



Commission for Gender Equality

A society free from gender oppression and inequality

OLD EMERGENCIES, NEW PRIORITIES:

Assessing responses to CGE's
findings on the Emergency Response Action Plan (ERAP)

Report Compiled

by

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FOREWORD & ACKNOWLEDGEMENTS

This report is based on a review carried out by the Commission for Gender Equality (CGE) to assess the extent to which government departments and other entities embraced and implemented the findings and recommendations contained in the CGE's 2020 report titled: *Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide (GBVF): Review of Implementation 2020*.

Any exercise seeking to assess the performance of government departments and other entities in respect of planned programmes and stated targets to combat gender-based violence (GBV) is, by its very nature, a complex and information-intensive exercise. Much of the information needed to assess government departments' performance towards meeting their own stated programme goals, objectives and targets, is largely in the possession of the very same government departments and entities' whose performance was being assessed, and their willingness to share that information with outside entities such as the CGE. In addition, the fact that the CGE is a watchdog body, whose mandate entails, among others, assessing government performance and compliance with policies, legislations and programmes aimed at combatting GBV, is often a factor that leads to reluctance by these entities to share information;

Also, given that the CGE does not have the power to enforce its findings and recommendations against relevant government departments and entities, it often becomes a matter of goodwill and voluntary commitment on the part of government entities to be willing to embrace such findings and recommendations, including assigning limited budgetary and other resources towards the purpose of implementing such recommendations. Therefore, out of the 22 government departments and entities that had been assigned ERAP targets to achieve, only eight were willing to respond to the CGE's formal requests for information on progress regarding the ERAP targets that were not achieved. Despite these challenges, the CGE acknowledges all the government departments and entities that were able to share and provide some of the information requested to compile this report. Such collaboration is always appreciated as it enables the CGE to fulfil its constitutional mandate.

The CGE has been able to access some of the information that is publicly available, in addition to information provided voluntarily by a limited number of departments and entities. This report points to the unwillingness of many of the departments and entities which the CGE is mandated to monitor and assess for compliance with government's gender-related policies, legislations and programmes of action, as well as ensuring that such entities are willing to embrace the findings and recommendations contained in CGE report referred to above.

The report also points to the general eagerness of government departments and entities to move to other priorities in the wake of widespread failure to meet their ERAP targets. The CGE's review of departmental responses to the findings and recommendations contained in its 2020 ERAP report shows that these government departments and entities have moved on to new programme priorities and that the ERAP is no longer a priority.

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ABBREVIATIONS & ACRONYMS

AGYW	Adolescent girls and young women
APP	Annual Performance Plan
BLA	Black Lawyers Association
BLSA	Business Leadership South Africa
BUSA	Business Unity South Africa
CCMA	Commission for Conciliation, Mediation and Arbitration
CGE	Commission for Gender Equality
COGTA	Department of Cooperative Governance and Traditional Affairs
CSE	Comprehensive Sexuality Education
DSAC	Department of Sport, Arts and Culture
DBE	Department of Basic Education
DCS	Department of Correctional Services
DEL	Department of Employment and Labour
DHET	Department of Higher Education and Training
DNA	Deoxyribonucleic Acid
DOH	Department of Health
DOJ&CD	Department of Justice and Constitutional Development
DPME	Department of Planning, Monitoring and Evaluation
DPSA	Department of Public Service and Administration
DPWI	Department of Public Works and Infrastructure
DRDLR	Department of Rural Development and Land Reform
DSD	Department of Social Development
DWYPD	Department of Women, Youth and Persons with Disabilities
EEA	Employment Equity Act
EPWP	Extended Public Works Programme
ERAP	Emergency Response Action Plan
FCS	Family Violence, Child Protection and Sexual Offences
GBV	Gender-based violence
GBVF	Gender-based violence and femicide
GCIS	Government Communication Information System

GRPBMEAF	Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework
HLSC	High-level Steering Committee
HR	Human resources
ICT	Information, Communication and Technology
ILO	International Labour Organisation
ISC	Interim Steering Committee
IGBVF-SC	Interim Steering Committee on Gender-based Violence and Femicide
IS	Information systems
KZN	KwaZulu-Natal
LGBTQIA	Lesbian, gay, bisexual, transgender, queer or questioning, intersex, and asexual
MP	Mpumalanga
MTBPS	Medium-term Budget Policy Statement
MTEF	Medium-term Expenditure Framework
MTSF	Medium-term Strategic Framework
NCGBVF	National Council for Gender-based Violence and Femicide
NDMP	National Drug Master Plan
NDP	National Development Plan
NEDLAC	National Economic Development and Labour Council
NFDD	National Forensics DNA Database
NGO	Non-government organisations
NPA	National Prosecuting Authority
NPFM SO	National Policy Framework on the Management of Sexual Offences Matters
NRSO	National Registry for Sexual Offenders
NSP	National Strategic Plan
NT	National Treasury
PEP	Post-Exposure Prophylaxis
PFMA	Public Finance Management Act
PVC	Post-violence care
RRT	Rapid Response Team
SABC	South African Broadcasting Corporation
SADC	Southern African Development Community
SALGA	South African Local Government Association

SAPS	South African Police Service
SDIP	Service Delivery Improvement Plans
SLPs	Scripted Lesson Plans
SOCA	Sexual Offences and Community Affairs
TCC	Thuthuzela Care Centres
TWG	Technical Working Group
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
WC	Western Cape

EXECUTIVE SUMMARY

The CGE conducted an assessment of the implementation of government's Emergency Response Action Plan (ERAP) as launched in 2019, which sought to address the scourge of gender-based violence and femicide (GBVF) in the country at the time it was launched. The ERAP initiative was a national response plan by government to a widespread public outcry followed by urgent calls for action against what was perceived as a national crisis – the brutal killings of women and girls, and heightened violations of their rights in South Africa.

The CGE released a report in 2020 based on its review of the implementation of the ERAP and the extent to which all the targets that were set for the various government departments and entities were met within the six month period of the emergency action response plan. The ERAP identified five key areas of intervention:

- Access to justice for victims and survivors.
- Changing norms and behaviours through high-level prevention efforts.
- Urgent response to victims and survivors of GBV.
- Strengthening accountability and architecture for adequate response to GBVF.
- Interventions for women's economic empowerment.

The findings contained in the CGE's 2020 report demonstrated widespread failure by the various government departments and entities to meet the targets as stated in the ERAP-based document.

This current report derives from the CGE's a follow-up review to establish progress made by the various government departments and entities in response to the findings and recommendations contained in the CGE's 2020 report, especially in relation to ERAP targets that were not achieved within the plan's six-month life cycle. Only eight out of the 22 government departments and entities assigned responsibilities to meet ERAP targets were willing to respond and provide information to the CGE regarding progress made in achieving those targets, especially after the ERAP life cycle expired in March 2020.

The progress achieved by the eight departments that provided information on progress made towards implementing the findings and recommendations contained in the CGE's 2020 ERAP report were categorised as follows:

- Category A: Significant progress made in response to CGE.
- Category B: Some progress made but not significant.
- Category C: No significant progress made.

This report sought to find out, through conducting comprehensive, information intensive assessment of progress on whether there were any initiatives put in place by the respective departments aimed at achieving those ERAP targets that were initially not achieved. The analysis of available information on the work of some of the departments that failed to meet their initial ERAP targets showed that most of them have subsequently somewhat abandoned the ERAP initiatives after it had expired in March 2020, and instead increasingly paid attention towards the implementation of the newly adopted GBVF National Strategic Plan (NSP) in line with the Presidential Summit Declaration 2018.

1. INTRODUCTION

South Africa has for a long time been engulfed by the scourge of GBVF which is mostly perpetrated by people known to the victims. The key drivers of this pandemic are varied, and included socio-economic, cultural and other factors that are embedded within the fabric of the South African society. Toxic masculinity is considered one of the key underlying socio-cultural factors underpinning high levels of GBV in South Africa.¹ Research demonstrates that violence against women affects everyone in the country irrespective of age, race, economic status, location, gender, and sexual orientation. Over the past two years, GBVF and related issues have become a national priority, leading to an unprecedented level of cooperation and collaboration between government and other key sectors (i.e. private sector and civil society organisations) to develop the necessary responses and programme interventions to curb the levels of GBV in the country.

One of the interventions was the pronouncement on 18 September 2019 by President Cyril Ramaphosa about the Emergency Response Action Plan (ERAP) on gender-based violence and femicide (GBVF). The announcement prompted the CGE to monitor and evaluate all initiatives by government, civil society and the private sector geared towards the fight against GBVF among other responsibilities. The CGE therefore conducted the first review of the implementation of the ERAP during the 2020/21 financial year, leading to the release of a report containing the findings and recommendations. Many of the findings were directed at the various departments and entities that were assigned specific responsibilities and targets in the ERAP-based document released by government in 2019.

This report is part of a follow-up exercise, where the CGE sought to assess the extent to which all the departments and entities responded and acted upon the findings and recommendations contained in the CGE's report from the first review of implementation of the ERAP initiative. The CGE's first report on the review of the ERAP had identified numerous targets that were not achieved by government departments and other entities. Therefore, this follow-up review assessed available information from relevant departments and entities in order to determine whether the ERAP targets that were not met during the six-months period of the ERAP were subsequently planned for and met in the following (i.e. 2021/2022) financial year.

The report is structured in a number of sections, as follows: Introduction section, Background section that includes methodology and approach to the study and the aims/objectives of the study; the Findings section, Overview of Key Findings section, Conclusions and Recommendations.

The aim of this study is to monitor the progress on the implementation of the CGE recommendations in the line departments that were tasked with respective responsibilities in implementing the ERAP. This

¹<https://n-preview.co.za/images/ResourceCentre/GBVF/Addressing%20patriarchy%20given%20more%20impetus%20.pdf>

process will also find out if there are initiatives underway to accelerate implementation of targets that the respective departments failed to accomplish during the specified period of the ERAP.

2. BRIEF BACKGROUND TO THE EMERGENCY RESPONSE ACTION PLAN

The President of South Africa, amidst heightened levels of GBVF in the country between 2018 and 2019, as part of a series of initiatives geared towards fighting GBV, made an announcement on 18 September 2019 introducing the Emergency Response Action Plan (ERAP) to address the high levels of violence against women in the country at the time. The plan consisted of 81 targets across five thematic areas. The ERAP was a short-term intervention measure that was aimed to be rolled out over a period of six months (October 2019 to April 2020) as an emergency plan to curb the endemic scourge of GBVF during that time, while awaiting the finalisation of the process of developing the NSP.²

The ERAP was estimated to cost R1.6 bn, and government made a pledge to find the funds through contributions from the various government departments that were also required to prioritise GBVF in their programmes. The ERAP targets, were made the responsibility of 22 government departments and entities. An institutional mechanism, in the form of the Interim Steering Committee (ISC) on GBVF, was put in place to manage, oversee, and track progress on the implementation of the plan.

The ERAP was designed to achieve the following outcomes:

- Improved access to justice for GBV survivors. A better informed public about laws, rights and responsibilities, underpinned by a public education campaign around survivor's rights (women, children and lesbian, gay, bisexual, transgender, queer, intersex, and asexual (LGBTQIA) persons under the law, challenging the use and acceptability of GBV, patriarchy and related forms of discrimination and inequalities.
- Improved access to care, support and prevention services and interventions through strengthened support for those involved in response and prevention, including civil society stakeholders.
- Strengthened accountability and architecture to adequately respond to the scourge of GBV.
- Increased access to economic opportunities that set out to meaningfully address women's social and economic vulnerability.

