GENDER ANALYSIS OF THE NATIONAL DEVELOPMENT PLAN VISION 2030
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>EXECUTIVE SUMMARY</td>
<td>2</td>
</tr>
<tr>
<td>INTRODUCTION</td>
<td>10</td>
</tr>
<tr>
<td>CHAPTER ONE: POLICY MAKING IN A COMPLEX ENVIRONMENT</td>
<td>12</td>
</tr>
<tr>
<td>CHAPTER TWO: DEMOGRAPHIC TRENDS</td>
<td>16</td>
</tr>
<tr>
<td>CHAPTER 3: ECONOMY AND EMPLOYMENT</td>
<td>19</td>
</tr>
<tr>
<td>CHAPTER 4: ECONOMIC INFRASTRUCTURE- THE FOUNDATION OF SOCIAL AND ECONOMIC DEVELOPMENT</td>
<td>27</td>
</tr>
<tr>
<td>CHAPTER 5: ENSURING ENVIRONMENTAL SUSTAINABILITY AND EQUITABLE TRANSITION TO A LOW CARBON ECONOMY</td>
<td>29</td>
</tr>
<tr>
<td>CHAPTER 6: AN INTEGRATED AND INCLUSIVE RURAL ECONOMY</td>
<td>31</td>
</tr>
<tr>
<td>CHAPTER 7: POSITIONING SOUTH AFRICA IN THE WORLD</td>
<td>35</td>
</tr>
<tr>
<td>CHAPTER 8: TRANSFORMING HUMAN SETTLEMENTS</td>
<td>38</td>
</tr>
<tr>
<td>CHAPTER 9: IMPROVING EDUCATION, TRAINING AND INNOVATION</td>
<td>43</td>
</tr>
<tr>
<td>CHAPTER 10: PROMOTING HEALTH</td>
<td>46</td>
</tr>
<tr>
<td>CHAPTER 11: SOCIAL PROTECTION</td>
<td>50</td>
</tr>
<tr>
<td>CHAPTER 12: BUILDING SAFER COMMUNITIES</td>
<td>54</td>
</tr>
<tr>
<td>CHAPTER 13: BUILDING A CAPABLE AND DEVELOPMENTAL STATE</td>
<td>58</td>
</tr>
<tr>
<td>CHAPTER 14: FIGHTING CORRUPTION</td>
<td>61</td>
</tr>
<tr>
<td>CHAPTER 15: TRANSFORMING SOCIETY AND UNITING THE COUNTRY</td>
<td>62</td>
</tr>
<tr>
<td>CONCLUSION</td>
<td>64</td>
</tr>
<tr>
<td>REFERENCES</td>
<td>64</td>
</tr>
</tbody>
</table>
EXECUTIVE SUMMARY

Introduction

The National Development Plan has been accepted by Cabinet and at the Mangaung Conference of December 2012 as the basis document for government’s future policy making, putting the South African society on a healthier development path towards 2030.

As such this document has to be taken very seriously as a policy driver. The policies that will flow from this document should, however, take into consideration all the people in South Africa, in their demographic diversity. In this regard women constitute a very important policy constituency, making up 52% of the nation, and moreover are the reproducers of the nation (they bear children that will form new generations of citizens). Any policy that is gender blind (that does not take into consideration the effects of the policy on women and men in a differential way) is bound to run into serious problems.

Women are far more vulnerable to and deeply affected by poverty than men, face overwhelming institutionalised challenges in gaining access to land and land ownership, political representation and employment, and remain largely unrecognised by and excluded from the formal economy. If a national strategy to reduce poverty, exclusion and inequality, such as the NDP, does not specifically recognise and address these engendered imbalances and vulnerabilities, then it will unwittingly perpetuate these, and have very little prospect of success.

The aim of the Commission for Gender Equality (CGE), and its legislated mandate, is to review state policy from a gender perspective, to ensure gender-aware and responsive policy making. Our finding is that the NDP has been constructed in an entirely gender blind fashion, with women considered separately in an add-on feather entitled “Women and the Plan”. It is clear that women, their potential, needs and vulnerability do not form an integral part of the NDP in a way that would have been visible if gender disaggregated data would have been used and questions about women’s realities asked. The lack of consultation with the CGE is evident in the absence of a human rights discourse in the analysis and planning presented in the NDP.

The submission of the CGE is made with the objective of assisting the state to ensure that its analysis of developmental challenges facing South Africa, and its planning response, address gendered implications, gaps and imbalances. The state is obliged to ensure that its planning and policy processes are gender mainstreamed, in accordance with its own national policy framework on gender equality, and our country commitments in accordance with regional and international instruments, such as the Convention on All forms of Discrimination Against Women (CEDAW) and the SADC Protocol on Gender and Development.

In this submission, the CGE has analysed all fifteen chapters of the NDP from a gender perspective, and surfaced issues of concern for consideration in implementation – and later review – of the NDP.
Chapter One: Policy making in a complex environment

While this chapter correctly takes into consideration global conditions that contribute to the complexity of policy making, such as the global financial crisis, greater pressure on developing markets, demographic changes and climate change, these are not the only factors that contribute to the complexity of policy making. What needs to be taken into consideration as well is the deeply racialized past of South Africa, combined with a deep patriarchal culture that have contributed to racial and gender inequality that still have a bearing today. The very serious deleterious effects of this past had had the greatest impact on rural women. All policies have an impact on men and women in a differential way and therefore policies can only be successful to the extent that they take into consideration the rights and needs of men and women through considering gender disaggregated data.

A key concern of the CGE in this chapter is the way in which the plan views growth. Growth should be viewed in a developmental context that will also embrace gender equality and women’s empowerment. Growth and development do not occur in a vacuum - men and women play a critical role in the achievement of any country’s growth and development. It is therefore imperative to take into account gender disaggregated data when developing a plan such as the NDP. This chapter remains silent on issues of women’s empowerment and gender equality and most importantly, the role of women in and impact of key issues such as urbanisation, agriculture and infrastructure development, climate change and science and technology.

Chapter Two: Demographic trends

Demographic trends in any country remains a critical variable in decision making and planning. If incorrectly captured, this could lead to inappropriate allocation of resources which will ultimately result in waste and possibly perpetuate social and economic problems. Amongst others, demographic trends requires gender disaggregated data to assist planners and policy makers understand specific potentials and challenges and what cohorts to focus on. The NDP in this chapter does address the matter of female headed households, which under normal circumstances is addressed in the subject of demography. The NDP must be lauded for indicating life expectancy in terms of gender, as this could assist in planning. Though the concept of inequality is used frequently throughout the plan, the concept is framed too broadly, and should specifically indicate what is being addressed, such as gender inequality, gender income inequality, income inequality or inequality in terms of race.

Chapter Three: Economy and employment

The chapter does not recognise that women have traditionally been - and remain – marginalised within South Africa’s economy. The chapter’s central goals are expanding employment and entrepreneurial opportunities, and the plan speaks to employment creation and economic
participation. Nonetheless, it neglects to address the fact that women are under-represented in the workplace, particularly in positions of senior management, and that there is great disparity between types of employment opportunities for women as opposed to men. Women predominate in positions that are insecure, low paid and of inferior status, and are more likely to be part-time or temporary in nature.

Women also are more likely to be employed within the informal economy than the formal economy. Yet no mention is made in the section on small, medium and micro enterprises (SMME), in relation to extending existing SMME-support interventions to women-headed ventures, such as economic literacy training interventions, enabling women’s access to credit and finances, ensuring women-headed businesses benefit from broad-based black economic empowerment (BBBEE) measures, or ring-fencing state tender opportunities. For each economic sector referred to in this chapter, there are unique opportunities, vulnerabilities and challenges facing women, and proposals should be included that speak to scarce-skills measures; enforcement and protection of rights; quota measures; areas for new policy intervention and the like.

The non-recognition of women’s contribution to the country’s economy through unpaid domestic, child care and home-based care for the elderly, those with disabilities or the ill, persists. If this is not recognised and costed, and state measures put in place to enable women to participate in income-earning economic activities, they will remain trapped in situations of poverty. While there is reference to the need to address the rights of vulnerable workers, again, there is no reference to the fact that women constitute the majority of this category, in sectors such as domestic and farm work, seasonal workers and sex workers, with specific measures outlined to improve working conditions and ensure the realisation of labour rights of these workers. There is also no reference to the need to support working mothers and fathers, through the provision of adequate maternity and paternity leave, child care facilities in the workplace and where possible, flexible working conditions to enable parents to meet child care responsibilities.

**Chapter Four: Economic infrastructure – the foundation of social and economic development**

The NDP does not refer to the gendered implications of access to electricity and water, their use, and current service response shortcomings in generating meaningful and sustainable economic empowerment opportunities for women, and to gender mainstream service delivery. The number of women in environmental decision-making is limited, but where women are involved, better environmental management of community forestry resources and actions to improve access to education and clean water have been some of the results.

While the NDP acknowledges that access to basic electricity, water, sanitation and public transport is a challenge, it fails to mention that gender disaggregated data indicate that women and persons with disabilities struggle to access these services, and develop an appropriate planning response. Recent CGE studies indicate that state officials generally lack the necessary knowledge and awareness of
current national legislative and policy instruments and frameworks intended to guide their activities to protect the rights of women to access basic services, to gender equality in, and gender transformation of services. This is evident in the analysis and planning outlined in this chapter.

Chapter Five: Ensuring environmental sustainability and equitable transition to a low carbon economy

The CGE welcomes the NDP's stated commitment to develop and implement measures to adapt to and mitigate climate change. The CGE supports the assertion that reducing inequality is key to adaption to the impact of climate change, noting that women are less likely to have access to decision-making and resources necessary to mitigate the impact of climate change. The NDP omits to note, however, that gender equality is also a condition for successful adaptation to climate change, and the successful transition to low-carbon pathways in developing countries. Gender inequality, imbalances in power relations, and unequal representation in decision-making all impact negatively on women’s ability and opportunities to participate in shaping a climate change policy response, and benefit from mitigation and adaptation interventions. This means that if they are to be effective, climate change response, adaptation and low-carbon efforts need to be gender-responsive. In the context of climate change, gender perspectives are vital for effective gender policies, and the NDP should include this in its analysis and guidelines.

The NDP acknowledges that coal will continue to be the dominant fuel in South Africa for the next 20 years, without mentioning that indoor smoke from burning fuels like wood and charcoal kills 2 million people a year, mostly women and children in rural areas, nor that investing in clean, alternative sources of energy creates greater opportunities for women to access and manage these resources. The NDP should speak to ensuring inclusive deliberation and decision-making in climate change discourse and policy-making, to ensure that those most affected by climate change are able to bring their experience and insights to bear in such forums, as well as how it envisages involving women in a low carbon resilient economy, to ensure gender responsive planning and budgeting.

Chapter Six: An integrated and inclusive rural economy

The Community Land Rights Act (CLRA) and the controversial Traditional Courts Bill has contributed to marginalising women’s access to land in rural areas. When women have secure land rights it will contribute to increasing the status of rural households and food security. Given the detrimental effect of this legislation, policy priorities for women’s access to land need to be spelled out in this chapter. In addition, agricultural development should be based on successful gender sensitive land reform, employment creation and strong environmental safeguards. To the extent that 70 % or more of agricultural work is carried on the shoulders of women, all strategies should place them at the centre, intentionally.
For example, there is no reference to gender and the unique barriers faced by women, especially in rural areas. Women have to fetch and carry heavy containers of water on a daily basis, contributing to unproductive use of time and ill health later in life. Appropriate technology for water supplies should be considered, in lieu of local government providing water services. Transport for rural women to give them access to markets should be a priority. NDP targets, however, in relation to primary and secondary jobs are again not gender disaggregated, as a benchmark, so that there is no clear picture as to how gender equality goals would be met. The same applies to jobs and livelihoods in communal areas, the expansion of commercial agriculture, and large labour intensive agricultural sites. The NDP should follow its own recommendation of improving the skills of rural women entrepreneurs.

Chapter Seven: Positioning South Africa in the world

Since 1994 South Africa has been integrated into the global economy with the concomitant exposure to the effects of globalization. It is therefore important that South Africa positions itself in a way that it will benefit from globalization. Greater globalization has the ability to marginalize women in developing countries due to a global economy that erodes the sectors in which women work, such as the textile industry in South Africa, which has been severely undermined by importation of cheap clothing from China. Globalization also contributes to more precarious working conditions for women and greater poverty for those who are excluded from the market, very often women in larger numbers than men, also called the feminization of poverty. Neo-liberal policies that have characterized globalization have led to a reduced ability of states to provide a social safety net for their populations, including improved standards of education, health and human security. The South African policy on improvement of collaboration and co-operation through deeper integration and increased trade with its regional trade partners must take these issues into consideration.

Chapter Eight: Transforming human settlements

This chapter of the NDP will be enhanced when it incorporates gender differentiated data in relation to access to housing, noting that the impact of the lack of housing in urban areas and lack of access to land and housing in rural areas is severe on women. This is largely because there are so many women-headed households, but also because within a patriarchal system, households headed by men have always had more advantages as opposed their female counterparts in terms of access to economic resources. The CGE believes that analyses of human settlements have to be historically rooted and there is a need to track human settlements from the apartheid era in order to understand the status quo. A gender lens needs to be utilized to understand women’s lack of access to housing in the country.

Chapter Nine: Improving education, training and innovation
Education to the largest extent determines the futures of citizens. Therefore to understand the impact of education on gender relations and equality we need to analyse gender disaggregated data for enrolment and dropout to understand what happens to boys and girls, especially those who have great difficulty in accessing educational institutions. Studies indicate that dropout rate among girls is lower in primary school, but increases in high school, due to a variety of reasons from exposure to sexual harassment, teenage pregnancy and other factors such as poverty, a lack of encouragement by parents and taking up care work in the family. The NDP needs to address these issues, as well as speak to the gendering of the school curriculum to counter discriminatory attitudes towards gender equality and the normalising of gender-based violence (GBV).

