



women

Department:  
Women  
REPUBLIC OF SOUTH AFRICA



## **BEIJING +25**

# **SOUTH AFRICA'S REPORT ON THE PROGRESS MADE ON THE IMPLEMENTATION OF THE BEIJING PLATFORM FOR ACTION 2014-2019**

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## ABBREVIATIONS

ABET	-	Adult Basic Education and Training
AIDS	-	Acquired Immune Deficiency Syndrome
AU	-	African Union
BPA	-	Beijing Platform for Action
CEDAW	-	Convention on Elimination of all Forms of Discrimination against Women
CODESA	-	Convention for a Democratic South Africa
CSE	-	Comprehensive Sexuality Education
CSW	-	Commission on the Status of Women
DoJ&CD	-	Department of Justice and Constitutional Development
DoW	-	Department of Women
DPW	-	Department of Public Works
DSD	-	Department of Social Development
DTI	-	Department of Trade and Industry
EPWP	-	Expanded Public Works Programme
GBV	-	Gender Based Violence
GHS	-	General Household Survey
GII	-	Gender Inequality Index
HCI	-	Human Capital Index
ICT	-	Information and Communication Technology
IEC	-	Independent Electoral Commission
ILO	-	International Labour Organisation
ISRDP	-	Integrated Sustainable Rural Development Programme
LGBTI	-	Lesbian, Gay, Bisexual, Transgender and Intersex
MDG	-	Millennium Development Goals
MIG	-	Municipal Infrastructure Grants
MTSF	-	Medium Term Strategic Framework
NCOP	-	National Council of Provinces
NDP	-	National Development Plan
NGM	-	National Gender Machinery
NGO	-	Non-governmental Organisations
NPA	-	National Prosecuting Agency
NPC	-	National Planning Commission
PMTCT	-	Prevention of Mother to Child Transmission
RDP	-	Reconstruction and Development Programme
SADC	-	Southern Africa Development Community
SALGA	-	South African Local Government Association
SANAC	-	South African National AIDS Council
SASSA	-	South African Social Security Agency
SCA	-	Supreme Court of Appeal
SBC	-	Social and Behaviour Change
SDG	-	Sustainable Development Goals
SIGI	-	Social Institutions and Gender Index
SMME	-	Small, medium and micro-enterprise
SRHR	-	Sexual and Reproductive Health and Rights
STI	-	Sexually Transmitted Infection
TRC	-	Truth and Reconciliation Commission
UIF	-	Unemployment Insurance Fund
UN	-	United Nations
UNDP	-	United Nations Development Programme
UNFPA	-	United Nations Population Fund
UNICEF	-	United Nations Children's Fund
VAT	-	Value Added Tax
VAW	-	Violence Against Women
WEF	-	World Economic Forum
WEGE	-	Women's Empowerment and Gender Equality
WHO	-	World Health Organisation
WNC	-	Women's National Coalition

## INTRODUCTION

In 2020 the global community will mark the twenty-fifth anniversary of the United Nations (UN) Fourth World Conference on Women held in Beijing, China in 1995 as well as the adoption by world leaders of the Beijing Declaration and Platform for Action (1995). It will also assess five years of the adoption of the UN 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs). It is the momentous occasion when the world will review the progress made on its accelerated realisation of women and girls' empowerment and the achievement of gender equality.

2019 also marks twenty five years of democracy in South Africa since 1994 when the country held its first democratic elections following the era of apartheid and colonialism. The timing of the Beijing+25 review coincides with the 25 year review of democracy in South Africa. The Government has undertaken its twenty-five year review process towards emerging with a set of priorities for the country going forward. In 2012 South Africa adopted its National Development Plan: Vision 2030 which serves as a blueprint for development in the country towards 2030. The country has also embarked on national elections in May 2019 and the 6<sup>th</sup> Administration of Government has just come into place. It is an extremely exciting moment in the country where a strong mandate has been given to the incoming 6<sup>th</sup> administration by the general electorate, responding to the call by the President of the Republic of South Africa, Mr Cyril Ramaphosa to his "Thuma Mina" (Send Me) rallying call, adding the tag line "Khawuleza" meaning "move faster".

It was during the election campaigning that the people of South Africa iterated very clearly to the ruling party their impatience for speedy implementation of the ruling party's manifesto as well as the country's plans, programmes and strategies – "a coherent and bold people's plan for a better life for all, addressing the persistent realities of unemployment, poverty and inequality... The campaign illustrated that the [country's] top 10 priorities are jobs, housing, water, roads, electricity, sanitation, crime, corruption, education and land."<sup>1</sup>

The overview of the twenty-five year review indicated that South Africa was able to construct a new society based on a Constitution that guarantees political, social, economic and environmental rights. The commitment to a non-sexist society was written into the Constitution and the country has made advances in women's political, social and economic spheres as well as in attaining human rights and dignity, in particular women's rights and women's representation in parliament, government, the public service, and in the private sector.

## BACKGROUND

Following the adoption of the Beijing Declaration and its Platform for Action in 1995, the UN Commission on the Status of Women (CSW) have reviewed the progress made by Member States in implementing the Platform for Action on a five yearly basis. The initial review, called Beijing+5 occurred in 2000, followed by the Beijing+10 review in 2005 and the Beijing+15 review in 2010.

In 2015, the global entity of UN member states gathered together during the fifty-ninth session of the Commission on the Status of Women to review the 20<sup>th</sup> anniversary of the Beijing Declaration and Platform for Action. The main focus of the session was an assessment of the progress made on implementation of the Platform for Action, including current challenges that affect its implementation and the achievement of gender equality and the empowerment of women and girls. The session also addressed opportunities for achieving gender equality and the empowerment of women in the post-2015

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<sup>1</sup> African National Congress; June 2019: BULLETIN: NEC Lekgotla: Report and Outcomes of the NEC Lekgotla held on 1-3 June 2019<sup>A</sup> Five-Year Programme to Translate our Contract with the People of South Africa, Johannesburg

development agenda. The session concluded with the adoption of a Political Declaration by Member States which highlighted a number of implementation strategies for the full, effective and accelerated implementation of the Beijing Platform for Action.

The Beijing+25 review is therefore an assessment of the **accelerated realisation** of the Platform for Action. The process is coordinated by UN Women who had issued a Guidance Note on how the review was expected to be conducted at national levels. These included: (i) all national reviews should speak to the progress made in attempting to accelerate implementation; (ii) such a review be comprehensive and involve all stakeholders at the national level; (iii) be championed by the leadership of the Head of State/Government; (iv) mobilise all levels of government, civil society organisations, the private sector and business, legislature/parliament, local government, academia, researchers, media and other relevant stakeholders; (v) include both men and women of all ages, including around a renewed dialogue for change, and actions to prevent and eliminate all forms of discrimination and violence against all women and girls. It is also envisaged that the 25<sup>th</sup> anniversary of the Platform for Action will be used as an occasion to bring together a younger generation of gender equality advocates and those who remain on the side lines into the centre of a whole-of-government, whole-of-society approach.

This joining of forces between government and civil society is deemed to provide the capacity required to overcome and eradicate the root causes of gender inequality and chart a new path forward for genuine, substantive equality, with equal rights and equal opportunities for women and girls. Furthermore, it is envisaged that this review provides the opportunity to strengthen gender-responsive action and implementation of other global commitments such as those under the Security Council resolution 1325 (2000) and subsequent resolutions on women, peace and security; the Addis Ababa Action Agenda of the Third International Conference on Financing for Development (2015); the Paris agreement on climate change (2015), among others.

This national review report is an assessment of South Africa's progress in implementing the Beijing Platform for Action for the period 2014 to 2019 in response to the issues raised in the Guidance Note provided by UN Women. It is therefore structured as follows:

### **PART 1: Comprehensive National Level Review**

- This section covers the process undertaken in the country, the institutional mechanism for the review, multi-stakeholder participation and preparation of the national report.

### **PART II: National Report on Beijing +25**

- **Chapter 1: Priorities, achievements, challenges and gaps** - with a focus on the period 2014-2019, and emerging priorities for the future (short, medium and long term)
- **Chapter 2: Progress across the 12 Critical Areas of Concern:** Detailed analysis of measures taken to advance women's empowerment and gender equality across the 12 critical areas of the Platform for Action with a focus on the period 2014-2019. This chapter covers the following:
  - **Section 1: Inclusive Development, Shared Prosperity and Decent Work** – the section focuses on Critical Areas: A - Women and Poverty; F – Women and the economy; I – Human Rights of Women; and L- the girl child

- **Section ii: Poverty Eradication, Social Protection and Social Services** – the section focuses on Critical Areas: A – Women and Poverty; B – Education and Training for Women; C – Women and Health; I – Human Rights of Women and L – The Girl Child
- **Section iii: Freedom from Violence, Stigma and Stereotypes** – the section focuses on Critical Areas: D – Violence against Women; I – Human Rights of Women; J – Women and the Media; and L – The Girl Child
- **Section iv: Participation, Accountability and Gender-Responsive Institutions** – the section focuses on Critical Areas: G – Women in Power and Decision-Making; H – Institutional Mechanisms for the Advancement of Women; I – Human Rights of Women; J – Women and the Media and L – The Girl Child
- **Section v: Peace and Inclusive Societies** – the section focuses on Critical Areas: E – Women and Armed Conflict; I – Human Rights of Women and L – The Girl Child
- **Section vi: Environmental Conservation, Protection and Rehabilitation** – this section focuses on Critical Areas: I – Human Rights of Women; K – Women and the Environment and L – The Girl Child
- **Chapter 3:** National processes and mechanisms, linked to the implementation and monitoring of the Beijing Declaration and Platform for Action; SDG 5 on women’s empowerment and gender equality and the other SDGs as related.
- **Chapter 4:** Highlights the progress on the availability of data disaggregated by sex and gender statistics

**PART 1**  
**COMPREHENSIVE NATIONAL LEVEL REVIEW**

A focus on women's empowerment and gender equality as a key thematic area in the 25 year review of democracy in the country provided an opportune moment to reflect on the journey made through the implementation of the Beijing Platform for Action since its adoption in September 1995, but more specifically over the past five years (2014-2019). Using evidence gathered from disaggregation of data and statistics to measure the achievements made; depictions of trends where possible; and witnessing the changes in the lived experiences and realities of women and girls today has enabled a comprehensive assessment of the progress made on advancing the lives of women and girls in the country.

The process of preparing the national Beijing+25 report is very much aligned to the processes undertaken in developing the twenty-five review report on women's empowerment and gender equality. However this assessment is a reflection of the journey of developments and progress made towards gender equality specifically for the period under review (2014-2019).

The process of assessing our progress was initiated through the establishment of an Interdepartmental Task Team coordinated by the Department of Planning, Monitoring and Evaluation in the Presidency in 2018. Each sector was required to undertake a review of the progress made, assessing the extent of implementation of legislation, policies, strategies and programmes in line with the National Development Plan: Vision 2030; the Medium Term Strategic Framework 2014-2019; and the Constitution of the country.

The former Department of Women was part of this Interdepartmental Task Team. Data and statistics were gathered and trends determined. A gendered analysis of the findings was undertaken and an evidence-based, data-driven report was developed.

Consultations of the evidence, findings and reports were extensive and included the following:

- Consultation through Government's Director-General (DG) Clusters especially the Governance and Administration DG Cluster and technical Working Group; the Social Protection, Community and Human Development DG Cluster and Technical Working Group; and Economic, Social and Infrastructure DG Cluster.
- Presentation and consultation through the 2-day Interdepartmental Consultation Workshops established by the Department of Planning, Monitoring and Evaluation in October 2018 and in March 2019. These platforms included government representatives, the business and private sectors; trade unions; NGOs; Faith Based organisations; community organisations; Chapter 9 institutions and civil society structures. Young people and the LGBTQI+ sectors were part of the consultation.
- The Department of Women consulted on the report during the National Gender Machinery meeting held in January 2019.
- The report has been presented and consulted on at an International Reporting Training Workshop organised by the UNHCHR held in March 2019 in the University of South Africa (UNISA). At this meeting, the Chairperson of the CEDAW Committee was also present.
- The report thus includes wherever possible the voices of women obtained through the extensive process of National Dialogues undertaken by the Department of Women from 2017-2019 across municipality and district levels in all the provinces. The dialogues focused on community level participation and included local and traditional and religious leadership, faith based organisations, local business organisations, women's groups and organisations and community based organisations. Women, men, young women, girls, young men and boys participated in the dialogues, including HIV+ groups; members of the LGBTQIA+ sectors; rural women's groups, etc.
- The former Minister in the Presidency responsible for Women also launched the Gender Based Violence Hearings in April 2019, where the voices of women were captured and the issues they have raised are reflected in the report.



- The Beijing+25 report has been consulted and therefore validated at a National Consultation Meeting held on 29 June 2019 in which representatives from government, across the provinces and local government, women’s organisations, NGOs, the men’s sector; young women’s sector; the LGBTQIA+ sector; community based organisations; academics; researchers; and civil society organisations participated. Their inputs have been captured into the final B+25 Report that is submitted to the UN. Participants affirmed the B+25 report, and indicated they were happy with the data and statistics in the report as it speaks to the realities on the ground as well as the lived realities and experiences of women and girls at the community level. They also indicated the country has done well in advancing a strong legislative framework that provides for women’s rights and empowerment – however the implementation has been poor and therefore women do not feel the positive impact of them on their lives. The UN high level Representatives present at this meeting also indicated their satisfaction with the South African Report particularly in the manner in which it utilised data to indicate progress made and highlight the gaps and challenges persisting.

In December 2018 the President of the Republic of South Africa approved the establishment of a Presidential Review Committee on Women’s Emancipation and Gender Equality to be championed by the Minister in the Presidency Responsible for Women, and following the appointment of the new Cabinet in May 2019, by the Minister in the Presidency for Women, Youth and Persons with Disabilities. The Presidential Review Committee held its inaugural meeting on 24 January 2019 where the initial draft report was presented and consulted on. A second draft was again presented to the Committee in April 2019.

The President of South Africa hosted a National Summit on Gender Based Violence and Femicide in November 2018 following the undertaking by the President when he addressed the women’s organisations and women victims / survivors who marched as the #TotalShutdown in August 2018. Women’s voices were clearly heard by the President at the National Summit which emerged with a Declaration which has since been signed between women’s organisations and the President in March 2019. The issues that were raised at the Summit and captured in the Declaration are also reflected upon within this review report.

**PRESIDENTIAL SUMMIT AGAINST GENDER-BASED VIOLENCE AND FEMICIDE  
02 NOVEMBER 2018**

Declaration

**PREAMBLE**

**WE**, the one thousand two hundred delegates of the South African Presidential Summit against Gender-based Violence and Femicide (GBV), held on 1 and 2 November 2018 in Pretoria, representing – (a) survivors of gender-based violence; (b) the government of South Africa; and (c) South African society at large, and coming from all walks of life, without any distinction in terms of race, colour, age, sex, gender identity, sexual orientation, disability, marital status, HIV status, language, ethnic or social origin, geographical location, political or other opinion, religion, conscience, belief, culture, birth, and nationality; **ACKNOWLEDGING** that the epidemic of gender-based violence and femicide in South Africa is a national crisis;

**AND RECOGNISING** those who have survived gender-based violence as well as those who sadly paid the final sacrifice as a result of gender-based violence and have become a statistic of femicide;

**AND ACKNOWLEDGING** that the Presidential Summit against Gender-based Violence and Femicide is primarily an outcome of the mobilization efforts by women living in South Africa who, on 1 August 2018, marched in all nine provinces to express the indignation against the increasing levels of gender-based violence and femicide in the country, and the ineffective justice system over the past years;

**AND FURTHER RECOGNISING** that on the same day, under the umbrella of #TheTotalShutdown Movement, some women also marched to the Union Buildings in Pretoria where they handed a Memorandum of Demands to the President of the Republic of South Africa requiring inter alia that a national gender summit be hosted in the country;

**AND THAT THEREFORE** this Presidential Summit against Gender-based Violence and Femicide is the President's response to this demand, and is henceforth considered as a historical turning point since it has provided an opportunity for government, civil society and social movements to work together constructively with a common goal of eradicating gender-based violence and femicide in South Africa.

**WE ARE DEEPLY CONCERNED that-**

(1) The extent of gender-based violence and femicide in South Africa has reached crisis proportions; (2) The rate of femicide in South Africa is reported to be amongst the highest globally; (3) Gender-based violence, without excluding other related crimes like hate crimes and femicide, is an affront to our shared humanity as South Africans, a violation of the Constitution of the Republic of South Africa and an obstruction to sustainable human development; (4) The realisation of a prosperous and vibrant democracy is deeply compromised by violence directed at women and gender non-conforming persons who constitute more than half the country's population; (5) Gender-based violence impacts profoundly on the lives and well-being of survivors, families, communities and the broader society, and it potentially reproduces itself across generations; (6) Women and gender non-conforming persons are not homogenous groups and are subject to intersectional vulnerabilities exacerbating the inequalities, discrimination and oppression.

**AND WHILE RECOGNISING that:**

(1) The Constitution of the Republic of South Africa sets the overarching framework for effectively protecting human rights of all persons, including women and gender non-conforming persons;

(2) A range of laws, policies, programmes and interventions are in place across all sectors to address gender-based violence and femicide, and the needs of all who are affected.

