverty is still rife and women continue to face unequal access to opportunities and service delivery. The continuous lack of implementation of gender mainstreaming frameworks, result in gender blind IDP design and implementation processes.
CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

The main purpose of this chapter is to describe the specific research designs and methodologies used throughout the study. The initial focus of this chapter will be to look at reviewing the concept of empowerment for women, focusing on their participation in the IDP process. The tools and techniques used for investigating the perceptions of women in wards 15 and 17 about the IDP in its attempt to mainstream gender issues will also be outlined.

In order to assist with the process of gathering information, a framework or a methodology must be formulated so as to logically link the series of activities involved in the research process. Therefore the methodology is meant to be the guideline that describes procedures to be followed in operationalising the research design in relation to the collection and the analysis of data in confirmation with the research (Maree, 2007).

The steps which will be following for this study are discussed below.

3.2 The research design

3.2.1 Selection of the study area

The selection of the study area was not an easy task; a number of factors had to be considered. These included the researcher knowledge of the area, the size, the history of the area (especially as it relates to the organization of women) its accessibility as well as the untested observation by the researcher that there seems to be limited or lack of understanding and knowledge of the IDP process and as a result limited participation by women’s organization.

The wards 15 and 17 are located in the New Brighton Township. New Brighton is situated in the north eastern part of Port Elizabeth. It is predominantly inhibited by black African people. There are mainly 4 wards that make up New Brighton i.e. Wards 14 (areas of Red Location, White Location, and McNamee), Ward 15
As noted, New Brighton is one of the oldest townships in PE, when compared other previously proclaimed African townships. The area is believed to have decent social amenities and the provision of basic services has been provided the longest. Due to it having been established the longest, there is a perception in New Brighton that this has made it to receive the least investment as compared to other African townships.

### 3.2.2 Comprehensive Literature Review

The literature review was conducted to assist in the development of a clear perspective on the topic and the subject matter of the study, looking at the following matters:

- What studies had been carried out so far on this issue?
- What was recommended in those studies?
- What should be the real focus of the problem?
- The identification of the problem from the past and current research

Women’s empowerment and their participation in the IDP process is the main focus of this study, and a wide variety of literatures, writings and papers were reviewed to get a clear conceptual understanding of the women’s empowerment paradigm as well as the participation of women in the local government decision-making process.

### 3.2.3 Mixed Method Research Approach

For the purposes of this study, a mixed method research approach was employed. The mixed method research refers to when both the qualitative and quantitative approaches are used as the method of gathering information; to gain better understanding of the problem as the result of the strength provided by such a combination (Creswell, 2003).

Such an approach also offers better generality and particularity, as well as magnitude and dimensionality (Greene, 2008) and is inclusive, pluralistic, complementary and encourages an assortment of approaches to the selection of
methods and thinking in the actual conducting of the research (Johnson and Onwuegbuzie, 2004).

i. Qualitative research

This refers in the broadest sense to research that is descriptive in nature (Frankel and Wallen, 1990) in which the inquirer often makes knowledge claims based on constructivist perspectives (i.e. the multiple meanings of individual experiences, meanings socially and historically constructed, with the aim of developing a theory or pattern) Creswell (2003).

The nature of this study prohibits one from conducting experiments, as one is dealing with people’s experiences. So in order to obtain an in-depth understanding of the people experiences, the researcher had to adopt a qualitative approach to assist with the reporting of the findings. As noted by Du Plooy (2001), qualitative research is used to examine various social and cultural settings as well as individuals who dwell in these settings, thereby learning about their experiences, beliefs, properties, values, needs or characteristics as well as understanding in depth their “behaviours”.

Similarly, Frankel and Wallen (1990) also state that qualitative research produces descriptive data in the form of reflections on people’s own written or spoken and observable behaviour. It is from this context that data collection tools/techniques and instruments used in this study were mainly closed-ended questionnaire and structured interview questions. These tools are described below in detail.

ii. Quantitative research

This approach is one in which the investigator primarily uses strategies of inquiry such as experiments and surveys, and collects data on predetermined instruments that yield statistical data. It requires the researcher to be distant and independent from that which is being researched, as any involvement of the researcher in what is being observed could render false results. In this vein the researcher had to be objective when selecting the data collection methods and when analysing the data collected during the research process (Creswell 2003).
3.3 Methods of data collection

The following techniques were used:

- Random sampling;
- Designing the questionnaire;
- Interview method; and the
- Observation method

3.3.1 Random Sampling

The random sample was drawn from wards, 15 and 17. Creswell and Plano Clark (2007) note that the intention of sampling in quantitative research is to select individuals who are representative of a population, so as to ensure that the results can be generalised to the wider population and that inferences can easily be drawn. The researcher chose 40 women as the sample size, (i.e. 20 women from each ward. Non-residents and visitors to the areas were excluded from the survey.

The focus of the study was on women within household who could communicate in Xhosa or English and were able to read and were able to state logically their views in relation to the IDP process. Formations of women groups and non-governmental organisation (NGOs) or community based organisations (CBOs) supporting women in particular that were available, were also be interviewed.

The researcher selected the participants randomly and therefore as a result will not know whether or not the participants are knowledgeable enough on the subject to provide meaningful information required. In other words each woman will stand the same chances of being included in the sample (Howell, 2004).

3.3.2 Design of questionnaire

Strydom et al (2005) define a questionnaire as a set of questions on a form which is completed by the respondent in respect of a research project and its basic object is to obtain facts and opinions about a phenomenon from people who are informed on the particular issue. For this study the questionnaire was
used to gauge the extent of knowledge, understanding as well as participation by women in the IDP process.