Chapter 10: Promoting health

The NDP has serious gaps with regard to women’s health, such as the lack of the prioritization of women’s reproductive health, which accounts for South Africa’s unacceptably high maternal mortality rate, and findings that 38% of these deaths are due to health systems failures. Given the high levels of GBV and sexual violence in particular, it is an anomaly that the NDP is silent on the health and medical consequences of gender based violence in general and rape in particular. The costs of GBV on the health care system needs to be calculated. No statistics for the South African context could be found.

The costs of male circumcision and risk management need to be included in the NDP as part of men’s health care. Many young men die each year as a result of circumstances related to traditional circumcisions, performed under high risk conditions, when those risks could be minimized through policy interventions. Consciousness-raising with men around the issue of women’s reproductive health should also be undertaken, since men very often refuse the choice of using birth control or prevent women from using it, or view themselves as not involved when it comes to women’s reproductive health.

Chapter 11: Social protection

This chapter would benefit from incorporating gender disaggregated data, as it is silent on the position of women in relation to social protection. The creation of a social security safety net is one way to deal with the challenges of poverty, unemployment, social dislocation and social problems related to HIV and Aids, and gender based violence. While social security has been improved over the past ten years it is insufficient to protect people when they become unemployed, or to lift people out of poverty if they have never been employed. Women are most often disproportionately affected by these problems due to the fact that they care for children. Because the notion of family as the nuclear family is uncritically accepted, it belies the reality of how race, class and gender intersect to make some women more privileged than others, to the extent that middle-class women can pass their care
activities off on women who enter into domestic service, very often at the expense of domestic workers’ own caring responsibilities. Any policies on social protection and security will therefore have to include an analysis of women’s positions, the division of labour in the household and women’s care-giving roles.

Chapter 12: Building safer communities

The National Planning Commission should be commended for a chapter that is comprehensive in its understanding of the safety needs of the South African society. It however needs gender disaggregated data to emphasise the crisis proportions that GBV has taken on in South Africa, and dealing with GBV should be prioritized for intervention. This should include prioritising and planning responses to the notion of “corrective rape” of lesbian women and GBV against other members of the lesbian, gay, bisexual, transgendered and inter-sex (LGBTI) communities; the increased vulnerability of women and girls with disability to GBV; and harmful traditional practices such as ukuthwala (abduction of young girls for marriage) and ukuholwa (virginity inspection) that are demeaning, and undermine women’s human rights such as the right to privacy and bodily integrity and freedom of movement.

It is further imperative that structural and operational challenges to the implementation of the state’s National Action Plan on GBV, surfaced in the CGE’s recent study in this regard, be addressed, and referred to in the NDP. The re-opening of Sexual Offences Courts is a welcome intervention, and the CGE proposes that Thuthuzela Care Centres be extended to all major police stations, particularly in rural communities, and that the National Council on Gender Based Violence monitor these processes. The NDP should further speak to the provision of shelters for survivors of domestic violence, and the safety of women in informal settlements and rural areas.

Chapter 13: Building a capable and developmental state

In a society with deep social and economic divisions, especially race and gender-based divisions entrenched over time, neither social nor economic transformation is possible without a capable and developmental state. Women’s representation in the national legislature has increased dramatically due to the leading party’s acceptance of a voluntary 50/50 quota for women, no other political party has followed suit and legislation is currently being considered to make this compulsory for all parties, to embed women’s political parity within our democratic systems. The public service however urgently needs to mainstream gender in its planning, policy-making and budget processes, and this together with gender transformation in the public sector should be recognised and reflected in the NDP.
Chapter 14: Fighting corruption.

The criminal justice system places a crucial role in the pursuit of clean governance and eradication of corruption. In this regard, gender transformation of the judiciary is important to reflect the representation and interests of women. Currently there is a dearth of advocates and judges, especially at High Court and Constitutional Court levels. The NDP should reflect the need to ensure the transformation of the judiciary as a critical component of fighting corruption.

Chapter 15: Transforming society and uniting the country

The NDP makes a glaring omission in its analysis in this chapter, by limiting this to class and racial divides, particularly in relation to improving public spaces and public services. Such omission disregards the monumental evidence around discrimination against and the victimisation of women, purely on a gender basis. We need to see sustained campaigns against gender inequality and gender-based violence to target this, and these should be profiled in the NDP. On transforming society and uniting the country, the NDP taken for granted that there is now a history of numerous initiatives in legal, policy, institutional, communication and other programmes that have been implemented, but without taking into consideration the paltry results for women, largely because effective and proven monitoring mechanisms have not been implemented. Many excellent pieces of legislation fail in their implementation as a result, and the NDP should take cognisance of this and identity measures to correct this. In this regard the CGE is a useful resource.

Conclusion

The CGE has attempted to show through this submission what a gendered analysis of the NDP would look like. The gender blind nature of the NDP contributes to a lack of understanding of the impact the policies suggested by the NDP may or may not have on women. By asking question about how issues are framed, based on which assumptions and what is left unattended we demonstrate that a gendered analysis, which works on an understanding of different assumptions and policies based on gender disaggregated data, would make a difference to women’s lives.

Vision 2030 cannot leave more than half of South Africa’s population out of an analysis aimed at eradicating poverty, creating jobs, sustainable livelihoods and social cohesion. If this would be the case it would be detrimental to women, but also to the population as a whole, when policies do not take into consideration the short and long term needs of women.
INTRODUCTION

The National Development Plan has been accepted by cabinet and at the ANC’s Mangaung Conference of December 2012 as the basis document for government’s future policy making, putting the South African society on a healthier development path towards 2030.

As such this document has to be taken very seriously as a policy driver. The policies that will flow from this document should, however, take into consideration all the people in South Africa, in their demographic diversity. In this regard women constitute a very important policy constituency, making up 52% of the nation, and moreover are the reproducers of the nation (they bear children that will form new generations of citizens). Any policy that is gender blind (that does not take into consideration the effects of the policy on women and men in a differential way) is bound to run into serious problems.

Women are far more vulnerable to and deeply affected by poverty than men, face overwhelming institutionalised challenges in gaining access to political representation, land and land ownership, employment, and remain largely unrecognised by and excluded from the formal economy.

If a national strategy to reduce poverty, exclusion and inequality, such as the NDP, does not specifically recognise and address these gendered imbalances and vulnerabilities, then it will unwittingly perpetuate these, and have very little prospect of success – which as noted in the overview, would be indicated by sustainably transforming the lives and opportunities of the poorest South Africans – the majority being women. The NDP itself (p24) in a quote taken from the Reconstruction and Development Plan notes that

> *No political democracy can survive and flourish if the mass of our people remain in poverty, without land, without tangible prospects for a better life. Attacking poverty and deprivation must therefore be the first priority of a democratic government*

It is the aim of the Commission for Gender Equality (CGE) to comment on gender aware policy making in reference to the gender blind nature of the NDP. Merely the fact that women is considered separately in a box titled “Women and the Plan” on p43 is an indication of the “add on” nature of analysis on women that shows that women do not form an integral part of the NDP in a way that would have been visible if gender disaggregated data would have been used and questions about women’s realities asked.

Carol Bacchi¹ who has written on policy making from a gender perspective argues that policy makers normally approach policy problems without thinking that the way the policy problem is identified and presented has a very specific impact on how that policy is made and its implementation. In asking “What is the [policy] problem?” a discourse is created that is way of talking about the problem that has

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material (real life) consequences. It links the policy area with action. In policy making problems get analysed from different perspectives and by leaving out the concerns of a certain group of people, such as women, certain concerns that are important to that group of people may never be considered for policy making. What she argues is that it is impossible to separate the solution from the problem definition. Problem definitions set agendas. It is therefore the case that those directly involved in the policy process will be responsible for the problem presentation and therefore for the policy action/implementation.

Bacci (p12) urges us to do the following when we make policy:

- Decide what is the problem (eg gender based violence) to be represented in either a specific policy debate or in a specific policy proposal?
- What presupposition or assumptions underlie this representation?
- What effects are produced by this representation? How are subjects (eg men/women) constituted within it? What is likely to change? What is likely to stay the same? Who is likely to benefit from this representation?
- What is left unproblematic in this representation?
- How would ‘responses’ differ if the ‘problem’ were thought about or represented differently?

Using Bacchi’s guidelines for our own analysis of the NDP we used the following criteria to analyse the NDP:

- How is the problem represented in the NDP?
- What is left out or unproblematised in the analysis with regards to women?
- What needs to be added into the NDP if the problem is to be represented differently?

The submission of the CGE is made with the objective of assisting the state to ensure that its analysis of developmental challenges facing South Africa and its planning response address gendered implications, gaps and imbalances. The state is obliged to ensure that its planning and policy processes are gender mainstreamed, in accordance with its own national policy framework on gender equality, and our country commitments in accordance with regional and international instruments, such as CEDAW and the SADC Protocol on Gender and Development.

The CGE therefore queries the consultative process in relations to the NDP. What attempts were made to consult with the gender sector (statutory bodies, like the Chapter 9 institutions, and non-governmental organizations) to ensure that developmental issues were identified and strategised on from a gender perspective? The NPC would have benefited from consulting, for example, the CGE.

The CGE also needs to comment on the dearth of women in the Planning Commission. Of the 26 Commissioners only 7 were women. If there were attempts on their side to infuse a gender perspective into the work of the Planning Commission and the NDP it remains invisible. This shortage of women stands in stark contrasts to the ruling party’s own policy of 50/50 representation of women in all spheres.
CHAPTER ONE: POLICY MAKING IN A COMPLEX ENVIRONMENT

While this chapter correctly takes into consideration global conditions that contribute to the complexity of policy making, such as the global financial crisis, greater pressure on developing markets, demographic changes and climate changes these are not the only factors that contribute to the complexity of policy making. What needs to be taken into consideration as well is the deeply racialized past of South Africa combined with a deep patriarchal culture that have contributed to racial and gender inequality that still have a bearing today. The very serious deleterious effects of this past had had the greatest impact on rural women.

Gender blind policy making and budgeting in South Africa have persisted despite the attempts by the Joint Standing Committee on the Quality of Life and Status of Women in the first post-apartheid parliament to raise consciousness around gender sensitive policy and gender budgeting. By making policies in a “one size fits all” manner the concerns of different political constituencies are overlooked such as women, children or people living with disabilities. All policies have an impact on men and women in a differential way and therefore policies can only be successful to the extent that they take into consideration the rights and needs of men and women through considering gender disaggregated data. When policies are gender blind they fail in their implementation because of the dissatisfaction of certain constituencies.

A key concern of the CGE in this section is the way in which the plan views growth. Growth should be viewed in the developmental context that will also embrace gender equality and women’s empowerment. Growth and development do not occur in a vacuum - men and women play a critical role in the achievement of any country’s growth and development. It is therefore imperative to take into account gender disaggregated data when developing a plan such as National Development Plan, Vision 2030 of South Africa.

While this section focuses on the global and regional development, achievements and challenges, it fails to draw on the experiences of other developing countries with regards to the creation of gender equality. The discussion will be based on four key points as outlined below.

Financial crisis and increase in economic inequality

The recent global economic crisis has had negative impact on different countries, especially in developing countries, and most importantly on men and women. According to South African Reserve Bank Monetary Policy Review (October 2012), Global real GDP according to the International Monetary Fund (IMF) slowed from 3.8 % in 2011 to 3.3 % in 2012, revised down from 3.5% earlier in 2012. South African growth projection was also revised from 2.7% to 2.6% amongst other, China from 8.2% to 8.0% and India from 6.9% to 6.1% for the year 2012. Clearly there is a continuous
decline in economic growth not only in South Africa but globally. While the NDP 2030 acknowledges that “the global economic crisis has prompted a rethinking” and goes on to indicate that “the crisis has increased the focus on the role of government, and in particular on government failure to regulate and prevent systemic collapse”. Such rethinking and government role should therefore take into account needs, skills and different roles men and women can play in economic and social development. The NDP 2030 fails dismally to do so.

A decline in economic growth has a negative impact on employment and is likely to increase levels of poverty. Noting that the current economic decline results inter alia from global economic challenges, South Africa should respond in a manner that could protect the microeconomic environment mainly preservation of jobs. Inflation targeting as one of the response mechanisms can never address the current economic decline but rather increase challenges of affordability that worsen women’s situation. A key question is: does inflation targeting assist in domesticating international instruments such as CEDAW, which requires state parties to create enabling environment for women to access finance and economic opportunities? According to CEDAW article 13 (b) - state parties shall take appropriate measures to ensure women’s access and right to bank loans, mortgages and other forms of financial credit (especially micro lending). Gender blind approaches to economic planning and inflation targeting has the potential to disable women to access such financial resources to embark on entrepreneurial forms of business, or for any form of personal use. Interest rates are the only instruments used in South Africa to control inflation and higher interest rates in the case of higher inflation makes the cost of borrowing higher.

It is therefore important to ensure that measures put in place to stabilise the economy and achieve higher growth do not sideline other groups within the society. According to Ruiters 2 policy makers can respond to external shocks and concentrate on domestic considerations; and it can bridge the gap between the lag of inflation targeting and policies introduced to deal with inflation. She further argues that, government’s objective is to address socio-economic inequalities between previously disadvantaged citizens. However, in the post-apartheid period, the South African Gini coefficient that measures inequality distribution within societies has increased to 0.69, making South Africa the most unequal country in the world.

Though the NDP in its introductory chapter highlights the importance of gender equality and women’s empowerment, these key socio-economic variables are not mainstreamed in this chapter.

**Emerging markets and developing countries**

The executive summary of the plan acknowledges that “women make up a large percentage of the poor, particularly in rural areas”. However, in chapter one where the plan deals with policy issues, it remains silent concerning issues of women’s empowerment and gender equality. Chapter 1 alludes

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to emerging markets and developing countries in the context of global growth. Though South Africa has not been identified as one of the countries that has the potential to contribute significantly to global growth, it has the ability to play a critical role and the contribution of women in the emerging and informal economy should be acknowledged.

Chapter one of the plan makes reference to a World Bank report that suggests that by 2025, six major emerging economies – Brazil, China, India, Indonesia, South Korea and Russia – will account for more than half of all global growth, growing on average, by 4.7 per cent a year to 2025. South Africa is one of the BRICS (Brazil, Russia, India, China and South Africa) countries and while it aspires to achieve high growth such as the above mentioned countries, central to the developmental state should be a rights based development not merely high growth statistics that do not translate into human development.