(3) Notwithstanding all interventions, prevention remains the key element in turning the tide against gender-based violence and femicide, which in South Africa has not received the necessary investment in order to make a positive and meaningful impact;

(4) The implementation of the existing legal framework and its accompanying actions is not fully effective since survivors continue to experience high levels of secondary victimization and inadequate responses from the criminal justice system;

(5) The psycho-social and related needs of survivors are not adequately addressed, with civil society organizations often bearing the brunt of providing care and response services in order to close service gaps in the justice system;

(6) The existing inequitable and inconsistent resourcing approach to Thuthuzela Care Centres, sexual offences courts, shelters, Khuseleka One Stop Centres and other related facilities across South Africa, render these facilities inadequate in order to meet the needs of all sectors, particularly persons with disabilities and Lesbian, Gay, Bisexual, Transgender, Queer, Intersex and Asexual (LGBTQIA +) persons;

(7) Harmful gender-based stereotypes in media reporting of women's objectification, men's entitlement and normative gender roles contribute to fuelling the levels of gender-based violence and femicide; (8) There is poor accountability across all sectors providing services to survivors of gender-based violence, particularly in the allocation and use of resources in order to address the breadth and depth of the crisis.

**THEREFORE, WE REAFFIRM** our commitment to a united, comprehensive and effective prevention and response to gender-based violence and femicide in South Africa;

**AND SUPPORT** the call by the President of the Republic of South Africa:

(1) To all South Africans to prevent and respond to gender-based violence and femicide,

(2) For the establishment of a multi-sectoral coordinating body in order to lead and give oversight in all country interventions against gender-based violence and femicide;

(3) For the allocation of necessary and adequate resources in order to eradicate gender-based violence and femicide, and also to resource the development and the implementation of a national strategy against gender based violence and femicide;

**AND COMMEND** the pledge made by the President of the Republic of South Africa for committing to –

(a) making financial resources available necessary to address gender based violence and femicide;

(b) listening to the women of South Africa; and

(c) responding with the urgency required.

**THEREFORE, WE RESOLVE** to work collaboratively in the total eradication of gender-based violence and femicide;

**DECLARATION**

**WE DECLARE THAT ARTICLE 1**

Political, government, business and community leadership take responsibility and support the cause of eradicating gender-based violence and femicide.

**ARTICLE 2**

Political, government, business and community leadership, and families be held accountable for actions and omissions that are contrary to the achievement of a South Africa that is free from gender-based violence and femicide, as determined in a national Code of Conduct or similar measure which will be developed by the multi-sectoral coordinating body, without excluding the existing related measures.

**ARTICLE 3**

An Interim Gender-based Violence and Femicide Committee be established immediately with resources allocated in terms of the Public Finance Management Act, 1999 (Act No. 1 of 1999) with the aim to - (a) establish a permanent national multi-sectoral coordinating body, and (b) implement actions listed in this Declaration, as agreed on by the said Interim Committee.

#### **ARTICLE 4**

The national multi-sectoral coordinating body - (a) be championed by the President of the Republic of South Africa; (b) be established within six months of the date on which this Summit Declaration is signed by the signatories below; (c) be allocated adequate resources for its optimal functioning in accordance with the Public Finance Management Act, 1999 (Act No. 1 of 1999); (d) be governed by a statutory framework to ensure its effective functioning; (e) be inclusive in its representation, with at least 51% of its members coming from civil society; (f) comply with the principles of fairness and justice when exercising voting powers; (g) is transparent in the appointment of any person to its membership; (h) develops a National Strategy with Action Plan for gender-based violence and femicide not later than six months after its establishment, which must - (i) be adequately costed and resourced in terms of the Public Finance Management Act, 1999 (Act No. 1 of 1999); (ii) set out indicators to be complied with by all stakeholders, including civil society stakeholders; and (iii) be monitored and evaluated on a regular basis by the national multi-sectoral coordinating body.

#### **ARTICLE 5**

The existing laws and policies applicable to gender-based violence and femicide are to be reviewed to ensure that they are more victim-centred and responsive, and that the identified legislative gaps are addressed without delay.

#### **ARTICLE 6**

The development of a regulatory framework for the functioning of religious, cultural and spiritual institutions be considered in order to curb gender-based violence and femicide perpetrated under the guise of religion and culture.

#### **ARTICLE 7**

The finalisation of outstanding legislative measures and policies that relate to gender-based violence and femicide, as well as the protection of the rights of women and gender non-conforming persons, be fast-tracked, in particular the Prevention and Combating of Hate Crimes and Hate Speech Bill, the Victim- Support Services Bill, and the policy relating to the decriminalisation of sex work.

#### **ARTICLE 8**

All laws and policies, programmes and interventions contemplated above, be adequately planned, costed and resourced, in line within the gender-responsive planning, budgeting and monitoring evaluation framework across government.

#### **ARTICLE 9**

A comprehensive costing and resourcing, in terms of the Public Finance Management Act, 1999 (Act No. 1 of 1999), for the effective functioning and management of the facilities that render support services to survivors of gender based violence be conducted, which include the Thuthuzela Care Centres, designated public health establishments, sexual offences courts, family courts, shelters and Khuseleka Centres, so that they are able to address the needs of all survivors of gender-based violence, including persons with disabilities and the LGBTQIA+ persons.

#### **ARTICLE 10**

Existing national gender machinery and similar mechanisms are maintained, resourced, strengthened and re-invigorated.

#### **ARTICLE 11**

Existing information and research databases are strengthened in order to develop effective and coordinated evidence-based policies and programming that are inclusive of persons with disabilities and the LGBTQIA+ persons.

#### **ARTICLE 12**

Support services to survivors of gender-based violence are improved with the view to ensuring- (a) on going capacity-building, (b) regular provision of compulsory trauma debriefing programmes, (c) specialization, and (d) strengthened coordination informed by legislation, policies, protocols, norms and standards on gender based violence and femicide.

#### **ARTICLE 13**

All services offered to survivors of gender-based violence are free from secondary victimisation.

#### **ARTICLE 14**

In view of the link that exists between gender-based violence, substance abuse and HIV infections, the interventions that address these social ills be evaluated, resourced and strengthened in order to meet the competing demands of this crisis. **ARTICLE 15**

The integration of systems for the optimal management of data throughout the justice system be finalised without further delay, which must include the collection of disaggregated data relating to survivors and offenders, from the point of entry into the justice system to the exit, with unique identifier functionality.

#### **ARTICLE 16**

All communicators and institutions of communication develop, adopt and execute ethical guidelines or frameworks for reporting gender-based violence and femicide incidents in order to promote fairness, respect for dignity and privacy and also introduce compulsory social context training for the media and communication sectors.

#### **ARTICLE 17**

The existing education and training system be evaluated with a view to strengthening prevention initiatives in respect of, and responses to, gender based violence and femicide at all levels of the said system.

**ARTICLE 18**

New social behaviour change programmes are introduced in communities or that such existing programmes are strengthened in order- (a) to address patriarchal values and norms and structural drivers of gender-based violence and femicide, (b) to target all people living in South Africa, including all persons strategically placed to influence attitudes, behaviours and practices, and (c) to be supported by an effective and resourced communication strategy in accordance with the Public Finance Management Act, 1999 (Act No. 1 of 1999).

**ARTICLE 19**

Economic development for women that takes into account gender non-conforming and other marginalized groups is promoted.

**AND HAVING REGARD** to the adoption of the Summit Declaration by the delegates on 2 November 2018;

**AND HAVING AGREED THAT** this Declaration is the embodiment of priority actions setting a roadmap to a South Africa free from gender-based violence and femicide, as envisioned by the National Development Plan, 2030;

**AND HAVING ACKNOWLEDGED THAT** this Declaration is an affirmation of firm intent;

**AND HAVING FURTHER ACKNOWLEDGED THAT** the interpretation of this Declaration shall be in accordance with the ordinary grammatical meaning and within the context of the Constitution and the laws of South Africa;

**NOW IT IS THEREFORE PROCLAIMED THAT** this **PRESIDENTIAL SUMMIT DECLARATION AGAINST GENDER-BASED VIOLENCE AND FEMICIDE** is hereby assented to and signed by the following signatories: **On behalf of the government of South Africa:**

\_\_\_\_\_


**His Excellency President Matamela Cyril Ramaphosa**

President of the Republic of South Africa

Date: \_\_\_\_\_

**PART II**  
**NATIONAL REPORT ON BEIJING +25**

**CHAPTER 1**  
**PRIORITIES, ACHIEVEMENTS, CHALLENGES AND GAPS**



This section provides a macro analysis of priorities, achievements, challenges and setbacks, with a focus on the past five years, from 2014 to 2019, as well new and emerging priorities for the future. Over the first 20 years of the democratic transition in South Africa (1994-2014), the foundations were laid for a non-racial and non-sexist society based on fundamental human rights, equality and unity in diversity. In 2014, the Government's Twenty Year Review Report<sup>2</sup> stated that at the end of the fourth administration (2009-2014), South Africa was a better place in which to live than it was in 1994, where political and social rights of people were protected, and the lives of millions of people have been improved through new laws, better public services, expansion of economic opportunities and improved living conditions. Despite this, the challenges that faced the country in 2014 were still immense: poverty, inequality, unemployment, and violence against women and girls continued to impact negatively on the lives of millions - especially Black African women, and in particular those living in rural areas and in informal settlements.

It is against this background that bold and decisive steps had to be taken on a qualitatively different path that sought to eliminate poverty, create jobs and sustain livelihoods, and substantially reduce inequality. Thus Government emerged with a Medium Term Strategic Framework, which was a strategic plan for the 2014-2019 electoral period, with a renewed commitment to fully implement the National Development Plan: Vision 2030 adopted in September 2012. The country considered it important that during the 2014-2019 period there must be focused attention on the creation of a competitive economy, decent work opportunities for all, key social development initiatives such as social security, retirement reform, food security for all, land and agricultural reform, national health insurance, improvements in basic education, expansion of technical and vocational education, and reducing violent crimes against society.

Thus the 2014-2019 electoral mandate focused on the following priorities:

- Radical economic transformation, rapid economic growth and job creation
- Rural development, land and agrarian reform and food security
- Ensuring access to adequate human settlements and quality basic services
- Improving the quality of and expanding access to education and training
- Ensuring quality health care and social security for all citizens
- Fighting crime and corruption
- Contributing to a better Africa and a better world
- Social cohesion and nation building

In its focus on these priorities, Government elaborated them into fourteen key outcomes and associated activities and targets, as follows:

- Outcome 1: Quality Basic Education
- Outcome 2: A Long and Healthy Life for All South Africans
- Outcome 3: All People in South Africa Are and Feel Safe
- Outcome 4: Decent Employment Through Inclusive Growth
- Outcome 5: A Skilled and Capable Workforce to Support an Inclusive Growth Path
- Outcome 6: An Efficient, Competitive and Responsive Economic Infrastructure Network
- Outcome 7: Vibrant, Equitable, Sustainable Rural Communities Contributing Towards Food Security for All
- Outcome 8: Sustainable Human Settlements and Improved Quality of Household Life
- Outcome 9: Responsive, Accountable, Effective and Efficient Local Government

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<sup>2</sup> Republic of South Africa, The Presidency; 2014; Medium-Term Strategic Framework (MTSF), Pretoria

- Outcome 10: Protect and Enhance Our Environmental Assets and Natural Resources
- Outcome 11: Create a Better South Africa and Contribute to a Better Africa and a Better World
- Outcome 12: An Efficient, Effective and Development-oriented Public Service
- Outcome 13: A Comprehensive, Responsive and Sustainable Social Protection System
- Outcome 14: A Diverse, Socially Cohesive Society with a Common National Identity

Top five priorities for accelerating progress for women and girls in the country over the past five years through laws, policies and or programmes included job creation and sustainable growth; improving access to education for girls especially in the STEM field; addressing women's health in particular maternal mortality, the high levels of HIV and AIDS in young women, addressing violence against women and gender based violence in particular issues of rape and sexual offences, femicide and intimate partner violence, killings and rape of lesbian and gay women and addressing trafficking in women and girls; economic empowerment of women in particular women owned businesses, SMMEs, women cooperatives, women vendors, hawkers and village and township enterprises; development of rural women; among others.

In this regard the country focused on ensuring equality and non-discrimination under the law and access to justice for women; poverty reduction, agricultural productivity and food security for women; right to work and rights at work (e.g. gender pay gap, occupational segregation, career progression) and women's entrepreneurship and women's enterprises.

However South Africa also focused on other issues such as:

- Political participation and representation
- Unpaid care and domestic work / work-family conciliation (e.g. paid maternity or parental leave, care services)
- Gender-responsive social protection (e.g. universal health coverage, cash transfers, pensions)
- Basic services and infrastructure (water, sanitation, energy, transport etc.)
- Strengthening women's participation in ensuring environmental sustainability
- Gender-responsive budgeting
- Digital and financial inclusion for women
- Gender-responsive disaster risk reduction and resilience building
- Changing negative social norms and gender stereotypes

The country has made enormous political, social and economic strides. There is, however, concern that the institutionalisation of the transformation agenda for women may have slowed down. Central to this concern are the continuing challenges and multiplicity of oppressions faced by South African women informed by their differently constructed subjective positions in relation to the political, economic, and social power structures. Although the agenda for gender equality and women's empowerment in South Africa is advanced in comparison with many other countries, efforts to achieve gender equality and women's empowerment through legislative and policy interventions have yet to substantially transform society and the economy.

## **Overview of Progress Made: 2014-2019**

### **Institutional Arrangements for Women's Empowerment and Gender Equality**

The democratic government has accomplished substantial success in the structural establishment of institutional mechanisms for advancing women's empowerment across all state functions, and in inserting gender equality principles into legislation. The founding provisions and the Bill of Rights enshrined in the Constitution enabled the establishment of institutional arrangements for the advancement of women's rights, empowerment and gender equality at the highest levels of government such as the Office on the Status of Women in 1997, which has since evolved into a dedicated Ministry for Women located in the Presidency. The Commission for Gender Equality was also established, and the National Gender Machinery became part of the processes undertaken by government to create an enabling environment for gender transformation.

### **Women, democracy and governance**

Since 1994 Government has striven to transform the state sector and to ensure that mechanisms were in place to prioritise the progress of women in all sectors of public life. The promotion of women at all levels of the public service was prioritised. It is evident from all available data that women have made significant progress in all areas of the civil service - from the number of women serving as Members of Parliament and Legislatures; holding mayoral positions and serving on local councils; women serving in leadership positions in the Executive or Cabinet level; in senior positions in the judiciary, the military, diplomatic corps and in government. Progress has been much slower in the private sector where gendered norms and practices continue to prevail and corporate responses to the imperative of gender equality have been tardy and resisted. Women are poorly represented on company boards and senior management positions, including on companies listed on the Johannesburg Stock Exchange (JSE).

South Africa has made major gains in the areas of democracy, representation and governance towards achieving gender equality and women's empowerment. South African women have a long struggle history against patriarchy, suppression, discrimination, subjugation and women's suffrage, and many gains have been achieved through a strong, robust and vibrant women's movement. The Constitution provides an enabling framework that has guided the introduction of policies and laws to enforce transformation, non-discrimination; non-sexism and equality for women and their equal representation and full participation in national government structures, decision-making and leadership positions.

To achieve gender-parity within the public and private sector clear targets have been put in place in key areas of political and governance levels to promote the advancement, representation and full participation of women in power structures and key decision-making levels. In line with its commitment to the SADC Declaration on Gender and Development South Africa attained its minimum 30% representation of women at the political level during the second national elections in 1999. The 30% target was also achieved for representation of women at the SMS level in the public service by March 2005. Following this Cabinet adopted the 50/50 principle for women in the SMS level in the Public Service and called for the same principle to be adopted at all political, leadership and decision-making levels in the country, including in the private sector.

The democratic government has accomplished substantial success in advancing women's representation and gender equality across the state machinery, and in inserting gender equality principles and women's rights into a wide range of laws and policies. The rights of women workers are protected through progressive labour laws introduced by government. Women's economic and social empowerment is promoted through legislation and related policies, charters and quotas.

Substantial gains in other areas have been made as well. There has been a steady increase in the number of women elected as Speakers, Ministers, Deputy Ministers, Premiers, MECs, MPs, MPLs, Mayors, Councillors, Chairpersons of Portfolio Committees, the NCOP, and Chapter 9 institutions. There is tremendous progress in the representation of women ministers in cabinet reaching 50% in June 2019.



Following the 6<sup>th</sup> democratic elections, President Ramaphosa has appointed 14 female and 14 male ministers – resulting in a 50/50 gender parity among ministers in Cabinet for the very first time.

The trend is similar for the representation of women as deputy ministers, increasing to 42.85% in April 2019. In 2009, five out of the nine (i.e. 55%) premiers were women. Unfortunately this success in women premiers was not sustained in subsequent elections. South Africa ranked 2nd place out of the G20 members, with 42% of seats in parliament taken up by women following the 2014 elections. After the 2019 national elections, there is now a 47.1% representation of women MPs in the National Assembly.

Following the first local government elections in 1995, there was 19% women overall in this sphere of governance. This figure has increased to 41% women overall following the 2016 local government elections. In 2010 women overall comprised approximately 32.7% of executive mayoral and mayoral positions, increasing to 41.6% overall by 2017. Following the 2016 Local Government Elections, overall in the country there is a 39% representation of women as municipal mayors.