Careful consideration was given to the design of the questionnaire to ensure that accurate and desired information was obtained, while safeguarding the anonymity and confidentiality of the participants. The design was made up of fully structured closed statements or questions to allow for better understanding and comparison of the statements of the respondents.

The design also ensured that answers were easy to code and could be analysed fairly quickly. Questions were constructed to safeguard against intentional or unintentional bias and respondents were given enough room to exercise their own judgement as failure to do so could lead to distorted data and results.

The questionnaire was compiled to obtain the following information:

**Section A** – This section dealt with the participants understanding of the IDP?

**Section B** – This section was meant to gauge the extent of women’s participation in the process both in terms of planning and implementation and

**Section C** – This section looked at the issue of impact; the impact that women participation or non-participation has had on the overall developmental objectives of the municipality.

The following ratings indicate the extent of agreement with each statement:

1 = Strongly Disagree;
2 = Disagree;
3 = Undecided;
4 = Agree;
5 = Strongly Agree

In order to ensure that the method is void of any distortions, the participants were selected in such a way that they really possess the knowledge and information and they are not prejudiced in favor of or against a particular viewpoint.
3.3.3 Interview Method

Open-ended questions for the interviews were the main method of data collection for the officials of the municipality. This method was selected mainly because it provided enough freedom for respondents to express their ideas on the topic and encouraged subjects to speak freely and completely.

The targeted officials were from the IDP unit as well as those officials from the support units including communications, and those involved in programme implementation. Officials from NGOs (as part of stakeholders) were also interviewed. The inclusion of other units as well as stakeholders was meant to give a broader perspective to issues of design and implementation.

The areas raised in the interview were the ones related to organizational policy in so far as design and implementation of the IDP and gender mainstreaming. Relevant questions were asked in a conversational manner and all interviews were undertaken on a face to face basis where possible, and telephonically.

Given the fact that interviews are a good way of gaining insight into the meanings, interpretations, values and experiences of the interviewee and his or her world, Allison et al (1996) argues that the open-ended interviews allow participants to express their thoughts more freely and this assists with obtaining more accurate information, based on experience and knowledge.

The interview questions were therefore designed in such a way that information on the implementation procedures, achievement of goals and objectives, challenges encountered as well as future plans was obtained.

3.3.4 Observation method

This involves a personal judgment which helps to coordinate and analyze the situation from the researcher’s point of view. It was used throughout the research especially in relation to interviews with the officials from the municipality. It focused on the nature and pattern of interaction as well as on the views between male and female municipal employees with regards to issues of gender and how these are translated in behavior and attitude towards the women of wards 15 and 17.
Furthermore, this method provided the researcher with the opportunity to compare what was being said by the officials to what was said by community participants.

### 3.4 Methods for the data analysis and interpretation

For qualitative research, analysis started with coding the data. Coding involved the process of grouping together evidence and labeling ideas that were similar, so that they eventually provided the researcher with wider perspectives (Creswell 2003). As the results of the questionnaire and interviews constituted the research data in this study, the data was analysed by using “a thematic analysis, which consisted of a description [and discussion] of the main ideas” (Du Plooy, 2001).

The research questions mentioned in Chapter One constituted the main themes of the research data. All the data and was fitted under each sub-theme. Finally, all the sub-themes were put together and summarised into comprehensive perceptions. The same process was applied to the interview answers as well.

With reference to the analysis of the quantitative data, a spread sheet was used. A quantitative data analysis refers to the technique that researchers use to convert data into a numerical form so as to analyse it statistically (Babbie, 2007). For the initial analysis, tables were drawn up in accordance to the responses in all the three sections.

The tables were drawn up in the spread sheet and were converted to allow for the visualisation of the results using graphs. The intention was to produce graphs that summarised the information for all the sections of the questionnaire. Item frequencies and other relevant visuals were produced, to make the interpretation easy and comprehensible.

### 3.5 Ethical Considerations

As Strauss and Corbin (1998) suggest, research and research materials must be represented fairly and participants must be given a voice independent to that of the researcher. This research has adhered to such ethical consideration and has not compromised the dignity of participants. The information gathered was interpreted with responsibility and integrity.
When conducting research, social scientists enter into private lives of participants (Berg, 2001) and must therefore make sure that the privacy, the rights and the welfare of participants are guaranteed (Kumar, 1999). The researcher must ensure as well as assure respondents that the information to be collected would be kept confidential.

In conducting this research, all participants were informed that their participation was voluntary and anonymity would be guaranteed. The interview questions and questionnaires were designed in a neutral way and no personal opinions, thoughts and sentiments were captured. Interview questions were asked in a manner that respected the privacy of participants.

Assurance was given verbally that the information collected was to be used only for academic purposes and the research report would be made available to the participants verbally or via electronic mail.

3.6 Concluding Remarks

This chapter has described the research methodology that was followed and used to collect data, as well as tools used to analyse and interpret it. An account was given on the use of the research approach and the choice of the tools/techniques was justified.

The analysis and interpretation of the research data collected through the questionnaire and interviews and a summary of the research findings will be discussed in detail in Chapter Four.
CHAPTER 4
DATA ANALYSIS AND INTERPRETATION OF FINDINGS

4.1 Introduction

This chapter deals with the analysis and interpretation of the research findings from the questionnaire of the participants of wards 15 and 17 as well as interviews with municipal officials and non-governmental organisation (NGO) staff as the stakeholders of the municipality. Possible answers to the above questions are proposed on the basis of the results of this case study.

The interpretation of the research findings is divided into three sections, namely section A, B and C. The researcher summarises the participants’ comprehensive views on each sub-section and puts them together to deduce an answer to the main research question as indicated in Chapter One.