China still faces huge challenges in terms of human rights and gender equality. According to Asia-Pacific Regional Human Development Report (2010), China has experienced unsurpassed economic development in recent decades, but gender equality is not a priority. China, like its Asia-Pacific counterparts, suffers from a severe gender gap. Women across the region continue to lack power, voice and rights. A thorough lesson must be learned here -high economic growth can not be interpreted as human development or even serve as an indication of gender equality.

**Demography, Urbanisation, Agriculture and Infrastructure**

The plan indicates the demographic shifts and urbanisation stand out as key to improved economic performance. Declining birth rates over the past decade are changing the demographic profile of most emerging market economies, leading to lower dependency ratios – on average, a working person will have fewer very old or very young dependents. The key concern in this area is the inability of the report to indicate the gender impact of demographic shifts and urbanisation and furthermore, the ratio of female to male dependency.

In South Africa many women are engaged in subsistence farming with no means to commercialise their farming activities. Finance and infrastructure to access markets remains key challenges. The plan fails to acknowledge this plight of women in rural areas and impediments of under-developed infrastructure in rural areas. The role of women at macro, meso and micro level in infrastructure development is not acknowledged. This remains a worrying factor noting that South Africa is in the drive of scaling up investment in the area of infrastructure.

**Climate change and Science and Technology**

While, the plan acknowledges the challenges the country faces, concerning climate change, it does not acknowledge its effects on women, especially women who are dependent on small scale farming and those in underdeveloped rural and peri-urban areas where heavy rainfalls could wash away mud dwellings and shacks and contribute to learners being unable to attend schools due to poor
infrastructure that is unable to control storm waters. Continual drought makes it impossible for subsistence farmers to survive.

Despite huge achievements in the field of science and technology, women can only benefit from these achievements if they have access to science and technology resources and training. Education therefore remains central to advancement for women in the field of science and technology. Most importantly, women must be afforded the opportunity to participate in the growth and development of science and technology.

**Conclusion**

In conclusion, the current economic crisis and results thereof require policy makers and planners to design policies that are responsive and proactive in terms of women’s needs and long term equitable sustainable development. Both monetary and fiscal policy responses and plans should consider macro and micro environment, and both formal and informal (which is mainly dominated by poor women) economy when planning and making decisions on budgetary planning or inflation targeting. This calls for South Africa to start considering gender sensitive macroeconomic framework.

Though the executive summary of the plan acknowledges the importance of gender equality and women’s empowerment, there seem to be a disjuncture between executive summary and chapter one of the plan. Chapter one of the NDP remains silent on issues of women’s empowerment and gender equality and most importantly, the role of women and impact of key issues discussed in this chapter at a global and national level.
CHAPTER TWO: DEMOGRAPHIC TRENDS

Demographic trends in any country remains a critical variable in decision making and planning (this includes allocation of both social and economic resources). If incorrectly captured, it could lead to inappropriate allocation of resources which will ultimately result in waste and possibly perpetuate social and economic problems. Amongst others, demographic trends requires gender disaggregated data to assist planners and policy makers understand specific potentials and challenges and what cohorts to focus on.

In its introductory section, the plan alludes to programmes to improve health, education and skills but fails to place these opportunities in the context of gender such women’s access to health, maternal and child mortality. The focus is on the impact of HIV/AIDS but also does not show how Aids affect women and men differently with women bearing the brunt of the disease.

In this chapter the NDP does address the matter of female headed households which under normal circumstances is addressed in the subject of demography. The NDP must be lauded for indicating life expectancy in terms of gender, this could assist in planning. Though the concept of inequality is used frequently throughout the plan, the concept is too broad to define whether it is gender inequality, gender income inequality, income inequality or inequality in terms of race.

The plan indicates the challenges of a growing population in rural areas but fails to indicate the burden of such growth. It is commonly known and scientifically proven that women in rural areas still carry the responsibility of child rearing and other households activities such as fetching water and wood for fire.

Youth

South Africa has a “youth bulge” where 50% of its population is under the age of 35. The South African Youth policy 2009 to 2014 points out that South African young women face specific challenges and particular difficulties in our society today. They are more likely to be unemployed than males, since they tend to have fewer occupational opportunities in a patriarchal society. These challenges are a consequence of gender stereotypes and women’s lives and work being less valued in patriarchal societies. They are more vulnerable to be trapped in early child rearing due to teenage pregnancy and child birth. The proportion of young women giving birth before the age of 18 is estimated to be 30%.³ Very often teenage pregnancy is the result of coerced sex. Recently the Constitutional Court had to consider how to deal with the discriminatory policies of schools that suspend pregnant girls from schools for a year but do not suspend boys who are

responsible for pregnancies. Early pregnancies lead to fewer occupational opportunities and life chances for young women due to expected family responsibilities of starting families at an early age.

Some of the challenges for young women include violence and abuse and they often feel threatened and powerless. In addition, marginalization and exclusion from decent health care for many has lead to diseases in general, and HIV and AIDS in particular, having an enormous impact on young women. All these and other factors make it necessary to use gender disaggregated data to specifically give attention to this target group.

The Youth Policy advocates for specific gender-focused interventions targeting young women and taking into consideration the gender imbalances and consequently promoting gender parity. These include but are not limited to education and capacity-building programmes such as: Take a Girl Child to Work Campaign, the 16 Days and 365 Days of No Violence against Women and Children Campaign and related campaigns. These campaigns should be supported to ensure sustainability. But programmes should be sustainable and not revolve around events only.

**Youth with disabilities**

Opportunities for young people with disabilities should be created to empower them to participate equally in society alongside their able-bodied peers. This could be achieved if disability is approached as a human right and developmental issue (Draft National Disability Framework, 2008). Youth with disabilities similarly require support and assistance to ensure that they have access to a variety of resources. At present, they are unable to compete with their peers due to inability to access those resources. This applies with greater force to youth with disabilities living in rural areas. South Africa has ratified the UN Convention on the Rights of People with Disabilities and should give effect to its content. The NDP is in the position to make recommendations about services for people with disabilities.

The Draft National Disability Framework (2008) provides for the creation of equal educational opportunities and delivery of services for people with disabilities within the school, workplace and the broader community. The Integrated National Disability Strategy (RSA, 1997) also outlines priorities that need attention with regard to mainstreaming services for people with disabilities.

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4 The Constitutional Court ruled in July 2013 that school governing bodies have to revise these policies since they are unconstitutional.

5 Draft National Disability Framework, 2008

Maternal Mortality

While this chapter pays attention to mortality it does not take into consideration maternal and infant mortality.

The Human Rights Watch Report\textsuperscript{7}, called "Stop Making Excuses: Accountability for Maternal Health Care in South Africa", asks how it is possible that more than 4,500 mothers die each year in a country where 87% of women give birth in clinics or hospitals, maternity care is free and the government spends $748 per person, per year on public health. According to government figures, South Africa’s maternal mortality ratio increased from 150 deaths per 100,000 live births in 1998 to 625 in 2007. It has come down to 300 in 2010 but is still much higher than some other African countries that are less developed than South Africa.

Infant Mortality Rate

In 2012 South Africa had 42.67 deaths of infants per 1000 live births. This is also a very high statistic for a medium income country like South Africa. Infant mortality is an indicator of the state of the health care system in a country. The NDP needs to put into place measures to deal with both maternal and infant mortality, especially in rural areas.

Migration

While this chapter considers migration it does not do so in a gender disaggregated way. Women migrants are often more marginalized and vulnerable than men and as a consequence of xenophobia also exposed to gender based violence, often from police. Many migrant women are highly skilled but cannot find work due to prejudice against them. They are often the sole breadwinners of single women headed households and also responsible for sending remittances to improve conditions of extended families.

\textsuperscript{7} Human Rights Watch Report.\url{www.hrw.org/fr/node/100757} [accessed 22 May 2013].
CHAPTER 3: ECONOMY AND EMPLOYMENT

The chapter does not recognise that women have traditionally been - and remain – marginalised within South Africa’s economy. The chapter’s central goals are expanding employment and entrepreneurial opportunities, and the plan speaks to employment creation and economic participation, but neglects to address the following issues:

Women are under-represented in the workplace, particularly in positions of senior management. Further, there is great disparity between types of employment opportunities for women as opposed to men. Women predominate in positions that are insecure, low paid and of inferior status, and are more likely to be part-time or temporary workers. Women also are more likely to be employed within the informal economy than the formal economy. (See Statistics SA Report, 2012).

The non-recognition of women’s contribution to the country's economy through unpaid domestic, child care and home-based care for the elderly, those with disabilities or the ill, persists. If this is not recognised and costed, and state measures put in place to enable women to participate in income-earning economic activities, they will remain trapped in situations of poverty.

Women are predominant in the informal economy, working to earn livelihoods through street trading, marginal cooperatives and various other small business ventures. No mention is made in the section of the NDP chapter of small and medium enterprises (p117 and p119) of strategies to extend existing SMME-support interventions to such women-headed ventures, including economic literacy training interventions, enabling women’s access to credit and finances (no reference in the mention on p119), ensuring women-headed businesses benefit from BBBEE measures (increased opportunities for BBBEE is referred to on p 118) and ring-fencing state tender opportunities (procurement on p119), women will not be enabled to become active participants within the country’s economy as envisaged in the NDP.

Reference is made to procurement opportunities for SMME entities, yet there is no reflection on the extent to which women benefit from existing opportunities and as a result, unless specific support measures are put in place, such as those suggested above, the likelihood is that women will continue to be marginalised in this sector.

Gender inequality issues are at the forefront of explaining the disparities in SMME development at both the global and national level. For example, women in business continue to report gender discrimination when seeking finance from traditional financial institutions including state owned institutions. The table below summarizes the entrepreneurial activity of women in South Africa for the period 2009-2010. The Gender Empowerment Measure (GEM) data has shown that male participation in entrepreneurial activity is consistently higher than women’s entrepreneurial activity; men in South Africa are 1.5 to 1.6 times more likely to be involved in early stage entrepreneurial ventures, as compared to women. This is mainly due to the various challenges facing women, with
regard to starting a business enterprise. As a result, unless specific support measures are put in place, such as those suggested above, the likelihood is that women will continue to be marginalised in this sector. Measures such as those used by the Grameen Bank in India that gives small scale loans to women entrepreneurs should be investigated.

State of Entrepreneurship amongst Women in South Africa

<table>
<thead>
<tr>
<th>Women’s Involvement, Attitudes and Perceptions regarding Entrepreneurial Activity</th>
<th>2009</th>
<th>2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Entrepreneurial Activity (TEA)</td>
<td>40%</td>
<td>46%</td>
</tr>
<tr>
<td>Nascent Entrepreneur; Entrepreneurs who are actively trying to start a business but have not yet done so</td>
<td>39%</td>
<td>43%</td>
</tr>
<tr>
<td>New firm owner/manager</td>
<td>42%</td>
<td>46%</td>
</tr>
<tr>
<td>Established firm owner/manager</td>
<td>38%</td>
<td>47%</td>
</tr>
<tr>
<td>Have knowledge, skills and experience to start a business</td>
<td>30%</td>
<td>42%</td>
</tr>
<tr>
<td>Aware of good business opportunities</td>
<td>29%</td>
<td>40.1%</td>
</tr>
</tbody>
</table>

SEDAC information Booklet

Public Employment

Public employment programmes are referred to as an essential element of the employment strategy. These tend to have been ad hoc Extended Public Works Programmes (EPWP) measures, and while some of these have prioritised women as beneficiaries of such programmes, and this has provided a measure of income relief, no measures have been put in place for such interventions to enable women-headed business entry into the formal economy, such as tendering for municipal service

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provision. There are no associated business training or capacity building measures associated with these temporary employment programmes. Neither are women prioritized for employment in infrastructure development.

The plan envisages expanded economic participation in rural areas to rise through reformed land tenure and support to farmers (p117), yet women remain marginalised in both existing land-reform measures, access to credit, resources and agricultural extension services.

The chapter speaks to promoting exports and competitiveness, yet does not recognise that through failure to implement policy measures to protect certain industries that employ large numbers of women, such as the clothing and textile sector, the state has permitted this sector to be undermined by cheap imports, and collapse.

There is recognition that “the majority of new employment will arise in activities that are domestically oriented”, with a high labour component, such as housing construction, retail, and personal and business services (p107-108). This presents a huge opportunity for women-headed businesses in these sectors. However, unless the institutionalised discrimination referred to above is addressed, in terms of women’s representation in leadership, support for women-headed businesses, economic literacy measures, ring-fenced state tender opportunities and deliberate measures to ensure women benefit from BBBEE policies, this potential will not be realised and women will not see any improvement in their status and income.

While there is reference to the need to address the rights of vulnerable workers, again, there is no reference to the fact that women constitute the majority of this category, in sectors such as domestic and farm work, seasonal workers and sex workers.

There is no reference to the need to support working mothers and fathers, through the provision of adequate maternity and paternity leave, child care facilities in the workplace and where possible, flexible working conditions to enable parents to meet child care responsibilities.

We are failing as a country to meet employment equity targets. We should be concerned at the proposed reduction in compliance and reporting requirements for small firms (p114). This could underscore and perpetuate gender discrimination in the workplace.

There is – finally – a section on black and gender economic empowerment, which the plan state will “continue” to be a priority (p120). This does not, however, reflect substantive commitment to policy shifts or new interventions required to shift historic imbalances and inequalities within the economy. It calls for a study, and for strengthened accountability measures, and vaguely for the promotion of women’s “involvement” in emergent and expanding industries, without indicating how this should be done. This should set specific structural, policy and programme targets and measures to this end.

The last section of chapter(pp122-132) refers to specific sectors and clusters, namely: the agro-industrial cluster; the mineral and metals cluster; manufacturing; construction/infrastructure; the green economy; the finance sector; retail and businesses; tourism; and the public sector employment. This
presents an opportunity for specific gendered recommendations to be included in the recommended proposals outlined for each sector, to respond to the challenges identified in this analysis. For each sector there are unique opportunities, vulnerabilities and challenges facing women, and proposals should be included that speak to scarce-skills measures; enforcement and protection of rights; quota measures; areas for new policy intervention etc.