There has been a substantial increase in the percentage of women judges over the 25 years from one female judge in 1994 (who was white) to a demographically diverse representation of 35.5% in 2018. There are approximately 44% women magistrates in South Africa, with most of them located as Regional Court Presidents (i.e. over 50%). At the highest level of the Judiciary which is the Chief Justice level, South Africa has never had a female Chief Justice to date. This remains a challenge for women to break through at this level.

Important strides have been made in increasing the number of women in senior management positions in the public service, including as Directors-General and Heads of Departments in national and provincial departments. Women have broken down the barriers of entry in sectors such as the military, police force, navy and air force. The gap between men and women in the Public Sector is widening towards 2018, skewed in the favour of women, with women making up more than 50% of all public servants. Although more women are joining the Public Service, they are predominantly at the lower ranks of the public service.

Diplomatic appointments of women in South Africa have increased steadily and by December 2018, women hold 41 (or 33.88%) such diplomatic positions. Although there is progress noted, there is only a 7.88 percentage point increase over the last ten year period. There is a 41.3% representation of women in senior management in the public service as at December 2018 with an average annual increase of approximately 1 percentage point. This trend remains a matter of concern for the future.

Albeit inadequate, we have made some inroads in increasing the number of women in management and decision-making positions in the private sector and state-owned enterprises, especially with respect to professional women, women CEOs, women directors and women managers. In 2018, women only comprise 21.2% of the top management level. The gap between women and men is very wide. The concern remains that of the lack of increase of professionally qualified women into the private sector, yet women outnumber men in terms of the number of graduates emerging from tertiary institutions. It is evident that graduate women are finding it difficult to obtain employment within the private sector. According to the 2017 Business Women's Association of South Africa Leadership Census, only 20.7% of directors and 29.4% of executive managers are women. At the top leadership level of organisations, women account for only 11.8% of CEOs or chairpersons.

Women's equitable representation and participation in political, leadership, decision-making and governance positions continues to be a matter of concern in the country. We are still to achieve gender parity (50/50) across all sectors and all levels. While there are significant gains made at the political and leadership levels, there is a tendency of back-sliding on some of the gains. The progress towards gender parity is slowest at the corporate level in South Africa, especially on the representation of women in senior

positions such as Chairpersons of Boards and in management positions. There is a wide gap in ownership, control and management between men and women, particularly in the business sector. The gender wage gap between men and women continues to remain wide, especially in the private sector and corporate world. The inadequate training and skills development and the lack of a leadership pipeline for women into positions of decision making continues to remain a barrier for achieving gender equality.

There is also inadequate gender-responsive planning, policy, research, budgeting, monitoring, evaluation and auditing across all sectors in the country and budgets, targets, and indicators therefore are not aligned towards gender-responsive outcomes. In addition, there is poor or inadequate mainstreaming of gender across all sectors, and at all levels in society, resulting in the lack of reflection of gender-specific outputs and/or results. Research findings indicate that there is a general lack of know-how in the country to undertake gender mainstreaming as well as gender responsive budgeting and planning. Furthermore the current government-wide monitoring and evaluation system(s) lacks gender-responsiveness resulting in limited generation of gender and sex-disaggregated data readily available to inform policy, planning and decision-making.

### **Women's Economic Empowerment**

Economic transformation and the empowerment of women within the economy have been stated goals of government since 1994. Under apartheid the majority of women in South Africa had been confined to the *homelands*, with their subsistence-based economies and limited opportunities for entrepreneurship. As apartheid era segregationist policies broke down, more and more women migrated to urban areas in search of work and other opportunities. The challenge for government over the years has been to ensure that women are not only integrated into the formal economy, but also equipped with the education and skills required to participate in a modern economy. Government has introduced a range of policies and programmes designed to facilitate women's economic empowerment, to provide business resources, information and opportunities for South African women entrepreneurs, as well as a range of interventions designed to achieve women's empowerment and gender equality in the agriculture sector. Success has been limited, partly as a result of weak economic growth, particularly since the economic crisis of 2007 and partly as a result of gendered barriers to entry into the formal sector. As a result, women are over-represented in informal and vulnerable employment.

Women's economic empowerment underpins women's emancipation and the achievement of the constitutional vision of a non-sexist society and gender equality. It is essential for the full, effective and accelerated implementation of the Beijing Platform for Action and the 2030 Agenda for Sustainable Development. Without it the South African economy will not yield inclusive growth that will be able to generate decent work for all, eliminate poverty, promote equality and improve the well-being and livelihoods of South Africa's people. Achieving women's economic empowerment and realizing women's human and labour rights constitutes a sustainable development solution for the country; its people, particularly women; and prosperity that equally benefits paid and unpaid, formal and informal workers<sup>3</sup>.

Women's equality and socio-economic independence are important for domestic development and growth and constitutes a vital part of sustained development and democracy. Women's access to resources, both social and economic, has implications beyond women as individuals – women's access to education, skills development and economic resources will result in access to credit, information and technology, in particular in the 4<sup>th</sup> Industrial Revolution, and the changing world of work, and therefore benefit society as a whole.

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<sup>3</sup> Report of the UN Secretary General, E/CN.6/2017/3, to the 61<sup>st</sup> Session of the Commission on the Status of Women, 2016

Economic empowerment of women is just not about their spending power –it is about more equitable ownership, control and management of the economy, in order to reduce income inequality and expand access to opportunities, employment, entrepreneurship, access to credit, training and skills development. Research shows that economically independent women take and make decisions on their own, take control and manage on their own, seek higher and higher educational levels and qualifications, can provide better educational outcomes for children, access higher quality health care for their families; and can even walk away from unhealthy or violent relationships.

Thus transforming the world of work for women and ensuring their inclusion into economic growth and mainstream economic activities, opportunities, and employment requires the elimination of structural barriers, discriminatory laws, policies, practices and social norms. We need to target the inequalities and gaps related to women's labour force participation, entrepreneurship, equal pay for work of equal value, working conditions, social protection and unpaid domestic and care work. In addition, it is significantly important to strengthen education, training and skills development to enable women, especially young women, to respond to new opportunities in the changing world of work.

Economic empowerment and inclusive growth is significant to address women's poverty, in particular the high levels of poverty experienced by African women. There is a significant disparity in poverty levels between population groups and sex of individuals. In general, black African females, women in rural areas, and those with no education are the main victims in the ongoing struggle against poverty. There is a higher proportion of females (41.7%) in 2015 living below the Lower Bound Poverty Level compared to males (38.2%). Black African females continue to carry a disproportionate burden of poverty levels compared to African males, and when compared to women of all other population groupings in the country. Individuals living in female-headed households also continue to account for shares in poverty that are larger than their shares in the population. A household headed by a female has a 48% probability of being poor compared to a 28% probability for a household headed by a male.

In 2017, although women constituted 51% of the total population of South Africa, they make up only 44.3% of the employed workforce, which is often concentrated at lower levels of organisations. Gender based discrimination and segregation in the labour market, as well as the weak regulation of those markets have served to confine women to jobs that are low paid and of poor quality in terms of working conditions and access to social protection. Women comprise a majority of small business owners in South Africa but make up a minority of workers in the formal sector. The South African labour market is generally more favourable to men than it is to women and men are more likely to be in paid employment than women, regardless of race in general, but with particular significance for African women in the main. Significant numbers of women, mainly Black African women, remain in low-productivity jobs, often in informal sector enterprises whose access to technology is poor. Women are also more likely than men to be involved in unpaid work, with about 55.2% of those involved in non-market activities being women as measured in the second quarter of 2018.

Men outnumber women amongst the employed by more than two million. There are around one-quarter more women than men amongst the non-searching unemployed. Men have better labour market outcomes (employment as opposed to unemployment) and women dominate amongst those with worse labour market outcomes (non-searching unemployment as opposed to narrow unemployment). Working-age women are less likely than their male counterparts to be employed, and that economically active women are more likely than men to be unemployed. Labour force participation rates amongst women are substantially lower than those of men, irrespective of the unemployment definition used. Even though women are exposed to formal labour markets, including in the extractive industries, opportunities are minimal or limited for them. One main factor in this is 'occupational segregation' defined as the division of the labour markets based on gender.

While there is still a long way to go, women have started to break through glass ceilings in the corporate world, especially in previously male dominated fields such as manufacturing, finance, big business, science, engineering, mathematics, technology, ICT related fields, mining and construction. Overall, women have made significant strides in ensuring that they are better represented and have a voice in parliament, in the judiciary, in cabinet, in the public service, in the corporate world, and in society at large.

The proportion of females to males who graduate with STEM-related (science, technology, engineering and mathematics) degrees is unbalanced, with women underrepresented in maths and statistics, ICT and technology, as well as in engineering, manufacturing and construction.

The review highlights key issues related to the status of women in the economy. Although women make up more than 51% of the population in South Africa in 2019, key findings highlight that:

- Women are generally poorer than men;
- More women than men are unemployed, discouraged work seekers, and non-searching unemployed;
- Women employed in formal sector jobs are mainly located in low paying, low skilled levels;
- Women are largely absent from decision-making, leadership and management positions particularly in the private sector /corporate world;
- Women experience unequal pay for work of equal value – the wage gap between women and men employed in the private remains wide;
- Women are more likely than men to be involved in unpaid work and involved in non-market activities and in subsistence activities for household production and consumption;
- Women's unequal share of unpaid care and domestic work, and family responsibility is a barrier to their economic participation and advancement;
- Women experience 'occupational segregation' defined as the division of the labour markets based on gender and tend to be mainly located in retail and services sectors while generally absent in the manufacturing, construction, mining, IT and other male dominated sectors;
- Self-employed women are mainly in businesses not registered for tax;
- Women have inadequate access to public procurement opportunities and large tenders;
- Women are generally hindered by the glass ceiling phenomenon within the world of work;
- Women are largely unbanked and lacking in large scale investment opportunities;
- Women have inadequate access to funding and government incentive schemes and largely confined to small scale women's funds.

## **Social Transformation and Social Justice for Women**

The successful process of democratization in South Africa has engendered high expectations for its transformation, but social transformation has proved difficult in both the political and the economic realm, and especially most challenging in changing the lives of women, particularly Black African women. According to Statistics South Africa, (Time Use Survey,2001)<sup>4</sup> women are more likely to do the work of rearing and caring for children, caring for other household members, cooking, cleaning, and fetching water and fuel. These types of activities can be seen as 'reproductive' work. Men, meanwhile, are more likely to be producing goods and services exchanged in the market.

One of the greatest development challenges post 1994 has been the severe inequality in access to basic services across different demographic segments of the population, with women bearing the brunt of poor or non-existent services. Government has sought to promote women's rights through targeted

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<sup>4</sup> Statistics South Africa: 2001: A Survey of Time Use. How South African Men and Women Spend Their Time, Pretoria.

interventions, putting measures in place to address access to basic services, which includes water, electricity, sanitation, housing and food security, affordable transport and access to information. Given that women are the poorest of the poor in the country, special measures especially in the access to basic services took on a significant element in transforming the quality of lives of women. This in turn impacts on the well-being of the family and children.

When the access to basic services are affected negatively, the impact is felt the strongest by women by virtue of the gendered division of labour and the gendered roles and responsibilities that women play in the family and in the up-bringing of children. Women carry the biggest burden of household chores, including cooking, washing, cleaning and caring for the young, elderly sick and frail. In this regard, access to clean drinking water, electricity for cooking and easy and close sanitation facilities would enable women to undertake these responsibilities with a minimal effort. Unfortunately this is not the case across South Africa. The impact of the lack of such facilities is felt strongly in rural areas and in urban human informal settlements. Once more the impact is felt the strongest by the women and young girls living in these areas.

## **Women and Health**

In 1994 South Africa introduced the Policy on Universal Access to Primary health, which formed the basis for healthcare delivery programmes. Pregnant women and children under the age of six years receive free health care. Access to reproductive health care programmes and antenatal care services are amongst the achievements of the health care system. In 2018, women are outliving their male counterparts. The decline in adult mortality rate is as result of the extensive roll-out of Antiretroviral (ARV) treatment and due to the more responsiveness by women to accessing testing, treatment and care for HIV over the years. The South African Government prioritized women's health through implementation of various interventions aimed at ensuring access to health services and improving the quality of care for pregnant women.

The HIV burden varies widely by geography, age and gender, and for key and vulnerable populations. Women within the age group of 15-49 years bear the greatest brunt of the HIV pandemic. The HIV prevalence rate for women in this age group is higher than that for all adults in that same age group and when measured against the prevalence rate for the entire population. Whilst much has been achieved over the past years, South Africa still has high rates of HIV and unintended pregnancies, with one in three young women aged 15-24 years experiencing an unintended pregnancy before age 20.

Contraception coverage in South Africa is high and the unmet need for family planning remains relatively low. However rates of unintended pregnancy, contraceptive failure and knowledge gaps demonstrate high levels of unmet need, especially among black Africans and young women. However although more women now have access to contraceptives, its use is influenced by a number of factors including socioeconomic development, urbanisation; women's education and status in society; cultural norms and beliefs; and the knowledge and attitudes of individuals. Persistent gender inequality in the economic, social and private spheres continues to undermine the sexual and reproductive health and reproductive rights of women and girls.

Despite the many gains made over the past twenty five years in addressing issues of women's health and well-being, many women are still not accessing quality health care in public health care facilities. Women are still dying during child-birth processes and some are still not able to access antenatal and post natal services. Teenage pregnancy remains unacceptably high in the country, and evidence demonstrates that teenage maternal mortality is a challenge in the country. Many unwanted pregnancies are being terminated through backstreet and illegal abortion procedures, increasing the vulnerability of

women and girls to many risks, including in some cases even death. Increasing levels of HIV prevalence and infections affects mainly young women in the age group 15-24. Evidence also points to reduced condom usage in the recent past. Women and young girls are susceptible to other non-communicable diseases as well including high levels of breast, ovarian and uterine cancers; diabetes; blood pressure problems, as well as issues of obesity and /or conditions related to extreme dieting such as bulimia and anorexia.

In addition women's inadequate and poor access to quality health care and well-being is exacerbated by poor and inadequate infrastructure such as lack of clinics and public health care facilities; the poor maintenance of such facilities where they do exist; and in some instances the distance needed to be travelled to access the facilities. Inadequate access to good public transport contributes to the challenges faced by mainly poor, African and /or rural based women. Women are also subjected to poor treatment in clinics and hospitals resulting in long queues, inadequate availability of medicines; deaths of new born infants; poor treatment by nurses and doctors in hospitals and clinics, among many other challenges faced.

One of the main challenges faced by women in accessing quality health care is that of affordability. Access to medical aid funds are mainly enjoyed by more affluent women in the country leaving poorer women forced to utilise inadequate and poor primary health care services in the country. This factor leads to the growing inequalities not only between rich and poor in the country, but between men and women in the same population grouping; as well as between women in the different population groups.

## **Women and Education**

Globally girls and women are frequently denied education and training opportunities by virtue of being female. Furthermore girls and women are educated and trained to fulfil traditional and stereotypical roles and responsibilities which perpetuate their oppression. South Africa has introduced policies to facilitate gender equality and equity in education. There are different opinions and perceptions on the impact of these policies and programmes, however, the 2015 MDG country report indicates that South Africa succeeded in securing the universal enrolment of all children of primary school-going age, as well as gender parity, in schools across the country by 2009.

The percentage of individuals over the age of 20 years who could be regarded as functionally illiterate has declined noticeably for both men and women.

In 2016, slightly more females than male had educational attainment below matric. There seems to be an almost even distribution for graduates and those with other tertiary qualifications.

The percentage pass rate for male and female learners for the National Senior Certificate since 2008 show higher pass rates for males compared to females over time. Female learners' results have been below the national average over the past 12 years. The number of female learners who wrote Mathematics and Physical sciences over the years has been higher than the number of male learners. However, the performance of male learners is better than that of female learners in both Mathematics and Physical science in terms of percentages attained.

Evidence shows higher female enrolment in institutions of higher learning. More than half of the students enrolled in public higher education institutions in 2016 were women.

Although the gendered inequalities and context in education have greatly changed in recent years with women outnumbering men, fields of study taken by girls and boys continue to mirror gender-typical patterns. The enrolment trend for the two years indicates higher enrolment in Business & Commerce and Humanities

for women while higher enrolments for men were in Science, Engineering & Technology and Business & Commerce filed.

Higher numbers of women are awarded Diplomas, certificates, Under-graduate degrees up to Honours Degrees. However, the trend changes from Masters and Doctoral degrees in favour of men. While women constitute about 52% of the population, only 42.3 of the doctoral graduates produced in 2016 are women. Black women are still under represented while black men seem to be more advantaged.

Overall, women outnumber men in the number of graduates but sex segregation in fields of study persists. This could be a reflection of persistent gender stereotypes which still remain strong. Despite the many gains made in terms of women and girls' education, there are several key challenges that persist. In South Africa, despite near-universal enrolment in primary and secondary education, many adolescents are failing to complete secondary schooling successfully, with inadequate pass rates in science and mathematics a cause for serious concern. At the secondary level, even though more girls are registered to sit for the National Senior Certificate examinations at the end of Grade 12, evidence shows that more boys than girls pass the National Senior Certificate exams. The gendered division is also evident in the subjects that girls pass as compared to boys i.e. fewer girls pass math, physical science and technology subjects. Evidence also points to the challenge of high female dropout ratio in secondary schooling as well as very high teenage pregnancy rates among secondary school-going girls. A challenge remains that some teenage moms fail to return to schooling once they have delivered their babies thus limiting their life chances and economic potential. Where girls return into the schooling system after their pregnancies, they are subjected to household and child care responsibilities after school hours, thus also limiting the time attributed to studies.