2.1. Background on the CGE ERAP Study Findings

As mentioned, the ERAP was brought to the attention of the CGE when President Cyril Ramaphosa announced it on 18 September 2019 and placed its conceptualisation and drafting under the responsibilities

² GBVF ISC. 2019. Emergency Response Plan on Gender-based Violence and Femicide in South Africa. IGBVF-SC.

of the then ISC. The CGE then briefly assessed the ERAP as part of its 2019/20 study aimed at monitoring the progress on the establishment of a national coordinating structure on GBV.³

In October 2019, the ISC released its report containing details of progress on the implementation of the ERAP. The report was an important source of official information on CGE's own review on the implementation of the ERAP that was underway during the 2020/21 financial year. The CGE's review report contained a number of findings. Among them were that only 12 (or 15%) of the targets were achieved within the six-months period of the ERAP, 17 (or 21.25%) of the targets were partially achieved, and that 51 (or 63.75%) of the targets were not achieved.⁴ Below are the brief summaries of the findings under each of the five thematic areas:

- *Access to justice for victims and survivors*

Many of the claims made in relation to progress, and achievements under this thematic area, could not be verified due to non-responsiveness by some of the responsible departments upon request for information by the CGE. One of the highlights under this thematic area came from the Department of Justice and Constitutional Development (DOJ&CD) regarding the review and amendment of the three GBV Bills, which were aimed to be achieved no later than 31 March 2020 (i.e. Criminal Law (Sexual Offences and Related Matters) Amendment Bill National Registry for Sexual Offenders (NRSO), Domestic Violence Bill and the Criminal Matters Amendment Bill (Bail and Sentencing).⁵ Another highlight was the South African Police Service's (SAPS) compliance inspections of licensed liquor premises.⁶ One of the key targets that was not achieved under this thematic area was the development of legislation to guide and constitute the establishment and management of the National GBVF Council. Due to the work still outstanding under this thematic area, the CGE could not determine the extent to which performance by lead institutions against their stated targets contributed towards improving access to justice for victims and survivors of GBV.⁷

- *Change norms and behaviour through high-level prevention efforts*

This thematic area called for public campaigns and programmes to be conducted throughout the country.⁸ The campaign initiatives were conducted in the education sector and in the workplace. The focus was on the prevention of GBV through advocating for the change of norms and behaviour. While the Department of Basic Education (DBE) and the Department of Higher

³ CGE. 2021. One Step Forward, One Step Backwards: Assessing Current Government's Response and Interventions to Combat Gender-Based Violence and Femicide in South Africa. CGE

⁴ Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide: Commission for Gender Equality Review of Implementation. October 2020, p. 62.

⁵ Ibid.

⁶ Ibid.

⁷ Ibid.

⁸ Ibid.

Education and Training (DHET) provided detailed information regarding their campaign initiatives, the progress made by government departments in terms of workplace campaigns could not be verified due to the limited timeframe that the ERAP evaluation was allocated in the CGE Annual Performance Plan⁹ (APP). Nevertheless, the short period over which the ERAP initiative was executed made it impossible to envisage the impact of the campaign initiatives on norms and behaviours as these are long-term targets by nature.

- *Urgently respond to victims and survivors of GBV*

This thematic area aimed to “improve systems, processes, and practices to improve institutional capacity for urgent responses through relevant and appropriate services to meet the needs of victims and survivors of GBV.”¹⁰ One highlight was the training of seventy-four prosecutors instead of the targeted fifty which demonstrates overachievement on the prescribed target. However, many of the targets under this thematic area were not achieved and information was limited, thus making it difficult to determine whether the urgent response to victims and survivors of GBV was realised.

- *Strengthen accountability and architecture to respond to the scourge of GBVF*

The main intervention under this thematic area was setting up of the National Council for Gender-based Violence and Femicide (NCGBVF). This intervention was not achieved because the process of establishing the NCGBVF is currently still on-going.

- *Prioritise interventions that facilitate economic opportunities for addressing women's economic vulnerability.*

This thematic area appreciated the economic vulnerability of women. However, the long-term target calling for all three spheres of government to implement the government's Gender Responsive Budgeting Framework by the 31st of March 2020 was not achieved as it was an unrealistic target to be prescribed similar to the short-term targets. Regrettably, performance against other short-term targets was also poor.

A detailed analysis of the ERAP by the CGE is contained in the report titled *Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide: Commission for Gender Equality Review of Implementation, October 2020*.

⁹Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide: Commission for Gender Equality Review of Implementation. October 2020.

¹⁰Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide: Commission for Gender Equality Review of Implementation. October 2020, p. 62.

On 22 April 2021, the CGE hosted a media launch where detailed findings and recommendations on the ERAP review were shared. To assess progress by departments and entities, the CGE had issued formal letters of request for information and progress in response to the findings and recommendations contained in its first review of implementation of the ERAP. This led to the current study aimed at determining if government departments with the responsibility to implement ERAP targets had made progress in response to the CGE's recommendations regarding the ERAP targets and whether these were partially achieved or not. Also, this exercise reviewed departmental annual plans for the 2021/22 financial year to determine whether such plans made provision for addressing unmet ERAP targets.

2.2. Objectives of the Exercise

This study is part of a series of initiatives of the CGE on monitoring and evaluation of the implementation of frameworks that have been put in place to mitigate the scourge of gender-based violence in the country. This assessment is the second in the evaluation of the implementation of ERAP by the departments and entities that were allocated responsibilities in the plan. This exercise sought to do the following:

- Assess whether relevant departments continued to implement ERAP-related programmes/activities to meet some of the targets that were not achieved during the six-month time frame of the plan.
- Establish whether there were further resources allocated towards plans to implement ERAP-related activities to meet outstanding targets.

The ERAP covered five key areas of intervention, which included:

- Access to justice for victims and survivors.
- Changing norms and behaviors through high-level prevention efforts.
- Urgent response to victims and survivors of GBV.
- Strengthening accountability and architecture for adequate response to GBVF.
- Interventions for women's economic empowerment.

The CGE conducted the study which found that the 22 government departments and entities that were allocated responsibilities in line with the stated ERAP targets, failed to achieve many of the targets within the prescribed time period. Out of the 81 targets, only 17 targets (21.25%) were achieved, 12 targets (15%) were partially achieved, and 51 targets (63.75%) were not achieved within the six-month time period of the plan.¹¹

¹¹ CGE. 2021. Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide: Commission for Gender Equality. Johannesburg.

The CGE mandate compels the commission to monitor and evaluate implementation of the programmes and initiatives of government aimed at promoting gender equality, but also combatting GBV and violence against women.

2.3. Research Methods and Approach

CGE conducted an initial post-hoc review and assessment of the performance of government and State entities that were given the responsibility to implement a set of urgent/emergency programmes and projects to address the scourge of GBVF by the Presidency in 2019. This follow-up review exercise also adopted an auditing approach in the same way as the first review of implementation. Both involved obtaining performance information from government departments and other entities assigned various responsibilities under the five thematic areas of the ERAP. The intention was to assess the extent to which these government departments and entities responded to, as well as addressing the ERAP targets, that were not achieved as revealed in terms of the findings and recommendations contained in the CGE's first review report released in 2021.

The government's ERAP-based document had a total of 39 interventions, which contained a total of 81 targets across five thematic areas. In addition, a total of 22 government departments, state institutions and civil society groups were allocated specific roles, functions and responsibilities under each of the five thematic areas of the ERAP, with specified targets to be achieved at specified deadlines. During this review, the CGE relied heavily on information from various official sources which included departmental reports, annual planning documents, as well as written responses to formal letters issued by the CGE to the various departments requesting information on progress regarding the implementation of the ERAP-related programme activities, especially after the ERAP six-month implementation period expired on 30 March 2020.

Where possible, telephone interviews were conducted with officials from relevant departments to provide additional information that could not be obtained from available published and secondary sources.

3. FINDINGS OF THE REVIEW

The focus of this review is on all the targets that were not achieved during the initial evaluation of the implementation of ERAP, as outlined in five thematic areas of the plan. What follows below is a review of specific interventions and targets as identified in the ERAP-based document, and assessment of progress achieved by the various departments to address the targets that were not achieved during the official six-month period of implementation of the ERAP expired in March 2020.

Intervention	Indicator	Target	Lead Departments
2.1 a Clear backlog of all deoxyribonucleic acid (DNA) samples at forensic laboratories related to GBVF, especially sexual offences cases	Number of backlog cases cleared	Reduce GBV-related forensic cases back-log from 16 000 to 5 000 by March 2020	SAPS (Forensic Services)
	Percentage (%) of routine case exhibits (entries) finalised		

3.1 Thematic Area 1: Access to Justice for Victims and Survivors

CGE findings in the initial study evaluating progress of the ERAP initiatives targets implemented by different departments demonstrated that 63.7% of the targets were not met, while 15% were partially met.¹²

The recent enactment of the Criminal Law (Forensic Procedures) Amendment Act¹² will give the country's criminal justice value chain additional tools regarding the collection of deoxyribonucleic acid (DNA) evidence and utilising that data in capturing and prosecuting offenders for additional convictions. That has also been captured in the SAPS 2021/2022 APP by developing new outputs and output indicators that amplify the commitment of the SAPS and the government towards executing their responsibility to collect admissible evidence that will lead to the convictions of GBVF perpetrators and transgressors.

According to the Amendment Act, the DNA samples will be used to populate to the National Forensics DNA Database (NFDD) to enable SAPS (Forensic) to link perpetrators to cold cases. That will therefore enable the SAPS to address the challenge of accumulated cold cases which have remained unresolved for a long time. This will also enable the identification of repeat offenders to get more perpetrators to be prosecuted¹³ and convicted. According to the SAPS APP, the estimated performance is expected to increase between 5% to 17.5%, from 2020/2021 to 2022/2023.¹⁴

The table below presents information on the allocation of resources on the targets that are aligned to enhancing the forensic laboratory system and ensure reliable evidence that can improve the prosecution of contact crimes especially perpetrated against women and children.

¹² Business Tech. 2022. New DNA Laws for South Africa from February. Business Tech.

¹³ Ibid.

¹⁴ SAPS. 2021/2022. Annual Performance Plan.

Resource allocations on forensic services¹⁵

Detective Services Expenditure Trends and Estimates by Subprogramme and Economic Classification												
Subprogramme	Audited Outcome				Adjusted Appropriation	Average Growth Rate	Average Expenditure/Total	Medium- Term Expenditure Estimates			Average Growth Rate	Average Expenditure / Total
	2017/2018	2018/2019	2019/2020	2020/2021				2021/22	2022/23	2023/24		
R Million												
Crime Investigation	12 092.0	12 655.8	13 279.3	13 620.6	4.0%	69.7%	13 395.4	13 454.6	13 416.5	-0.5%	68.5%	
Criminal Record Centre	2 359.2	2 365.9	2 446.3	2 550.0	2.6%	13.1%	2 656.9	2 672.0	2 678.6	1.7%	13.4%	
Forensic Science Laboratory	16 82.7	1 178.9	1 364.7	1 388.2	-6.2%	7.6%	1 410.2	1 429.1	1 435.5	1.1%	7.2%	
Specialised Investigation	1 552.8	1 627.5	1 777.1	2 129.7	11.1%	9.6%	2 079.1	2 108.4	2 201.2	1.1%	10.8%	
TOTAL	17 686.7	17 828.2	18 867.4	19 688.5	3.8%	100%	19 541.6	19 664.2	19 731.9	0.1%	100%	
Change to 2020 Budget Estimate				(935.7)			(2 280.0)	(3 089.9)	-			

Source: SAPS

Intervention	Indicator	Target	Lead Department
2.1. b Setting up a laboratory for DNA testing in the Eastern Cape	Procurement of service approved	Procurement process completed by 31 March 2021	SAPS

The previous CGE ERAP report indicated that the target on the process of procuring a laboratory for DNA testing in the Eastern Cape was not completed, and therefore not achieved. It is however noted that SAPS has made strides in terms of speeding up establishing the laboratories for the purpose of collecting DNA evidence across the country. The department has also allocated the budget which is discussed in detail in the next section. This will improve the level of conviction especially on the GBVF-related cases and other contact, as well as violent crimes that have engulfed the country and could not be concluded due to lack of admissible DNA evidence. Such cases have remained cold cases while some have been closed without convictions. Even though this target was not achieved, it is evident through the commitment of the SAPS that the establishment of the forensic laboratories has been prioritised for the current financial year.