**Engendering Economy and Employment**

The chapter identifies “structural challenges” to full employment, and refers to challenges shared with similar countries. Among this list is reference to a “youth bulge” (p99), but no reference whatsoever to women’s historic marginalisation within the economy. This is an ideal location for text in this regard, that speaks to the gaps highlighted above, or further on, under “Structural challenges specific to South Africa” (p102). The throwaway reference to “high levels of inequality” here, do not address the specific gendered inequalities identified.

There is a brief reference to the need to protect the rights of vulnerable workers (p111). There should be recognition that women constitute the majority of this category of workers, and specific measures outlined to improve working conditions and ensure the realisation of labour rights of these workers.

The chapter should include a section on creating an enabling work environment for working parents, and calls for improved labour legislation on maternity leave and benefits for working mothers and fathers, the provision of childcare facilities in the workplace, and the introduction of flexible working conditions, where these do not exist.

It is apparent that some South African government institutions and private sector companies are performing dismally with regard to gender transformation, as Employment Equity Commission (EEC) annual reports and Businesswomen’s Association South Africa’s (BWASA) annual census studies reveal. These studies reveal that across the board, women are more represented in administrative as opposed to decision-making functions.

The Business Women’s Association of South Africa’s (BWASA) Women in Leadership Census 2012 supports these findings. The census showed that while women make up 52% of the population in South Africa, they account for just 3.6% of CEO positions, 5.5% of chairperson positions, and 21.4% of executive management positions. Nonetheless, it is worth noting that the census reveals an increase in the number of female directorships, with 17.1% of these positions being occupied by women, compared to 15% in 2011.

Likewise, the EEC 2012 Annual Report notes women’s representation in top management moved marginally from 13.7% in 2002 to 19.8% in 2012, and at senior management levels, from 21.6% in 2002 ,to 30.7% in 2012. Of grave concern, is the lack of growth of women and African representation

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in the middle management and technical skills categories, which indicates that these figures are unlikely to change in the near future. Women's representation at the skills level has in fact decreased, from 7% in 2002 to 5% in 2012.

**Industry Sector Workforce Profile at the Senior Management Level by Race and Gender**

<table>
<thead>
<tr>
<th>Sectors</th>
<th>Male</th>
<th>Female</th>
<th>Foreign National</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>African</td>
<td>Coloured</td>
<td>Indian</td>
<td>White</td>
</tr>
<tr>
<td>Agriculture</td>
<td>15.8%</td>
<td>3.0%</td>
<td>2.0%</td>
<td>57.0%</td>
</tr>
<tr>
<td>Mining and Quarrying</td>
<td>16.3%</td>
<td>2.2%</td>
<td>2.5%</td>
<td>63.4%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>7.3%</td>
<td>4.9%</td>
<td>8.4%</td>
<td>55.6%</td>
</tr>
<tr>
<td>Electricity, Gas and Water</td>
<td>24.3%</td>
<td>4.9%</td>
<td>8.1%</td>
<td>34.1%</td>
</tr>
<tr>
<td>Construction</td>
<td>12.2%</td>
<td>4.6%</td>
<td>4.6%</td>
<td>61.7%</td>
</tr>
<tr>
<td>Retail and Motor Trade/Repair Service</td>
<td>8.0%</td>
<td>6.4%</td>
<td>7.6%</td>
<td>46.5%</td>
</tr>
<tr>
<td>Wholesale Trade/Commercial Agents/Allied Services</td>
<td>9.7%</td>
<td>4.2%</td>
<td>11.5%</td>
<td>45.0%</td>
</tr>
<tr>
<td>Catering/Accommodation/other trade</td>
<td>18.1%</td>
<td>5.0%</td>
<td>4.4%</td>
<td>32.9%</td>
</tr>
<tr>
<td>Transport/Storage/Communications</td>
<td>13.6%</td>
<td>5.1%</td>
<td>9.7%</td>
<td>43.0%</td>
</tr>
<tr>
<td>Finance/Business Services</td>
<td>9.9%</td>
<td>4.0%</td>
<td>7.3%</td>
<td>42.4%</td>
</tr>
<tr>
<td>Community/Social/Personal Services</td>
<td>31.2%</td>
<td>5.3%</td>
<td>4.5%</td>
<td>22.1%</td>
</tr>
</tbody>
</table>

**EEC Report 2012**

People with disabilities in terms of race and gender at the Senior Management Level

<table>
<thead>
<tr>
<th>Occupational Levels</th>
<th>Male</th>
<th>Female</th>
<th>Foreign National</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A</td>
<td>C</td>
<td>I</td>
<td>W</td>
</tr>
<tr>
<td>Senior Management</td>
<td>122</td>
<td>33</td>
<td>39</td>
<td>407</td>
</tr>
</tbody>
</table>

|                     |     |        |       |      | 14.6% | 4.0% | 4.7% | 46.9% | 7.1% | 1.9% | 2.3% | 14.5% | 1.8% | 0.2% | 100.0% |

**EEC Report 2012**

Deep-rooted inequalities in child care and household work further restrict opportunities for women, and impact on career possibilities and working patterns. It is a reality that the gender wage gap remains critical – in South Africa, this stands at 33.5%, while globally the average is 22.4%. Revealingly, the gap is much higher for women with children. This study reveals that while access to income-earning employment has improved, wide disparity exists between types of employment for men and women, with women prevalent in part-time work and informal economies.
Occupational segregation remains rife, with women predominant in jobs of inferior status, and fewer women presenting in managerial, high status roles. Internationally, it is apparent that women remain trapped in precarious and insecure, low-paid positions. While companies could innovate and consider the provision of child-care facilities in the workplace, and introducing flexible working arrangements that enable women to balance career and domestic responsibilities, we have yet to see this taken up in earnest.

Further, the majority of working class women in the informal economy, (such as informal traders and sex workers) remain outside the ambit of structures and deliberations such as those of bargaining councils, because many are not unionized. In certain sectors, such as for domestic work, minimum wages are set at very low levels, with predominantly women workers not able to lobby for better wages if they are not part of collective bargaining processes. COSATU’s gender policy document points out that women are not included in leadership positions and only marginally in collective bargaining positions.¹¹

Number of male and female beneficiaries per Province on land restitution from 2005/6-2008/9

The industry is a very significant employer of women. Figures compiled by the Clothing, Textile, Footwear and Leather (CTFL) SETA show that 66.7% of workers in the industry are women, much higher than the proportion for all workers in the economy as a whole and the manufacturing sector. For the clothing sector alone, this figure is as high as 82%. This means that job losses in the industry have a disproportionate impact on women and women-headed households. An estimated 94% of workers in the clothing manufacturing industry are black (i.e. African, Indian or ‘Coloured’).  

Women constitute the majority of vulnerable workers. As Statistics South Africa announced that for the first quarter of 2012 compared to the first quarter of 2011 a total of 46000 people in the province lost their jobs it has also emerged that employment in private households dropped by 45000 – or 32.4% – from 139000 to 94000 over the same period. Labour brokers, employers and domestic workers have laid the blame squarely on the escalating cost of living, particularly petrol increases, as the reason people are no longer able to afford to employ home help. While many residents have suspected the

\[\text{CGE Report 2009}^\text{13}\]
trend, the figures have shed a harsh light on just how desperate the situation has become for both homeowners and their employees.\textsuperscript{14}

trend, the figures have shed a harsh light on just how desperate the situation has become for both homeowners and their employees.\textsuperscript{15}


CHAPTER 4: ECONOMIC INFRASTRUCTURE- THE FOUNDATION OF SOCIAL AND ECONOMIC DEVELOPMENT

Women manage electricity much as they managed wood: they supply the money, they walk to buy credits (for the prepayment meters) and they are heaviest users of the electricity, in implementing household responsibilities. Recent studies reveal that in most households, men assist in some way or other, with evidence to suggest that men recognise the difference between using the most electricity and benefiting the most. Having electricity meant better education, television, health and safety as well as more leisure time for both men and women.¹⁶

Women make up the majority of single-headed households. The recent and proposed additional Eskom electricity tariff increases imposes an additional financial burden on women and female-headed households, significantly reducing their access to affordable energy and forcing them to fall back on alternative, unclean and unsafe forms of energy which are labour-intensive to gather and have negative impact on women and children’s health. The NDP does not refer to the gendered implications of electricity use, it only mentions that “electricity pricing and access need to accommodate the needs of the poor” (p165). The NDP further mentions that “free basic electricity and cross subsidised tariffs are already available for many low-income households. Yet, many do not know how to access it.

The Commission for Gender Equality 2011 study into gender mainstreaming in the water services sector reveals that the water services sector has failed to generate meaningful and sustainable economic empowerment opportunities for women, and to gender mainstream water service delivery. The demand for domestic water is projected to increase from 11% of the total in 1996, to 23% of the total by the year 2030¹⁷. The number of women in environmental decision-making is limited, but where women are involved, better environmental management of community forestry resources and actions to improve access to education and clean water have been some of the results. The NDP is in agreement with the findings of CGE’s study that the human-resource development programmes have had limited success and must be made a strategic priority (p180). The CGE study revealed further that officials from municipalities and Provincial Water Services Boards generally lacked the necessary knowledge and awareness of current national legislative and policy instruments and frameworks


intended to guide their activities to protect the rights of women to access basic services, to gender equality in, and gender transformation of services.\textsuperscript{18}

The NDP acknowledges that access to basic electricity, water and sanitation, and public transport is a challenge, but fails to mention that sex disaggregated data indicate that women and persons with disabilities struggle to access basic electricity, water and sanitation services, and public transport. According to the Association for the Physically Disabled (APD) public transport is still not easily accessible to people with physical disabilities\textsuperscript{19}. The NDP envisages a dynamic and connected information society and a vibrant knowledge economy that is more inclusive and prosperous (p190). Women use Information and Communication Technologies (ICT) less often and spend less time using them, engage in less diverse uses and are less likely to find jobs in the ICT sector, particularly in higher positions\textsuperscript{20}. It is clear that logic should prevail, and that where women constitute a primary target for economic empowerment in South Africa, that targets and mechanisms be put in place to ensure they are included in the push for enhancing South Africa’s ICT capacity.


\textsuperscript{19}The Citizen. 2011. \textit{Disabled people still facing challenges: APD}.  

\textsuperscript{20}http://wiredspace.wits.ac.za/bitstream/handle/10539/12016/Mombo Maleka_(0612054G)_Gender_Based _Analysis_Research_ReportSeptember%20final%20corrections%20220911%20(2).pdf?sequence=1
CHAPTER 5: ENSURING ENVIRONMENTAL SUSTAINABILITY AND EQUITABLE TRANSITION TO A LOW CARBON ECONOMY

The CGE welcomes the NDP’s stated commitment to develop and implement measures to adapt to and mitigate climate change. The CGE supports the assertion that reducing inequality is key to adaption to the impact of climate change. The NDP omits to note, however, that gender equality is also a condition for successful adaptation to climate change, and the successful transition to low-carbon pathways in developing countries. Gender inequality, imbalances in power relations, and unequal representation in decision-making all impact negatively on women’s ability and opportunities to participate in shaping a climate change policy response, and benefit from mitigation and adaptation interventions. This means that, if they are to be effective, climate change response, adaptation and low-carbon efforts need to be gender-responsive. In the context of climate change, gender perspectives are vital for effective gender policies.\(^{21}\) It is therefore imperative for the NDP to call for a gender responsive approach, this should be added to the guidelines on p 200.

Climate change caused by greenhouse gas emissions threatens everyone, but women and men will experience it differently, with women less likely to have access to decision-making and resources necessary to mitigate the impact of climate change. The NDP acknowledges that coal will continue to be the dominant fuel in South Africa for the next 20 years, without mentioning that indoor smoke from burning fuels like wood and charcoal kills 2 million people a year, mostly women and children in rural areas\(^{22}\). Energy use causes significant environmental change, in the form of air pollution. Coal is the predominant fossil fuel for energy, accounting for approximately 75% of the total energy used. The burning of fossil fuels for energy releases approximately 80% of all human-induced greenhouse gas emissions in the country and more than 40% of South Africans are exposed to this. Approximately 209 tonnes of carbon is burnt for every US$ equivalent of GDP produced in South Africa, compared with 164 tonnes for the United States of America. The NDP omits to recognise that investing in clean, alternative sources of energy creates greater opportunities for women to access and manage these resources.

The Commission for Gender Equality’s Millennium Development Goal (MDG) Report (2010) revealed that gendered power relations have resulted in the climate change discourse becoming a male domain. Women are sidelined in policy and decision-making because it is assumed that they do not have knowledge of the subject. The NDP should speak to ensuring inclusive deliberation and decision-making in climate change discourse and policy-making, to ensure that those most affected by climate change are able to bring their experience and insights to bear in such forums.

\(^{21}\)WEDO, 2007. ‘Changing the Climate: Why Women’s Perspectives Matter’

In the renewal energy sector, women are largely absent in policy/decision-making in natural resource and environmental management, with their experience and skills largely untapped as a result. Women are key to building sustainable communities as suggested by this chapter. According to African Gender and Development Index (AGDI) (2011), when women have ownership and access to resources and have higher education levels, leading to greater productivity and therefore poverty reduction. Women's empowerment is also a goal in itself, as MDG3 states. The NDP has to spell out form the onset how it envisages involving women in a low carbon resilient economy. The plan makes mention of the poor and vulnerable, but there is no sex desegregation (p211), nor a commitment to ensuring gender responsive planning and budgeting.²³

CHAPTER 6: AN INTEGRATED AND INCLUSIVE RURAL ECONOMY

Introduction

Rural communities require greater gender sensitive, social, economic and political opportunities to overcome poverty. To achieve this, agricultural development should introduce a gender-based and gender disaggregated land –reform and job-creation /livelihood strategy that ensures rural communities have jobs, on an equitable basis. Access to basic services, health care, education and food security should be provided on a gender equitable basis.

Plans for rural towns should be tailor-made according to the varying opportunities in each area, on a gender-sensitive basis. Intergovernmental relations should be addressed to improve rural governance.