In rural areas, girls walk long distances to schools increasing their vulnerability to rape, sexual crimes, harassment, trafficking, and abductions for ukuthwala purposes, as well as dangers of natural disasters such as crossing flooded rivers. Where children have access to public transportation to schools, young girls become victims of sexual violence in taxis and buses and by taxi drivers themselves. There are instances where school girls are subjects of the "sugar-daddy" or "blessor" syndrome prevalent in the country.

Poor girls who are unable to access sanitary towels are absent from schools during their menstruation. Various research studies conducted in the country indicates that on average girls miss about 40 days of schooling annually because they are too ashamed to go to school during this period because of the lack of access to proper sanitary towels and/or sanitation facilities at schools. Inadequate or lack of infrastructure at schools such as no toilets/pit latrines; no water or wash rooms contribute to the indignity suffered by these young girls. Indigent young women at tertiary institutions are also not able to afford sanitary towels.

Young women at institutions of higher learning are subjected to rape and other forms of sexual violence and harassment by both male students and lecturers. This is a matter of huge concern in the country. Girls are also subjected to offering sexual favours to lecturers in order to obtain passes in examinations.

## **Gender Based Violence**

One of the fundamental challenges that persist in the country is that of patriarchal and gender stereotyped thinking. This results in misogyny and gender based violence. Women and girls are subjected to high levels of rape, sexual offences, femicide, domestic violence and intimate partner violence. The LGBTIQ+ sector is subjected to inhuman and violent crimes as a result of their sexual orientation.

Government has enacted legislative reforms, approved progressive policies and implemented programmes that give expression to the constitutional rights of women and girls to equality, human dignity, freedom and security of the person. However, the high levels of violence and gender-based crimes committed against women and girls are a matter of serious concern. The scourge of violence against women and girls persists, however, as a result of the persistence of patriarchal norms and of the failure to effectively implement laws, policies and provision of services to victims and survivors. Patriarchal violence that drives the systematic abuse and oppression of women as result of male supremacy, societal norms, cultural beliefs and value systems with regard to gender roles remains a significant policy and implementation conundrum.

The review report details the extent of the scourge of violence against women and girls and gender based violence in the country and provides the several measures that are being put in place or already in place to address this scourge.

### **National Priorities for the next five years**

The seven policy priorities that the country will focus on over the next five years are:

- Economic transformation and job creation
- Education, skills and health
- Consolidating the social wage through reliable and quality basic services
- Spatial integration, human settlements and local government'
- Social cohesion and safe communities
- Building a capable, ethical and developmental state
- A better Africa and world

The gender responsive priorities that the country will be focusing on over the next five years will be built into the national priorities. Policy priorities required to address these challenges over the next five years (2019-2024) and in the medium (2019-2030) to long (2019-2044) term include:

- Addressing gender inequality and the effective implementation of gender mainstreaming across all sectors of society;
- Full and effective implementation of our laws and policies adopted in the country;
- Greater emphasis should be placed on women's economic emancipation;
- Transforming unequal gender relations;
- Critical to the success of our national effort to build a united, prosperous and a non-sexist society espoused in our Constitution, is to confront head-on the culture of patriarchy, toxic masculinity, misogyny, hierarchies and languages that perpetuate the demons of patriarchal norms throughout all corners of our society, including in the public service.

### **SHORT-TERM (2019-2024)**

- Development and effective implementation of a national and sectoral gender mainstreaming strategy including the training of all government officials in gender mainstreaming
- Implementation of and institutionalisation of gender responsive policy, planning, budgeting, monitoring, evaluation and auditing into all sectors, spheres and work of government, including a training programme on gender responsive planning and budgeting
- Implementation of the Country Gender Indicator Framework – and institutionalising core gender development indicators into government-wide performance monitoring and evaluation systems
- Adequate resource allocation is essential to fully and effectively implement the women's agenda and to change women and girls' lives for the better.



- Expedite property rights for women in particular in the land ownership and farming programmes within the current contextual discourse on land issues (increase number of women owning land for farming and other entrepreneurial activity);
- Advancement of women and girls in rural areas in particular regarding access to quality primary health care; and ensure women are direct beneficiaries of the national health insurance policy
- Advancement of the rights of women and girls with disabilities, including improving their access to all basic services, housing, educational opportunities; health care, NHI, and protection against crime and violence, especially sexual violence
- Develop a programme to decrease high teenage pregnancy rates and address high teenage maternal mortality rates
- Reduce poverty and unemployment amongst women, especially young African women, and reduce income inequalities for mainly black African women
- Effective monitoring of the principle of equal pay for work of equal value and the minimum wage for domestic workers
- Promote women's economic empowerment through ensuring women are beneficiaries of government procurement, employment opportunities, entrepreneurship development programmes, cooperative development, among others. Develop a gender responsive micro-financing policy.
- Address gender based violence through the establishment of a multisectoral council and effective implementation of a national strategic plan that includes addressing of prevention and response
- Actively promote and monitor the principle of 50/50 across all leadership and decision making levels in political, public and private sectors.
- Effective implementation of the Sanitary Dignity Programme of government to indigent women and girls, including promoting the economic opportunities for women through the value chain of related activities: procurement; manufacturing; distribution; storage; waste management.

#### **MEDIUM TERM (2019-2030)**

- Effective implementation of a national and sectoral gender mainstreaming strategy
- Gender responsive policy, planning, budgeting, monitoring, evaluation and auditing
- Adequate resource allocation is essential to fully and effectively implement the women's agenda and to change women and girls' lives for the better.

#### **LONG-TERM (2019-2044)**

- Sustained inclusive economic growth and equal employment opportunities and decent work for all women
- Gender equity in ownership, management, control and decision-making across all sectors
- Women across the life cycle enjoy healthy livelihoods and well-being through increased access to affordable quality health care services
- Women and girls enjoy inclusive and equitable quality education and training opportunities and career paths
- All women are and feel safe in South Africa – free from all forms of gender based violence
- Sustained equity in earnings between men and women for work of equal value
- Sustained gender parity, representation and participation between men and women in all political, leadership, decision-making, governance and administrative positions across all sectors and levels in society

## **CHAPTER 2 PROGRESS ACROSS THE 12 CRITICAL AREAS OF CONCERN**

This section covers progress across the 12 critical areas of concern of the Beijing Platform for Action. To facilitate the analysis, the 12 critical areas of concern have been clustered into six overarching dimensions that highlight the alignment of the BPfA with the 2030 Agenda. This approach is aimed at

facilitating reflections about the implementation of both frameworks in a mutually reinforcing manner to accelerate progress for all women and girls.

## INCLUSIVE DEVELOPMENT, SHARED PROSPERITY AND DECENT WORK

This section seeks to provide progress made against (i) Critical Areas of Concern A on Women and Poverty; (ii) Critical Areas of Concern F on Women and the Economy; (iii) Critical Areas of Concern I on Human Rights of Women; and (iv) Critical Areas of Concern L on the Girl Child. The section also seeks to respond to the UN Women Guidance Note – Section 2, Questions 6-8.

According to Statistics South Africa<sup>5</sup>, women globally are more likely to do the work of rearing and caring for children, caring for other household members, cooking, cleaning, and fetching water and fuel. These types of activities can be seen as 'reproductive' work. Men, meanwhile, are more likely to be producing goods and services exchanged in the market. Reproductive workers produce a wide range of goods and services. Many of these services have their equivalents in the market economy; the bulk of these services are provided on an unpaid basis.

Statistics South Africa<sup>6</sup> found that South African women spent on average, a larger proportion of their day (23%) on productive activities than men (19%). The survey reveals that for those households which collected water, irrespective of the distance from the source, women and girls were more likely than men and boys to be responsible for collecting water<sup>7</sup>.

**Table 1: The ten categories of the activity coding scheme and the mean time per day spent on them, by gender**

		Male (minutes)	Female (minutes)	All minutes
<b>SNA</b>				
1	Work in establishments	151	83	115
2	Primary production not for establishments	26	22	24
3	Other production of goods and services not for establishments	13	11	12
<b>Non-SNA Production</b>				
4	Household maintenance	74	181	131
5	Care of persons in the household	4	32	19
6	Community service to non-household members	5	3	4
<b>Non-productive</b>				
7	Learning	109	96	102
8	Social and cultural	218	171	193
9	Mass media use	112	105	108
10	Personal Care	727	734	731

Source: Statistics South Africa, Time Use Survey, 2001.

The table illustrates that women spent more time per day on household maintenance (181 minutes) compared with men (74 minutes). That women spent more time per day (32 minutes), taking care of household members compared with men (4 minutes). Men spent more time per day (218 minutes) attending to social and cultural issues compared with women (171 minutes).

The Time Use Survey found that is a large gender gap in terms of household maintenance activities where women spent 3 hours 15 minutes per day compared to men who spent 1 hour 28 minutes. Women spent 2.2 times more what their male counterparts spent on household maintenance. Women with children less than 7 years spent more than 4 hours doing household activities and 1 hour 25 minutes caring for children and other members of the household. Men in the similar situations spent 1 hour 16 minutes on household maintenance activities and 15 minutes caring for children and other household

<sup>5</sup> Statistics South Africa: 2001: A Survey of Time Use. How South African Men and Women Spend Their Time, Pretoria

<sup>6</sup> Ibid

<sup>7</sup> Ibid.

members. The gender difference for household maintenance was lowest when the household monthly expenditure was R6 001 or more. Women spent less time working in establishments (105 minutes per day) compared to men (182 minutes per day). This presents a huge disparity<sup>8</sup>.

An environment that enables and empowers women to effectively engage in the labour market and be productive is essential to eliminate the various economic and social inequalities that exist between men and women. The centrality of the labour market to women's ability to interact with the broader economy cannot be emphasised enough. Importantly, allowing women to take up productive employment helps ensure that society more broadly directly reaps the benefits of the investment in women.

Economic growth, however, will be short-lived if the focus is entirely on women participating in the labour force, and not on a wider understanding of economic empowerment. A broader notion of economic empowerment comprises both the market economy where women participate in the labour market, and the care economy which sustains and nurtures the market economy<sup>9</sup>. The report *Towards an Enabling Environment for Women's Economic Empowerment in South Africa* by the Department of Trade and Industry (2011) proposed the following definition of women's economic empowerment<sup>10</sup>: "*The term women's economic empowerment refers to the ability of all women to fully participate in, contribute to, and benefit from economic growth and development. It is a broad term encompassing a range of diverse but integrated socio-economic strategies. It recognises that within this framework there are a variety of sub-groups deserving special attention, including women from historically disadvantaged communities, young women, women with disabilities, and women living in rural areas*".

Achieving on-going change requires policy and programme actions that will cement the gains made and continue to achieve improvements in women's access to secure livelihoods and economic resources, alleviate their extreme responsibilities with regard to housework, remove remaining legal impediments to their participation in public life, and raise social awareness through effective programmes of education and mass communication. In addition, improving the status of women also enhances their decision-making capacity at all levels in all spheres of life, but especially in the area of economic participation.

The apartheid economy that democratic South Africa inherited was built on systematically enforced exclusion linked to racial division in every sphere. The apartheid state deliberately excluded black people, especially women, from opportunities in the labour market and direct ownership of businesses and land<sup>11</sup>. The state limited investment in infrastructure and services in black communities, and black entrepreneurs were denied access to industrial and retail sites, as well as credit. Furthermore, apartheid limited the residential rights of Africans in the economically developed areas of the country unless they had a white employer, creating a system of migrant labour and impoverished rural areas that were characterised by extraordinarily high levels of poverty and joblessness, particularly for women. In addition this scenario created an economic inequality where black African women were mainly confined to live-in domestic work in mainly white households in white suburbs.

The results were high levels of poverty and inequality, slow economic growth and falling investment, accompanied by rising joblessness, a poorly educated workforce and skills shortages, high cost structures and an eroded manufacturing base. Unemployment became a key factor behind the high level of inequality and poverty. Black women and youth, as well as black people were particularly likely to be poor and unemployed. There were also structural inequalities in the workplace. Under apartheid, a variety of measures effectively limited most skilled work to non-Africans, while entrenching hierarchical and

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<sup>8</sup> Statistics South Africa: 2013: A Survey of Time Use: 2010, Pretoria

<sup>9</sup> ODI. 2015. Balancing Paid Work and Unpaid Care Work to Achieve Women's Economic Empowerment.

<sup>10</sup> Department of Trade and Industry: 2011. *Towards an Enabling Environment for Women's Economic Empowerment in South Africa*, pg. 8.

<sup>11</sup> Department of Performance Monitoring and Evaluation: 2014. 20 Year Review – Economic Transformation

oppressive management in many workplaces. Most black workers had virtually no prospect of promotion or reaching managerial levels and would work in the same jobs for their entire lives, with no hope that their experience would be recognised or respected. The period since 1994 has seen the South African economy undergo profound restructuring. Ten years of consistent economic growth, macroeconomic stabilisation has ensured that South Africa is increasingly integrated into global markets. The country has become a successful exporter of manufactured goods and value-added services.

## **Women, the changing nature of 21st century developing economies, and the effect of the 4<sup>th</sup> Industrial Revolution**

The NDP makes it clear that South Africa's economic development will be determined by long-term technological developments and shifts in global trade and investment which are reshaping the world economy and international politics<sup>12</sup>. The UNDP's Human Development Report 2015 argues that technological revolutions (the Fourth or Digital Industrial Revolution) are changing systems, wages and productivity in labour markets and workplaces through new ways of contracting and subcontracting, new conditions of work and new business and organizational models<sup>13</sup>.

As in the previous industrial revolutions, the impact of these changes has the potential to ripple across industries, businesses and communities, affecting not just how people work, but also how people live and relate to one another<sup>14</sup>. They are influencing the distribution of labour demand across sectors, with implications for the processes of structural transformation and the ways in which women are economically empowered. These changes are increasingly influencing the quantity and quality of jobs in some sectors and enterprises as well as the distribution of incomes and wealth at all levels. At the same time, they are creating new opportunities for creativity and innovation as well as bringing more unpaid work and "precarity"<sup>15</sup> into the public sphere.

In terms of political economy, the question for policy makers is the extent to which South Africa can benefit from rapid technological growth that leads to increased demand for commodities and expanding consumer markets. While the digital revolution opens up new opportunities, these trends also pose challenges for middle-income countries as a result of greater competition in manufacturing and certain information technology-enabled services. The rise of emerging markets also increases international competition, placing downward pressure on the wages of low-skilled workers in tradable sectors. The critical factor is how to ensure that women, in particular young women and rural based women are primed for the ever changing world of work and the context in which women live their lives.

The digital or 4<sup>th</sup> industrial revolution poses substantial challenges and offers fewer immediately clear-cut opportunities for the domestic economy<sup>16</sup>. In Government's Draft White Paper on Science, Technology and Innovation (2018) it is noted that the lines between physical, digital and biological systems are becoming blurred, and government needs to plan for the Fourth Industrial Revolution. In particular, it is necessary to prepare for the ways in which artificial intelligence (AI) and advances in ICT will change the way society and the economy function<sup>17</sup>.

For policy makers there is an urgent need to understand how globalization, digital technologies and new ways of working are ushering in new notions of what constitutes men's and women's work. In the new world of work, women and men workers at all levels of the economy will need to be more flexible and

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<sup>12</sup> Republic of South Africa: The Planning Commission: 2015: National Development Plan: Vision 2030, pg. 30

<sup>13</sup> UNDP: 2015: Human Development Report, pg. 77.

<sup>14</sup> Deloitte: 2018: The Fourth Industrial Revolution is here—are you ready?

<sup>15</sup> Precarity refers to economically and socially precarious existence, lacking in predictability, job security, material or psychological welfare. The social class defined by this condition has been termed the precariat

<sup>16</sup> The Department of Trade and Industry: The Digital Industrial Revolution found at [http://www.dti.gov.za/industrial\\_development/fipt.jsp](http://www.dti.gov.za/industrial_development/fipt.jsp)

<sup>17</sup> The Department of Science and Technology: 2018: Draft White Paper on Science, Technology and Innovation

adaptable - and across the education, training and skills development sector government will need to retrain, relocate and renegotiate work conditions to meet these changes. Therefore, central to the success of any workforce augmentation strategy is the buy-in of a motivated and agile workforce, equipped with future-proof skills to take advantage of new opportunities through continuous retraining and up-skilling<sup>18</sup>.

This new world of work will increasingly place a high premium on workers with skills and qualifications in science and technology, workers historically less likely to be women. Women are vastly underrepresented in these subjects at the secondary and tertiary education levels and in the overall technical workforce<sup>19</sup>. In looking to spur innovation the country will thus need to boost female participation in technology-oriented education and jobs.

Policy-makers, educators, labour unions and individual workers likewise have much to gain from deeper gendered understanding of the new labour market and proactive preparation for the changes underway<sup>20</sup>. As roles and tasks shift in tandem with the expansion of new technologies, and the division of work between human and machine is redrawn, it is of critical importance to monitor how those changes will impact the evolution of economic gender gaps. Artificial Intelligence (AI) is a prominent driver of change within the transformations brought about by the Fourth Industrial Revolution and can serve as key marker of the trajectory of innovation across industries. Encouragingly for South Africa the WEF Global Gender Gap Report finds that in terms of an AI talent pool the three countries with the smallest gender gaps are Italy, Singapore and South Africa, where on average 28% of the AI talent pool is female in contrast to 72% male<sup>21</sup>.