¹⁵ SAPS 2021/2022 Annual Performance Plan.
file:///H:/My%20Documents/GBV%202021/ERAP%20Project%20Concept/annual_performance_plan_2021_2022.pdf

Intervention	Indicator	Target	Lead Department
2.1. c Strengthen family violence, child abuse and sexual offences (FCS) units with a quick injection of human resources and capital for effective response	Human resources (HR) plan for family violence, child abuse and sexual offences (FCS) capability developed	Develop HR plan to improve and strengthen the capacitation of FCS units by 31 October 2019	SAPS (Organisational development/detective services)
		SAPS to communicate the personnel requirement to the Department of Public Service and Administration (DPSA) to bolster capacity of the FCS units by 31 October 2019	
	Percentage (%) of current (2019) new entry intake allocated to the FCS capability	6.24% of 5 000 new entrants (312) currently under training to be allocated to the FCS capability by 31 December 2019	SAPS (Human Resource Management)

According to the SAPS 2021/2022 APP, the SAPS currently has approximately 145 000 Police Service Act members and approximately 39 000 Public Service Act members at its disposal, which are distributed across the nine provinces and the national head office. Approximately 132 000 Police Service Act members are placed specifically within the nine provinces. The plan indicates that significant reductions to the medium-term budget allocation will not only imply that the current staff establishment cannot be increased but also that it cannot be maintained, as the SAPS loses approximately 6 000 members from both Acts, due to natural attrition and recently to early retirement, during the course of a year.¹⁶ These reductions will also impact negatively on the department's ability to extend its geographical footprint in an effort to bring services closer to communities, but also on its efforts to maintain its going infrastructure, replace its ageing air and armoured vehicle fleets and modernise its information systems (IS) and information and communication technology (ICT) infrastructure.¹⁷

This suggests that SAPS will not be able to increase its staff capacity in general due to the budget cuts. That therefore implicates that the increase of staff capacity to tackle the scourge of GBVF in line with Target 2.1. c is not provisioned for by the SAPS as the allocated lead department in line with ERAP. This applies to target five and six. The former was partly achieved, and the latter not achieved as indicated in the first

¹⁶ SAPS 2021/2022 Annual Performance Plan.

¹⁷ Ibid.

CGE ERAP review report, under the same intervention, as they also address the issue of capacity of the FCS.¹⁸

Despite all the challenges regarding building the capacity of the SAPS personnel to deal with GBV issues, the SAPS identifies GBV as the second pandemic. The SAPS also notes the dramatic increase in domestic abuse, perpetrated against woman and children hence being victims of this heinous crimes. The police department, in the 2020/2021 Annual Report, states that they provided training for the police to be educated about GBV, and to understand the sense of urgency in prioritising offences when committed. This training is aimed at equipping the SAPS personnel to react to these crimes in a victim-friendly manner that takes into consideration the vulnerability of victims when they enter the criminal justice system when SAPS is their first contact when crimes are reported.¹⁹

Intervention	Indicator	Target	Lead Department
2.1.d Prioritisation of backlog cases related to GBVF, particularly the domestic violence and sexual offences	Database of all outstanding GBVF-related cases developed and populated by target	Establish database of all outstanding GBVF-related cases (including cold cases) by 31 December 2019	SAPS (Detective Services)
	Inventory of logged outstanding GBVF cases as prosecutorial levels developed by target date	Develop an inventory of logged cases at prosecutorial levels not heard in court by 30 October 2019	National Prosecuting Authority (NPA) DOJ & CD Judiciary SAPS
	Prioritisation of GBVF backlog cases in existing backlog courts by target dates	GBVF backlog cases prioritised by 31 March 2020.	

During the previous evaluation process, the stated targets were partially achieved as all the cold cases had not been finalised as out of 20 331 dockets which were analysed, only 6 653 were referred for further investigation. Eighty-eight arrests were made and the Detective Service division, in ensuring commitment towards meeting the targets that were not achieved, included the reduction of outstanding case dockets for crime against women and children in the SAPS's APP 2020/2021. The SAPS 2020/2021²⁰ APP also indicates that the Cold Case Investigation Unit was approved, which is another initiative geared towards addressing the issue of cold cases.

The NPA, in facilitating the process of ensuring implementation of the plan, noted that due to its high-level engagements with the SAPS, it committed itself to developing a backlog DNA plan, in line with ERAP. It was also indicated that the Forensic Science Laboratories would be fully functional by end of June 2021

¹⁸ CGE (2020), Government's Emergency Response Action Plan (ERAP) on Gender-Based Violence and Femicide: Commission for Gender Equality Review of Implementation. Review Report. Pg.15.

¹⁹ https://www.saps.gov.za/about/stratframework/annual_report/2020_2021/annual_report_2020_2021.pdf

²⁰ https://www.saps.gov.za/about/stratframework/annual_report/2020_2021/annual_report_2020_2021.pdf

and that the backlog would be finalised within 26 months. There has been some progress thus far, but the target remains partially achieved.

The SAPS, in its 2020/21 APP, emphasises the importance of the participation of society in general policing, for effectively realising responses in the reduction of levels of contact crimes, as well as the reduction of incidences of GBVF.²¹ This is in line with the outcome associated with a collaborative, consultative approach to policing. This collaborative responsive policing especially for GBVF-related offences has been included to direct SAPS members on how GBVF can be policed effectively. The plan further indicates that the outputs are focused on ensuring that police stations are in a position to provide victim-friendly services to victims of GBVF and to reduce incidences of contact crimes against women and children.²²

In advancing progress, the NPA has also made a provision for specialised prosecutorial services around sexual and GBV issues in view of addressing the scourge of GBV as it is a national priority. It plays a key role on the implementation of ERAP and has led to a conviction rate of 87% in high courts during the 2020/2021 financial year. This was, however, a decline compared to the 2018/2019 financial year where the conviction rate was at 90%. Apparently, this was because of Covid-19 lockdown restrictions that led to sluggish performance by the courts.

The number of the Thuthuzela Care Centres (TCCs) on the other hand also increased from 55 to 58 which demonstrates another improvement.²³ Some of the achievements include:

- The GBV training module and strategic plan have been developed.
- A Sexual Offences and Community Affairs (SOCA) media plan was formulated and activated nationally.
- Femicide, child murder and lesbian, gay, bisexual, transgender, queer, intersex, and asexual (LGBTQIA) databases are being developed and SOCA will analyse the information once collated, to identify interventions that are needed and to develop protocols to address the interventions.
- A DNA prioritisation task team has been established.
- DNA protocol is in place to ensure acceleration of backlog DNA matters on the court roll.

²¹ SAPS APP 2021/2022.

²² Ibid.

²³ NPA APP Report YTD Presentation 06 November 2021.

file:///H:/My%20Documents/GBV%202021/ERAP%20Project%20Concept/SAPS%20Report/NPA-Annual-Report-YTD-Presentation-06-November-2021.pdf

Intervention	Indicator	Target	Lead Department
2.1.e Review and act decisively within a specific time frame on pending complaints against officials, and prosecutors in matters related to GBVF cases	Reviewed national instruction on and standard operating procedure on service complaints against the police officers	Review national instruction on and standard operating procedure on service complaints by 31 March 2020	SAPS (Civilian secretariat)
	Complaints against prosecutors relating to GBVF prioritised	100% of complaints related to GBV prioritised for immediate intervention within seven working days	NPA
	Backlogs on pending complaints against police, and prosecutors and magistrates especially related to GBVF cases	80% of service complaints related to GBV investigations finalised within 14 working days	SAPS (Inspectorate)
		80% of domestic violence-related cases finalised within 3 working days 24-hour complaints call centre for service complaints including GBVF- related service complaints (0800333177) Provincial complaints call centre numbers and email addresses available at www.saps.gov.za National service complaints e-mail – complaintsnodalpoint@saps.gov.za	

The targets 1 and 2 under this intervention were not achieved during the previous CGE evaluation process as they were also not clear. During this period, despite the fact that these targets are still not clear, the approach of assessing these targets was premised on the provisions of the Constitution as the supreme law that articulates and sets standards on the effectiveness and efficiency in terms of service delivery by different State entities. The Public Service Regulations and White Papers of the Transformation of the Public Service and of Public Service Delivery (*Batho Pele*), make provision for Service Delivery Improvement Plans (SDIPs) with regard to improvement of service delivery. In terms of the Public Service Regulations, all national and provincial government departments are therefore required to develop and implement SDIPs. Regulation 38 of the Public Service Regulation 2016, which provides that an executive authority shall establish and maintain a SDIP, aligned to the strategic plan, specifying the main services of ensuring access to justice,

especially of the most vulnerable. The aim is for service delivery to be improved for diverse beneficiaries, as indicated in the SAPS 2020/21 APP.²⁴

- Over the past decade, government has been gradually moving from an 'inside-out' approach basing service delivery on what the organisation saw as important—to an 'outside-in' approach basing service delivery on citizens' needs and expectations. The continuous and measurable improvement of client satisfaction is the most reliable indicator of improvement in service quality and service performance. ²⁵ The department has also put in place mechanisms of enabling the public to report their dissatisfaction about the services they receive from the SAPS. These mechanisms include: 10111 for emergencies or to report for crime-related emergency and service delivery complaints against the SAPS.
- 0860010111 platform to anonymously report crime.
- 0800333177 and complaintsnodalpoint@saps.gov.za is the SAPS service centre to register a complaint on SAPS service delivery.

All this is meant to allow the public to report crime to the SAPS, to promote effective policing, as well as reporting violations and non-compliance by the SAPS personnel where these occur.

Intervention	Indicator	Target	Lead Department
2.1.h Expedite the distribution and implementation of the revised <i>Guidelines for the Management of Survivors of Sexual Violence</i> to all police stations	Number of investigating officers who received training on the <i>Guidelines for Management of Survivors of Sexual Violence</i> in all police stations	Conducting training on the <i>Guidelines for the Management of Survivors of Sexual Violence</i> to all police stations by 31 March 2020	SAPS
Each investigating officer must have a copy and be trained on the guidelines			

This target was not achieved as indicated in the first CGE ERAP assessment study as there were no clear details of whether the trainings were conducted across all police stations in the country. It is however noted that the 2020/2021 SAPS Annual Report indicates that there was a list of trainings that were conducted for the investigating officers of GBVF cases to enhance their capacity for effectiveness and efficiency in dealing with such cases to ensure access to justice and prevention of secondary victimisation that victims and survivors of GBV suffer at the hands of the SAPS personnel. These trainings include:

²⁴ SAPS 2020/2021 Annual Performance Plan.