Since 1994, the main challenge for rural development has been marginalisation of the poor, especially, women and girl-children. A further challenge is the fact that there is no record of gender disaggregated data on how women and girl –children and people with disabilities, were impacted by major land disposessions, legalised eg under the 1913 Native Land Act, a very important benchmark, against which any progress or lack thereof could be measured. Rural areas, however, are still characterised by great poverty and inequality, with many households (many are women headed households) trapped in a vicious cycle of poverty, especially, women and girl-children.

A study by the CGE in 2009/2010 has shown that between 2005 and 2010 the land redistribution and tenure programme benefitted only 35.9% of women who were beneficiaries. The land restitution programme benefitted 726 952 people of which women were only 9% of the beneficiaries. The conception of claimants is ungendered and the programme does not prioritize women. The study showed a strong perception of negative attitudes toward women as claimants from service providers, traditional leaders/chiefs and well as practices under customary law. Women’s access to land is severely restricted, and their access to other resources for successfully “working” the land such as credit, technology, marketing and implements are very limited. 24

The controversial Community Land Rights Act (CLRA) has contributed to marginalize women’s access to land in rural areas. When women have secure land rights it will contribute to increase the status of households and food security. The NDP needs to consider the following to rectify the gender blind nature of its chapter on land and rural development:

Agricultural development should be based on successful gender sensitive land reform, employment creation and strong environmental safeguards. To the extent that 70 % or more of agricultural work is carried on the shoulders of women, all strategies should place them at the centre, intentionally. To the extent policies such as migrant labour policies attracted most men to urban centres, and left women,

girl-children and people with disabilities behind. Quality basic services, particularly education, health care and public transport, should prioritise these vulnerable groups of people in the rural areas.

In areas with greater economic potential, industries such as agro-processing, tourism, fisheries (in coastal areas) and small enterprise development should be developed with market support. The NDP should follow its own recommendation of improving the skills of rural women entrepreneurs.

**Agriculture**

This section too should emphasize women, girl-children and people with disabilities, as a measure of redress for past discrimination and oppression. The targets, primary and secondary jobs are again not gender disaggregated, as a benchmark, so that there is no clear picture as to how gender equality goals would be met. The same applies to jobs and livelihoods in communal areas, the expansion of commercial agriculture, and large labour intensive agricultural sites.

**Substantially increase investment in water resource and irrigation infrastructure**

Municipalities and water boards, through their preferential procurement policies and tender processes, should specify a percentage/quota of large scale/large value projects. Tenders in various key sectors of the local economy, including the water services sector to be awarded to women-owned enterprises. Where large scale/value project tenders are awarded to male-owned companies, municipalities and water authorities and other entities should specify and enforce partnership requirements whereby women-owned enterprises are sub-contracted to carry out a portion of the work of a specified monetary value.

The long-term objective should be to build the capacity of women entrepreneurs to gain meaningful control of financial and economic resources.

**Providing innovative market linkages**

In this section again there is no reference to gender and the unique barriers faced by women, especially in rural areas. Women have to fetch and carry heavy containers of water on a daily basis, contributing to unproductive use of time and ill health later in life. Appropriate technology for water supplies should be considered, in lieu of local government providing water services. Transport for rural women to give them access to markets should be a priority.

**Create tenure security for communal farmers.**

Given the detrimental effect of the Communal Land Rights Act and the Traditional Courts Bill on women’s access to land, policy priorities for women’s access to land need to be spelled out in this chapter. Different forms of financing should be investigated.

Skills development should be improved and extended in the agricultural sector, including entrepreneurship training, with special focus on women, girl-children and people with disabilities. There is a need not only to deracialize the agricultural sector, but also and more importantly, to
degender the agricultural sector. Investigate whether extension and other agricultural services are appropriately located at provincial level and to what extent women benefit from agricultural extension services.

**Making Land Reform Work**

The section involving principles upon which the proposed model is based, makes no reference to the gender dimensions, at the risk that the model will perpetuate past and current gender inequities.

**Developing non-agricultural activities**

Agro-processing, for example, tends to be more amenable to be undertaken by women, than by men. Discrimination against women working on farms has been well documented by the NGO “Women on Farms” and the results of these studies should be consulted.

Women tend to work more co-operatively, giving them greater collective market power in accessing value chains and regarding minimum supply volumes. Opportunities in tourism make women more powerful potential players.

**Rural Towns**

The NPC rightly argues for dimensions of differentiation, but stops short of mentioning and intentionally advocating for gender differentiation. The recommendations have to include a gender sensitive approach, for purposes of redress, which is not only a moral imperative, but also an economic and political imperative.

**Rural Governance**

The controversy around the Traditional Courts Bill (TCB) and women’s resistance against this bill have shown that vigilance around gender matters in rural governance needs to be taken seriously. Governance structures, even in rural areas have to reflect the government’s commitment to a 50/50 presentation of women. The gender composition of traditional leadership also needs to be addressed. The Traditional Courts Bill limits women’s agency in representing themselves in matters concerning them, including access to land. Women have expressed concern about the disproportionate amount of power being given to male traditional leaders.

**Farm worker empowerment and labour relations**

In the contestation for power between farm-owners, on the one hand, and the government on the other hand, with farm-workers sandwiched in the middle, women, girl-children and people with disabilities are the ones, who suffer the most. Farm worker families who live on farms are very vulnerable, especially girl children who are often taken out of school to work on farms. They are also exposed to high levels of gender based violence and parents who abuse alcohol. The Western and
Northern Cape has some of the highest levels of babies born with fetal alcohol syndrome in the world. Women who live on farm’s access to clinics need to be improved and girl-children of farming communities need to have better access to education. Babies with fetal alcohol syndrome needs lifelong care indicating the need for care programmes for these children.

**Inclusive rural development by 2030**

The goal of integrated rural areas by 2030, will only be achieved if women, girl-children, and people with disabilities are given their central place, in strategies for change in rural areas, anything else is bound to fail, and perpetuate the injustices of our past, which have caused incalculable harm, to the lives of vulnerable groups.

For women living under customary law in rural areas there need to be concerted efforts to harmonize harmful cultural practices such as ukuthwala and ukulolwa, and under age marriage with the Constitution.
CHAPTER 7: POSITIONING SOUTH AFRICA IN THE WORLD

Globalization and Gender issues

Since 1994 South Africa has been integrated into the global economy with the concomitant exposure to the effects of globalization. It is therefore important that South Africa positions itself in a way that it will benefit from globalization. Greater globalization has the ability to marginalize women in developing countries due to a global economy that erodes the sectors in which women work (such as the textile industry, eg. in South Africa that has been severely undermined by importation of cheap clothing from China). Thousands of women have lost their jobs in the South African textile industry, due to the relinquishing of trade barriers. Globalization also contributes to more precarious working conditions for women and greater poverty for those who are excluded from the market, very often women in larger numbers than men, also called the feminization of poverty. Neo-liberal capitalist policies that have characterized globalization have led to a reduced ability of states to provide a social safety net for their populations, including improved standards of education, health and human security.

The domestic economic liberalization and opening of the economy to foreign trade and capital flows through BRICS. In India it have been pointed out women as consumers stand to lose under protectionism if the price of domestic goods is higher than those in the world markets, while women as producers stand to gain through the liberalization of trade in agricultural production, and exports only if they belong to the category of surplus farmers, but not that of subsistence production. Since most of the women are in subsistence economy, globalisation is detrimental to the poor women and contributes to the feminization of poverty. In South Africa where land ownership for women is still a problem it will mean that women will not benefit from the globalization process for agricultural development and secondly that women are predominantly involved in subsistence and small scale agricultural development.

The South African policy on improvement of collaboration and co-operation through deeper integration and increased trade with its regional trade partners must take the following into consideration:

- The modernization and technological transfer force migration to cities in search for employment, and lead to the underdevelopment of rural areas.
- Gender transformation is not merely a numbers game - there are invisible elements that continue to marginalise working women, related to an institutional culture within a demonstrated male – dominated environment.
- The commercialization of women’s traditional land rights were eroded in the South African context where apartheid and cultural practices deny women rights to land.
• Globalization can also decrease the control of women over resources, since it promises to remove disadvantage through a worldwide exchange of information and liberalization of economies. This, however, leads to the exclusion of the poor and benefits the middleclass.

• South Africa’s role in the BRICS group must take into consideration sustainable human development as top priority in its consideration. This would mean that women’s concerns need to be explicitly incorporated as integral elements of the objectives, content, monitoring and international support for structural adjustment.

• The South African growth orientated policies should not marginalize women’s indigenous knowledge and power regarding decision-making. There is a need to take into account women’s special needs in the contribution to economic production, such as household management, child rearing, and community organization in addition to their contribution to agriculture.

• More South-South cooperation is needed to include women’s need in contexts of developing countries.

Human Security

From a gender perspective human security does not only refer to the security of the state but also to how citizens are protected from crime and violence. Women’s freedom from gender based violence is very important. The NDP only refer to piracy and the movement of counterfeit goods but the trafficking of women and children should also be added.

In South Africa, trafficking in persons is both a trans-national crime as well as a crime that takes place within the borders of the country. The primary factors that facilitate trafficking in persons are: poverty, family breakdown, gender discrimination, culture, HIV and AIDS, war, natural disasters and political instability, ignorance and demand. Other factors include weak laws, corruption and migration. As the demand for sex workers increase so does human trafficking. All sex work is, however, not connected to trafficking.

The Commission for Gender Equality has released a position paper on sex work, calling for the decriminalization of sex work. This would mean that sex work would be consider “work” and would not be criminalized but regulated through other legislation such as the Sexual Offenses Act and labour laws.

Positioning South Africa through Women’s Sport

While the Fifa Soccer World Cup has done a lot to position South Africa as a country that can host mega-sport events, it has done little to improve conditions for women’s sport. Women’s sport does not by far receive the necessary financial backing or media visibility as men’s sport does. Discrimination in women’s sport is rife. South Africa has superb women athletes and they need to be supported to compete globally. This is demonstrated in the CGE’s recent experience with the South African Football Association (SAFA), in responding to concerns in relation to transformation in football, and support for women’s football. It is apparent that gender transformation in football and
support for women’s football is marred by several challenges. As a starting point it is recognized that the domain of football is a male dominated sector, marked by stereotypes, attitudes and perceptions towards women’s football. It emerged that this is aggravated by the failure to implement basic measures to ensure gender equality is attained such as the development and implementation of a gender policy, setting quotas, and targets, strategies and responsibilities for gender transformation in football. There is a lack of parity in SAFA leadership structures, with women comprising two of the 40 National Executive Committee members. There appears to be no responsibility assigned at a leadership level for the promotion of women’s football and driving a transformation process within SAFA generally.

Further it is apparent that there is huge disparity in funding for women’s football, both within SAFA’s own budget, and the sourcing of sponsorship for women’s football. As a result, there is no professional national women’s football league, despite recommendations from the 1997 Soccer Indaba that this should be implemented by 2004. There is disparity between salaries accorded to and money spent on promoting our national men’s and women’s soccer teams. It is fairly safe to assume that such discrimination witnessed within the sport of football is likely to be replicated within other traditionally male sporting disciplines.

We have singled out women’s soccer but all women’s sports are treated as inferior to men’s sport and therefore funding is lacking on all fronts. Discrimination against women in sport is unconstitutional and needs serious policy intervention. The NDP is favourably positioned to suggest policy interventions.
CHAPTER 8: TRANSFORMING HUMAN SETTLEMENTS

This chapter of the NDP will be enhanced when it incorporates gender differentiated data.

The impact of a lack of housing in urban areas and a lack of access to land and proper housing in rural areas are severe on women because there are so many women single headed households (See Statistics South Africa’s Report “Gender in South Africa, 2011”)  

The chapter is about the spatial planning of the residential as well as the work areas of the country and how planning is crucial in relation to security, accessibility of services as well as accessibility of transport among other things. It should be taken into consideration that historically the patriarchal system was the main determinant of the running of the household units. Households, even in extended families, were headed by men hence they always had more advantages as opposed their female counterparts in terms of access to economic resources.

Apartheid laws and policies discriminated against women, wherein women had to depend on their partners in terms of choosing the residential site, such as urban areas or rural areas. Migrant labour of men contributed to men moving away from rural areas and often establishing a second household in the urban areas, contributing to the impoverishment of both. The NDP acknowledges that the issues of urban and rural are distinct. The CGE believes that analyses of human settlements have to be historically rooted and there is a need to track human settlements from the apartheid era in order to understand the status quo. A gender lens needs to be utilized to understand women’s lack of access to housing in the country.

The Department of Human Settlement (DHS) was established to facilitate the creation of sustainable human settlements and improve the quality of life for households across the country. The DHS has attempted to capture the mandate of building functioning communities and respond to the national dynamics/challenges by drafting a human settlements strategy which aims to create sustainable human settlements and improve the quality of household life.  

South Africa has ratified a number of international treaties which obliged it to ensure adequate housing for all as well as the provision of housing. The South African government is obligated to provide housing under article 25 of the Universal Declaration of Human Rights which provide for a right to an adequate standard of living, including housing, article 11 of the International Covenant on Economic, Social and Cultural Rights and the United Nations Habitat’s Global Urban Observatory Programme.

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[www.statssa.gov.za](http://www.statssa.gov.za) [accessed 8 July 2013]

26 CGE Gender Barometer Report 2012
Article 16 of the Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa, stipulates that women shall have the right to equal access to housing and to acceptable living conditions. According to the General Comment No.4 of the UN Committee on Economic Social and Cultural Rights (CESCR), certain core factors are associated with adequate housing. These therefore include the legal security of tenure, availability of services, material and infrastructure, the CESRC suggests that these include access to clean drinking water, energy for cooking, heating, lighting, sanitation and washing facilities, food storage facilities, refuse disposal, site drainage and emergency services.

The Constitution of South Africa under the Bill of Rights provides for housing:

- Everyone has the right to have access to adequate housing;
- The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right;
- No one may be evicted from their home, or have their home demolished, without order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions.  

The government adopted the Medium-Term Strategic Framework, which includes ‘building cohesive and sustainable communities that accelerated delivery of housing opportunities as one of the strategic outcomes identified by the department. The NDP has to put in place measures to meet the housing needs for women and children as the most vulnerable groups.