The findings regarding each statement of the questionnaire (Statements A1 to A6, B1 to B11 and C1 to C9), as reflected are explained in the following paragraphs. From the 40 respondents, there were 34 questionnaires which were correctly completed. The analysis is therefore based on the 34 completed questionnaires of the target research population of 40.

The interpretation of responses of the interviews with the municipal and NGO staff were analysed and interpreted to answer key issues relating to the design and the impact of the IDP as a gender mainstreaming tool.

This section used the implementation of the solar water geyser project (which was one of the projects that the respondents from the municipality mentioned) as having been completed in specific wards in New Brighton from the period 2006 to 201.

4.2 Section A: Knowledge of the IDP

The main issues this section dealt with are related to understanding the extent to which there was knowledge of the IDP.
**Statement A1: Do you know about the IDP?**

Fig 4.2.1

The graph in Figure 4.2.1 reflects that at least 70% of the respondents were aware of the IDP process, 17% did not know and 13% were not aware.

**Statement A2: Do you participate in the IDP processes?**

Fig 4.2.2

Source: (Field Survey, September 2011)
The graph in Figure 4.2.2 shows that altogether 48% of the respondents participate in the IDP process with 32% agreeing and 16% agreeing strongly, 21% remaining undecided; while 38% do not participate in the process.

**Statement A3: IDP informs all planning, budgeting, management & decision-making**

![Bar chart showing responses](source: (Field Survey, September 2011))

The graph in Figure 4.2.3 reflects that 50% of the respondents did not think that the IDP informed all planning, budgeting and decision making, 29% was undecided while 26% believed that the IDP was the document that informed planning in the municipality.
Statement A4: The IDP is a development tool that is used to deal with gender equity

Fig 4.2.4

The graph in Figure 4.2.4 reflects that at least 35% of the respondents were not sure about that statement and 32% both agree and disagree with the statement.
Statement A5: The IDP is reflective of socio-economic situation faced by women

Fig 4.2.5

The graph in Figure 4.2.5 shows that 35% of the respondents disagreed with the statement, 18% strongly agreed, 29% were not sure and 17% thought that the IDP was reflective of socio-economic situation faced by women.

Statement A6: Programmes implemented respond adequately to eradicate past legacy

Fig 4.2.6

Source: (Field Survey, September 2011)
The graph in Figure 4.2.6 shows 53%, which is more than half of the respondents did not think that the programmes implemented by the municipality responded adequately to addressing past legacies, 24% were undecided, 21% agreed and only a small margin of 3% strongly agreed with the statement.

**Section B: Participation of women in the IDP**

This section addressed the participation of women in the IDP process, looking at different variables that either encouraged or discouraged participation. The graph in Figure 4.3.1 reflects that on average the respondents’ believed that the municipality does create space for women to participate in development of their areas due to the municipality’s top-down approach. The municipality was seen as having tendencies of dictating processes to participants rather than allowing people (women in this case) to make their own decisions.

**Fig 4.3.1: Participation of women in the IDP**

<table>
<thead>
<tr>
<th>Description</th>
<th>Bar Height</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mix of project adequately respond to women needs</td>
<td>High</td>
</tr>
<tr>
<td>The women are aware of the development projects</td>
<td>High</td>
</tr>
<tr>
<td>NMBM style is top-down, participation inadequate for women</td>
<td>High</td>
</tr>
<tr>
<td>Opportunity exist for women to participate in IDP processes</td>
<td>High</td>
</tr>
<tr>
<td>Adequate information dissemination</td>
<td>High</td>
</tr>
<tr>
<td>Women aware on time for ward planning meetings</td>
<td>High</td>
</tr>
<tr>
<td>Consultation take place during IDP process</td>
<td>High</td>
</tr>
<tr>
<td>Ward comm functions properly &amp; assist women</td>
<td>High</td>
</tr>
<tr>
<td>NMBM consults women in determining priorities</td>
<td>High</td>
</tr>
<tr>
<td>Womens needs reflected in the IDP</td>
<td>High</td>
</tr>
</tbody>
</table>

Source: (Field Survey, September 2011)
4.3 Section C: Perceptions on the impact of the IDP

In this section the researcher looked at the impact that the IDP has had on women and on their surroundings in general. Figure 4.4.1 shows that women believed that the IDP process did not deal adequately with development backlogs. This confirms the results in the statement made in Figure 4.2.6 where women strongly disagreed that the programmes in the IDP have responded adequately to eradicating past legacy.

Fig 4.3.1: Perceptions on the impact of the IDP

Source: (Field Survey, September 2011)
Generally according to the respondents over the past four to five years the participation of women had improved, but there was still room for more to be achieved. The respondents believed that the IDP process could be used to address gender equity as reflected in Figure 4.2.4, if the municipality could address its top down style of governance.

### 4.4 Analysis of Interviews

In this section the interviews with the municipal staff are analysed and interpreted. The analysis of the interview is based on the interpretation of the responses from the interviewees. Some of the areas have been amalgamated and grouped together to be part of similar categories.