The fast-changing world of work, driven by globalization of work and the digital revolution, presents opportunities, but at the same time poses risks for women. The benefits of this evolving new world of work are not equally distributed and there are winners and losers. Addressing imbalances in paid and unpaid work will be a challenge, particularly for women, who are disadvantaged on both fronts. Creating work opportunities for both present and future generations would require moving towards sustainable work.

UNDP's Human Development Report 2015 notes that countries looking to spur innovation will thus need to boost female participation in technology-oriented education and jobs<sup>22</sup>. In South Africa, as in most other countries, women make up a smaller proportion of high-skill occupations that are more likely to be complemented by technology<sup>23</sup>. Automation could therefore increase gender inequality unless women as well as men are able to access new jobs that pay well, or very well. Without policy intervention, the economic dividends of automation are likely to flow to the owners of technologies and businesses and the highly skilled, as income shifts from labour to capital and the labour market polarises between high- and low-skilled jobs<sup>24</sup>.

### **Barriers to Female Participation in the Labour Market<sup>25</sup>**

South Africa has had the dual challenge of adapting to the shifts in the global economy as well as implementing radical economic transformation policies to address long-standing structural dynamics and

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<sup>18</sup> World Economic Forum: 2018: The Future of Jobs Report 2018, pg. 12

<sup>19</sup> UNDP: 2015: Human Development Report 2015, pg. 97

<sup>20</sup> World Economic Forum: 2018: The Future of Jobs Report 2018, pg. 7

<sup>21</sup> IBID

<sup>22</sup> UNDP: 2015: Human Development Report-The Changing World of Work, pg. 98.

<sup>23</sup> IPPR: 2017: Managing automation: Employment, inequality and ethics in the digital age, pg.23.

<sup>24</sup> Ibid: pg. 3

<sup>25</sup> Department of Women: 2019: A Report on the Gendered Analysis of Government's Incentive Schemes – especially those administered by the Dti, Unpublished (Report developed for the DoW by the Development Policy and Research Unit, University of Cape Town – 2018/19)

finding effective instruments to overcome the country's persistent problems of unemployment, poverty and inequality over the years. For legislators and policy makers a core consideration at the heart of many of these problems is the gendered nature of disadvantage in South Africa, where women typically face the consequences of gender norms and the unequal division of labour.

Despite transformation efforts in the country, representation of women in management and in the workplace, across all sectors of the economy, including manufacturing, remains unacceptably skewed<sup>26</sup>. Glaring gender disparities remain in remuneration, conditions of service, skills development and economic access. Other significant barriers which affect women's participation to developmental opportunities are access to education; unfavourable economic structures including limited access to credit facilities and financial skills training, traditions and the disregard of women's unpaid care work<sup>27</sup>.

Gender based discrimination and segregation in the labour market, as well as the weak regulation of those markets have served to confine women to jobs that are low paid and of poor quality in terms of working conditions and access to social protection<sup>28</sup>. Measures also need to be taken to promote the equal sharing of unpaid care work between women and men and between family and society. The struggle for democratic and economic rights of women continue to require urgent collaborative action of government, business, labour and wider civil society.

Women comprise a majority of small business owners in South Africa but make up a minority of workers in the formal sector<sup>29</sup>. The South African labour market is generally more favourable to men than it is to women and men are more likely to be in paid employment than women, regardless of race<sup>30</sup>. Significant numbers of women remain in low-productivity jobs, often in informal sector enterprises whose access to technology is poor. Women are also more likely than men to be involved in unpaid work, with about 55.2% of those involved in non-market activities being women as measured in the second quarter of 2018<sup>31</sup>.

These factors continue to place limits on women's total access to productive resources that could be used as collateral. As a result, they continue to lag behind men in the ability to obtain credit and bank loans so that access to credit and bank services remains a major obstacle for improving the economic situation of poor South Africans in general and women in particular. This has seen clear government action in ensuring that women-owned enterprises are integrated into the mainstream economic activity and that skills development, access to finance and technology, youth development, building sustainable partnerships and ensuring that women are able to access economic markets are prioritised.

Women's participation in the labour market encompasses a number of elements that begin with the decision to seek work and thus participate in the labour market through to the financial and other outcomes associated with the employment they ultimately obtain. These processes, broadly, can be classified as the following: (i) the decision to participate in the labour market; (ii) employment status in the labour market; and (iii) the nature of employment (which in turn affects the ultimate financial result associated with the type of participation in the labour market and economy). Women's livelihood strategies of entering the paid labour market are also deeply correlated to the stage in their lifecycle.

With regard to the decision to participate in the labour market, the term 'decision' should not be conflated with the idea of 'choice', since there are many instances where women do not have free choice on whether or not to participate. The decision to participate is influenced by a variety of factors that operate

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<sup>26</sup> The Department of Trade and Industry: 2018: Industrial Policy Action Plan: Economic sectors, employment and infrastructure development cluster 2018/19 - 2020/21

<sup>27</sup> Levendale, C.: Towards Women's Economic Empowerment: An overview of challenges, achievements, legislative mechanisms and programmes.

<sup>28</sup> International Alliance of Women, <https://womenalliance.org/womens-economic-empowerment-in-the-changing-world-of-work>

<sup>29</sup> OECD: 2014. Social Institutions and Gender Index.

<sup>30</sup> StatsSA: 2018 at <http://www.statssa.gov.za/?p=11375>

<sup>31</sup> StatsSA: 2018 at <http://www.statssa.gov.za/?p=11375>

at the individual, household or societal level. Some of these factors may include women's own preferences, family circumstances, or social norms around women working outside the home. The interplay of these and other factors together determine the specific female labour force participation rate in the country. Women who decide not to participate in the labour market—for example, those engaged in tertiary education, those who remain at home, or those who are ill—are termed not economically active.

Women's unequal share of unpaid care and domestic work is an important barrier to their economic empowerment and well-being. This reflects not only the time-intensive nature of some tasks performed around the home, such as caring for other household members, but also the uneven distribution of caring activities between household members, which reflect social norms and practices and intra-household decision-making<sup>32</sup>.

Fertility can play an important role in determining the ability and willingness of women to participate in the labour market. Having children may impact directly on women's ability to work during pregnancy and immediately after giving birth, and indirectly in the longer term through responsibilities around care. In general, fertility and female labour force participation are negatively related: where women have more children, they are generally more likely to exit the labour market, whether by necessity or by choice. This relationship is also observed in South Africa (Ardington et al., 2015) where there are findings on significant negative effects of an additional child on female labour force participation.

Education is central to gender equality as it both directly and indirectly impacts an individual's ability to participate fully in the economy. Women often end up in home-based work or other seemingly 'non-skilled' work because of lack of education. However, this gap in education or skills has often emerged from young women and girls having to drop out of school or furthering their skills because of the heavy burden of unpaid care work they have had to take on as adolescent girls<sup>33</sup>. In South Africa, there has been substantial movement toward gender equality in education over the post-apartheid period, with women now outnumbering men in enrolment in higher education. However, gender differentials remain in both the level and type of education received.

In South Africa, there is evidence of gender-based discrimination in the labour market. According to Statistics South Africa, the labour market in the country is more favourable to men than it is to women and men are more likely to be in paid employment than women, regardless of race. Further, women are more likely than men to be involved in unpaid work<sup>34</sup>. Not only are women less likely to be employed than men, but they also earn lower wages than men with the same endowments. This indicates that women face worse labour outcomes than men at least partly because of societal norms which serve to discriminate against women in the workplace.

The number of South African women in higher-skilled occupations has increased dramatically. With the exception of skilled agricultural and fishery work, women have made net gains in higher-skilled employment, negating the general assumption that women are still concentrated in low-skilled occupations. But the observed trends have not been accompanied by commensurate easing of gender disparities in the labour market with respect to underemployment, duration out of the labour market, wage bargaining power and income levels, and the fact that male dominance in top management and leadership positions remains the norm<sup>35</sup>.

Within the context of the household, a woman's bargaining power plays an important role in the extent to which they are able to choose to participate in the labour market. There has been increased feminisation

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<sup>32</sup> OECD: 2018: Policy Dialogue on Women's Economic Empowerment.

<sup>33</sup> ODI: 2015: Balancing Paid Work and Unpaid Care Work to Achieve Women's Economic Empowerment.

<sup>34</sup> Statistics South Africa: 2018: Labour Force Survey Q2.

<sup>35</sup> Human Sciences Research Council: 2016: Winners and losers: Gender disparities in the South African labour market, pg. 1.

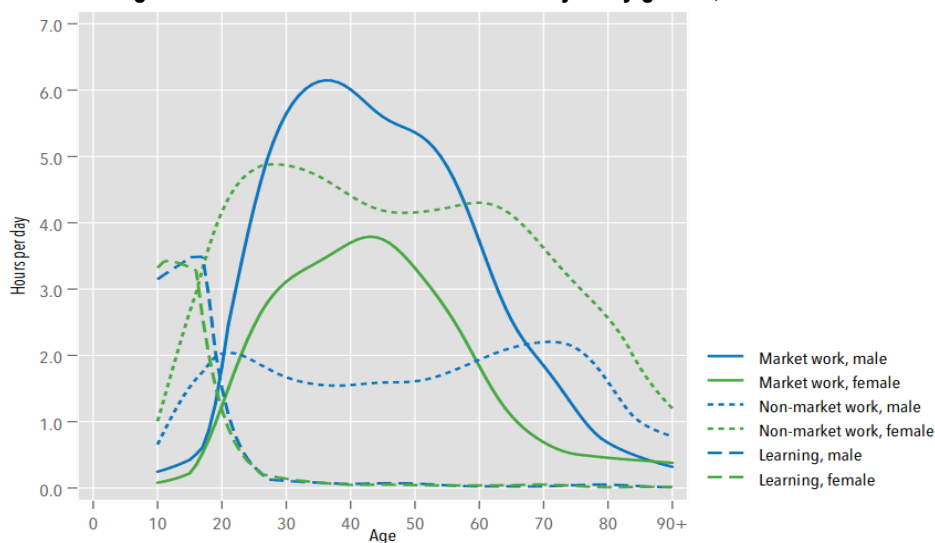
of the labour market in the post-apartheid period and this can be attributed to at least some of these factors such as lower marriage and fertility rates and changes in household structure. Critically, the distribution of intra-household bargaining power is also an outcome of women’s ability to engage in the labour market—often linked to their relative financial contribution to the household—suggesting a circular process that might be difficult to disrupt in particular contexts.

Another set of factors relates to the fact that care responsibilities within households are typically and overwhelmingly the domain of women. This allocation and the extent to which care might be shared with men are strongly influenced by social norms. Further, the degree to which care constraints women’s economic participation may vary according to the individual woman’s age, education or marital status. Care responsibilities may reduce female participation in the economy by preventing participation entirely, as well as by requiring a reduction of the intensity of participation. In other words, women may either be forced out of the labour market entirely, or they might need to switch to part-time work.

The Beijing Platform for Action called for the development of 'suitable statistical means to recognise and make visible the full extent of the work of women and all their contributions to the national economy, including their contribution in the unremunerated and domestic sectors. Time use studies aim to provide information on the work performed by women and highlight the time they spend on unpaid activities including domestic chores, the care of children, the elderly and the sick, water and fuel collection, and voluntary community-oriented work. In so doing, they seek to address the problem of the 'invisibility' of women’s unpaid work and draw attention to the amount of time women spend engaged in activities that often go under recorded (or not recorded at all) in labour and household surveys.

South Africa has conducted two standalone national time use studies. StatsSA conducted the first South African time use study in 2000 and followed this up with a second one in 2010. The aim of the surveys was to understand the economic and social well-being of men and women in society. Two main objectives of the surveys were to improve the concept, methodology, and measurement of the work and work-related activities; and to help develop policies that promote gender equity. Recent work on time allocations to market and home production across the lifecycle in South Africa suggest that women’s care responsibilities displace time for market work.

**Figure 1: Allocation of time across the lifecycle by gender, 2010**



Source: Oosthuizen: Counting Women’s Work in South Africa 2018



In 2010, women between the ages of 20 and 29 years were estimated to have spent 2.3 hours per day in market production activities, and 4.7 hours in household production activities. While men spent more time in market production than women, the opposite is true for household production. In both age groups, women spent more time in total in productive activities than men: amongst 20-29-year olds the difference is 19%, while amongst 30-49-year olds it is 8%.

**Table 2: Mean time spent in market and home production by gender in South Africa (hours per day)**

Activity	20-29 years			30-49 years		
	Male	Female	F:M ratio	Male	Female	F:M ratio
Market	3.9	2.3	0.58	5.8	3.5	0.61
Household	1.9	4.7	2.44	1.6	4.4	2.82
Care	0.1	0.8	6.64	0.2	0.6	3.62
Housework	1.8	3.8	2.14	1.4	3.8	2.73
Total	5.8	6.9	1.19	7.4	8.0	1.08

Source: Own calculations, Oosthuizen (2018).

Based on data for 2000 for South Africa, Floro and Komatsu (2011) find that “while women’s and men’s hours of unpaid work do not vary greatly across employment status, these obligations affect women’s employment options and their ability to look for work”. The often-cited policy imperative of increasing women’s economic participation does not always recognise that, on average, women are already spending at least as much time as men in productive activities and increasing time spent in market work is often not accompanied by reallocations of their care work to other household members and men in particular.

Women who find work may be employed in various sectors and occupations; they may also be employed in either the formal sector or the informal sector. They may be hired by another individual or a firm and thus be classified as an employee, or they may choose (or be forced into) self-employment. If they are self-employed, they may be working alone or be an employer themselves. Irrespective of these modalities of employment, for all the employed, variation exists across employment outcomes. These include remuneration, working conditions, protections and benefits, flexibility and so on. Again, the exact nature of employment and the associated employment outcomes are affected by various individual and societal factors.

Individual-level labour market outcomes - economic inactivity, unemployment or employment as mediated through employment outcomes - play an important role in determining wellbeing at the individual and household level, as well as influencing aspects such as income distribution at the societal level. At the same time, household, societal and macroeconomic factors all influence the ultimate wellbeing outcome directly, as well as indirectly through their influences on decisions to participate and the likelihood of finding employment. Indeed, wellbeing itself may influence the decision to participate.

Aside from income level and economic structure, the ILO (2010) identifies some of the most important determinants of female labour force participation as: fertility; education; cultural and social norms, including religion; institutions such as government policy, legal frameworks, and unions; political regimes; and the existence of violent conflict.

While in general, Government cannot directly affect such factors as fertility, cultural norms and household influences that influence the participation of women in the economy, it provides incentive funding, start-up funding and other measures to assist women to improve their financial positions and through doing this create an enabling environment for women’s participation in the economy. In terms of participation, in line with the outline of labour market participation above, these measures can have an impact on women’s participation in the economy. Where measures are aimed at assisting businesses to grow, they

will have a direct effect on women’s participation in the labour market in respect of self-employment primarily through the support of women-owned businesses.

### **National legislation, policies and interventions designed to facilitate women’s economic empowerment**

The following legislation was passed by Parliament to ensure greater economic empowerment of women and to address inequalities between men and women in South Africa:

- The National Education Act, No. 27 of 1996;
- Extension of Security of Tenure Act, No. 62 of 1997;
- Basic Conditions of Employment Act, No. 75 of 1997;
- Employment Equity Act, No. 55 of 1998;
- Skills Development Act, No. 97 of 1998;
- Further Education and Training Act, No. 98 of 1998;
- Labour Relations Amendment Act, No. 127 of 1998;
- Land Restitution and Reform Law Amendment Act, No. 63 of 1997 & 18 of 1999;
- Promotion of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000;
- Preferential Procurement Policy Framework Act, No. 5 of 2000
- Broad-Based Black Economic Empowerment Act, No. 53 of 2003.

Government through the former Gender and Women Empowerment Unit located in the Department of Trade and Industry, and subsequently transferred into the Department of Small Business Development upon its establishment in 2014, provided targeted support to women enterprises through programmes and policies that ensure and accelerate the sustainable participation of women in the mainstream economy. It introduced various initiatives targeted at women, with the ultimate goal of developing sustainable enterprises that contribute to the country's gross domestic product, employment, equity and economic transformation to enable women to have equal access to and control over economic resources. The aim is to reverse the imbalances created by previous policies and programmes, which impacted negatively on women-owned enterprises and hindered their participation in the economy; to transform economic conditions; as well as create an enabling environment for women enterprises.

### **Overview of the Labour Market: Employment and Labour Force Participation<sup>36</sup>**

In 2018 Q4, the working-age population was estimated at 38.1 million in total, with women slightly outnumbering men and accounting for 50.5% of the total. The employed numbered 16.5 million, while a further 6.1 million were unemployed according to the narrow definition of unemployment. Almost 2.8 million individuals were classified as being non-searching unemployed. As a result, expanded unemployment stood at 9.7 million, while the expanded labour force was 26.2 million (compared with 22.6 million for the narrow labour force).