While the Constitution guarantees the right to access to adequate housing the legal and social framework of housing delivery results in inequities in access to housing because of systemic constraints that women face within the social structure. These constraints include women’s greater vulnerability when inadequately housed, gender based violence, vulnerability to forced evictions and the disproportionate burden to provide housing for children and child care.

It is important that consideration be given to the outcome of the Grootboom, Constitutional Court case what found that the National Housing Policy is unconstitutional because it did establish policy measures to take care of people who have no access to land, no roof over their heads and who are living in intolerable conditions. Grootboom succeeded to recognise “the poor” as a vulnerable group but the findings of the Grootboom case have not been implemented, other than the provision of emergency relief for the homeless.

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29 Chenwi and McLean, p134.
Another problem women face is the “gap market”. Some may be too poor to apply for a loan and others may earn too much to get a government subsidy. Banks should consider women for home loans, something that they are reluctant to do.

The inheritance regime of women living under Customary Law is problematic. When husbands die women may lose their land and property (such as a house) and may become destitute. This conflicts with the Constitution.

Research has shown that housing policy directives for women-headed households are neglected in the provinces perpetuating gender inequality and poverty.\textsuperscript{30}

With regards to gender based violence women are often economically dependent on abusive husbands and cannot leave the marital home because they have nowhere else to go, especially when there are children involved. The financial crisis of shelters for domestic violence is currently severe and as many as ten women can be turned away per week in the Western Cape. Government subsidies for shelters are insufficient. Shelters are, however, only a temporary solution for the problem of domestic violence – a period after which women may have to return to the abusive context if no other space can be found\textsuperscript{31}.

The NDP acknowledges that there is a backlog of houses and that the new approaches are needed (p243). The then Minister of Human Settlements, Tokyo Sexwale acknowledged during an interview with the \textit{New Age} that the government housing backlog stands at 2.1 million units. It is not stipulated clearly in the plan how this target is going to be reached, instead the plan makes reference to the fact that the new approaches would be that individuals and communities should take more responsibility to providing their own shelter.

It also worth noting that the Constitution makes it clear that the three spheres of government have some responsibility in relation with providing housing especially for the most destitute. The results from the 2011 census indicate that women are the majority population and that the majority of women in the country live below the poverty line. It is therefore important for the NDP to highlight the urgency for women to be the priority constituency in terms of provision of housing.

According to the Human Rights Watch’s research in the Western Cape, the second-richest province with the largest number of farm workers, who work and live on farms. Farm workers of which many are women are exposed to poor housing conditions on farms\textsuperscript{32} and evictions often occur without farm workers having access to short term shelter.

\textsuperscript{30} Chenwi and McLean, p142


Millions of South Africans still survive with marginalised and vulnerable livelihoods, are economically disempowered, and with scant chances of upward mobility and the ability to access housing and decent basic services. As widely shared as the consensus against poverty, is the agreement that efforts to reduce poverty have not met with satisfactory results. Many municipalities in South Africa still have insufficient sanitation systems and regular service delivery protests around toilets in the Western Cape underscores the dire need for flush toilets. It is worth noting that the most affected group under this situation are women.

There has, however, been gender responsive housing assistance as the statistics below show but it needs to be upscaled in provinces that are lagging behind.

The following statistics from Department of Human Settlements relates to their achievements:

- From 1994 to Sep 2012, a total of 2 526 169 beneficiaries were approved for state housing subsidies.
- 55.7% (1 407 351) are women beneficiaries nationally;
- Gauteng with 293 729 approvals has the highest number of women beneficiaries.
- KwaZulu-Natal with 61.3% proportion of female beneficiaries also recorded a women beneficiary proportion of higher than the national average, and the second highest number of female beneficiaries (276 819) after Gauteng.
- Limpopo province registered the highest proportion of women applicants at 68% (160 114 females) in relation to all its beneficiaries (total of 235 549);
- From 1994 to Sep 2012, provincial departments of human settlements approved housing subsidies for 17 793 disabled beneficiaries, almost 51.6% of whom were women beneficiaries with disabilities.
- Of the total number of beneficiaries, 15 127 beneficiaries had walking disabilities with the use of a walking aid (49.4%), use of a wheelchair- full time (43.8%) & use of a wheelchair- part time (6.8%)
- Women beneficiaries made up to 50.3% of those with walking disabilities.

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Gender Responsive Housing Assistance

<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>FEMALE</th>
<th>% FEMALE</th>
<th>MALE</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>EASTERN CAPE</td>
<td>174,297</td>
<td>57.2%</td>
<td>130,310</td>
<td>304,607</td>
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<tr>
<td>FREE STATE</td>
<td>106,495</td>
<td>50.4%</td>
<td>104,616</td>
<td>211,111</td>
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<td>GAUTENG</td>
<td>293,729</td>
<td>52.8%</td>
<td>262,288</td>
<td>556,017</td>
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<td>KWAZULU-NATAL</td>
<td>276,819</td>
<td>61.3%</td>
<td>174,961</td>
<td>451,780</td>
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<tr>
<td>LIMPOPO</td>
<td>160,114</td>
<td>68.0%</td>
<td>75,435</td>
<td>235,549</td>
</tr>
<tr>
<td>MPUMALANGA</td>
<td>96,598</td>
<td>54.9%</td>
<td>79,330</td>
<td>175,928</td>
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<tr>
<td>NORTHERN CAPE</td>
<td>26,125</td>
<td>47.4%</td>
<td>28,941</td>
<td>55,066</td>
</tr>
<tr>
<td>NORTH WEST</td>
<td>143,105</td>
<td>54.9%</td>
<td>117,495</td>
<td>260,600</td>
</tr>
<tr>
<td>WESTERN CAPE</td>
<td>130,071</td>
<td>47.2%</td>
<td>145,440</td>
<td>275,511</td>
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<tr>
<td>Total</td>
<td>1,407,353</td>
<td>55.7%</td>
<td>1,118,816</td>
<td>2,526,169</td>
</tr>
</tbody>
</table>

Data source: Housing Subsidy System Sep 2012

Creation of New Towns and Settlements

This process of housing development and the creation of integrated human settlements, the geographical landscape of South Africa has been re-shaped. This development is not gender specific in nature and therefore it should be included.

The Rural Housing Development:

Expanded Mandate

With the change from “housing” to “human settlements” funds are also invested in developing socio economic amenities for communities, these will include facilities for women and children like crèches. This NDP does not prioritize these facilities and therefore needs to include a prioritization in its recommendations.

It is clear that the housing and human settlement processes need to be gendered to take into consideration women’s specific needs and to acknowledge their disadvantage. The NDP can contribute to develop a gender perspective on the right to adequate housing.
CHAPTER 9: IMPROVING EDUCATION, TRAINING AND INNOVATION

It is laudable that the NPD envisions education for every citizen in South Africa but there needs to be an analysis about why children are not in school in the first place. These reasons will give a better understanding of what in the educational system needs to change in order to provide gender equitable education.

Education the largest extent determines the futures of citizens. Therefore to understand the impact of education on gender relations and equality we need to analyse gender disaggregated data for enrolment and dropout to understand what happens to boys and girls, especially those who have great difficulty in accessing educational institutions.

Enrolment and Drop Out

The enrolment for boys are slightly higher than for girls in the lower grades but by grade six girls make up 52% of the enrolment\(^{34}\). There are more girls enrolled in secondary school than boys.

From the Report on Drop Out and Learner Retention Strategy (June 2011) by the Department of Basic Education\(^{35}\) it is clear that the dropout rate is lower in primary school but increases in high school. For grade 1 it is only 1% but by grade 10 it is 11%. Girls are better achievers than boys because the percentage of boys repeating a grade is higher for boys. While more girls than boys enrol in the lower grades many girls disappear in their teenage years. Why do the girls disappear?

There are a variety of reasons why girls drop out. Drop out is not a single event but a process and by high school level girls are exposed to sexual harassment, teenage pregnancy and other factors such as poverty, a lack of encouragement by parents and taking up care work in the family contributes to girls (and boys) dropping out of school. The following factors needs to be addressed in the NDP.

Missing School

While there are many reasons why children miss school girls have the added complication of menstrual cycles. Many girls cannot afford sanitary towels and therefore miss up to one week school a month. There should be an obligation on the state to provide sanitary towels for those who cannot afford them.

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\(^{35}\)www.education.gov.za
Sexual Harassment in Schools

For many girls schools can be viewed as some of the most dangerous places in the country. Very high levels of sexual harassment have been documented in schools, as well as reasons why measures to deal with sexual harassment does not work. Girls are also raped on the playgrounds and in toilets, very often with the knowledge or involvement of teachers. Human Rights Watch (2001)\(^{36}\) found that girls in South African schools experience rape, sexual abuse, sexual assault by classmates. Despite measures introduced such as the Safe Schools Project, Life Orientation for sexual abuse prevention, immediate dismissal of teachers who abuse learners and training modules to equip teachers with skills to deal with sexual harassment levels of harassment remain high.\(^{37}\)

Reasons why these measures fail is because the violence is not taken seriously or teachers do not feel comfortable dealing with it because they themselves use harassment to discipline students (such as verbal abuse), or are perpetrators of gender based violence themselves.\(^{38}\)

Pregnancy of school going children

There is a very high statistic for girls who are enrolled in school who get pregnant. According to the Minister of Health the statistic for 2011 was 94 000 (\textit{Mail and Guardian}, 5 April 2013).

The reasons for the pregnancies are multifold, such as early sexual debut, survival sex and lack of access to contraceptives. The differential and gender discriminatory way in which schools deal with pregnancies of school going girls should be addressed. Girls are expelled but boys who are responsible for pregnancies are not. Girls are also not encouraged to return to school after the pregnancy. The recent Harmony High School case was taken to the Constitutional Court because a pregnant girl was expelled. The Constitutional Court rules that these policies are unconstitutional and should be revised by governing bodies.

Policies on pregnant school girls, which are gender sensitive should be implemented.

Curriculum

School curricula and text books should be gender neutral or gender sensitive and should include sections that would deal with gender relationships, gender equality and gender sensitivity. Schools cannot continue to be breeding grounds for gender equality and gender violence.


\(^{37}\) Chabaya, O, S Rembe, N Wadesango and Z Mafanya (2009) “Factors that Inhibit Implementation of Policies on Gender Based Violence in Schools: A Case Study of Two Districts in Eastern Cape Province, South Africa” \textit{Agenda}, 80

\(^{38}\) Chabaya et al, p106-107
Curriculum change is necessary to prevent schools from perpetuating cultural and societal gender stereotypes (such as that women do not have a role outside the home), and reinforcing unequal power relations.

**Tertiary Education**

While tertiary education has become more gender equitable over time women lecturers still face the glass ceiling. In many cases they are not paid the same as men and very few universities and other tertiary institutions have an equal percentage of men and women in their top management.

In many fields there are a nearly gender equal enrolment on an undergraduate level but many women students disappear on the post-graduate level. Measures should be put in place to retain women students on a post-graduate level, especially in the natural sciences and engineering. There are ten times more men enrolled in Engineering and Natural Sciences than women, but twice as many women than men in the Social Sciences.\(^{39}\)

High levels of sexual harassment are also present at tertiary institutions and while many institutions now have sexual harassment policies in place the problem still persists. Women students often drop out of universities due to persistent sexual harassment, especially if the harassment occurs in residences.

In 1997 the then Minister of Education, Dr Bengu, released the “Gender Equity in Education Report” (GETT)\(^{40}\). This was the report of the Gender Equity Task Team that he appointed to investigate gender equity on all levels of education. The Task Team found high levels of gender inequity on all levels of education and serious problems with gender based violence in schools, and made important recommendations to change these conditions. Very few of the recommendations were implemented. The CGE suggests that the recommendations of the GETT Report are revisited with an eye to implementation.

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CHAPTER 10: PROMOTING HEALTH

Any promotion of health in South Africa would put women’s health issues central in any strategies for development. Women not only reproduce the nation (since they bear children), but they are also the primary caregivers of children, the sick, the aged and people with disabilities. For societies to function optimally and to grow women’s reproductive health should be a priority. This should include their choices to have children (or not to have children) and to space their children. Women’s health issues can be directly related to access to health facilities and budgetary allocation for health by the state. The White Paper on Families does not address these issues.

The National Development Plan has serious gaps with regard to women’s health in chapter 10, dealing with health. One of the major gaps is the lack of the prioritization of women’s reproductive health. A 2011 Human Rights Watch\textsuperscript{41} report has shown that South Africa (that is a developed country in many respects) has a very high maternal mortality rate, higher than some other African countries that are less developed than South Africa. The report indicates that there was a 20.1% increase in maternal mortality between 2005 and 2007 (an increase of 150 deaths per 100 000 live births to 625 in 2007). The big five causes are non-pregnancy related infections, of which AIDS is an important factor, obstetric haemorrhage, pregnancy related sepsis, pre-existing maternal disease and complications with hypertension. Thirty eight percent of these deaths were avoidable.

While infant mortality has been decreasing South Africa still lags far behind many other developing countries.

The graph below shows the decreasing infant mortality rate in South Africa

![Graph showing decreasing infant mortality rate in South Africa](image)

\textsuperscript{41} Human Rights Watch \url{www.hrw.org/news/2011/08/12/South Africa} [accessed 30 May 2013]

**Definition of Infant mortality rate:** The number of deaths of infants under one year old in a given year per 1,000 live births in the same year.
Access to birth control is important for the prevention of unwanted pregnancies and offers women opportunities to space their children. The very high rate of teenage pregnancies (that immediately limits girls’ life chances and education) in South Africa is an indication that more information needs to be develop about adolescent sexual behaviour and the empowerment of girls. There is also the need for greater access to birth control to prevent unwanted pregnancies and sexually transmitted diseases like HIV/Aids. The use of the female condom should be promoted. Research has shown that young women, specifically, are very dissatisfied with services they get from clinics. Some of them were abused or denied treatment or infantilized. They are also not always provided with age-appropriate sexual health information and their options of what type of birth control they should use is limited in this way.

Consciousness raising with men around the issue of women’s reproductive health should also be done since men very often refuse the choice of using birth control or prevent women from using it, or view themselves as not involved when it comes to women’s reproductive health.