**Category 1: Effectiveness of the IDP as a mechanism to address gender imbalances?**

Institutionally, the municipality’s organogram shows that the municipality is male dominated at the top both politically as shown by the table below and administratively:

<table>
<thead>
<tr>
<th>Political Party</th>
<th>Number of Councilors</th>
<th>Gender Distribution</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>African National Congress</td>
<td>80</td>
<td>49</td>
<td>31</td>
<td></td>
</tr>
<tr>
<td>Democratic Alliance</td>
<td>30</td>
<td>20</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Independent Democrats</td>
<td>4</td>
<td>4</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>United Democratic Movement</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>African Christian Democratic Party</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Freedom Front</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>New Vision Party</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Pan Africanist Congress</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>120</strong></td>
<td><strong>79</strong></td>
<td><strong>41</strong></td>
<td></td>
</tr>
</tbody>
</table>

(Source: 2007 Nelson Mandela Bay Metropolitan Municipality, IDP)

The system of governance in the municipality consists of a mayoral committee whereby the Executive Mayor governs together with the Deputy Executive Mayor and a team of nine chairpersons of standing committees. The standing committees are outlined below:
- Budget and Treasury
- Economic Development, Tourism and Agriculture
- Health and Environment
- Housing and Land
- Human Resources and Corporate Administration
- Infrastructure, Engineering, Electricity and Energy
- Recreation and Culture
- Safety and Security
- Constituency Services

As shown in the outline of the standing committee, there is no dedicated committee that deals with issues of gender, except in so far as through the Human Resources and Corporate Administration where the issues of special programmes (i.e. youth, women and the disabled) are dealt with.

Administratively, the leadership complements the political leadership in order to achieve the objectives of the IDP. The Municipal Manager is the Chief Accounting Officer and the head of the administration. At the time of the interview, the Municipal Manager was supported by the Chief Operating Officer, Chief Financial Officer and eight Executive Directors, (only one is female). Gender issues were dealt with in the Directorate: Special Programmes Unit. The unit was understaffed with few full time employees supported by interns. Their role was to facilitate and ensure inclusion and participation of stakeholders in programme implementation.

The understanding expressed by the officials indicated that the concept of gender and the approach to mainstreaming was narrowly conceived. Gender was regarded simply as dealing with women’s issues, and relegated to concerns about employment equity. Due to the limited understanding, gender issues represented a small component of the special programmes unit as there was no concerted effort by the unit to engage with the IDP unit.

Additionally, there seemed to be lack of strategic focus by the Special Programmes unit to involve other units’ in so far as leading socio-economic analysis and discussions that would assist in dealing with gender imbalances. It focused on organising and supporting events (such as Women’s Day, 16 Days of Activism) as well as supported the monitoring of Expanded Public Works Programme (EPWP) target reporting. And the latter was by default rather than deliberate, as the Executive Director was also responsible for the EPWP in his portfolio.
Category 2: Shortcomings of the IDP process in relation to gender mainstreaming?

The IDP had not been effective as a mechanism to address gender mainstreaming largely due to how the issue of gender in the municipality was perceived. And this was brought about by the fact that at the time, the municipality had no policy on gender to guide its internal operations and external service provision. The lack of policy therefore made it difficult to mainstream gender in the work of units. As pointed by Mathye (2002:27) “an institution cannot mainstream gender in its development processes without also mainstreaming gender within organisational culture, goals, structures and resource allocation”.

As indicated, the interviews with municipality officials demonstrated a poor understanding of gender, this resulting in the absence of engagement with the implications of adopting a gender sensitive approach in municipal programmes, including the IDP. The IDP unit, according to the municipal officials, did not have a coordination mechanism that would assist in drawing on relevant and strategic capacity of other units to be part of the planning process on the design of the IDP.

If any meaningful participation is to be achieved with external service provision, municipal officials should not only have a common vision but must have the same understanding of the process to be followed in order to attain the developmental objectives of that vision. As noted by the respondents, it was common practice for the request to make contributions in the IDP process to come at the end of the design process, for example in terms of stakeholders to be invited or with regards to the communication process. Akerkar (2001) notes the importance genuinely integrating gender concerns at each stage of the project cycle, if the process of mainstreaming is to be meaningful, when planning for projects or programmes.

Category 3: Design and implementation of the IDP process: women’s participation

The municipality had a five-year IDP plan (2006-2011) which was used as a strategic policy instrument for effective administration. The implementation of the planning process as discussed above involved participation by communities or citizens of the municipality as well as stakeholders. Because the IDP is reviewed annually, community meetings were held at least once (referring to a cycle rather than the number of days) annually.
Participation usually took the form of meetings and workshops, initiated by the municipality and based on the approved process plan by council. During the planning phase (phase1), community meetings were held at ward level. Invitations to community meetings were issued to organisations, formations and stakeholders that are in the municipality’s database of stakeholders through emails and faxes. For community members, loud hailers, radio as well as print media were used to invite people to meetings and workshops. Ward councilors were also requested to inform communities about workshops and encourage their attendance.

It was reported by the municipal staff, that the IDP planning meetings usually took place in the afternoon towards evening (between 5 to 6pm). Men, women youth and CBOs are usually represented at these community workshops. Men and women alike tended to participate as individuals rather than as formations or organisations. This was also the case in the study done by Todes el al (2007), where it is claimed that women were the ones who usually attend meetings and yet ‘they participated as community members rather than as a sector’.

In phase 5 after the approval of the draft IDP and budget by council, community meetings are again held to present the draft IDP and budget for public comment. In these workshops it was observed by some of the NGOs members interviewed that the level of participation by women (community members in general) was not adequate. One of the reasons cited had to do with the design of these meetings or workshops and these took form of a presentation by the municipality on the consolidated IDP priorities and the budget to community members. People would be encouraged to ask questions of clarity and raise any issues.

Despite such encouragement, respondents felt that there were situations when time and process was not adequate and facilitators were sometimes not equipped to facilitate huge community meetings whereby in more instances than not, people would all talk at the same time (few people would raise their hands yet they would all respond when someone said something they agreed with or considered controversial).