**Table 3: Labour market statistics by gender, 2016 and 2018 Q4**

Aggregates ('000s)	2016			2018 Q4 (October – December)		
	Male	Female	Total	Male	Female	Total

<sup>36</sup> Department of Women: 2019: A Report on the Gendered Analysis of Government’s Incentive Schemes – especially those administered by the Dti, Unpublished (Report developed for the DoW by the Development Policy and Research Unit, University of Cape Town – 2018/19)

<b>Working-age population</b>	18 102	18 567	36 669	18 867	19 267	38 134
<b>Employed</b>	8 906	6 874	15 780	9 279	7 250	16 529
<b>Narrow unemployed</b>	2 926	2 827	5 753	3 113	3 027	6 139
<b>Narrow labour force</b>	11 832	9 701	21 533	12 392	10 276	22 668
<b>Expanded unemployed</b>	3 995	4 143	8 138	4 635	5 071	9 706
<b>Expanded labour force</b>	12 901	11 018	23 919	13 915	12 320	26 235
<b>Non-searching unemployed</b>	1 069	1 316	2 386	1 263	1 577	2 841
<b>Rates (%)</b>						
<b>Employment-to-population ratio</b>	49.3	37.2	43.2	49.2	37.6	43.3
<b>Narrow unemployment rate</b>	24.7	29.1	26.7	25.1	29.5	27.1
<b>Expanded unemployment rate</b>	31.0	37.6	34.0	33.3	41.2	37.0

Source: StatsSA, Labour Market Dynamics (2016); Quarterly Labour Force Survey (2018Q4).

There are important gender differences in some of these aggregates, however. For example, men outnumber women amongst the employed by more than two million; in contrast, the gap is just over 100 000 within the narrow unemployed, while there are around one-quarter more women than men amongst the non-searching unemployed. As a result, women account for 52.2% of the expanded unemployed. In other words, men form the majority of those with better labour market outcomes (employment as opposed to unemployment) and women dominate amongst those with worse labour market outcomes (non-searching unemployment as opposed to narrow unemployment). Further, while participation of both men and women in the labour market is low relative to other developing countries, participation of women in the labour market is lower than that of men.

The implication of these differences is that working-age women are less likely than their male counterparts to be employed, and that economically active women are more likely than men to be unemployed. For example, the national employment-to-population ratio in 2018 Q4 was 43.3%, but there was a difference of 11.6 percentage points between the ratios for men and women. Thus, nearly half of all working-age men were employed compared to 37.6% of working-age women. At the same time, female unemployment rates are higher than those of males: the difference was 4.4 percentage points for the narrow unemployment rate, and 7.9 percentage points for the expanded unemployment rate. Similar patterns are observed for the 2016 estimates.

Labour force participation rates amongst women are substantially lower than those of men, irrespective of the unemployment definition used. In the fourth quarter of 2018, the narrow labour force participation rate amongst males (65.7%) was 12.4 percentage points higher than that of females (53.3%). Using the expanded definition, the gap was 9.8 percentage points even though the level of participation for both males and females is higher. While men are more likely than women to participate in the labour force, in the years following the democratisation of South Africa, female labour force participation increased dramatically.

The table below elaborates on the gender difference in participation rates, disaggregating by location and race. Irrespective of the disaggregation, males have the highest labour force participation rates. Amongst Africans and Coloureds, male labour force participation rates are roughly 12 percentage points higher than those of women. This gap is, though, substantially wider amongst whites (19.5 percentage points) and Asians (29.7 percentage points). Male participation rates range between 63.2% (African men) and 77.3% (white men). This contrasts with the participation rates for women, which range from 45.5% amongst Asian women to 58.3% amongst coloured women. Thus, the highest female labour force participation rate (that of coloured females) is lower than the lowest male participation rate (that of African males).

**Table 4: Labour force participation rates by gender and race, 2018**

	Urban			Rural			Overall		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<b>African</b>	72.4	61.7	67.1	48.3	37.4	42.7	63.2	52.1	57.6
<b>Coloured</b>	71.8	57.9	64.6	76.5	63.6	70.4	72.1	58.3	64.9
<b>Asian</b>	74.9	45.6	60.6	93.6	24.3	85.1	75.2	45.5	60.9
<b>White</b>	76.7	58.0	67.3	87.8	52.8	71.7	77.3	57.8	67.5
<b>Total</b>	72.9	60.2	66.5	49.4	38.0	43.5	65.5	52.9	59.1
<b>Labour Force ('000s)</b>	<b>9 326</b>	<b>7 739</b>	<b>17 065</b>	<b>2 925</b>	<b>2 380</b>	<b>5 305</b>	<b>12 251</b>	<b>10 119</b>	<b>22 370</b>

Source: StatsSA, Quarterly Labour Force Survey (2018Q2).

In urban areas, male labour force participation rates across race groups are very similar with almost three-quarters of men participating in the labour force. Indeed, labour force participation rates for all four race groups are within five percentage points of each other. Amongst urban females, the range of participation rates is three times wider: participation rates are lowest amongst Asians (45.6%) and highest amongst Africans (61.7%). On average, 60.2% of urban women are active in the labour force.

In rural areas, though, South Africans are much less likely to be economically active: just 43.5% of rural adults participate in the labour force in 2018. Unlike in urban areas, there is wide variation across race groups in participation rates amongst both males and females. Amongst males, participation ranges from around five out of ten (48.3%) amongst Africans to around nine out of ten amongst Asians and Whites; amongst females, it ranges from fewer than three out of ten (24.3%) amongst Asians to more than six out of ten (63.6%) amongst coloureds. Thus, as is the case in urban areas, the range in rural areas is much wider for females than males.

The above analysis highlights the low levels of economic participation of women (and men) in non-urban areas, a large part of which is made up by the former homeland areas. These low levels of labour force participation have implications for the extent of poverty in areas and this is where government programmes targeted at supporting businesses may face challenges in reaching potential beneficiaries. One reason for this is that information that is readily available on government programmes may not be easily accessible in non-urban areas. Another reason is that businesses themselves in non-urban areas may be more marginal and may require different types of interventions compared to urban enterprises.

### Employment of Women<sup>37</sup>

Gender differences extend beyond high-level labour market outcomes and are observable in various areas of employment. Even though women are exposed to formal labour markets, including in the extractive industries, opportunities are minimal or limited for them. One main factor in this is 'occupational segregation' defined as the division of the labour markets based on gender, which limits women's employment opportunities in the sector, regardless of their experience or educational qualifications.<sup>38</sup>

Female employment is concentrated in four industries: community, social and personal (CSP) services (31.4%); wholesale and retail trade (22.1%); private households (14.6%); and finance (13.2%). Together, these four industries account for 81.3% of total female employment. In contrast, male employment is less concentrated with five industries each accounting for between 13% and 19% of total male employment. The four industries accounting for the largest proportions of total male employment—wholesale and retail trade (18.6%), CSP services (15.6%), finance (14.6%), and construction (14.1%)—together account for 62.9% of male employment.

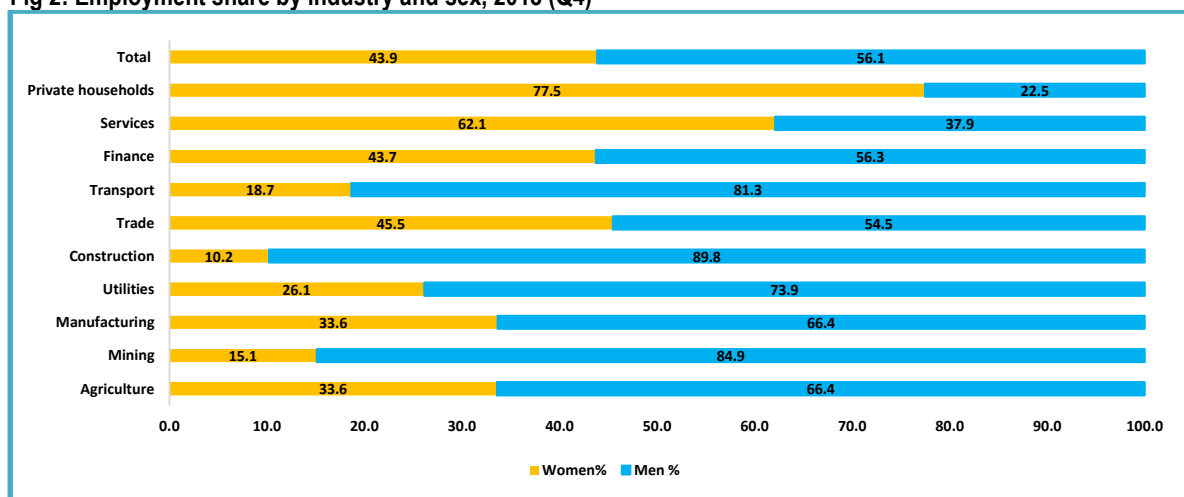
<sup>37</sup> Department of Women: 2019: A Report on the Gendered Analysis of Government's Incentive Schemes – especially those administered by the Dti, Unpublished (Report developed for the DoW by the Development Policy and Research Unit, University of Cape Town – 2018/19)

<sup>38</sup> Commission for Gender Equality: 2016: Talking the Talk, Not Walking the Walk: pg.22.

Women dominate employment in only two industries: CSP services, which include government, and private households, which is primarily domestic work. In CSP services, the ratio of male-to-female employment is 0.6, indicating that for every ten women employed in the industry, there are six men. Within private households, the gap is even larger, with only three men for every ten women in the industry. In contrast, construction, mining and transport are heavily male dominated, with ratios of 8.0, 6.4 and 4.3. Thus, in construction, there are eight times as many men in the industry than there are women. In manufacturing, agriculture and utilities, men outnumber women by a ratio of between 2.0 and 2.5 to one, while in wholesale and retail trade (1.1) and finance (1.4) the ratios are much lower.

There are various reasons for these differences between industries. For instance, women have historically not been employed in large numbers in industries where jobs are dangerous and require physical strength. Thus, relatively few women have been employed in mining and construction. Such patterns may be perpetuated by attitudes towards women’s employment in those sectors (held by both men and women), as well as attitudes, preferences or even discrimination on the part of firms. Conversely, women’s dominance in CSP services is explained by the fact that female-dominated occupations such as nursing and teaching are concentrated within the industry; similarly, the vast majority of domestic workers in South Africa are female, explaining their dominance within private households. Globally, services sectors are found to be more accessible to women (ILO, 2010), explaining the relatively narrow gap in wholesale and retail trade and finance and business services.

**Fig 2: Employment share by industry and sex, 2018 (Q4)**



Source: StatsSA, Quarterly Labourforce Survey, Q4; 2018

Among women themselves, there are also important differences. By race, labour force participation rates are more varied for women than for men. The labour force participation gap between men and women is highest for whites and Asians. Participation rates for women range from 45.5% amongst Asian women to 58.3% amongst coloured women.

African women constitute a relatively large proportion of female employment in the informal sector and in private households compared with their share of total female employment. In rural areas women (as well as men) are much less likely to be economically active.

### Skills distribution of employment<sup>39</sup>

<sup>39</sup> Department of Women: 2019: A Report on the Gendered Analysis of Government’s Incentive Schemes – especially those administered by the Dti, Unpublished (Report developed for the DoW by the Development Policy and Research Unit, University of Cape Town – 2018/19)

These ten industries also differ in terms of their skills intensity and, as a result, women of different skills levels are distributed differently across industries (Refer table below). Of the almost 6.9 million employed women in 2016, almost one-quarter (1.7 million) are classified as high-skilled. Those in semi-skilled occupations account for 40% of employment, while the low-skilled represent 35% of employment.

The majority of high-skilled women (57.0%) are employed in CSP services, while a further 21.1% are employed in finance and business services. These two industries therefore account for almost four-fifths of the employment of high-skilled women. In both instances, these shares are substantially larger than their shares of total female employment (31.6% and 13.8%). Although they are much smaller, utilities and transport account for relatively large shares of high-skilled female employment compared with their shares of total female employment.

**Table 5: Distribution of employed women across industry by skills category, 2016**

Industry	High-skilled	Semi-skilled	Low-skilled	Total
Agriculture	0.4	1.3	9.2	3.9
Mining	0.5	1.3	0.6	0.9
Manufacturing	6.1	11.9	5.5	8.2
Utilities	0.9	0.6	0.1	0.5
Construction	1.4	2.1	3.2	2.3
W&R trade	9.7	31.7	19.6	22.0
Transport	2.9	3.6	0.9	2.5
Finance & business services	21.1	15.5	6.9	13.8
CSP services	57.0	31.3	14.5	31.6
Private households	0.0	0.7	39.5	14.3
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Employment ('000s)</b>	<b>1 686</b>	<b>2 750</b>	<b>2 439</b>	<b>6 874</b>

Source: StatsSA, Labour Market Dynamics (2016).

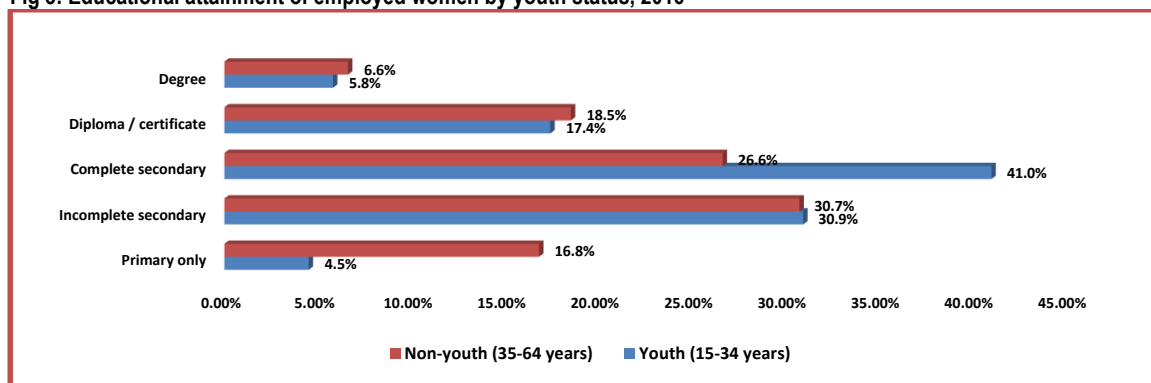
Two industries—wholesale and retail trade, and CSP services—each account for just under one-third of semi-skilled female employment. In the former, this is almost ten percentage points higher than the industry's share of total female employment, but in the latter the two proportions are similar. These are followed by finance and business services (15.5%) and manufacturing (11.9%), both of which account for relatively large shares of semi-skilled female employment.

Employment of low-skilled women is concentrated in private households (39.5%), wholesale and retail trade (19.6%) and CSP services (14.5%), although of these three industries it is only private households that accounts for a disproportionately large share of low-skilled female employment. Agriculture accounts for 9.2% of low-skilled female employment, more than twice the industry's share of total female employment (3.9%).

An integral and supplementary part of understanding the skills set of employed women relates to educational attainment. The figure below presents the educational attainment of employed women, distinguishing also between youth (15 to 34-year olds) and non-youth (35 to 64-year olds). A key motivation for doing this is the relatively rapid improvements observed in educational attainment over the past few decades, which will have implications in terms of design of policy and programmes accessible to all women.

Youth status is associated with differences in educational attainment amongst employed women. Amongst employed female youth, 41.0% have completed secondary education, while a further 30.9% have incomplete secondary education. Just 4.5% of these women do not have any secondary education at all; while just over one-quarter has either diploma/certificate or a degree.

**Fig 3: Educational attainment of employed women by youth status, 2016**



Source: StatsSA, Labour Market Dynamics (2016)<sup>40</sup>

In contrast, amongst employed women aged 35 years and above, the largest cohort has incomplete secondary education (30.7%), while 26.6% have a matric certificate. This latter proportion is 14.4 percentage points lower than that of their counterparts under the age of 35 years. Older women are far more likely to have no secondary education at all: 16.8% of employed women aged 35 years and above have only (some) primary education, more than three times the proportion of their younger counterparts. Interestingly, despite their age advantage, the proportion of employed women with post-secondary education is only marginally higher for non-youth than for youth (25.1% compared to 23.2%).

Differences in educational attainment may have significant implications in the ability of employed women to access government programmes. Lower levels of education may mean that complex or detailed application forms, as well as online application systems, may represent more significant barriers to entry for these women, thereby preventing access even before the merits of their particular situation can be evaluated.

Males are more likely than females to be employed in the formal sector (77.1% compared to 71.4%), and in the informal sector (19.5% compared to 14.4%). In contrast, private households account for 14.3% of female employment, more than four times the share for males. As a result of these differences women account for around two-fifths or 41.7% of formal sector employment, and just 36.2% of informal sector employment. In contrast, three out of four (76.5%) workers in private households are women.

**Table 6: Employment by sector disaggregated by gender and race, 2016**

	Formal Sector	Informal Sector	Private Households	Total
Total employed ('000s)	11 772	2 725	1 283	15 780
Distribution (%)				
Total	74.6	17.3	8.1	100.0
Male	77.1	19.5	3.4	100.0
Female	71.4	14.4	14.3	100.0
Female share of sector (%)	41.7	36.2	76.5	43.6
Share of female employment (%)				
African	68.2	86.2	91.2	74.1
Coloured	12.6	5.8	8.3	11.0
Asian	3.4	1.2	0.2	2.6
White	15.9	6.8	0.3	12.4

Source: StatsSA, Labour Market Dynamics (2016)

There are important variations by race in this general pattern. Africans constitute a relatively large proportion of female employment in the informal sector (86.2%) and in private households (91.2%) compared with their share of total female employment of just under three-quarters (74.1%). Conversely, coloured, Asian and white women account for relatively large proportions of formal sector employment.