²⁵ Ibid.

- Children and Youth at Risk.
- Children and Youth at Risk Train-the-Trainer.
- Domestic Violence and Vulnerable Group Learning Programme.
- Domestic Violence Learning Programme.
- Human Rights in Policing Programme.
- National Victim Empowerment Training Programme.
- Victim Empowerment Programme Train-the-Trainer.²⁶

Even though there is no mention of this specific target, the strides made regarding providing training on tackling GBVF-related cases are noted as an improvement, and this can now be indicated as partially achieved.

Intervention	Indicator	Target	Lead Department
2.1.I Amendment of the 2012 National Policy Framework on the Management of Sexual Offences Matters (NPFM SO) to align it with the Presidential Summit Declaration against GBVF of 2019	Amended NPFM SO tabled in Parliament in terms of s62 (2) (D) of the Criminal Law (Sexual Offences and Related Matters) Act by target date	Amended NPFM SO tabled in Parliament by 31 March 2020	DOJ & CD Parliament

Three GBVF Bills were approved in June 2021 and signed by the President into laws in January 2022. These laws are the Criminal and Related Matters Amendment Bill, the Domestic Violence Amendment Bill and the Criminal Law (Sexual Offences and Related Matters) Amendment Act Amendment Bill.

The three Bills were introduced in Parliament following the November 2018 Presidential²⁷ Summit against GBVF. The summit resolved, among others, to fast track the review of existing laws and policies related to GBV making them victim-centred; ensure all other relevant laws respond to GBV, revisit and fast track all outstanding laws and bills that relate to GBVF. It is also important to also indicate that the legislation that is set to establish the NCGBVF has been drafted and during the process of compiling this report, public consultation processes were under way. This is another partial achievement as the law is still not yet in place in line with the target.²⁸

²⁶2020/2021 SAPS Annual Report.

²⁷ Ibid.

²⁸Department of Justice and Constitutional Development Response to the letters that CGE send seeking progress on the implementation of ERAP post its prescribed six-month period.

3.2 Thematic Area 2: Change Norms and Behaviour through High- Level Prevention Efforts

Thematic area two on “change norms and behaviour through high-level prevention methods” focused on the development of interventions aimed at changing behavioural norms through public campaigns and programmes. Of the 10 targets listed under this thematic area, the CGE 2020 review had found that nine had not been met, while one had only been partially achieved. There was, however, a repeated target that was assigned to different institutions on separate occasions which was therefore covered twice. The current review thus tracks progress on all 10 targets that were placed under this thematic area within the 2020/21 financial period. They are as follows:

1. Launch of a visible and sustained multimedia campaign to prevent and condemn GBVF by November 2019.
2. Media campaigns reach at least 65% of the population based on follow-up surveys by 31 March 2020.
3. Nine public buildings utilised for education and awareness through outdoor advertising and signage in partnership with the private sector.
4. Implement visible campaigns by 31 March 2020 in 12 schools in identified provinces (KwaZulu-Natal (KZN), MP, WC), including special schools 31 March 2020.
5. Three campaigns to prevent GBV through programmes in higher education institutions targeting campuses during the 16 Days of Activism against Gender-based Violence Campaign.
6. Implement visible campaigns by 31 March 2020 in 12 schools in of the identified provinces (KwaZulu-Natal (KZN), Mpumalanga (MP), Western Cape (WC)) including special schools.
7. Implement campaigns to prevent GBV through programmes targeting workplaces (public) by November 2019.
8. Implement campaigns to prevent GBV through programmes targeting workplaces (private) by November 2019.
9. Implement four social behaviour change programmes in schools by March 2020.
10. Prevention activists deployed in 278 municipalities across the country

Intervention	Indicator	Target	Lead Department
2.2.a Launch a 365-day sustained campaign to prevent and condemn GBVF driven by a multi-sectoral team, including civil society	Communication toolkit with list of key messages and targeted sources of media Various media used such as newspapers, billboards, TV, radio, social media, dialogues – to communicate DBVF messages	Launch of a visible and sustained multimedia campaign to prevent and condemn GBVF by November 2019	GCIS SABC IGBVF-SC TTTL ²⁹ DSAC. All implementing government departments
	Media, dialogues – to communicate DBVF messages	Media campaigns reach at least 65% of the population based on follow-up surveys by 31 March 2020	

The CGE obtained and analysed relevant official documents from key institutions such as the Government Communication Information System (GCIS) and the South African Broadcasting Corporation (SABC) to assess progress regarding performance on the two targets listed above. The analysis did not yield any substantial evidence of a sustained multimedia campaign on GBVF prevention during the 2020/21 financial year. The GCIS makes mention of GBVF campaigns in their annual report but fails to provide useful insights on how they were carried out.³⁰ The SABC on the other hand reported on its campaign efforts during the 16 Days of Activism for No Violence against Women and Children, which is a short-term intervention that is only limited to 16 days (25 November – 10 December).³¹ It appears that while media campaigns were carried out by these institutions during the 2020/21 financial year, there was a lack of coherent, coordinated, and sustainable approach amongst entities, which leads to the conclusion that the target was only partially met.

In terms of the second target that focused on ‘media campaigns reaching at least 65% of the population based on follow-up surveys by 31 March 2020’, none of the entities responsible for its implementation reported on progress in the 2020/21 financial year, suggesting that the target remained unmet.

²⁹ The full name for this abbreviation was never provided in the ISC ERAP Report where this information was obtained.

³⁰ GCIS, 2020/21 Annual Report.

³¹ SABC, 2020/21 Annual Report.

Intervention	Indicator	Target	Lead Department
2.2.b Use public buildings to do prevention messaging, in partnership with the private sector	Number of public buildings utilised for education and awareness through outdoor advertising and signage in partnership with the private sector	9 public buildings utilised for education and awareness through outdoor advertising and signage in partnership with the private sector	DPWI

At the time, the 2020 CGE report was compiled, not much progress had been achieved by the Department of Public Works and Infrastructure (DPWI) in relation to this target. The CGE review had uncovered that a single anti-GBVF billboard had been unveiled on Kgosi Mampuru Street, Pretoria, while an undisclosed number of buildings had been identified with the intention of fulfilling the target. The list of buildings was incomplete as others were still in the process of being identified. The DPWI in its 2020/21 annual³² report acknowledges the commitment it made towards availing government buildings to be used for education and awareness through outdoor advertising and signage but does not report on whether this had materialised or not. The department placed more focus on reporting about the buildings that were provided to the Department of Social Development (DSD) for conversion into shelters, which was a separate target contained in the ERAP. Due to vagueness in reporting by the department, the target is classified as not achieved by the CGE.

Intervention	Indicator	Target	Lead Department
2.2.c Implementation of a national multi-faceted campaign to prevent GBV through programmes targeting schools (including schools with special needs), higher education campuses, communities, and workplaces (public and private). Proposed Interventions: Good Schools Kit Stepping Stones Zazi – Know Yourself Soul City <i>Brothers for Life</i>	Number of campaigns implemented in schools (KZN, MP, WC) (Stepping Stones)	Implement visible campaigns by 31 March 2020 in 12 schools in of the identified provinces (KZN, MP, WC) including special schools 31 March 2020	DBE
	Number of campaigns implemented to prevent GBV through programmes targeting higher education campuses	3 campaigns to prevent GBV through programmes in higher education institutions targeting campuses during 16 Days Campaign	DHET (HIGHER HEALTH) DSD Department of Health (DOH)
	Shift in attitudes and behaviours after piloting community interventions responding to GBV (Stepping Stones)	Implement visible campaigns by 31 March 2020 in 12 schools in of the identified provinces (KZN, MP, WC), including special schools	Department of Cooperative Governance and Traditional Affairs (COGTA) DSD DSAC

³² DPWI, 2020/21 Annual Report.

	Number of campaigns implemented to prevent GBV through programmes targeting workplaces (public)	Implement campaigns to prevent GBV through programmes targeting workplaces (public) by November 2019	DPSA SALGA
	Multi-faceted campaign to prevent GBV through programmes targeting workplaces (private)	Implement campaigns to prevent GBV through programmes targeting workplaces (private) by November 2019	DEL National Economic and Labour Council (NEDLAC) ³³

The ERAP target to “implement visible campaigns by 31 March 2020 in 12 schools from KwaZulu-Natal, Mpumalanga and the Western Cape, including special schools” was assigned to the DBE. The CGE had found in their 2020 review of the implementation of the ERAP that the target had not been achieved. The DBE was one of the government departments that replied to the CGE’s direct request for information on progress regarding targets that had been missed. The response indicated that the target had subsequently been achieved as GBVF prevention campaigns had been implemented at 12 ‘high-burden’³⁴ schools from the three identified provinces.³⁵ The DBE however, reported that the campaigns were not ‘visible’ enough due to the Covid-19 pandemic, but did not specify how the pandemic had created challenges to prevent effective implementation of the campaigns. Other details missing from the department’s response were the names of the schools that benefitted from the campaigns, the number of special schools that took part, and other demographic characteristics.

The Scripted Lesson Plans (SLPs) on Comprehensive Sexuality Education (CSE) which addresses various learning areas including gender equality, bullying prevention, GBV, sexual abuse and sexual diversity had reportedly been implemented, as well as the Adolescent Girls and Young Women (AGYW) Programme which aims to support and strengthen the retention of adolescent girls and young women through biomedical, behaviour change and structural interventions including health screening, health sessions, career guidance home visits, peer education and access to sexual reproductive services. The DBE mentioned plans to carry out more visible campaigns in future through roadshows and advertorials broadcasting.³⁶

In light of progress reported by the department, and the fact that by its own admission, the DBE’s interventions had missed an important component of ‘visibility’ that was contained in the target, it can be surmised that the target was partially met.

³³ NEDLAC is one of the entities that were allocated responsibilities on implementation of ERAP

³⁴ The department did not provide a definition for this term.

³⁵ DBE response to the CGE, 10 June 2021.

³⁶ Ibid.

The target to implement “three campaigns to prevent GBV through programmes in higher education institutions targeting campuses during the 16 Days Campaign” had been partially met in the previous review, due to some of the programmes that had been implemented through Higher Health.³⁷ For the current review, analysis of the DHET 2020/21 Annual³⁸ Report revealed that much of the department’s focus, including programmes and initiatives, was on the Covid-19 pandemic, with limited focus on GBVF. The report mentions a Higher Health GBV Dialogue & First Things First Health and Wellness Activation Campaign³⁹, but does not provide important details regarding the campaign roll out. In the case of the DSD and the DOH, performance information on this target could not be obtained as departments did not report on target-related activities in the 2020/21 financial year.⁴⁰ The target, therefore, remains partially achieved.

The target to “implement visible campaigns by 31 March 2020 in 12 schools in identified provinces (KZN, MP, WC) including special schools” that had also been allocated to the DBE, was assigned to Department of Cooperative Governance and Traditional Affairs (COGTA), DSD and the Department of Sports, Arts and Culture (DSAC) under the same intervention but as a stand-alone target. It is not clear whether the expectation was for the four departments (DBE, COGTA, DSD and DSAC) to collaborate in the execution of the target or whether these were intended to be separate efforts. Nonetheless, COGTA submitted a written response to the CGE on 11 June 2021, with nothing to report under this target.⁴¹ The department did not share any plans in their response to indicate how it aimed to ensure that the target would be met in future. Instead, it noted the existence of a plan that was in draft form at the time of submitting their report, which lists a number of plans for community engagements on GBVF, none of which relate to the target. The DSAC in its 2020/21 Annual Report⁴² refers to a GBVF campaign that was conducted, but it does not appear to be linked to the target on implementing campaigns at 12 schools in the three provinces. This was also the case with DSD, whereby a number of GBVF-related interventions were conducted in 2020/21, but do not seem to be related to the target.⁴³ The target, therefore, remains unmet.