An observation made by a respondent from the NGO was that women participants were the ones that tended to dominate these workshops. Similarly, in Todes el al (2007) the same observation is made, that “unlike men, women are better at organising themselves and forming themselves into groups [because] they are more interested in issues relating to poverty and development and are motivated to become directly involved in addressing these challenges”. By providing a space for
women to participate, the IDP becomes a vehicle for women’s empowerment as they get a chance to make their voices heard, argues one of the eThekwini municipal respondents, as cited in Todes el al (2007).

Again, it was indicated by the respondents that through the IDP process women had been beneficiaries of development projects. They had been identified for job opportunities as well as been trained as project managers responsible for coordination and decision making as members of the steering committees. No statistical information was received to back up this claim; however efforts were made to get the necessary information.

The municipal officials interviewed could not provide the researcher with the technical aspects of the role of the steering committee in NMBM, however, as the researcher had previously been involved in facilitation of water related projects in 2007 to 2008, the role of a project steering committee was defined in terms of an overall coordinator and decision maker in the planning, implementation and monitoring of projects.

The steering committee was responsible for appointing sub committees from the members of the community, to deal with the social and technical aspects of the project. Social committee dealt with the operational issues including selection, hiring, finances and risks and organisational governance issues. While technical committees, provided technical guidance to the steering committee in matters related to civil engineering, spatial and environmental issues. Consultants, departmental and municipal officials were members of the technical committees.

**Category 5: Challenges encountered during the implementation of the IDP?**

With regards to community participation from the perspective of the municipal staff, challenges that were identified were related to the following:

i. Firstly, it was mentioned that the IDP process tended to raise expectations in communities. Because the process of delivering projects and services to communities is sometimes long and drawn out; people sometimes did not have the appreciation that some of their needs and demands, the municipality was not in a position to fulfill them in the immediate to short term.
The officials also raised the issue of language and terminology as factors that sometimes hinder participation of women. As noted, the design of these workshops was noted as a challenge, in so far as presentations, being made in English and explained in Xhosa. Despite the efforts made in explaining the terminology in the most simple and accessible manner, officials sometimes, can get lost in translation.

ii. Secondly, (linked to the weakness above), it was argued; the IDP process sometimes falls short in defining findings of the participatory processes; due to the enormity, the scale of the process, the amount of translation involved, fatigue as a result of repetition. All these contributed to the information being diluted or for some issues to fall in between the cracks. Todes et al confirm this in their writing, claiming that:

"The IDP does not give much weight to the findings of the participatory processes. The officials sometimes do not adequately capture the input from participants and as they often only hears the noises. Municipal officials from the IDP team have admitted that they have not been as successful as anticipated in transferring these findings to the IDP”.

iii. Thirdly, according the legislated process of the IDP, Phase 2 and 5 involves mainly sector departments and other stakeholders including NGOs, state owned enterprises and business. Phases 1 and 2 are probably the most important in the process as they allow for stakeholders to interact directly with the beneficiaries of projects and involve devising strategies to take forward the process of development. The respondents indicated that the lack of participation by sector departments, business and other stakeholders continued to be a challenge which led to coordination, alignment and capacity deficiencies to be exaggerated.

iv. Fourthly, lack participation by sector departments has resulted in lack of delivery as projects sometimes do not get finalised as planned. The shifting of emphasis from the process to implementation has magnified “the lack of project management capacity skills within most local governments Harrison (2001) argues and has been identified as a crucial blockage in delivery together with the the lack of active participation by the stakeholders (in the form of government departments and the private sectors)”. An example of such projected management challenges in the Nelson Mandela Bay Metro Municipality was in relation to the water solar geyser project. To illustrate this, some of the challenges that the respondents mentioned included the following:
- Inadequate house roof-structures – some installations could not be done
- Leaks of filler tanks - filler tanks were locally manufactured and SABS approved and could not withstand the heat - about 6000 filler tanks were replaced
- Taps leaking – Taps were SABS approved however many leaks were experienced
- Secondary faults as a result of the leaking filler tanks: tubes bursting – stop cocks failing
- Initially the way in which the systems were secured to the roofs was inadequate
- No national standard for so called blending valves
- Inadequate Municipal water pressure
- No water and waste water connections to the houses

These challenges illustrated the inadequate or lack of feasibility study having been undertaken before planning and implementation of this magnitude project. Had it been done, some of the challenges would have minimised the challenges experienced by the project management team. On the positive side however, through this project, the municipality has managed to strengthen its installation and management capacity for similar projects in the future.

4.5 Concluding Remarks

This chapter has presented the analysis and interpretation of the quantitative and qualitative data collected through the questionnaires and interviews. The responses to the questionnaire had been analysed together with interviews from the NGO and the municipal staff. Based on the analysis, the findings and recommendations will be outlined in Chapter Five.
CHAPTER 5

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The purpose of this chapter is to draw on the final conclusions from the preceding chapters on the literature study and report on the empirical investigation. The conclusions are followed by recommendations for implementation of gender mainstreaming gender in local government, specific to the Nelson Mandela Bay Municipality (NMBM) as the area of study, so as to achieve government’s objectives of gender equality. An overview of the previous chapters and what they entail is also provided.

As stated in Chapter One, the aim of the study was to investigate how the South African government’s commitment to gender equity and empowerment of women was being mainstreamed in the design and implementation of IDPs, with particular reference to wards 15 and 17 of the Nelson Mandela Bay Metro Municipality.

In answering the research question the following sub questions pertaining to the study were identified:

- To what extent has gender equity been seen as one of the key principles informing the design and support of the IDP process?
- Do municipal planning processes reflect women’s interests, needs and rights?
- Do local participatory processes give women a voice in the IDP?
- What are the women’s views about the IDP in terms of their participation?
- Do projects and implementation processes take into account women’s needs?