Given the extremely high levels of gender based violence of which rape is very prevalent, the ND P is also silent on the health and medical consequences of gender based violence in general and rape in particular. One in four women, for example, is a victim of domestic violence which include physical and sexual violence. The medical consequences of gender based violence are severe - such as fractures, burns, chronic pelvic pain, headaches, ulcers and permanent disabilities, as well as psychological and mental disorders, such as low self-esteem, anxiety, depression, eating disorders and insomnia. A further consequence is that children do not escape the cycle of violence that leads to the intergenerational transfer of violence.

The costs of gender based violence on the health care system needs to be calculated. No statistics for the South African context could be found. Studies in New Zealand and Canada have shown the astronomic costs of domestic violence on the political system. In New South Wales in New Zealand the costs for domestic violence was $1.5 billion in one year (1990). In Canada the costs of policing,

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care and compensation of victims\textsuperscript{44} came to C$ 385 million and the loss of work of victims came to C$ 54 million.\textsuperscript{45}

Research has also shown that women experience a lot of abuse when they access clinics for abortion, even though abortion has been legalised.

Breast and cervical cancer are serious threats to women’s health but is treatable when detected early. Very often women do not have access to tests like pap smears (that may be expensive) but cheaper tests have also been developed and just need to be rolled out more widely.

Women’s wellbeing is also closely connected to the wellbeing and health of children and greater willingness to inoculate children, preventing future disease, should be promoted.

**Male circumcision**

The costs of male circumcision and risk management need to be included in the NDP as part of the men’s health care. Many young men annually die of circumcisions that are performed under high risk conditions, when the risks can be minimized. In 2013 more than 30 initiates died of botched circumcision operations. In Pondoland 120 boys have been treated since March 2012 for dehydration, gangrene, septicaemia and infections and eight boys had to have their penises removed (\textit{Sunday Times}, 14 July 2013). Rural governance structures should ensure safe circumcision.

Women, as mothers, should be consulted about circumcision of their sons.

**Separate Goals that need to be included in the NDP**

**Reproductive Health**

Women have the right to reproductive choice that should include fertility management including contraceptive counselling, choices between different types of contraception (taking into consideration women’s age) as well as termination of pregnancy options. Women should be helped to plan safe and desired pregnancies. It should also include sexual and reproductive health information and treatment, as well as access to these services. For women who are HIV positive information and birth control choices should be provided with HIV/AIDS counselling and treatment.

The National Patient’s Right Charter\textsuperscript{46} should guide women’s expectations of health care workers and includes patients’ participation in health care decisions, treatment by health providers, confidentiality

\textsuperscript{44}Laing, L and N Bobic (2002) \textit{Economic Costs of Domestic Violence}. University of New South Wales: Australian Domestic and Family Violence Clearinghouse,

\textsuperscript{45}Laing and Bobic

\textsuperscript{46}National Patients Rights Charter

and privacy, as well as informed consent. This will also help to prevent forced sterilization of women. In this regard clinics play an important role as research has shown that women access clinics for family planning and contraception, pregnancy and childbirth, HIV testing and sexually transmitted infections treatment. Women’s reproductive health contributes to the health of entire families. Clinic staff needs to be trained to recognize the needs of women.

**Issues around Care and Care giving to Ill Patients**

Palliative care for HIV sick people, the aged and people with disabilities by home based care workers that will form part of the corps of community health workers need to prioritize the improvement of conditions under which home based carers work. Most home based care workers are women and often work with bodily fluids without the necessary precautionary measures such as gloves and masks. They are underpaid or erratically paid. Given the move toward the greater use of health care workers as part of the government’s national health insurance plan these issues need to be addressed.

The remuneration of nurses in the health care system needs to be brought in line with international practices.

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47 O’Reilly and Washington, p128-129

CHAPTER 11: SOCIAL PROTECTION

Chapter 11 of the NDP provides a good analysis of the issues surrounding social protection but can benefit from gender disaggregated data, because it is silent on the position of women.

This chapter suggests that social protection can be successfully provided through government and civil society partnerships, as well as labour force participation. To be able to understand how these suggestions can be utilized women’s positioning in the social welfare terrain needs to be understood.

The creation of a social security safety net is one way to deal with the challenges of poverty, unemployment, social dislocation and social problems related to HIV/AIDS and gender based violence.

While social security has been improved over the past ten years it is by far not sufficient enough to protect people when they become unemployed, or to lift people out of poverty if they have never been employed. Women are most often disproportionately affected by these problems due to the fact that they care for children.49

Present welfare provision does not take the gendered nature of the private/public division of labour or the gendered nature of care relations into consideration. The lack of sufficient social security exacerbates gender inequality. Disempowerment of women in conditions of poverty and/or living with HIV/ AIDS, or living under customary law and/or in violent relationships need provision of social welfare that will improve these conditions and enhance their quality of life. Welfare policy is associated with particular gendered effects of the division of labour, power relations and support for specific types of families and households.50

Different countries have different types of welfare regimes, depending on the extent to which the state makes intervention and also whether welfare provisions are viewed as rights or entitlements. When welfare provision shrinks women become disproportionately vulnerable to poverty because of women’s labour market disadvantage and responsibilities for care51.

The question is whether access to welfare provides gender egalitarian societies. How does state provision affect the division of labour, marriage and household formation, child rearing and how does


51 O’ Conner et al, p13
it affect gendered identities, interests and alliances and reflect particular relationships among states, market and families?52?

A gendered analysis of welfare will show that a gender division of labour exists in the family based on the assumption that men are breadwinners and women are responsible for care work and domestic labour. (The White Paper on Families is silent on these issues). In terms of the labour market the fact that men often get higher salaries than women in permanent positions is justified on the assumption that they have to provide for a dependent wife and children. Women therefore often end up with precarious work such as temporary or contractual work. When women are excluded from the labour force because of economic dependency on men they become much more vulnerable to poverty once the marriage/relationship ends. Care work is also connected to the state’s and men’s control over women’s sexuality and reproduction.

Society depends on women’s unpaid care work that is not rewarded and valued less than paid labour, very often contributing to women’s double burden (of work at home and outside the home) when they enter the paid labour force.53

A feminist analysis of welfare policy will therefore ask questions about which groups are empowered and which disempowered, whose interests and advantaged or disadvantaged, whose needs are met or left unfulfilled.54

As Razavi55 argues as gender perspective on social welfare will show:

- A gender bias in intra-household resource allocation – social norms that favour boys over girls,
- A gender bias in the markets – women are more cash strapped and therefore less likely to access market based services and social protection and they are likely to accrue fewer employment related benefits than men,
- A gender bias in the unpaid care economy – in the absence of institutional care mothers, grandmothers and daughters provide informal care,
- A gender bias in the public social care sector – women are predominantly located in areas that require less skill, authority and remuneration.

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52 O’Conner et al, p23
53 O’Conner et al, p24
54 O’ Conner et al, p22
Very often social welfare provision and anti-poverty programmes are gender-blind and do not alleviate women’s problems. Women have been receiving social provisioning and a certain proportion of social benefits but the small size of the formal economy caused men to be foremost receivers of work-related benefits and privileges. Women remain in the informal sectors or concentrated in low status and poorly paid occupations. Globalization and neo-liberal economic policies cause states to be less responsive to women’s gendered needs. Even the extended public works programmes favour men in unskilled positions such as infrastructure development.

The White Paper on Social Welfare (1997) introduced a social development model based on a delivery approach that engages communities in finding solutions to needs and problems, involving local initiatives. Through social development programmes such as universal literacy, preventative health services and population planning would be developed. The aim is greater redistribution to poorer rural and urban dwellers.

In the White Paper developmental social welfare is an overarching guideline for solutions, attempting to make the most prominent solution to poverty entrance into the labour market so that self-reliance can be enhanced. This is the same approach that is envisioned in the NDP – employment combined with cash transfers.

The White Paper incorporates contradictory ideological positions such as a neo-liberal framework with the emphasis on self-reliance and human rights and also the communitarian tendency of emphasising the family in the community as the place where care for children, people with disabilities and the elderly will take place. The White Paper is silent on who will do this care work based on the underlying assumption that women will do it.

There is an implicit distinction between the deserving and undeserving poor, with those involved in the public works programmes being deserving poor and those who get welfare grants the undeserving poor, or dependent welfare mothers for example those mothers who get a child support grant. At the most explicit the argument is made, for example, that teenage pregnancies are enhanced by the child support grant. This form of welfare stigmatises its recipients as lazy or deviant. The main problem with the child support grant is that the money is intended for the child, not the mother – so mothers are still not supported for their own needs. Categories of people who fall through the cracks are those who are unemployed (and too young for old age pension) and do not qualify for unemployment insurance and those with chronic illnesses. Old age pension of women often support three generations living in one household, without any male provider.

**Social Welfare and Issues of Care**

Care in the White Paper is linked to the notion of the good society and informed by a familialist understanding of care. The family is viewed as the basic unit of society and care is defined as care

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giving that is relegated to private sphere of the household and families. The family is however described in gender neutral terms omitting the gendered division of labour in the household. Neither are the wide array of family forms in South Africa addressed, and strangely enough a contradictory view of the family as ensuring survival, transferring values, disciplining children, and creating a sense of belonging on the one hand and as dysfunctional on the other is evident in the White Paper on Social Welfare. By positioning the family as the preferred locus of care and social integration on a political level it reproduces powerful dichotomies such as functional and dysfunctional families, self-sufficiency and dependency, between rights and needs. This is also the case with the Green Paper on Families.

Because of the costs of institutional care the White Paper shifts the burden of care for children, the aged and the disabled to the household, assuming that women will be the care givers.

Home based care for people ill or dying of HIV/AIDS is already the most common form of care for this disease in South Africa. Homebased caregivers often work in appalling circumstances and are often not reimbursed for their services. This unspoken understanding that women will do the unpaid and unvalued care work therefore begs the question of how women will enter the labour market at the same time. Care is juxtaposed with the self-reliance of entering to labour market, without mentioning that the division of labour in the household will have to change to accommodate women’s entry into the labour market.

The White Paper is silent on men’s positions in the family and leaves unchallenged men’s involvement in domestic violence and abuse and the fact that home is not a safe place for women since so much violence is perpetrated in the home.

Because the notion of family (as the nuclear family) is uncritically accepted it belies the reality of how race, class and gender intersects to make some women more privileged than others, to the extent that middleclass women can pass their care activities off on women who enter into domestic service, very often neglecting their (domestic worker’s) own caring responsibilities.

Any policies on social protection and security will therefore have to include an analysis of women’s positions, the division of labour in the household and women’s caregiving roles in families.

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58 Sevenhuijsen et al, p313

59 Gouws and van Zyl (forthcoming, 2013)

60 Sevenhuijsen et al, p311
CHAPTER 12: BUILDING SAFER COMMUNITIES

The NPC should be commended for a chapter that is comprehensive in its understanding of the safety needs of the South African society. It however needs gender disaggregated data to emphasise the crisis proportions that gender based violence (GBV) has taken on in South Africa and dealing with GBV should be prioritized for intervention. In 2012 64 514 sexual assaults were reported to the South African Police Services (SAPS). This is by far an under reporting and more specifically of rape. The brutality of injuries inflicted on women during rape also deserves consideration. Furthermore, the notion of “corrective rape” of lesbian women and other members of the LGBTI communities have taken on very serious proportions. Many disabled women and girls are also targets of GBV.

GBV also includes issues of harmful cultural practices such as ukuthwala (abduction of young girls for marriage) and ukuholwa (virginity inspection) that are demeaning and undermine women’s human rights such as the right to privacy and bodily integrity and freedom of movement. The CGE study revealed that the implementation of the plan has faced two types of constraints: broad structural or systemic challenges, and operational challenges.

Broad structural and systemic issues

The NAP has faced serious structural and systemic difficulties, which have compromised its implementation. These include lack of coordination, budgetary and funding constraints, poor planning (and associated confusion over roles and responsibilities), lack of capacity, and inadequate monitoring and evaluation.

Lack of coordination

The study found that although the NAP was designed to be comprehensive, inter-sectoral, collaborative and to involve a range of stakeholders (including government structures and civil society), this has proved difficult to achieve in practice due to the lack of coordination since its inception. The Interdepartmental Management Team (IDMT) stakeholders were found to be operating in “silos” and not necessarily implementing the NAP as expected. Departments and other agencies did not appear to take into account the NAP in their routine annual planning processes.

The expectation was that, as part of the IDMT commitment and its efforts to end GBV against women and children, the member departments were to lead the process and ensure effective implementation of the NAP. However, it was evident from the information gathered that government departments did very little in terms of implementation of the plan. It was found instead that independent NGOs such as Sonke Gender Justice and Gender Links had done more in terms of fulfilling their allocated responsibilities towards implementing the NAP. This should be a matter of concern to policy-makers within the crime and justice cluster, given that the independent NGOs that appear to have carried out
a greater share of the responsibilities towards the implementation of the NAP are funded by independent donors and not by government. There was lack of coordination between state institutions and civil society organisations in terms of their approaches towards the implementation of the NAP. The task of coordinating the work of the various stakeholder organisations was the responsibility of the National Prosecuting Authority (NPA), and clearly this was not discharged effectively.

As a consequence of poor coordination of the efforts of the various stakeholders, it was found that there was no clear definition of roles, resulting in a lack of clear lines of accountability. The failure to institutionalise the IDMT as a structure exacerbated the situation, contributing to inadequacies and inefficiencies in the areas of operational management, poor planning, and lack of monitoring and evaluation. According to a report released by the NPA, the lack of coordination and poor operational performance was caused by lack of funding.

**Budgetary and funding constraints**

The study revealed that the IDMT departments did not progress satisfactorily, and that not much had been done due to lack of dedicated funding for the execution of the 365 Days NAP within the IDMT member departments. The lack of resource allocation necessary to capacitate the IDMT departments led to difficulties in the coordination and the popularisation of the 365 Days NAP. As indicated above, civil society organisations did far more than government institutions in terms of dedicating resources and prioritising, the implementation of the NAP. The state institutions and government departments that should have shouldered responsibility for the implementation of the NAP, given the public funds they receive annually as part of their service delivery mandates, have achieved far less than independently-funded civil society organisations. State-funded government institutions failed to allocate the necessary resources, and therefore failed to prioritise the implementation of the NAP as expected.