The last two targets under this intervention relate to the implementation of campaigns to prevent GBV through programmes targeting workplaces in both the private and public sectors. The targets had been considered unmet in the previous CGE review given that work related to implementation had only been completed six months after the lapse of the ERAP implementation period. The Department of Employment and Labour (DEL) had carried out a review to identify gaps in the existing Employment Equity Policy instruments and developed a new *Code of Good Practice on the Prevention and Elimination of Violence*

³⁷ HIGHER HEALTH has been mandated by the DHET to develop and implement an integrated model for health and wellness at university and TVET college campuses, including GBV awareness, prevention and support programmes and campaigns. Higher Health also collects statistics on health and wellness on behalf of the Department.

³⁸ DHET, 2020/21 Annual Report.

³⁹ The programme includes GBV screenings and early risk assessments as a core package of services across campuses. The key purpose of the programme is to increase awareness campaigns and drive mass health screening through activations, as well as increasing the psycho-social support services on the doorsteps of all young students as part of Campus Routine Services.

⁴⁰ DSD, 2020/21 Annual Report.

DOH, 2020/21 Annual Report.

⁴¹ COGTA response to the CGE, 11 June 2021.

⁴² DSAC, 2020/21 Annual Report.

⁴³ DSD, 2020/21 Annual Report.

and Harassment in the World of Work to ensure alignment with the provisions of the newly adopted International Labour Organisation's (ILO) Convention Number 190. The main scope of coverage in the Code of Good Practice included prevention, elimination and management of violence and harassment, such as sexual harassment; workplace bullying as a form of harassment, GBV and harassment; racial discrimination; and domestic violence.

The South African Local Government Association (SALGA) in their direct response to the CGE, also reported that they convened two webinars with municipalities wherein the focus of one of the webinars was on Local Government Responses to Gender-Based Violence and Femicide (GBVF). The webinar was reportedly convened in collaboration with Soul City Institute.⁴⁴ The target was, therefore, achieved.

Intervention	Indicator	Target	Lead Department
2.2.d Implement social behaviour change programmes to influence changed behaviour for boys and men, while involving all sectors of society	Number of social behaviour change programmes implemented in schools	Implement four social behaviour change programmes in schools by March 2020	GCIS SABC IGBVF – SC TTTL DSAC

The GCIS, SABC, IGBVF-SC, TTTL, and the DSAC were entities responsible for the implementation of this target. The CGE in their 2020 review of the implementation of the ERAP report, however, stated that these entities had failed to provide important information regarding performance on the implementation of the target. Official documents for the 2020/21 financial year that are publicly accessible were obtained and analysed, which revealed that while a number of public campaigns had been carried out by these organisations, they however did not meet the criteria for being focused on schools and targeting the specific behaviour of men and boys as stated in the intervention. The target in this regard was, therefore, not met.

Intervention	Indicator	Target	Lead Department
2.2 e Design a mass mobilisation programme of trained prevention activists to be deployed across the country to engage in household visits and community interventions focused on changing harmful social norms	No. of prevention activists deployed in municipalities across the country across the country to engage in household visits and community interventions focused on changing harmful social norms	Prevention activists deployed in 278 municipalities across the country	SALGA

⁴⁴ SALGA response to the CGE, n.d.

SALGA submitted information in response to a request from the CGE, indicating progress achieved on the targets that had initially been missed during the ERAP implementation period.⁴⁵ While SALGA managed to implement a number of initiatives related to GBVF prevention, the information submitted did not appear to correlate with this target in any way. The target was to deploy prevention activists in 278 municipalities across the country, and was therefore, not met.

3.3 Thematic Area 3: Urgently Respond to Victims and Survivors of Gender-Based Violence

Intervention	Indicator	Target	Lead Department
2.3.a. Funding provided to NGOs that provide direct services to victims and survivors to strengthen their sustained capacity to provide these services	Reviewed funding model for NGOs	Develop criteria for NGO funding and publish approved funding guidelines by 31 March 2020	DSD DWYPD
	Criteria for funding of NGOs developed		
	Amount transferred to NGOs providing direct service to victims of crime and GBVF	R200 million transferred to NGOs by 31 March 2020	DSD DWYPD

In the initial CGE ERAP assessment report, the target regarding developing criteria for non-government organisations (NGOs) funding and publishing approved funding guidelines by 31 March 2020 was found to be unachieved. It remains unachieved as the DSD and the Department of Women, Youth and Persons with Disabilities (DWYPD) did not respond to the CGE's letter requesting progress nor is there any information regarding the target in both departments' 2020/21 Annual Reports and APPs. The second target "R200 million transferred to NGOs by 31 March 2020" also remains unachieved for the same reasons.

⁴⁵ Ibid

Intervention	Indicator	Target	Lead Department
2.3.b. Immediate roll-out of training in victim-centric, survivor-focused services, with a specific drive to train police, prosecutors, magistrates, and policymakers	Number of police, trained in proactive interventions (Children and Youth at Risk, Domestic Violence Learning Programme; Vulnerable Children Course; Domestic Violence and Vulnerable Groups Learning Programme; National Victim Empowerment Learning Programme; First Responder to Sexual Offences Learning Programme; Human Rights in Policing)	100% of targeted trainees fully trained by 31 December 2019 Conduct training on reactive interventions targeting 3338 officers by 31 March 2020	SAPS
	Number of police trained in reactive interventions (Resolving of Crime Skills Programme; Sexual Offences for Investigators Learning Programme; Family Violence, Child Protection and Sexual Offences Learning Programme)		
	Number of health professionals trained	1 health professional trained in 246 health facilities providing PVC by 30 March 2020	DOH
	Number of social service practitioners trained in trauma debriefing	90 social service practitioners trained on trauma debriefing (10 per province). Train 60 social service practitioners on trauma debriefing across provinces	DSD

The first target, “100% of targeted trainees fully trained by 31 December 2019” was discovered to be partially achieved in the previous ERAP review. The SAPS did however respond to the CGE’s letter

requesting progress, but no information regarding this target was given. In the SAPS 2020/21 APP crimes committed against women and children are mentioned under priority training areas.⁴⁶ The 2020/21 APP further states that 97% of learners assessed in the priority training area of crimes committed against women and children were assessed and declared competent⁴⁷. The APP also explains that “Human resource development may plan for a certain number of members to attend training. However, not all nominated members attend the training.”⁴⁸ The target thus remains partially achieved.

The second target “conduct training on reactive interventions targeting 3 338 officers by 31 March 2020” also remains partially achieved for the same reasons given for target 1. The DOH is one of the departments that did not respond to the CGE’s request for progress. The department’s 2020/21 APP and Annual Report do not mention any progress regarding the target of training “one health professional trained in 246 health facilities providing post-violence care (PVC) by 30 March 2020”, hence the target remains partially achieved.

Although the DSD 2020/21 APP mentions the capacitation of 90 social workers on child protection services⁴⁹, both the 2020/21 APP and Annual Report of the DSD are silent on the target of training 90 social service practitioners on trauma debriefing (10 per province). Hence this target remains partially achieved as well. The last target under this section is the training of 60 social service practitioners on trauma debriefing across provinces. This target was not mentioned or reported on at all in the ISC’s ERAP report. It is thus no surprise that both the 2020/21 APP and Annual Report of the DSD do not mention any progress regarding it – rendering it unachieved yet again.

Intervention	Indicator	Target	Lead Department
2.3.c. Set up an Emergency Fund for rapid response to assist and meet immediate needs of survivors at the community level	Set up an Emergency Fund for rapid response to assist survivors at the community level	Emergency Fund for rapid response to assist and meet immediate needs of survivors at the community level by March 2020	DSD

The above target remains unachieved. Neither the 2020/21 APP nor the Annual Report of the DSD mention any progress regarding setting up an emergency fund for rapid response to assist and meet immediate needs of survivors at the community level by March 2020 or even afterwards.

⁴⁶ SAPS Annual Performance Plan, 2020/21. Pg 12/16.

⁴⁷ Ibid.

⁴⁸ Ibid.

⁴⁹ DSD Annual Performance Plan, 2020/21. Pg 73.

Intervention	Indicator	Target	Lead Department
2.3.d. Hiring additional social workers to provide psychosocial support services in victim-friendly facilities, Thuthuzela care centres, shelters, Khuseleka one-stop centres and for families affected by violence	Number of social worker posts approved and filled to provide psychosocial support services Number of social workers hired and placed in victim-friendly facilities, Thuthuzela care centres, shelters, Khuseleka one-stop centres and for families affected by violence	650 social worker posts approved and filled by 1 December 2019 to provide psychosocial support services	DSD DPSA

The first target under this section, “650 social worker posts approved and filled by 1 December 2019 to provide psychosocial support services” was initially declared unachieved in the initial ERAP review. This was because only 200 social workers were appointed at a later date than the targeted 1 December 2019. In its response to the CGE’s request for progress, the DPSA indicated responsibility for this target lies with the DSD. Unfortunately, this target remains unachieved because the DSD’s APP and Annual Report do not report on any progress related to it.

Intervention	Indicator	Target	Lead Department
2.3.e. Establish additional shelters that accommodate and integrate the LGBTQIA community and persons with disabilities in existing shelters	Number of LGBTQIA community friendly shelters	At least 3 LGBTQIA and persons with disabilities-friendly shelters in 3 provinces with a high prevalence of GBV	DSD DPWI

Due to the unclear nature of the rationale behind this target and the ISC’s own reporting on the work related to it, the CGE could not confirm its achievement. Therefore, it was declared not achieved in the initial CGE ERAP review. Since the 2020/21 DSD’s APP and Annual Report, as well the DPWI’s 2020/21 Annual Report, do not address any progress on the target, it remains unachieved.

Intervention	Indicator	Target	Lead Department
2.3.f. Adequately resource the infrastructure and human capacity to effectively run TCC at health care facilities	Number of professional nurses and medical officers approved to effectively run TCC at health care facilities	Approve the allocation of 43 professional nurses and 43 medical officers by 31 October 2019 with 25% of posts filled by March 2020, provided funds are available	DSD
	National Drug Master Plan submitted to Cabinet for approval	Approved National Drug Master Plan by March 2020 for implementation	

Initially unachieved according to the CGE's initial ERAP review, the target "approve the allocation of 43 professional nurses and 43 medical officers by 31 October 2019 with 25% of posts filled by March 2020, provided funds are available" remains unachieved. There is no mention of it in the DSD's 2021/21 APP and Annual Report. Regarding the target "approved National Drug Master Plan by March 2020 for implementation", the 2020/21 DSD Annual Report states that "the National Drug Master Plan (NDMP) 2019 – 2024 was approved by Cabinet in October 2019"⁴⁹ Hence this target was achieved.