<sup>40</sup> Proportions may not add to 100 due to the omission of the "Other/unspecified" category.

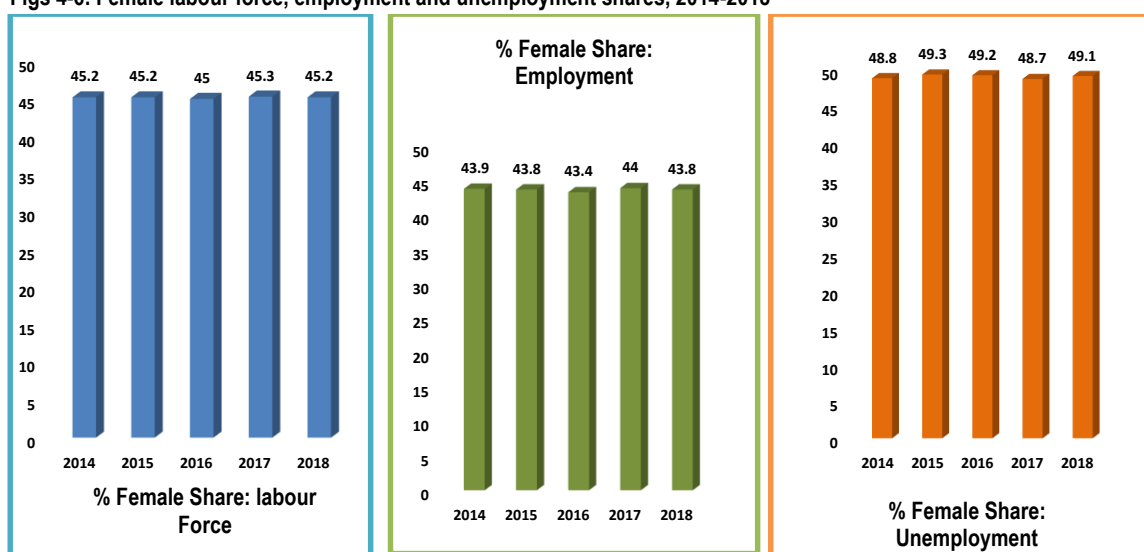
Out of 100 employed women, approximately 30 are employed outside of the formal sector and, of these, between 25 and 28 are African and another one to two are coloured. A narrow focus on the formal economy means that a relatively large proportion of employed women are overlooked, the vast majority of whom are African or coloured and who are typically marginalised within the formal sector.

### Women and unemployment<sup>41</sup>

To contextualise women’s position within the labour market, the figure below presents the female share of three key labour market aggregates—the narrow labour force, employment and narrow unemployment—over the past decade. While women account for just over half (50.5%) of the working-age population in 2018, they are outnumbered by men within all three aggregates. Women account for approximately 45% of the narrow labour force, a proportion that has remained within a one percentage point range throughout the decade.

Importantly, though, just fewer than 44% of the employed are women. Here too, the proportion has remained remarkably stable. The consequence of women accounting for an even smaller share of employment than they do of the narrow labour force is that their share of narrow unemployment is considerably higher. In the second quarter of 2018, women accounted for 49.1% of the unemployed, 5.3 percentage points higher than their share of employment. Within unemployment, the share of women is marginally more volatile, with women even forming the majority of the unemployed in 2008.

**Figs 4-6: Female labour force, employment and unemployment shares, 2014-2018**



Source: Own calculations, StatsSA, Quarterly Labour Force Surveys, various years<sup>42</sup>

### Monthly Earnings

Statistics on monthly earnings demonstrate that there are fewer women earning salaries compared to men. In 2014 males constituted 55.5% (7 495 000) and 55.6% in 2017 (7 580 000) of those earning salaries while females constituted 44.5% (6 012 000) in 2014 and 44.4% (6 065 000) in 2017.

**Table 7: Monthly earnings by gender, 2014 to 2017**

	2014	2017

<sup>41</sup> Department of Women: 2019: A Report on the Gendered Analysis of Government’s Incentive Schemes – especially those administered by the Dti, Unpublished (Report developed for the DoW by the Development Policy and Research Unit, University of Cape Town – 2018/19)

<sup>42</sup> Estimates are from the second quarter surveys in each year.



Monthly Earning	Male		Female		Male		Female	
	Thousands (000)	%	Thousands (000)	%	Thousands (000)	%	Thousands (000)	%
R1-R1 500	1 438	19.2	1 822	30.3	1 234	16.3	1 517	25.0
R1 501-R2 500	1 225	16.3	1 088	18.1	969	12.8	1 063	17.5
R2 501-R3 500	994	13.3	723	12.0	1 165	15.4	960	15.8
R3 501-R5 500	1 076	14.4	615	10.2	1 390	18.3	843	13.9
R5 501-R7 500	626	8.4	324	5.4	1 105	14.6	618	10.2
R7 501-R11 500	674	9.0	449	7.5	529	7.0	369	6.1
R11 501+	1 462	19.5	991	16.5	1 187	15.7	694	11.4
Total	7 495	100.0	6 012	100.0	7 580	100.0	6 065	100.0
	55,5		44,5		55,6		44,4	
	13 507 000				13 645 000			

Females continued to dominate among those earning in the bottom ranges of earnings. The 2017 data shows higher concentration for female within the lowest earning categories. The top three highest percentages are concentrated within the bottom three earning categories. The monthly earning trend for male within the top three highest percentages is distributed within the lowest, middle- and high-income bracket (Statistics South Africa, QLFS, 2017).

### Women and Self-Employment<sup>43</sup>

Self-employment represents an alternative to working as an employee for many working-age adults. However, it is important to remember that self-employment spans a wide range of activities, ranging from individuals running SMMEs in the formal sector to individuals engaged in survivalist activities in the informal sector. From the perspective of women's economic participation and the need for supportive policies, this is an important distinction given that the needs and capacities of individuals in these widely varying situations will often be quite different.

The table below presents a breakdown of these two types of self-employment, distinguishing between the self-employed whose businesses are registered for tax or VAT and those whose businesses are not.

**Table 8: Registration status of enterprises of the self-employed, 2016**

	Female		Male		Total	
	Number ('000s)	Share (%)	Number ('000s)	Share (%)	Number ('000s)	Share (%)
Not tax or VAT registered	66	85	6	7	72	76
Tax or VAT registered	12	5	39	2	52	2
Total	79	100	45	100	124	100

Source: StatsSA, Labour Market Dynamics (2016)<sup>44</sup>

In 2016, just over three-quarters (77.6%) of the self-employed were involved in businesses that were not registered for either tax or VAT. However, the rate of non-registration is significantly higher amongst self-employed women, at 84.5%. As a result, while women account for 34.5% of the self-employed, 37.6% of those whose businesses are not registered for tax are women.

It is estimated that in 2016 almost 2.3 million individuals were self-employed in South Africa, representing 13.9% of total employment. Men were slightly more likely to be self-employed than women (16.2% compared with 11.1%), with the gender gap particularly pronounced amongst Asians and whites. More than seven out of ten of the self-employed in 2016 were African, with whites accounting for roughly two out of ten. Thus, whites and Asians overall have relatively high rates of self-employment, driven by particularly high rates for men of around one-quarter. Amongst females, whites (15.2%) and Africans (11.5%) have the highest rates of self-employment.

<sup>43</sup> Department of Women: 2019: A Report on the Gendered Analysis of Government's Incentive Schemes – especially those administered by the Dti, Unpublished (Report developed for the DoW by the Development Policy and Research Unit, University of Cape Town – 2018/19)

<sup>44</sup> Figures may not add up due to rounding or unspecified responses.

However, once the sample is narrowed to those in non-tax registered enterprises, the picture changes in two key aspects. First, rates of self-employment for males and females are identical at just over 10%. Second, self-employment rates are highest amongst Africans at 12.5%, with African women marginally more likely to be self-employed than African men. As a result, Africans account for almost 90% of self-employed women in non-tax registered businesses.

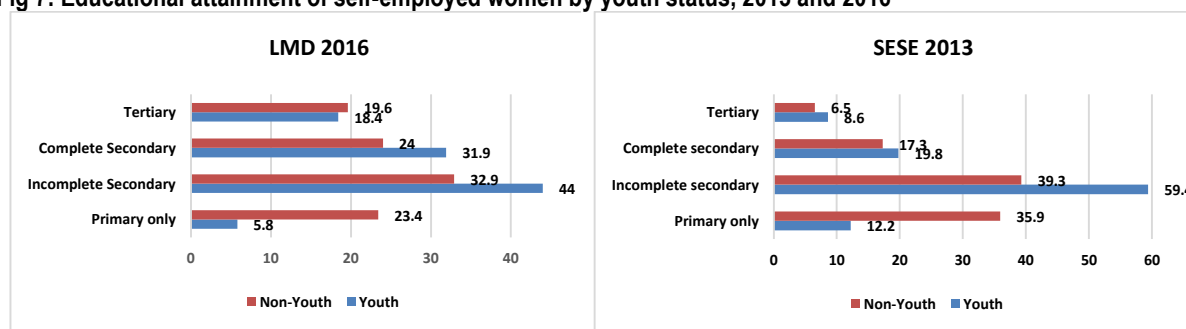
**Table 9: Self-employment rates by race and gender, 2013 and 2016**

	African	Coloured	Asian	White	Total
<b>Total self-employment ('000s), 2016</b>	1 636	111	98	446	2 291
<b>Male</b>	15.3	8.6	22.8	25.8	16.2
<b>Female</b>	11.5	4.1	9.7	15.2	11.1
<b>Total</b>	13.6	6.5	18.2	21.1	13.9
<b>SESE self-employment ('000s), 2013</b>	1 371	48	39	85	1 543
<b>Male</b>	12.3	3.0	10.7	4.5	10.3
<b>Female</b>	12.8	3.2	2.6	3.9	10.3
<b>Total</b>	12.5	3.1	7.7	4.2	10.3

Source: StatsSA, Labour Market Dynamics 2016; QLFS 2013Q3; SESE 2013<sup>45</sup>

The largest cohort of self-employed women, irrespective of youth status, has incomplete secondary education. Amongst all self-employed women in 2016, 44.0% of those under the age of 35 years had incomplete secondary education, as did 32.9% of their older counterparts. Those with matric certificates account for 31.9% of youth and 24.0% of non-youth within this group. While older women are relatively evenly spread across the four educational categories, far fewer women under 35 years report having only primary education (5.8% compared with 23.4%). They therefore also have higher shares with either incomplete or complete secondary education. Although the categories are slightly different, self-employed women are relatively more concentrated than employed women generally in the bottom two categories. For example, 23.4% of non-youth self-employed women have only primary education compared with 16.8% of non-youth employed women, while 44.0% of self-employed women less than 35 years have incomplete secondary education compared with 30.9% for employed women less than 35 years. Once the sample is limited to self-employed women in non-tax registered enterprises as per the SESE 2013 data, the bias towards lower levels of educational attainment is even clearer. More than seven out of ten of these women have not completed matric: 71.6% amongst youth, and 75.2% amongst non-youth.

**Fig 7: Educational attainment of self-employed women by youth status, 2013 and 2016**



Source: StatsSA, Labour Market Dynamics 2016; SESE 2013<sup>46</sup>

Three occupational categories accounted for the majority of self-employed women in 2016. The largest category was elementary occupations, which accounted for 37.2% of self-employed women. This was followed by service and sales workers (23.5%) and managers (16.1%). Between them, these three categories accounted for just over three-quarters of self-employed women. These figures suggest a lack

<sup>45</sup> Total self-employment figures come from the LMD 2016. SESE self-employment figures refer to employers and the self-employed in non-tax registered enterprises.

<sup>46</sup> The primary category includes those with no education; the tertiary category includes those with diplomas and/or certificates, and degrees.

of occupational diversity within the sector and a bias towards less-skilled occupations, particularly when the diversity of occupations within the managerial category is acknowledged.

**Table 10: Occupational distribution of self-employed women, 2016**

	Self-Employed Women (2016)	
	Number ('000s)	Share (%)
Managers	2	16.1
Professionals		3.8
Technicians & associate professionals		7.8
Clerical support workers		1.6
Service & sales workers	6	23.5
Skilled agricultural, forestry & fishery workers		1.3
Craft & related trades workers		7.3
Plant & machine operators		1.2
Elementary occupations	9	37.2
<b>Total</b>	<b>10</b>	<b>100.0</b>

Source: StatsSA, Labour Market Dynamics 2016<sup>47</sup>

Majority (62.7%) of self-employed women are employed within wholesale and retail trade, while a further 15.7% fall within CSP services. These two industries account for a combined share of 78.4% of self-employed women. Only two other industries— manufacturing (9.0%) and finance and business services (6.8%) —account for more than 2% of self-employed women.

**Table 11: Distribution of self-employed women across industry, 2016 and 2017**

	Self-Employed Women (2016)		Informal Self-Employed Women (2017)	
	Number ('000s)	Share (%)	Number ('000s)	Share (%)
Agriculture, hunting, forestry & fishing				
Mining & quarrying				
Manufacturing				
Electricity, gas & water supply ("Utilities")				
Construction				
Wholesale & retail trade				
Transport, storage & communication				
Finance & business services				
Community, social & personal services				
Private households				
<b>Total</b>				

Source: StatsSA, Labour Market Dynamics 2016, SESE 2017

Looking at informal self-employment, it is clear that there is an even greater concentration of women in wholesale and retail trade and CSP services. Trade alone accounts for almost two-thirds (63.8%) of informal self-employment of women, while CSP services accounts for another 16.8%. The shares for all other industries are smaller than those observed for self-employed women overall.

One of the broader benefits of entrepreneurial activity is the potential for increased demand for labour and, hence, employment. The table below presents a breakdown of self-employment in 2018 according to whether the self-employed are employers, with at least one employee, or own-account workers. About 43,6 % of self-employed men hire other workers compared to less than 20.9% self-employed women. While this suggests that female-owned enterprises may typically be smaller than those owned by men, it

<sup>47</sup> The SESE 2013 dataset does not include data on individuals' occupations.

also points to a potential difference in motivation: enterprises with no employees are more likely to be survivalist in nature, with low returns.

**Table 12: Self-employment type by gender, 2018**

	Female		Male	
	Number ('000s)	Share (%)	Number ('000s)	Share (%)
Own-account worker (no employees)	652	79.1	918	56.4
Employer (at least one employee)	172	20.9	710	43.6
<b>Total</b>	<b>824</b>	<b>100.0</b>	<b>1628</b>	<b>100.0</b>

Source: StatsSA, Quarterly Labour Force Survey, Q4; 2018

The table below investigates the extent to which the self-employed are employers and distinguishes between the paid and unpaid employees as well as the gender of employees. These firms are clearly small, with the median number of employees being one for both male and female employers. Female employers, though, do tend to employ fewer people than their male counterparts. On average, females employ fewer than four employees (0.5 paid males; 1.3 paid females; 0.3 unpaid males; 1.7 unpaid females), while males employ approximately 5.5 employees (1.7 paid males; 3.4 paid females; 0.2 unpaid males; 0.2 unpaid females). Not only do female employers provide employment to fewer people, they are also less likely than male employers to employ males and more likely to rely on unpaid workers. However, despite their smaller size, a relatively large proportion of female-owned informal employers report employing between three and nine employees. For example, 19.6% report employing between three and nine paid males, while 16.2% report employing between three and nine unpaid females. In contrast, only 3.4% of male-owned informal employers report employing three to nine unpaid females (for paid females, the figure is only 3.0%).

**Table 13: Employees of male and female informal employers, 2013**

	Female Employers				Male Employers			
	Paid		Unpaid		Paid		Unpaid	
	Males	Females	Males	Females	Males	Females	Males	Females
<b>Distribution (%)</b>								
0	21.9	65.9	87.9	36.3	87.3	83.8	82.6	77.3
1	38.2	27.6	5.5	37.6	10.5	10.4	15.5	15.6
2	19.4	4.3	3.2	9.4	1.3	2.9	1.7	1.4
3-9	19.6	2.2	2.5	16.2	0.9	3.0	0.3	3.4
10+	0.9	0.0	0.9	0.4	0.0	0.0	0.0	2.3
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Numbers of Employees</b>								
Mean	0.5	1.3	0.3	1.7	1.7	3.4	0.2	0.2
Median	0	1	0	0	1	0	0	0
75 <sup>th</sup> p/le	1	2	0	0	2	0	0	0
90 <sup>th</sup> p/le	1	4	1	1	4	1	1	1

Source: StatsSA, SESE 2013

Lower employment numbers for female-owned enterprises can be explained as a function of lower turnover and weaker profitability due to concentration in more marginal activities. As many women are forced into or perhaps choose informal self-employment due to care responsibilities, it is perhaps not surprising that they tend to rely more heavily on unpaid workers, who may often be family members or dependents.

## Women and Business Funding

According to the SESE data, around two-fifths of the self-employed reported not needing money to start their businesses (Refer table below). Those who did require funding were asked to indicate their main

source of funding in 2013: their own money, a loan, a government grant, or some other grant. The majority of those who did need money to start their businesses reported using their own money: 45.1% of women and 44.9% of men. Just over one-tenth obtained a loan (13.0% women and 11.3% men). In 2017, the percentage of women who did not require funds to start their business decreased was 33.2%, a decrease from 41.3% in 2013. An increase was recorded on women who used their own money to start the business.