5.2 Summation and concluding remarks

In conclusion, the report through the preceding chapters provided the necessary information to fulfill the objectives of the study. The summary of the chapters is as follows:
Chapter One – looked at the significance of the study; key questions pertaining to the study; the limitations and the research methodology applied throughout the study.

Chapter Two – provided a conceptual analysis of gender and empowerment frameworks, while reviewing literature already produced on gender; the IDP as a mainstreaming tool and challenges embedded in the process. The five key elements of IDP were mentioned namely: participation, strategic focus, integration, prioritisation and the need to be outcomes and delivery orientated. The IDP was demonstrated as a strategic policy that should guide planning to achieve gender equity.

Chapter 3 – discussed the methodology used to collect data and tools used in analysing and interpreting the data. An account was given on the use of the research approach and the choice of the tools/techniques was justified. The data collection tools/techniques and instruments used in this study consisted of mainly a closed-ended questionnaire and structured interview questions. The survey consisted of both qualitative and quantitative data.

Chapter 4 – analysed and interpreted the data collected. The findings from the perspectives of the respondents’ questionnaire as well as the responses from the municipal officials were presented.

Chapter 5 – provided a conclusive summary and proposed a number of recommendations to address the key questions originally posed in the research and the proposals were strictly based on the findings.

5.3 Findings

The findings reflected the following:

5.3.1 The biggest challenge in the NMBMM was with strategic understanding of gender mainstreaming. Despite the existence of the Local Government Gender Policy Framework, which was meant to provide guidelines for gender mainstreaming in local government, the NMBM had not localized this framework to assist it in its incorporation of gender perspective in all stages of planning and implementation of development projects (SALGA, 2005). Gender mainstreaming must be embedded and be guided by the organisational culture
with respect to ways of thinking, goals, structures and resource allocation Mathye (2002).

5.3.2 The lack of the strategic perspective on gender also made operationalisation and engendering the IDP difficult. According to Todes et al, (2007) this is exacerbated by the nature of cross-cutting themes (in this case, gender) which makes them difficult to implement as no single organisation has jurisdiction or responsibility and these cross cutting issues are usually influenced by factors beyond the scope of the municipality.

Secondly, the IDPs were said to be too broad and often abstract. This is related to the fact that they are seen as a policy, yet they are plans and process (all in one) and there difficult to implement. Moreover, Todes, et al (2007) argues the difficulty also is the result of the process of operationalising an IDP which requires sufficiently engagements with other line departments where some of other gender specific issues might be located, rather than be dealt with by one unit.

In the case of NMBMM, gender issues were dealt with by an understaffed unit (SPU); using interns clearly showed that the individuals responsible for operationalising the approach (gender) held marginal positions with no decision making powers. These individuals were clearly not in a position to link with the IDP both in terms of content and processes as there were no deliberate organizational linkages created between this unit and the IDP unit as well as with other units. In such cases according to (Todes et al, 2007), the potential point of pressure is therefore lost.

5.3.3 Due to the strategic vacuum, gender was as a result not taken seriously in NMBMM, when compared to other developmental challenges such as for example the development of government systems. It was also the observation of the researcher as a government official who interacts with municipalities that this tendency is not unique to NMBMM but generally a common phenomenon in government, particularly.

Similar observations are made by Mathye (2002) and Todes et al (2007), as they argued noted that, “prioritised needs tended to focus on infrastructure provision and gender is superseded by the more urgent challenges of infrastructure provision
and economic development and concerns about gender dissipate in the face of crisis in local government, as attention turns to hastening delivery and becomes about getting the basics right”.

5.3.4 The issues related to language (government frameworks are often presented in English and translated in the vernacular), design and facilitation of the process, were noted as not being adequate. It was claimed that the municipality did not always put much effort in the design process. Non participation by departments, business and other stakeholders in the IDP representative forums has been well documented and the same applies to the Metro.

 Nonetheless, some of the respondents noted that some of the opportunities that could enhance women’s’ participation in the IDP are missed. In New Brighton for example, women belong to burial societies, “amafela ndawonye” or “imigalelo” (savings formations). These associations were said to be playing a critical role in the lives of women as they provided financial safety nets. These organisations were often run by women and women’s groups. Current participatory processes in the municipality were not accessing these groups, as the municipality often relied on working through representatives of NGO coalition and women’s forums to organise women.

 The challenge with this approach is the negation of the diverse interests among these organisations and associations and which as a result cannot represent the needs of such formations adequately. Also these formations are dynamic, fluid, informal, and are often isolated from one another. And because of their nature, they are often not regarded as significant. As asserted in Todes et.al (2007), “the IDP processes seem to miss the small voluntary organisations and social entrepreneurs and yet these are critical to the provision of layers of social services in poor areas of municipalities”.

 Moreover an observation noted by one of the NGO official interviewed was that, the municipal engagement with the NGO sector needed strengthening to be at the same level to that of business. It was noted that the engagements with business were led mostly by the Executive Mayor and were organised even outside the scheduled IDP forums and yet the same level of application was non-existent to the NGO sector.
5.3.5 Lastly, the findings revealed that the municipality did not have a coordination mechanism to draw on relevant and strategic capacity of the different units in the planning process. So for meaningful participation to be achieved, the municipality as an entity needed to develop a common understanding internally, of processes to be followed if development objectives were to be achieved.

5.4 Recommendations

In the light of the findings derived from the study, the researcher made the following recommendations:

5.4.1 Development of gender policy

The municipality should develop a policy framework or an approach on gender to create a common vision on how to deal with gender. Because the Local Government Gender Policy Framework already exists, it is recommended that the municipality should localise the framework to fit into the municipal situation. It is also critical for the municipality to formulate a policy regarding this matter so as to deal with the ambiguities that seemed to be at play, for example, (as noted previously) gender being regarded as dealing with women’s issues or concerning employment equity.