Intervention	Indicator	Target	Lead Department
2.3.g. Strengthen the functioning of the TCCs through the injection of human and capital resources for effective response	Number of new TCCs established	Establish 5 new TCCs by March 2021	NPA DOH
	Number of NPA, SAPS and DSD personnel allocated to existing designated health facilities	Each designated health facility to be allocated at least 1 forensic professional nurse by March 2020	NPA, SAPS, DSD, DOH
	Number of professional forensic nurses in the public health system	Number of trained forensic nurses available in the public sector verified and deployed to designated health facilities by March 2020	DOH
	Number of professional nurses in training for Diploma in Forensic Nursing		

	All Health Facilities (including clinics and Community Health Centres) to provide basic package of care including PEP for survivors of GBV	Implementation of the new Post Exposure Prophylaxis (PEP) guidelines in all health facilities by March 2020	DOH
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The target of “establishing 5 new TCCs by March 2021” was moved to March 2022 due to Covid-19 according to the written response from the NPA to the CGE. Consequently, the target remains unachieved. Based on available information from all relevant implementing departments (NPA, DOH, SAPS, DSD) no progress is reported on the target of “each designated health facility to be allocated at least one forensic professional nurse by March 2020”. Therefore, this is still not achieved. The target “number of trained forensic nurses available in the public sector verified and deployed to designated health facilities by March 2020” is also unachieved due to no progress reported on the DOH’s 2020/21 APP and Annual Report. The “implementation of the new PEP guidelines in all health facilities by March 2020” is also unachieved for the same reasons as the former target.

Intervention	Indicator	Target	Lead Department
2.3.h. Link and strengthen all existing services (police stations, health facilities, social work services and shelters) that deal with criminal cases and provide for early intervention	Number of nodal points management forums	Minimum 10 nodal points management forums established (local) (made up police stations, health facilities, social work services and shelters in each local municipality)	DOH SAPS DSD NPA COGTA
	Weekly case management meetings at local level	Number of weekly case management meetings at local level	Not available
	Concept document on the white door safe spaces of hope for victims of GBV	Monitor 12 existing white door safe spaces by 31 March 2020	DSD
	Number of people accessing psychosocial support services through GBV command	Waiting period (while ringing /on hold) of less than 20 seconds per call. Benchmark of 3 min is set for responding to SMSs and USSDs by 31 March 2019	
		50% of callers connected to service	

		provider (rape crisis centre, therapist, police, etc.) within first 10 minutes of the call by 31 March 2019	
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The NPA notes in its response to the CGE's letter of request for information on progress, that together with the SAPS, it had established a core team and identified nodal points that have weekly engagements to address backlogs. Although the number of nodal points is not mentioned, it appears that the first target was achieved. No lead department was provided for the target "number of weekly case management meetings at local level," thus this target remains unachieved due to lack of information.

As was the case in the initial ERAP review, the CGE was unable to find relevant performance information regarding the following targets under this intervention:

- Target four: Monitor 12 existing white door safe spaces by 31 March 2020.
- Target six: Waiting period (while ringing/on hold) of less than 20 seconds per call. Benchmark of three minutes is set for responding to SMSs and USSDs by 31 March 2020.
- Target seven: 50% of callers connected to service provider (rape crisis centre, therapist, police, etc.) within first 10 minutes of the call by 31 March 2020.

It can thus be concluded that these targets remain unachieved.

Intervention	Indicator	Target	Lead Department
2.3.i. Public buildings to be made available for shelters and interim housing arrangements for survivors	Number of public buildings available for shelters and interim housing arrangement for survivors	11 public buildings to be made available for shelters and interim housing arrangements for survivors	DPWI

In the DPWI's 2020/21 Annual Report⁵⁰, the DPWI notes that it committed unused government properties to be utilised as shelters for victims of GBV. The DPWI "identified 83 properties and in partnership with the Department of Social Development (DSD), inspected 82 properties⁵¹". "However, the DSD selected only 30 of these, the remainder of which were not selected due to the desolate condition they were in (disrepair, fire damage, and vandalism) and others simply did not meet the DSD's criteria for the intended use".⁵² It therefore appears that this target was achieved and even surpassed by the DPWI.

⁵⁰ DPWI Annual report, 2020/21. Pg 10.

⁵¹ Ibid.

⁵² Ibid.

3.4 Thematic Area 4: Strengthen Accountability and Architecture to Adequately Respond to the Scourge of GBV

The 2020 CGE⁵³ review of the implementation of the ERAP by government and other relevant entities established that none of the six targets covered under thematic area 4 on “strengthening accountability and architecture to adequately respond to the scourge of GBV” had been achieved within the six-month period of ERAP implementation. The six targets are:

1. Establish a multi-sectoral coordination and accountability structure in response to GBVF that will encompass prevention, care, and support by 31 March 2020.
2. Set up of a functional team consisting of IGBVF-SC to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability.
3. Capacity development of the Rapid Response Team (RRT).
4. Establish provincial emergency teams including civil society, police, social development, health, justice, and education personnel to provide rapid and comprehensive responses to all forms of violence against women by 31 March 2020.
5. Establish a multi-sectoral GBVF Fund to civil society and grassroots organisations providing GBV services by 31 March 2020.
6. 100% of legislators trained in drafting of legislation aimed at combating GBVF and promoting gender diversity and equality by 31 March 2020.

An array of government departments and institutions were assigned the responsibility to implement these targets, with the DWYPD appearing across all targets. Other entities were the erstwhile (abolished in 2020) IGBVF-SC, SAPS, DOH, DOJ&CD, DBE, DSD and the National Treasury (NT). Of the six government departments, SAPS, NT and DBE were the only three that provided data to the CGE regarding plans, programmes and activities related to the missed ERAP targets following the official implementation period that ended 31 March 2020. The CGE therefore had to rely on the analysis of official documents and websites of government departments for data. Below is the analysis of data obtained from such sources concerning targets listed under thematic area 4.

⁵³ CGE (2020), Government's Emergency Response Action Plan (ERAP) on Gender-Based Violence and Femicide: Commission for Gender Equality Review of Implementation. Review Report.

Intervention	Indicator	Target	Lead Department
2.4.a. Establishment of a multi-sectoral coordination and accountability structure that will be responsible for a survivor-focused and well-resourced national response to GBVF that encompasses prevention, care, and support	A multi-sectoral coordination and accountability structure established with resources to respond to GBVF encompassing prevention, care, and support	Establish a multi-sectoral coordination and accountability structure in response to GBVF that will encompass prevention, care, and support by 31 March 2020	DWYPD IGBVF-SC

Information obtained through the conduct of this review reveals that important developments have taken place regarding the establishment of the multi-sectoral coordination and accountability structure in response to GBVF. According to the DWYPD, progress on the establishment of the structure was stalled by processes involving the development of relevant legislation that would regulate the mandate and operations of the structure.⁵⁴ On 7 October 2021, the Minister of the Department of Women, Youth and Persons with Disabilities gazetted the National Council for Gender-Based Violence and Femicide Bill that sets the legal framework for the establishment of the National Council on GBVF, which is the identified structure that will coordinate the country's response to the scourge of gender-based violence and femicide. The Bill was undergoing various consultation processes at the time of completing this report, and it remained unclear as to when the Council would finally come into existence. Despite progress achieved under this target, the Council has not yet been established, which means that the target was not met.

Intervention	Indicator	Target	Lead Department
2.4.b. Capacitate the RRTs/Technical Working Groups (TWGs) at national level within the interim structure to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability	Functional Rapid Response Team at national level team consisting of IGBVF-SC	Set up of a functional team consisting of IGBVF-SC to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability	DWYPD IGBVF-SC
	Training conducted for the RRT	Capacity development of the RRT	DWYPD IGBVF-SC

⁵⁴ DWYPD (2021), Minister Speaking Notes: First National Engagement Forum on The National Strategic Plan on Gender-Based Violence (NSP on GBVF) 2020-2030, 30 August 2021.

The CGE in the 2020 review of the implementation of the ERAP had uncovered that the target pertaining to setting up of “a functional team consisting of IGBVF-SC to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability” was not met. Based on this target, a team consisting of role players from the IGBVF-SC was supposed to come together to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability. The IGBVF-SC was abolished in 2020, with all its outstanding programmes and activities⁵⁵ placed under the operations of DWYPD. Official documents of the department, however, do not contain any information supporting the establishment of such a team. Reference was only made to the establishment of provincial emergency teams, which appear on a separate target of the ERAP, implying that the national and provincial teams would fulfil different mandates. Based on this gap in information regarding the establishment of the national emergency team, it can be surmised that the target remained unmet.

The next target refers to the capacity development of the RRT, presumably at national level, given the placement of the target as a national intervention. Since the department could not provide any evidence, including in their official planning and reporting documents, that a national emergency team had come into fruition in the 2020/21 financial year, it seems improbable that any training could have taken place. This target was therefore, once again not met.

Intervention	Indicator	Target	Lead Department
2.4.c. Strengthen and establish provincial emergency teams (including civil society) bringing together police, social development, health, justice, and education personnel to provide rapid and comprehensive responses to all forms of violence against women	Provincial emergency teams established including civil society, police, social development, health, justice, and education personnel to provide rapid and comprehensive responses to all forms of violence against women	Establish provincial emergency teams including civil society, police, social development, health, justice, and education personnel to provide rapid and comprehensive responses to all forms of violence against women by 31 March 2020	DWYPD IGBVF-SC SAPS DOH DOJ&CD DBE DSD

In 2020, the CGE reported that the DWYPD was working on the establishment of a provincial emergency team that would comprise of officials from the SAPS, DSD, DOH, DOJ & CD, DOE, and members of civil society organisations to provide rapid and comprehensive responses to all forms of violence against women in the Eastern Cape, and that there was no clarity regarding progress made by the other eight provinces.⁵⁵ The latest data obtained from the department⁵⁶ reveals that it had completed the process of

⁵⁵ CGE (2020), Government's Emergency Response Action Plan (ERAP) on Gender-Based Violence and Femicide: Commission for Gender Equality Review of Implementation. Review Report.

⁵⁶ DWYPD (2021), Minister Speaking Notes: First National Engagement Forum on The National Strategic Plan on Gender-Based Violence (NSP on GBVF) 2020-2030, 30 August 2021.

establishing and launching GBV rapid response teams in the Nelson Mandela Metropolitan Municipality and Lusikisiki in the Eastern Cape, and that it was still in the process of supporting the establishment of GBV RRTs teams in Alfred Nzo, Mnquma Local Municipality and OR Tambo District Municipality in the same province.⁵⁷ Data relating to the effectiveness of these teams where they exist, as well as progress regarding their establishment in other provinces was not made available, leading to the conclusion that the target was partially met since the department only managed to comply in one province.

Intervention	Indicator	Target	Lead Department
2.4.d. Establish a multisectoral GBVF Fund to civil society and grassroots organisations providing GBV services, that includes the private sector and other donors to provide support to survivors, including persons with disability and the LGBTQIA community	Multi-sectoral GBVF Fund established	Establish a multi-sectoral GBVF Fund to civil society and grassroots organisations providing GBV services by 31 March 2020	DWYPD IGBVF-SC NT

This target on the establishment of a multi-sectoral GBVF Fund to fund civil society and other grassroots organisations providing GBV services was assigned to the DWYPD, NT, and the IGBVF-SC that has been disbanded as mentioned earlier.

The CGE review of the implementation of the ERAP has discovered that a voluntary, private sector-led, funding initiative had been established to support national efforts to deal with GBV. The objectives of this private sector-led funding initiative were broadly similar to those articulated under the ERAP intervention 2.4.d, which called for a multi-sectoral GBVF Response Fund to be created by the DWYPD, the ISC and the NT. This private sector-led initiative was officially launched by President Cyril Ramaphosa on 4 February 2021. Its aim was to support the implementation of the NSP on GBVF, as well as the wider response to GBVF in the country.⁵⁸ While the objectives of this initiative were broadly similar to those articulated under the ERAP intervention referred to above, it is clear that this was not a government initiative as it was initiated by private sector organisations, although government undoubtedly supported it. Even the NT indicated that it had no role to play in the establishment of this initiative, and that no legislative basis exists to enable the Treasury to exercise its financial control functions and oversight responsibilities

⁵⁷ Ibid.