It was established that the implementation of the 365 Days NAP was never funded directly throughout much of the public sector, which explains why many government departments have not made much progress in this regard. Any progress achieved by government institutions in terms of implementing the NAP was through the Victims Charter and the Victims Empowerment Programmes. This is mainly due to numerous commonalities between the VEP and VC programmes on the one hand, and some of the key thematic areas as outlined in the NAP on the other.

Lack of funding emerged as a key factor in explaining the lack of progress among state institutions in the implementation of the NAP.

**Poor planning**

Poor planning was an important constraint on the effective implementation of the NAP. The lack of clearly-defined roles and responsibilities led to a lack of clear lines of accountability, and poor (or even lack of) allocation of resources among the IDMT stakeholders. The Sexual Offences and Community Affairs (SOCA) unit of the NPA was tasked with overseeing both the VEP and the 365
Day plan, but more attention was given to the VEP and less to the implementation of the NAP. This is probably because the lines of accountability relating to the VEP were much clearer, given that it fell under the responsibility of the NPA. Clearly, the lack of clear role definition and the resultant poor lines of accountability were important factors that lay at the heart of the problem of poor planning, which resulted in an inability to allocate and use resources effectively to achieve the objectives outlined in the NAP.

**Capacity building issues**

Also reported as a key achievement is the responder training curriculum that was developed in December 2008 and rolled out in March 2009. According to this report, front-line officers at community services centres and police stations, investigations, and detection of sexual offences were among the targeted areas for capacity building among IDMT members, and more than 10 000 officers were trained.

However, the report also reveals that that the Programme Management Unit (PMU) of the IDMT (the structure with a responsibility to implement the NAP) was only established in 2008. The PMU currently has five consultants responsible for the implementation of the three strategic pillars (prevention, support, and response), which is clearly inadequate for the purpose of implementing the NAP.

**Monitoring and evaluation**

According to information obtained from the IDMT, various studies were commissioned focussing on the prevalence of specific types of violence (such as rape and trafficking of persons). The studies included monitoring and evaluation of systems and programmes on GBV. Apparently, these studies enabled the IDMT to capture local variations and differences in contributing factors, and informed responses to GBV. The IDMT also claims that the studies helped in terms of appraisal of existing support services provided to victims and survivors.

However there is no clear evidence of such monitoring and evaluation systems being used with regard to the implementation of the NAP. None of the IDMT departments were even aware of its existence. Such a system of monitoring and evaluation should have enabled the IDMT to monitor and evaluate the effectiveness of implementation of not only the NAP, but also other pieces of legislation (such as the Domestic Violence Act), as well as the effectiveness of support centres such as the TCCs. Operational issues at programme level

In addition to the broader, systemic challenges facing the implementation of the NAP, there were also operational challenges that affected implementation. The IDMT programme management unit was established in December 2008, comprising five consultants responsible for prevention, support, and response as articulated in the IDMT implementation framework for the 365 Days programme, but it is not clear to what extent they have managed the implementation of the plan. The implementation framework for the 365 Days campaign is anchored on these three strategic pillars (prevention,
support, response), and the research findings on operational challenges are clustered according to these three pillars.

It is imperative that the issues highlighted above be addressed. We welcome Minister Radebe’s announcement that the Sexual Offenses Courts will reopened and we recommend that Thuthuzela Care Centres are extended to all major police stations, also in the rural areas. The National Council for Gender Based Violence should monitor this process.

The Department of Social Development needs to urgently intervene in the funding crisis regarding Shelters for Domestic Violence. These shelters provide an important service to women and without them women remain exposed to gender based violence in the home and even death (see Shelter Report 2013).  

Safety of women in the informal settlements and rural areas will be enhanced if street lighting is installed in risk prone areas, and that better and safer public transport is available to women.

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CHAPTER 13: BUILDING A CAPABLE AND DEVELOPMENTAL STATE

In a society with deep social and economic divisions, especially race and gender-based divisions, entrenched over time, neither social nor economic transformation is possible without a capable and developmental state.

**Representation of Women in Government**

Women’s representation in the national legislature has increased dramatically due to the ANC’s acceptance of a voluntary quota of women in 1994 of 30% which has been increased to 50% in 2007. No other party has unfortunately accepted a voluntary quota. Legislation is now being considered to make it a compulsory quota for all parties.

There has been a steady increase in the number of women in parliament and provincial legislatures over the years. In 1994 the percentage of women in parliament stood close to 28% and increased to 43% by 2009. For provincial legislatures women were at 23% and this percentage rose to 41% by 2009.

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Table: Women Members of Parliament and Provincial Legislatures

There has also been considerable progress on the local level. Yet, the mixed system of wards and PR representation makes it more difficult for women to enter local government. Fewer women are elected from wards where they have to directly compete with men.

Women often fail to participate in the discussions in council because men may adopt dominant and subordinating attitudes toward women. Women councillors may lack training to do the work required for local government. Male bias and a lack of skills may prevent women from putting women’s issues on the agenda and changing them into issues worthy of policy consideration.

Research has shown that women on local government level do approach women with their needs around issues such as domestic violence, HIV/AIDS, rape, infrastructure and employment.

However the country is yet to achieve the target of 50/50 representation for both men and women in the public service.

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62 The Presidency, *Development Indicators* 2012, p. 57
Table: Women Members of Local Government Councils\textsuperscript{63}

The challenge of how to mainstream gender in a way that adds value to the functioning of a developmental state. Part of the reforms needed to enable people to do their jobs by strengthening skills, enhancing morale, clarifying lines of accountability and building an ethos of public service.

**Vision 2030**

Capable and developmental states must also be characterised by being gender-centric, in the sense of deliberately creating space at the centre of every activity for women and girl-children, including people with disabilities, to fulfil their human potential.

The public service needs to mainstream gender in all its policies and needs to revisit the important work done by gender focal points. These focal points need to be appointed at the right level of government, preferably at the Director General level, to be taken seriously.

Gender transformation in the public service will make it attractive to women, girl children, and people with disabilities, as a place where they can build careers. As part of stabilising the political-administrative interface, there has to be a more deliberate and conscious effort of mainstreaming gender in the recruitment and placement of top appointments (through recruitment).

Gender mainstreaming as a policy is not taken seriously by government. There is a need to bring officials under the impression of how crucial and important gender mainstreaming is for their departments to function optimally. Often officials do not understand what gender mainstreaming means. Training programmes in this regard are important and should be attended also by officials in high level positions.

**The Administrative Head of the Public Service.**

The proposal for an administrative head of the public service is supported, however, again if matters of gender discrimination and oppression are not surfaced, it will become business as usual. Therefore the recruitment of women should play an important role. Wherever reference is made to senior managers, it must be made clear that men and women are included. Promoting gender equality should form part of manager’s annual performance assessment.

**Develop Technical and Professional Skills**

The recommendations under this section are also supported, however, from a gender perspective, it must be said that:

\textsuperscript{63}The Presidency, p58.
Steps to develop technical and specialist professional skills, include targeting women, girl-children at an early age, as well as people with disabilities, with a view to ensuring that they are exposed to equal opportunities in the public service.

Municipalities need to be deliberate about creating space for women, girl-children and people with disabilities to participate in meaningful ways, having regard to the peculiar circumstances that characterise their lives. For example, IDP meetings are often convened after hours, when most women are tending domestic chores. Care must be taken to ensure that the approach is not one-size-fits-all. The provision of basic services like water, must take women's circumstances into account. Some municipalities decide to switch off water at times completely inconvenient to women, because men make decisions which are out of sync with the lives of women.

The Developmental Potential of State Owned Enterprises

Ensure the appointment processes are not only credible, but also mainstreaming gender and create an environment conducive to the growth and development of women incumbents in those top positions.
CHAPTER 14: FIGHTING CORRUPTION

One form of corruption is the fraudulent use of tax payers’ money intended for service delivery. Women most often are the worst affected by the lack of service delivery because of their roles as home makers and care givers.

Those who are the worst victims of this form of oppression must necessarily form the first bulwark in the fight against corruption. Building a resilient anti-corruption system must start with people, before mechanisms. An anti-corruption system that is gender blind that does not protect whistle blowers (very often women) will prevent corruption from being exposed.

Procurement corruption for 2011-2012 has amounted to R141.4 million in lucrative government contracts.

Despite the existence of the Broad-Based Black Economic Empowerment (BBBEE) and the Preferential Procurement Policy Framework Act which encourages and gives preference to companies that include women to conduct business with government, the actual number of companies that receive government tenders based on these criteria is very limited due to the endemic nature of corruption in the awarding of tenders. In other cases, male-owned companies tend to “front” women shareholders so that it appears as if they included women owners. Where women companies are awarded tenders it is usually tenders with lesser amounts of money.

In the pursuit of clean governance and the criminal justice system plays an important role. In this regard the gender transformation of the judiciary is important to reflect the representation and interests of women. Currently there is a dearth of advocates and judges, especially in the high courts and the Constitutional Court (that only has two women judges). Urgent attention need to be directed at the transformation of the judiciary.
CHAPTER 15: TRANSFORMING SOCIETY AND UNITING THE COUNTRY

Looking at Chapter 15 of the NDP, through gender lens, in the key points, for example, it is a glaring omission not to mention the gender dimension, limiting it only to class and racial divides, in relation to improving public spaces and public services, disregarding the mounting evidence around discrimination against and the victimisation of women, purely on a gender basis. We need to see sustained campaigns against gender inequality and gender-based violence to target this.

On transforming society and uniting the country, the NDP took for granted that there is now a history of numerous initiatives in legal, policy, institutional, communication and other programmes that have been implemented, but without taking into consideration the paltry results for women, largely because proven monitoring mechanisms have not been implemented. Many excellent pieces of legislation fail in their implementation. Government needs to monitor and rectify the lack of implementation. Examples are the lack successful implementation of the Sexual Offenses Act and the Domestic Violence Act.

Again the measuring of outputs is not given its proper place, so as to be able in the end to say what was done, especially from a gender perspective and to what extent, to advance gender equality.

We agree that:

> Transformation is indeed about turning around the legacy of apartheid, equalising opportunities, building capabilities and making real the vision embodied in the Constitution of the Republic of South Africa; that is the establishment of a non-racist, non-sexist, democratic and prosperous society.

In this regard, the NDP calls on the CGE and the Department of Women, Children and People with Disabilities to undertake an audit of and address gaps in legislation relating to the promotion of gender equality, developing joint targets, indicators and timelines for monitoring and evaluating progress towards gender equality.

The CGE substantively fulfils this responsibility, having in the past few years undertaken research into and submitted reports to Parliament on:

- Gender mainstreaming and women’s empowerment in water service delivery in South Africa
- Gender equality in the private sector in South Africa, the implementation of employment equity legislation in both the public and private sectors, and gender transformation in the workplace
- Vulnerability of certain categories of women to harmful traditional practices, such as widowhood and ukuthwala
- Gender mainstreaming through land reform in South Africa, and women’s access to land
- Gender mainstreaming in the national education curriculum
- Gender barometer on gender mainstreaming in the public sector
- Gender and elections, women’s political participation and representation, and the need for legislation on a 50/50 quota system for political parties
- State implementation of gender equality commitments in terms of CEDAW, Beijing Platform for Action and the MDGs
- The need for the decriminalisation of sex work in South Africa
- Shortcomings in the state’s implementation of the 365 Days National Action Plan

Of concern to the CGE is the poor response from government departments to CGE analysis and recommendations pointing to policy and implementation gaps and challenges, inadequate gender data collection and management, and programme monitoring and evaluation. While reports and recommendations in this regard are tabled before Parliament, and key departmental stakeholders engaged in this regard, the CGE has yet to see a convincing take-up of findings and recommendations, and a necessary transformation in state mechanisms, systems and responses.

By virtue of the legal mandate and very clear powers assigned to the CGE through the CGE Act, by bringing the CGE’s influence to bear on strategic gender equality issues that fall within its mandate, including those that have been taken up by civil society, the CGE seeks to elevate such issues to ensure that they receive the attention of policy-makers, and that they are adequately responded to. While the CGE cannot force government to take on its recommendations, it does have legal clout where government action is in contravention of its obligations with regard to gender equality, including the power of subpoena and litigation, which it has not been hesitant to use, where necessary.

Without a clear mandate, set of powers and designated resources, it would appear that the Department for Women, Children and People with Disabilities is unable to coordinate and monitor state interventions in relation to promoting gender equality and women’s empowerment. While the CGE has a clear role to play in terms of monitoring and advising state implementation of gender equality obligations and interventions, the CGE would argue that the state itself needs to put appropriate mechanisms in place to ensure its own compliance with Constitutional, legislative and international and regional requirements with regard to gender equality and women’s empowerment. The state’s own planning, monitoring and evaluation mechanisms must imbue this element within its targets, indicators, assessment and recommendations, to ensure this becomes part of the very fabric of state functioning. The CGE therefore is of the view that the NDP should specifically propose that state planning, monitoring and evaluation structures and mechanisms take up their designated responsibilities to set targets, indicators and timelines for monitoring and evaluating progress towards gender equality, as advised by the CGE.
CONCLUSION

The Commission for Gender Equality attempted to show through this report what a gendered analysis of NDP would look like. The gender blind nature of the NDP contributes to a lack of understanding of the impact the policies suggested by the NDP may or may not have on women. By having asked the question about how the issues are framed, based on which assumptions and what is left unattended we could show that a gendered analysis will start from different assumptions and policies based on gender disaggregated data would make a difference to women's lives.

Vision 2030 cannot leave more than half of its population out of an analysis aimed at eradicating poverty, creating jobs, sustainable livelihoods and social cohesion. If this would be the case it would be detrimental to women, but also to the population as a whole, when policies do not take into consideration the short and long term needs of women.

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MANDATE:

Section 187(1) of the Constitution of South Africa reads: “The Commission for Gender Equality must promote respect for gender equality and the protection, development and attainment of gender equality.” The CGE is a catalyst for the attainment of gender equality. Section 187(2) grants the CGE “the power, as regulated by national legislation, necessary to perform its functions, including the power to monitor, investigate, research, educate, lobby, advise and report on issues concerning gender equality.”

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Report Gender Discrimination.
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