There must be a buy-in from the leadership of the municipality and must commit to the process if such a policy is to be implemented. It is from the researcher’s experience in policy formulation, this process requires a leadership that has the capacity and the political will to drive such a development agenda and take deliberate actions to transform the existing unequal power relations between men and women both internally in the organisation to guide goals, structures and resource allocation and externally in relation deliberate programmes that promote personal, social, cultural, political and economic equality for all.

5.4.2 Promote proper coordination and planning of the IDP process

The municipality (and local government) must invest in planning for the IDP process. As required by legislation, municipalities must develop a process plan for both the five year strategic plan and the annual reviews to guide the process. Most
municipalities (including NMBM) tend to focus on ensuring compliance rather than due process in the form of the design.

It is therefore recommended that the municipality puts in place a team drawing on relevant and strategic capacity from all the different units to design the process. The unit responsible for gender or SPU in this case must play a more critical role in this process to the point of driving the process. The task team must be trained on gender mainstreaming so that it is able to impart the necessary tools associated with this approach to other members in their respective units. This will raise the level of consciousness throughout the organisation on the one hand, and provide for better coordination and ownership of the process internally on the other hand.

The training on gender mainstreaming would allow for the team to design the process using participatory methodology, and thus deal with some of the challenges raised with respect to design including terminology, tedious presentations and facilitation.

5.4.3 Improvement of women’s participation in the IDP process

As already noted, ensuring maximum participation by women in particular is a matter that is linked to the choice of design methodology. It is one of the legal requirements that the public participation process be inclusive and representative of all social categories (especially the poor), gender and age groups. IDPs are intended to be tools to address severe imbalances, including those related to the marginalisation of various social groupings in terms of race, gender, age or disability. The effectiveness of the IDPs in addressing such imbalances therefore depends on how well these marginalised groups participate in the preparation of IDPs (Mathye, 2002).

The municipality should not only ensure that women participate, but must ensure that they participate as a sector rather than the overreliance on forums as seems to be case. The challenge with forums is that it is difficult to assess whether they are able to represent the interests of women across the social strata, particularly poor women due to the different interests at play. As Mathye points out, “by simply inviting or including women’s groups is clearly not enough as this does not guarantee that women have the capacity and time to participate effectively, nor does it deal with the social and power relations between different groups and these determine what priorities are set and how resources are allocated”.

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Through the water solar geyser project, the municipality was contributing to the national objective of reducing demand in the use of renewal resources. Most of the respondents confirmed that they were aware of the development projects and felt that the mix of projects in the municipality adequately responded to the needs of women as identified.

The provision of basic resources such as water and electricity is arguably beneficial to women in particular, as these services are utilized by them particularly in their traditional roles as care givers. However, as the survey analysis show most of the respondents were undecided when asked whether the municipality had interacted adequately with them as women to the extent that they influenced the outcomes of the delivery programmes. One of the respondents had incidentally indicated for example that the identification of solar geyser was not part of the priorities that had been identified in the IDP process; instead according to the respondent ‘someone who worked with the councilor of the area, had application forms which were to filled by households that had no source of income. However in reality, it was alleged by one of the respondents:

“….the process became predominantly on whether you were on good terms with this individual or not and secondly, on first come basis. As a result even households where there were people who were employment qualified”.

It is also recommended that the municipality should invest in ensuring that the formations such as the ‘imigalelo’ and ‘amafela-ndawonye’ and other small formations (other people refer to these as stokvels) are able to participate in the IDP. These are small scale formations and their sole purpose is to address women’s economic needs. The municipality could support these with investment related matters as well as build their capacity in areas related to accessing funding, procurement opportunities and cooperatives related information.

There are many women empowerment orientated organisations in Port Elizabeth which provide women with a range of services, including counselling, legal advice, access to social grants, rights-based education, organisational capacity building, family cohesion, lobbying and advocacy, as well as practical assistance in the form of food parcels, referrals, dissemination of information, literacy training, and income-generating projects to support women. As most of these organisation use participatory methods, the municipality could partner with such organisation in the design of participatory methods.
5.4.4 Improved support to stakeholders as partners in development

The policy development process in a democratic society is the one that involves participation of stakeholders and the public at large, engagement and consultation as well as building partners in the attainment of development goals. Evans (1995) asserts that “a developmental state must create partnerships and linkages that involve civil society institutions, labour and business, as these are a crucial force in driving policies that are critical in the improvement of capabilities crucial to long term economic growth”.

The biggest challenge to building such linkages between the state and civil society according to Evans (1995) is “enabling communities to construct shared coherent goals, whose concrete implementation can then be co-produced by public agencies and the communities themselves. And creating such linkages is not easy, partly because crafting a shared agenda is easier said than done because of the complication of dealing with civil society, which is full of conflicting interests and rife with individuals and organisations claiming to represent general interests”. The role of the state in this case is to make state-civil society linkages possible by helping civil society institutions on to their feet. And this requires a strong centre that is able to direct all the efforts towards achieving the common development objectives.

This is the important role that the municipality must play i.e. strengthen both business and civil society (in particular those that promote and support issues related to gender equity). These groups, usually represent the interests of the poor, and are able to support the consultative process by building awareness and capacity of women (as individuals and sectors) to participate and, most importantly, are usually well aware of participatory methodologies which are designed to enhance participation.

The issue of developing strategies (phase 2) is one of the critical areas where the participation of stakeholders is of the outmost importance, especially with a municipality that is experiencing critical capacity constraints. The stakeholders would be able to assist the municipality with the analysis of deeper social dynamics and create building blocks that are necessary in incorporating gender issues in the development strategies (Todes et al, 2007).