⁵⁸ GBVF Response Fund1 <https://www.gbvfresponsefund1.org/> Date accessed: 14 January 2022.

(i.e. enforcing financial accountability through auditing of expenditures) in line with the Public Finance Management Act (PFMA).⁵⁹

It appears that the ERAP target for establishing a GBV Fund as a public financing facility towards civil society and grassroots organisations providing GBV-related support services, which was assigned to the DWYPD, the ISC and the NT, was never achieved. In other words, such a GBVF Fund was never established, other than the private sector initiative referred to above.

Nonetheless, available evidence shows that the private sector-driven GBVF Fund did close the gap that existed given the failure of the government to establish a government-led GBVF Fund as anticipated in the ERAP-based document. The private sector appears to have disbursed considerable amounts to funds in 2021, the CEO of the fund indicated on 20 August 2021 that a total of R146 917 100 had been pledged, with 75% collected as of 16 August 2021.⁶⁰ The CEO also indicated that, on 13 July 2021, the first call for proposals from grassroots organisations providing services at community level under Pillars 2 and 3 of the NSP (Prevention and Rebuilding Social Cohesion, and Justice, Safety and Protection) was made. By December 2021, ten months after the private sector-led Fund was launched, R69 000 000 had reportedly been disbursed to 110 community-based organisations.⁶¹ As indicated above, given that this was a private sector funding initiative, mechanisms for accounting for the expenditure of these funds do not exist, and the Treasury made it clear that it has not legislative grounds to play a role in exercising its financial oversight functions over the expenditure of these funds. This therefore leave unanswered questions as to how expenditure of these funds are accounted for to ensure that the national goals and objectives of combating GBV are achieved through such a fund.

Some criticisms have been levelled at this private sector-led GBVF Fund by some role players within the sector, particularly regarding the perceived failure of this fund to raise the expected R42 billion funding regarded as the true estimated annual cost of combating GBVF in the country.⁶² Another criticism of the private sector-led GBVF Fund was that it should not be used to provide funding towards government programmes as it was intended to strengthen capacity within civil society organisations. In particular, the fund was criticised for providing funding towards dealing with DNA backlogs within SAPS.

⁵⁹ Response by National Treasury to the CGE, 9 June 2021.

⁶⁰ GBVF Response Fund1.
<https://www.gbvfresponsefund1.org/>
 Date accessed: 17 January 2022.

⁶¹ Gender-Based Violence and Femicide Response Fund to disburse R69m to 110 organisations, Daily Maverick, 10 December 2021 (<https://www.dailymaverick.co.za/article/2021-12-10-gender-based-violence-and-femicide-response-fund-to-disburse-r69m-to-110-organisations/>)

⁶² Red flags raised over GBVF Private Sector Response Fund, IOL, 11 August 2021 (<https://www.iol.co.za/capeargus/news/red-flags-raised-over-gbvf-private-sector-response-fund-2bf56b4c-a924-49d7-b96b-9e22a9b3b108>)
 Date accessed: 17 January 2022).

Intervention	Indicator	Target	Lead Department
2.4.e. Train legislators in the drafting of legislation aimed at combating GBVF and promoting gender diversity and equality	% of legislators trained in drafting of legislation aimed at combating GBVF and promoting gender diversity and equality	100% of legislators trained in drafting of legislation aimed at combating GBVF and promoting gender diversity and equality by 31 March 2020	DWYPD

The target on the ‘training of legislators in the drafting of legislation aimed at combating GBVF and promoting gender diversity and equality’ had not been achieved at the time of completing the 2020 CGE report.⁶³ The DWYPD at the time had indicated that the process was still at the planning stage and that they were working in partnership with UNODC to roll out the training. Based on the department’s 2020/21 annual report, it appears that some form of training had been offered but only to four individuals under a category called ‘legislators, senior officials and managers’ during the 2020/21 financial year.⁶⁴ Details regarding the nature of the training, including the subject matter, as well as the number of legislators who had benefitted from the training, were not provided. Also, the number of individuals who participated in the trainings is insignificant in relation to the target. Therefore, it is implausible that 100% of legislators responsible for GBVF in the country could have been provided with the training as indicated in the report. Therefore, it is clear that the target was not achieved.

3.5 Thematic Area 5: Prioritise Interventions that Facilitate Economic Opportunities for Addressing Women’s Economic Vulnerability

Intervention	Indicator	Target	Lead Department
2.5.a Identify economic opportunities for survivors of GBVF	% of economic opportunities for survivors of GBVF	100% GBV survivors linked to economic opportunities	DWYPD COGTA DEL

The 2020/21 APP of DWYPD included a programme on social transformation and Economic Empowerment. However, there is no evidence that suggests that the department has successfully implemented any of the plans outlined in its Annual Plans and have been successfully achieved. It can be argued though that at the time of writing this report some plans were being implemented as the actual six-month period allocated for implementation of ERAP targets was not feasible. Hence, they were carried over beyond the allocated time frame.

⁶³ CGE (2020), Government’s Emergency Response Action Plan (ERAP) on Gender-Based Violence and Femicide: Commission for Gender Equality Review of Implementation. Review Report.

⁶⁴ DWYPD, 2020/21 Annual Report.

The DEL still holds similar arguments as before stating that the DEL's⁶⁵ legislative mandate entails the development and implementation of policy on the prevention and elimination of violence and harassment, including sexual harassment, in the workplace. Therefore, the target mentioned above remained unmet as far as DEL is concerned in this regard. It can be again argued that this is a pure misalignment of responsibility in relation to the target.

Intervention	Indicator	Target	Lead Department
2.5.b. Setting up workplace structures, strategies and services to respond and prevent sexual harassment and other forms of violence in the workplace	Sexual harassment policy in line with existing codes of good practice, and recent ILO convention on harassment and violence in the workplace	Sexual harassment policies verified through quarterly inspections conducted by DEL	DEL Black Lawyers Association (BLSA) Business Unity South Africa (BUSA) Trade Unions Political Parties
	Workplace strategies in every workplace to have sexual harassment policy in line with the convention	Sexual harassment policies verified through quarterly inspections conducted by DEL	DEL BLA BUSA Trade Unions Political Parties

Based on our previous report findings, the DEL insisted that this target could only be achieved once the final Code of Good Practice on the Prevention and Elimination of Violence and Harassment in the World of Work is published in Q4 of the 2020/2021 financial year. Therefore, this led to the target not being achieved. The aforementioned Code of Good Practice was finally approved and published in Q4 2020, however, there seem to be no action that was taken by the department as per their promise. The 2020/21 APP of the department did not incorporate the implementation of this target or there is nowhere in the document where the department states plans to deal with issues of sexual harassment in the workplace by designing policies which will be verified through quarterly inspections conducted by the DEL. Instead, the department reviewed its own internal sexual harassment policy.

It is of paramount importance to also state that the DEL has previously claimed that its labour inspectors have no legislative powers/jurisdiction over enforcement of unfair discrimination cases, including sexual harassment, because Chapter 2 of the Employment Equity Act, 1998 (EEA) as amended only gives legal powers for the handling of all unfair discrimination cases to the Commission for Conciliation, Mediation and Arbitration (CCMA) and the Labour Court (in line with section 10 read with section 11 of the EEA). It can be argued, therefore, that this target was somehow misaligned given the inability of the DEL to execute some of these responsibilities. As a result, the department has not been able to execute these responsibilities. Therefore, the target was not achieved. Other institutions, such as BLSA made their stand known about

⁶⁵ DEL, Response to request for information from the CGE, 14 July 2020.

sexual harassment in the workplace. Given this information, the CGE cannot state with certainty that BLSA has a sexual harassment policy in place.

Intervention	Indicator	Target	Lead Department
2.5.c Land will be made available for economic opportunities for young women	Number of young women 15 – 34 years benefitting from land reform programmes	2 000 young women beneficiaries by 31 March 2020	DRDLR

The APP of the Department of Rural Development and Land Reform (DRDLR) was one of the documents that were read and analysed by CGE to see whether the department has included this ERAP targets in its 2020/21 financial year plans. The APP made reference to President Cyril Ramaphosa’s 2020 State of the Nation Address. The document mentions that government wished to implement key recommendations of the Presidential Advisory Panel on land reform and agriculture to accelerate land redistribution. The department planned to implement spatial planning and land use management systems to promote social and economic inclusion, equal opportunity and access to government services.⁶⁶ The APP further stated that the department will transform land ownership patterns and access to land, especially for the previously disadvantaged, through allocating land to smallholder producers and providing them with comprehensive support packages.⁶⁷ The new beneficiation policy once signed into law, will prioritise youth, women and people with disabilities and those who have been farming on communal land. The policy includes compulsory training for potential beneficiaries before land allocation.⁶⁸ However, it remains unclear as to whether the target of 2 000 young women beneficiaries to be reached by 31 March 2020 was met or not. Available information does make reference to progress in this regard.

Intervention	Indicator	Target	Lead Department
2.5.d Job opportunities will be created through EPWP non-state sector focusing on women to train a cadre of community care workers that can support community psychosocial support services	100 Job opportunities created through EPWP non-state sector to train a cadre of community care workers that can support community psychosocial support services	100 Job opportunities created through EPWP non-state sector to train a cadre of community care workers that can support community psychosocial support services	DPWI

⁶⁶ Department of Agriculture, Land Reform & Rural Development, 2020/21. Annual Performance Plan. Republic of South Africa.

⁶⁷ Ibid.

⁶⁸ Ibid.

This intervention calls for the Extended Public Works Programme (EPWP) to create 100 job opportunities for community care workers to provide psychosocial support services and appears to incorporate a training component in these job opportunities. The department's Annual Report states that, regarding the contribution to mass public employment, work opportunities were created through its programme on rural bridges and the EPWP, which it coordinates on behalf of the four EPWP sectors.⁶⁹ The Annual Report to further outlined that women, youth, and persons with disabilities benefitted immensely from the EPWP implemented by the department. The report shows the following disaggregated number of beneficiaries:

- Females: 23 380
- Youth: 30 431
- PWD: 323

After a thorough analysis of the department's official documents, viz APP and Annual Report, it can be concluded that the target mentioned above was achieved even though it seems as if it was outside the period stipulated in the ERAP.

Intervention	Indicator	Target	Lead Department
2.5.e Government will drive the 40% procurement target for awarding women state-related tenders which will be supported through capacity development interventions for potential services providers across the tender spectrum	% of procurement target for awarding women state-related tenders	All government departments must ensure 40% procurement target for awarding women state-related tenders by 31 March 2020	NT

When going through the 2020/21 APP of the NT nothing emerged from the document that relates to the above-mentioned target. The department therefore made no commitments towards the drafting or enacting of any piece of legislation that would promote and pave the way for the implementation of the above target. Also, no current policy on procurement allows for this target to be met.

The 2020/21 Annual Report of the NT mentions that the department conducted training sessions on the National Travel Policy Framework, as well as the roll out of a training programme nationally in partnership with the Presidency to capacitate and educate women in business.⁷⁰ Furthermore, stakeholder engagement

⁶⁹ Department of Public Works and Infrastructure Annual Report, 2020/21. Republic of South Africa.

⁷⁰ Department of National Treasury, 2020/21 National Treasury Report Note 8, Republic of South Africa.

and communication campaigns included education for suppliers conducted in four provinces through the medium of radio.⁷¹

The Public Finance division/unit assisted the department in complying with its financial reporting and reviewed and provided feedback to the department on proposed amendment of policies, acts and budget programme structure. It also compiled the GBVF ERAP spending report in support of the presidential initiative to determine allocations and spending towards GBVF-related activities. The unit supported activities of the GBVF inter-ministerial committee task team and provided advice, facilitated consultations, and virements to support the planned operationalisation of the GBVF Council.⁷²

Given the aforementioned, the department has not explained in detail whether it achieved the target of ensuring that all government departments must ensure a 40% procurement target for awarding women state-related tenders by 31 March 2020. Based on the study conducted by the CGE in the same year on women's economic empowerment,⁷³ its findings revealed that government departments could not implement the 40% procurement target as per the President's pronouncement as no policy regulation existed to allow for this to happen. Therefore, it can be stated without any hesitation that this target remains unachieved.

Intervention	Indicator	Target	Lead Department
2.5.f All government departments should implement the Gender-Responsive, Planning, Budgeting, Monitoring, Evaluation and Auditing Framework (GRPBMEAF) in their Strategic and Annual Performance Plans and should also form part of Ministers' Performance Agreements	Number of departments that have incorporated the GRPBMEAF in their Strategic Plans and Annual Performance Plans	100% of the 3 spheres of government (national, provincial and local) implementing the GRPBMEAF by 31 March 31, 2020	DWYPD DPME NT
	Number of Ministers' Performance Agreements that incorporated the implementation of the GRPBMEAF	100% of the 3 spheres of government (national, provincial and local) implementing the GRPBMEAF by 31 March 31, 2020	Presidency DPSA

Target 1 under this intervention calls for all the three spheres of government (i.e. national, provincial and local) to be implementing the government's Gender Responsive Planning, Budgeting Framework by 31st March 2020. The first leg of the study found that this target was not met. At the time when CGE conducted the first study on ERAP, the DWYPD has only published a set of guidelines to guide departments to prepare for implementation of the framework at a later stage.

⁷¹ Ibid.

⁷² Ibid.

⁷³ Department of National Treasury, 2020/21 National Treasury Report Note 8, Republic of South Africa.

In terms of target 2 under this intervention, the 2020/21 Presidency Annual Report states that support has also been provided in the implementation of thematic area 5 of the ERAP, and the NSP on GBVF, to train women-owned businesses in both Limpopo and Eastern Cape Provinces, as a pipeline to achieve government's 40% target in public procurement spent on women. As of 31 March 2021, approximately 1 200 women were trained.⁷⁴ In the light of the above-mentioned, it can be argued that the Presidency did not push for the implementation of this target. Therefore, this target remains unachieved.

4. OVERVIEW OF KEY FINDINGS

This section of the report provides an overview of the CGE's 2021 review of the implementation of the ERAP. The section primarily focuses on progress made or lack thereof on the partially achieved and unachieved targets under the five thematic areas as assessed by the CGE in its 2020 ERAP review report.

The ERAP was an essential short-term response to a complex and long-standing GBVF crisis in South Africa. The findings of the initial ERAP review by the CGE revealed that out of the 80 targets contained in the plan, only 17 were achieved, while 12 were partially achieved and an overwhelming 51 targets were unachieved.⁷⁵ This dismal performance was a result of⁷⁶ (i) the lack of thematic coordination i.e., 'lead departments' not necessarily taking responsibility of targets but simply getting involved in the performance of specific tasks tied to specified targets under specified interventions, (ii) the role of the ISC being mainly strategic and not operational leading to fragmented and uncoordinated activities by the 'lead departments' as well as an overall lack of accountability, (iii) the performance targets under all the interventions tending to place more emphasis on numerical/quantitative outputs or specific time frames or dates by which specified output had to be completed but not necessarily guaranteeing long-term qualitative outcomes as implied in the thematic areas, (iv) many targets seeming to have been conceived on an overly ambitious scale that conflicted with existing government capacity; and lastly (v) the ERAP planning document did not make provision for systematic monitoring and evaluation of progress in the achievement of all the targets stated in the original document.

Given that the ERAP was a six-month emergency response plan (i.e. October 2019- March 2021) by the government to fight GBVF, the findings of the current progress review in respect of the CGE's recommendations suggest that the implementing entities have shifted their focus away from activities related to the ERAP. This is despite the fact that many of these entities had failed to achieve the initial targets as stated in the ERAP base document. Government departments appear to have shifted attention towards the implementation of the NSP on GBVF, as well as other activities related to the fight against the Covid-19 pandemic. In their 2021 Annual Performance Plans and Annual Reports, some of the government

⁷⁴ The Presidency, 2020/21 Annual Report. Republic of South Africa.

⁷⁵ Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide: Commission for Gender Equality Review of Implementation. October 2020.

⁷⁶ Ibid.

departments concerned appear to have made little effort to dedicate resources and planning towards pursuing outstanding ERAP- related targets, particularly those targets that were not achieved previously.

The current progress review of thematic area one revealed three newly achieved targets, one of which was to “reduce GBV-related forensic cases backlog from 16 000 to 5 000 by 31 March”. Thematic area two generated two newly achieved targets, one of them is the target that aimed to “implement campaigns to prevent GBVF through programmes targeting workplaces (public) by November 2019”. A highlight came from thematic area three where the DPWI surpassed the target of “11 Public buildings to be made available for shelters and interim housing arrangements for survivors” by identifying and committing 83 properties to be utilised as shelters for victims of GBV, and in partnership with the DSD, inspected 82 properties and the DSD selecting 30 properties that were suitable. Still under thematic area three the one target that initially fell outside of the ERAP period “establishing five new Thuthuzela Care Centres by March 2021” was reassigned a new deadline for March 2022 due to Covid-19. Thematic area four disappointingly produced no newly achieved targets. Whereas thematic area five produced two achieved targets, one of which was calling for “100 job opportunities created through the EPWP non-state sector to train a cadre of community care workers that can support community psychosocial support services”.

This brings the total number of newly achieved targets to 10, meaning that, overall, achieved targets of the ERAP have increased from 17 to 27 (33.33%), with partially achieved targets standing at 17 (21%) while unachieved targets amount to 37 (45.7%).

With regard to the follow-up assessment of the responses of the 22 departments towards the recommendations contained in the CGE's 2020 ERAP report, the fact that only eight out of the 22 implementing government departments were able to respond by providing information to show progress made, is an indication of low levels of interest and enthusiasm towards implementing the ERAP and meeting its stated official targets. The departments and entities that responded by providing new information regarding progress on outstanding targets are the following: the SAPS, NPA, COGTA, NT, SALGA, DBE, DCS and DPSA.

In its analysis of the newly supplied information on progress regarding outstanding ERAP targets, the CGE categorised the levels of progress into the following analytical categories:

- Category A: Significant progress made in response to CGE.
- Category B: Some progress made but not significant.
- Category C: No significant progress made.

The review of information provided by two departments/entities (i.e. the NT and NPA) showed that some progress was made in relation to the outstanding targets. However, the progress reported appeared insignificant, thus meaning that their progress fell under Category B as indicated above.

The progress made by three departments/entities fell under Category C. These were the DBE, DCS and CoGTA. The information provided by these departments showed that very little progress had been made in relation to the outstanding targets.

The information provided by the DPSA in terms of progress made in responding to the CGE's findings and recommendations fell under Category A, even though the department's responsibilities were long term.

5. CONCLUSIONS

The ERAP initiative was a short-term emergency response by the government as announced by the President in September 2019, to set aside resources gathered from across national government departments to prioritise GBVF as a national crisis that needed an urgent national response. The plan was put in place in response to urgent calls by gender activists and women's organisations in line with the Declaration of the Presidential Summit on Gender-Based Violence held in 2018. These calls followed heightened cases of GBVF at the time, which needed urgent and nationally coordinated responses at the time when the country was still in the process of developing the NSP against GBV, as well as awaiting the establishment of a national, multi-sectoral coordinating structure to implement the NSP.

As indicated, the plan consisted of 81 targets, which were assigned to 22 government departments and other entities. The plan was costed and allocated R1.6 billion, to be raised from different departmental budgets in line the President's public announcement.

The review carried out by the CGE in 2020 revealed that many government departments and entities assigned responsibilities to implement ERAP-related programme activities and projects, with specific interventions and targets to combat gender-based violence, failed to achieve these targets during the six-month period set aside for this purpose. Only a limited number of targets were achieved during the six-month period.

This follow-up review, carried out in the financial year 2021/22 has shown that many of the government departments and entities involved in the implementation of ERAP-related programme activities and projects have somewhat moved on from these efforts, and are no longer pursuing these interventions and targets that are in line with the ERAP. Only a small number of departments and entities pursued and implemented some activities aimed at achieving ERAP-related interventions and targets. Therefore, due to the efforts of a very small number of such departments and entities, a slight increase was achieved in the total number of targets met since the CGE released its 2020 ERAP report which showed widespread failure to meet these targets. In this instance, 10 additional targets have since been met, although this occurred after the ERAP time frame had expired. As a result of these efforts, the overall number of ERAP targets achieved have increased from 17 to 27. The number of partially achieved targets has remained at 17, while the number of unachieved targets has decreased from 51 to 37.

Nevertheless, we conclude that there is, generally, limited enthusiasm among government departments and entities to continue prioritising the implementation of ERAP-related programme activities and targets and allocating resources towards this end. This is understandable, given that the ERAP initiative was a time-limited emergency response plan, which expired on 30 March 2020. It would therefore be difficult to expect a continuation of implementation of ERAP programme activities and targets beyond the time frame allocated for this purpose. The CGE's review of available information, including the widespread lack of cooperation and refusal by government departments to provide details of their ongoing activities to meet outstanding ERAP targets, leads to the conclusion that many government departments and entities have abandoned such efforts, and have moved on to new programmes and new expenditure priorities that are largely unrelated to the ERAP initiative. In other words, we conclude that ERAP-related activities, interventions and targets no longer preoccupy departmental planning priorities and resource-allocation decisions.

6. RECOMMENDATIONS

Given the limited progress in the pursuit of outstanding and unachieved ERAP-related interventions and targets as revealed in this report, we recommend the following courses of action:

- The effective implementation of the NSP is prioritised by government and other stakeholders to deal with GBVF.
- Urgent efforts are put in place to prioritise the establishment of the national, multi-sectoral coordinating structure aimed at implementing the NSP on GBVF in the country.
- Once operational, the multi-sectoral, national coordinating structure develops its operational plan of action, including a clear NSP implementation plan with a clear budget, to tackle the scourge of GBVF in the country. Such an implementation plan for the NSP should identify clear programme priorities, taking into account some of the outstanding ERAP programme interventions and targets that were not achieved.
- Adequate resources, including sufficient funding, are identified urgently and allocated for the operational plans of the multi-sectoral, stakeholder coordinating structure to deal with GBVF.
- A clear monitoring and evaluation system should be put in place to gauge the efficacy of planned programme activities and progress towards meeting stated targets.
- An effective system of oversight should be put in place to ensure the accountability of the national multi-sectoral national coordinating structure not only to Parliament, but also to the stakeholders.
- Finally, the Commissioners of the CGE should convene and lead consultative engagements with the Presidency, the Women's Ministry, the Portfolio Committee on Women, Youth and People with Disabilities the NT and representatives of civil society organisations to agree on what needs to be done, key national priorities and the way forward for combating GBVF in the country.



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