In the Metro, there was a serious challenge with loan sharks collecting a large part of the social grants. The analysis and strategies to deal with such issues in the IDP were not clear. NGOs are important for advocacy and conscientisation around such
issues and the municipality could create vibrant platforms and possible one-on-one meetings with individual organisations could be more fruitful and could enhance the participation process.

5.5 CONCLUSION

In conclusion, this report was about an investigation into the NMBMM. This was done by analysing the extent to which the municipality has mainstreamed gender into its development processes in the IDP, using wards 15 and 17 as a case study. The study revealed that gender imbalances continue to exist as there was a lack of a localised policy or framework on gender in the NMBMM to guide implementation on such matters.

The study also revealed that participation by women in the IDP process was not yet adequate and the municipality needed to put in place mechanisms if it is to deal with gender imbalances. The IDP interventions through the implementation of projects such as the provision of solar geyser had partially managed to lessen some burden felt by women in relation to cost and provision of income in so far as having employment opportunities being created by such projects. However, much more still remains to be done to improve the effectiveness of the IDP if its objectives are to be achieved.

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ANNEXURE A

SURVEY QUESTIONNAIRE

Please indicate to what extent you agree or disagree with each statement by placing an X in the appropriate box

<table>
<thead>
<tr>
<th>1 Strongly Disagree</th>
<th>2 Disagree</th>
<th>3 Undecided</th>
<th>4 Agree</th>
<th>5 Strongly Agree</th>
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</thead>
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**SECTION A: Understanding of the term “IDP”**

1.1 Do you know about the IDP?  
1.2 Do you participate in the IDP processes?  
1.3 IDP informs all planning, budgeting, management and decision-making in the area of the municipality  
1.4 The IDP is a development tool that is used to deal with gender equity  
1.5 The IDP of NMBM municipality is reflective of socio-economic situation faced by women  
1.6 The programmes to be implemented in the IDP of the Metro respond adequately to eradicate the legacy of the past

**SECTION B: Perceptions regarding the design and the implementation of the IDP**

2.1 The voices and the needs of the women are reflected in the IDP  
2.2 The municipality consults with the women (including women formation) to determine their priority needs  
2.3 The ward committee system is functioning properly in assisting women to participate deepening democracy and promoting public participation in government  
2.5 Proper communication, transparency and consultation take place during the planning and implementation
process

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<tr>
<td>2.6</td>
<td>Women are made aware on time when the ward planning meetings are taking</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>2.7</td>
<td>Access to and dissemination of information on the IDP process is adequate</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<tr>
<td>2.8</td>
<td>There is an opportunity for women to participate in the municipality’s IDP processes and budgeting</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<tr>
<td>2.9</td>
<td>The municipality style is top-down and bureaucratic, not allowing for enough participation from women in particular</td>
<td>1</td>
<td>2</td>
<td>3</td>
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<tr>
<td>2.10</td>
<td>The women are aware of the development projects</td>
<td>1</td>
<td>2</td>
<td>3</td>
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<tr>
<td>2.11</td>
<td>The mix of project do adequately respond to the needs of women as identified</td>
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<td>2</td>
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**SECTION C: The impact of the IDP**

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<tr>
<td>3.1</td>
<td>Participation in the IDP has resulted in the empowerment of women</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>3.2</td>
<td>Women of the respective wards have organized themselves around their issues and needs</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<tr>
<td>3.3</td>
<td>The municipality has interacted adequately with women to the extent that women have influenced the outcomes of the delivery programmes</td>
<td>1</td>
<td>2</td>
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<td>4</td>
</tr>
<tr>
<td>3.4</td>
<td>Participation in the IDP projects has given women the opportunity to voice concerns to the municipality</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<tr>
<td>3.5</td>
<td>The NMBMM’s IDP is addressing the current poverty related challenges</td>
<td>1</td>
<td>2</td>
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<td>4</td>
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<tr>
<td>3.6</td>
<td>The municipality has implemented projects that are dedicated at addressing women’s interests, resulting in improved the lives of women</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<td>3.7</td>
<td>More women have been employed in the IDP projects that have been implemented in your ward</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
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<tr>
<td>3.8</td>
<td>When comparing the annual reviews, participation of women has greatly improved</td>
<td></td>
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<tr>
<td>3.9</td>
<td>Strategies have been designed to address obstacles to women’s participation in development</td>
<td>1</td>
<td>2</td>
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THANK YOU
ANNEXURE B

Assessing the Impact of Integrated Development Planning (IDP) on Gender Equality and Women’s Empowerment

INTERVIEW QUESTIONS FOR MUNICIPAL OFFICIALS

1. Your job title and the name of your department?
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

2. How has the IDP been implemented from the period 2006 to 2011? What are the projects that have been completed in the specific wards or in New Brighton in general? Give 2 or more examples
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

3. Who were the beneficiaries and targeted beneficiaries of the IDP projects?
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

4. How many women have benefited from taking part in the implementation of the development projects (any statistics available)?
5. How effective has the IDP been as a mechanism of addressing gender imbalances?

6. What are the shortcomings of the IDP process in relation to gender mainstreaming? Why are these seen as shortcomings?

7. What are the current and future municipal plans in ensuring the mainstreaming of gender within the municipal programmes?
8. What are the challenges that have been encountered during the implementation of the IDP projects?

9. What are the objectives that were set during planning, and have not been achieved during the implementation process? Why they were not achieved?

10. How were women involved in the implementation of the IDP projects, and at what level?

THANK YOU
## ANNEXURE C

### OVERALL PROGRESS OF THE WATER SOLAR GEYSER PROJECT

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