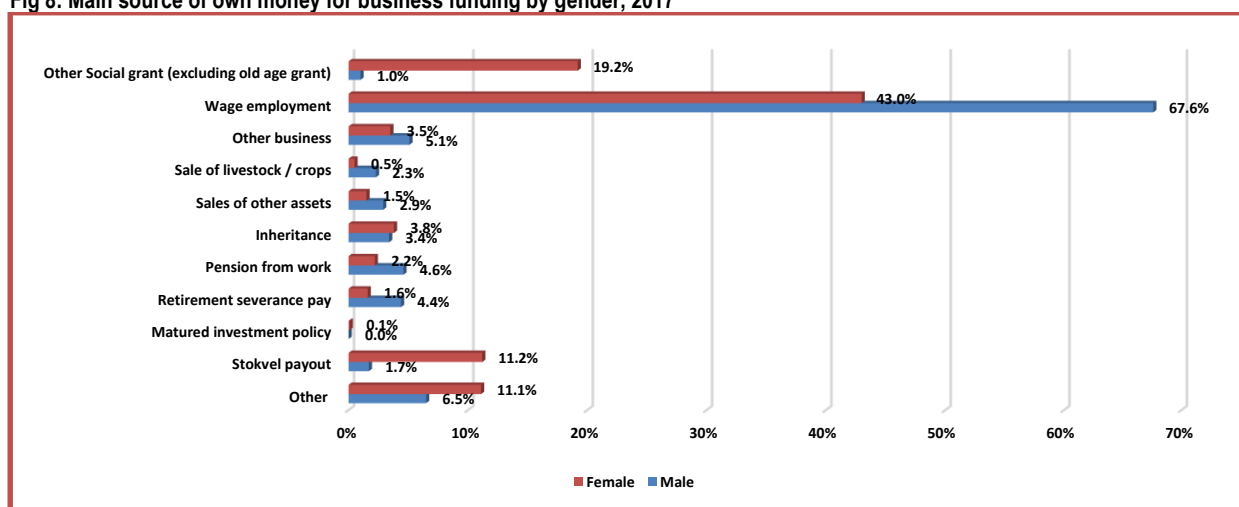
**Table 14: Main source of business funding by gender, 2013 and 2017**

	Female		Male		Male		Female	
	2013				2017			
	Number ('000s)	Share (%)	Number ('000s)	Share (%)	Number ('000s)	Share (%)	Number ('000s)	Share (%)
Own money	310	45.1	384	44.9	445	42.2	347	47.9
Loan	9	13.0	97	11.3				
Government grant	14	0.2	2	0.2				
Other grant	27	0.4	2	0.2				
Did not need money to start the business	284	41.3	371	43.4	503	46.6	241	33.2
Other Source	-	-	-	-	121	11.2	137	18.9
<b>Total</b>	<b>687</b>	<b>100.0</b>	<b>856</b>	<b>100.0</b>	<b>1079</b>	<b>100</b>	<b>725</b>	<b>100</b>

Source: StatsSA, SESE 2013.

Grants of any type are extremely rare, with less than one percent of the self-employed reporting accessing a grant as their main source of funding. While this is not particularly surprising, given the nature of the sample, it does confirm the very limited reach of government programmes and funding within the informal sector of the economy.

**Fig 8: Main source of own money for business funding by gender, 2017**



Source: StatsSA, SESE 2017<sup>48</sup>

Amongst those who use their own money to fund their businesses, the survey asks about the source of that money. In this aspect, there are substantial differences between men and women. Two-thirds (67.6%) of men indicate that wage employment - past or present - was the primary source of this money. In contrast, this was true for 43.0% women. Men were generally more likely to cite earned or employment-related income (other businesses; sales of livestock, crops or assets; pensions; or retirement/severance pay) than women, albeit quite rarely mentioned. This pattern is arguably linked to the generally more favourable position men have within the labour market, enabling them to source funds in this way.

<sup>48</sup> 'Wage employment' refers to previous and/or present wage employment.

For women, the most commonly cited source of money was from other social grant (19.2%) and stokvel pay-out (11.2%) or from other savings (11.1%). In other words, almost half of women who used their own money to start a business cited savings as the primary source of that money, compared to one-tenth of men<sup>49</sup>.

### Constraints to SMME Growth and Entrepreneurship in South Africa

In South African SMMEs employ around 56% of the workforce (DTI, 2008) and contribute an estimated 45% to 50% to the GDP (DTI, 2004). FinScope (2011) finds that access to credit and access to affordable credit are amongst the most regularly reported obstacles for growth amongst SMME owners. They find that approximately 42.0% of SMME owners are financially excluded—meaning they do not use any formal or informal financial products or services and that any saving that does occur happens at home, while any borrowing is from friends or family. This difficulty for small business owners in gaining access to credit is likely due to the conservative lending practices of banks. In deciding whether to provide credit to an entrepreneur or business—and the rate at which credit is offered—banks rely on the credit risk profile of the owner or business. There are various factors which contribute to the high credit risk profiles for SMME entrepreneurs, including no alternative income sources, unsustainable income streams, poor business and financial management skills, and a lack of risk mitigation strategies. These factors make SMME entrepreneurs unattractive to formal lenders, where the perceived risk of defaulting is high.

In addition, access to land is a constraint on entrepreneurship. Not only is land used as collateral for finance, in order for business to develop and grow, business needs access to affordable premises that is close enough to workers, the market, and that is safe and suitable for work. FinScope (2011) identifies “space to operate” as the largest obstacle for small business growth, particularly in Gauteng. Transport infrastructure is needed to reach the major economic hubs and to access their respective markets. This is particularly important in South Africa, where due to the entrenched problem of spatial mismatch, millions of labour market participants are located significant distances from the urban centres. Table \* below summarises some of the barriers to accessing credit and the particular gender-specific nature of these barriers.

**Table 15: Barriers to credit for women and their effects**

Barrier	Effects
<b>Legal constraints</b>	The traditional norms and values prevent women from leaving formal financial options acting as legal persona and from accumulating assets such as property. Such constraints impact on women’s ability to offer assets as collateral which is often beyond the scope of a women’s available or limited assets. Women are still treated as legal minors in some communities constraining their ability to make independent decisions or contractual arrangements e.g. for funding.
<b>Employment and income limitations faced by women</b>	Women are still most likely to be employed at the lower levels, least skilled, least influential and lowest paid jobs in the economy and this also impacts negatively on their ability to accumulate assets and equity.
<b>Exclusion from policymaking, decisions and influence in financial and economic decision-making</b>	South Africa has largely excluded women from decision-making in both the economic and financial spheres of influence. Since women are largely not in positions of power in these segments of society, this has the effect of not fostering a culture which recognises the gender constraints and respects the needs of women. Women are likely to need start-up capital which for commercial institutions are high risk and therefore not supported by gender neutral institutions insensitive to the gender constraints faced by women and there is also very little attempt made to explore alternative risk management strategies better suited to the asset limitations of women.

<sup>49</sup> Ibid

<b>Attitudes towards women</b>	Male decision-makers often consider the realities of women's lives as adverse and use the multiple roles women play as a justification for declining business credit. In a situation of scarce resources, investors will often go with what they know i.e. men.
<b>Lack of information and exposure to business and finance environments</b>	Women are often not aware of the financial or non-financial support available to them to enhance their business aspirations.
<b>Business maturity and financial institution policies</b>	Whilst men and women face difficulties when setting up businesses, women face additional difficulties such as access to finance. The playing field tends to level out when women's business reach maturity and are able to provide sufficient evidence to reduce the perception of risk associated with gender.
	Lack of collateral means that the primary source of funding for resource-poor women is high interest bearing and low value micro finance.
	Banks are mostly not aware that women face gender specific constraints when seeking finance and may adopt a gender-neutral position, assuming that this puts women on an equal footing.
	Women often want to borrow smaller amounts, and this may be outside of the minimum loan policies of a bank.

Source: DoW (2015), sourced from Southern Africa Gender Protocol Alliance (2015)

Across the different subsectors in the economy there are varying perceptions of the barriers that exist to female entrepreneurs in establishing successful businesses.

- In the **metals subsector**, where females work as jewellery designers and producers, they face key challenges such as access to markets, finance, and knowledge relating to basic business administration particularly around providing quotes and invoicing. With regards to finances, these women face high start-up costs associated with setting up jewellery production which therefore becomes limiting entry into the sector.
- In the **agro-processing** the challenges for female entrepreneurs seem more prominent. The industry is male-dominated and, women indicated that it is very difficult for female entrepreneurs to access funding. There also seems to be an unwillingness or reluctance from men in the industry to engage with female entrepreneurs, making it challenging for women to partner with men to finalise deals
- The **textiles, clothing and leather subsector** is female-dominated, and women generally indicate a lack of marketing skills as a challenge. Females in this sector also indicate that they are not taken as seriously as men in business related matters with the result that they often work harder to be considered credible.
- In the **chemicals industries**, the barriers faced by women include a lack of funding; difficulty in penetrating markets, a lack of information about the sector available to women and, a lack of support for women. Further, the market is extremely competitive, and women find it difficult to gain credibility as a new entrant into the market. In this subsector there also seems to be high operating costs which act as a barrier to women who struggle to access funding.

## Special Measures to promote women's economic empowerment

There are specific programmes which specifically target women to facilitate their participation in the mainstream economy. Among these are the Bavumile Skills Development Programme, the Isivande Women's Fund (IWF) and the South African Women Entrepreneurs Network (SAWEN) to speak of a few.

The Bavumile Skills Development Programme targets women who want to pursue their own business by offering them 20 days of training on sewing, knitting, weaving and craft (DTI, 2011). The main objective of this programme is to advance women's skills and expertise in arts and craft in order to produce better products (DTI, 2011). The substantial expansion in the budget between 2015/16 and 2016/17 - effectively a quadrupling of the budget - was accompanied by a more than doubling from 300 to 700 in the number of female entrepreneurs trained.

The Isivande Women's Fund (IWF) aims to enhance socio-economic development in rural, peri-urban and township areas by empowering South African women (especially black women) through financial assistance of between R30 000 and R2 million and non-financial support (DTI, 2011; n.d). The fund is involved with enterprises that seek finance for start-up, for expanding existing enterprises, for franchising, for business rehabilitation and for gap finance (DTI, n.d.). The IWF supports SMMEs with women

ownership of more than 50% of the ordinary share capital and more than 30% in management positions (DBSD, 2015 emb).

The South African Women Entrepreneurs Network (SAWEN) is a Section 21 registered company under the dti, with the main objective to facilitate access to business resources, information and opportunities for South African women entrepreneurs. This programme targets women specifically, who engage in informal income generating activities and/or operate an SMME, or women who aspire to open a business, particularly rural based women-owned SMMEs (SAWEN, 2012).

### **Access, ownership and control over productive resources / property and land rights**

Land has been recognised as a primary source of wealth, social status and power throughout history. It builds the foundation to create shelter, grow food and harbour economic activities. It provides the most significant opportunities in rural areas and is gradually depleting scarce resource in urban areas. Access to rights in land is often the condition for other rights such as access to water, other natural resources, and basic services such as sanitation and electricity. The rights that society allows for landholders directly affect the willingness and ability of individuals and businesses to make long term investments in arable land and housing (Status of Women in the South African Economy (DoW; 2015).

In emerging economies, sustainable development is contingent on the establishment of inclusive access to property rights in land and the security of such rights (UN Food and Agriculture Organization (FAO): 2002).

Making access to land and the benefits that come with it more inclusive for women may be one way to overcome economic and social disadvantages (UN FAO: 2002). Gender equality in land ownership is important as it is shown to improve agricultural productivity and strengthen the ability of households to manage economic shocks (Budlender and Alma: 2001; Jacobs et al: 2012).

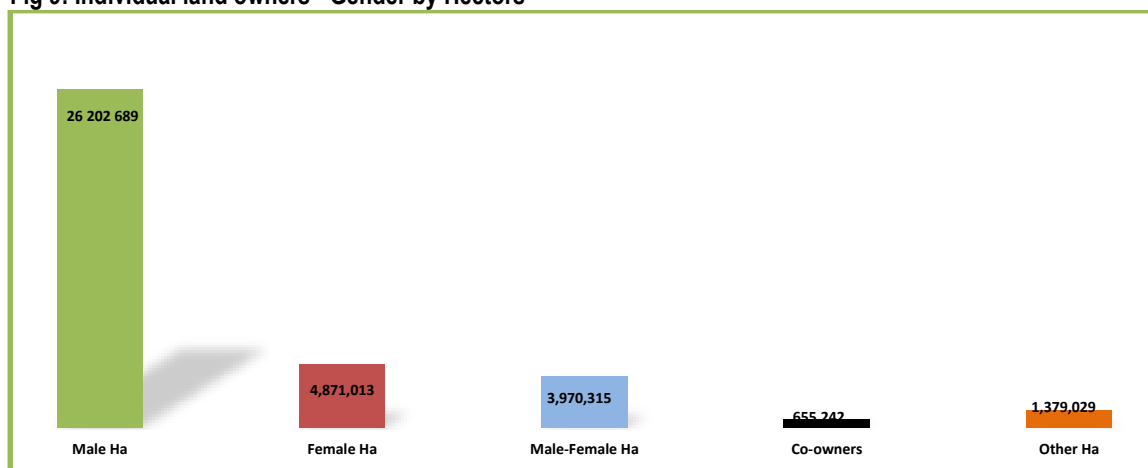
There is a strong link between food security nutrition and gender therefore the land issue becomes critical in ensuring a gender approach to food security. Female headed households have a higher vulnerability to food insecurity as a result of poverty, which can be exacerbated by lack of access to land ownership, means of production and income generating activities. The 2016 Vulnerable Groups Indicator report (Statssa; 2017) indicates higher percentage share (13.8%) of females living in households that experienced hunger compared to males (10, 3%).

Women tend to be more involved in subsistence farming in an effort to supplement food security at the household level. In 2017, about two and half million households (2 506 000) were involved in one or more agricultural production activity in South Africa. The majority of these households were female headed (52.8%) (2017 GHS, StatsSA: 2018).

The Land Audit Report (DRDLR, Pretoria: 2017) demonstrate women's struggle with regard to ownership and access to land. The Extension of Security of Tenure Act gave women, for the first time, the same rights in land as men, by including women in its definition of "occupier". The White Paper on Land Reform emphasises government's intention to target women in its land reform policy.



**Fig 9: Individual land owners - Gender by Hectors**



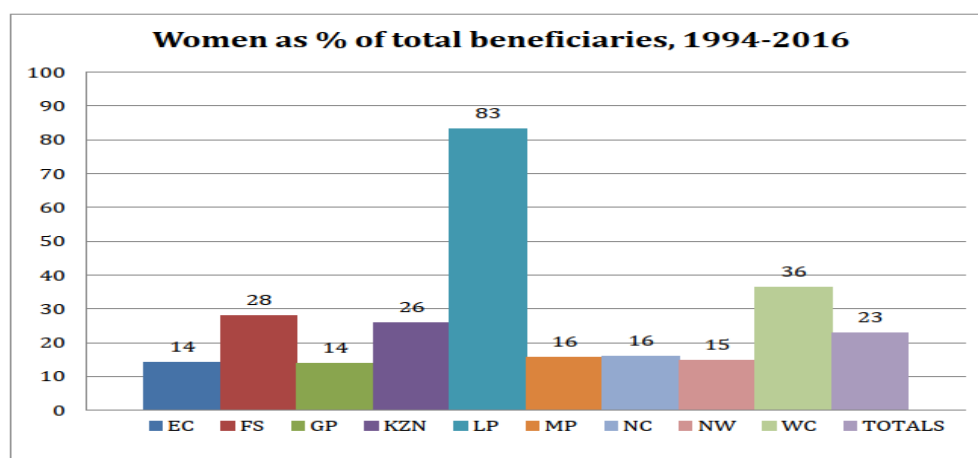
Source: Land Audit Report, DRDLR, 2017

Statistics on individual land ownership indicates that only 34% of individual land owners are female and that males own the largest size of farms and agricultural landholdings. Data indicates that males and females own a total of 37 078 289 ha farms and agricultural holdings land in the country, with 26 202 689 ha or 71% owned by males; followed by females at 4 871 013 ha or 13%.

All policies relating to land redistribution emphasise gender equity as a goal, and prioritise women to gain access to land. What exactly this prioritisation consists of is unclear. Nationally, women constitute 23% of land redistribution beneficiaries. We do not have detailed breakdowns of women beneficiaries, or women headed households, under the various land redistribution programmes<sup>50</sup>.

**Fig: 10: Gender distribution of land**

**Figure 5: Gender distribution of land beneficiaries**



Source: DRDLR 2016: 4 (authors' calculations)

**Table 16: Individual land owners - gender in hectares**

Individual land owners - gender in hectares											
	Male Ha	%	Female Ha	%	Male-Female Ha	%	Co-owners	%	Other Ha	%	Total
RSA	26 202 689	71	4 871 013	13	3 970 315	11	655 242	2	1 379 029	3	37 078 289

Source: Land Audit Report, DRDLR, 2017

<sup>50</sup> Land Redistribution in South Africa Commissioned report for High Level Panel on the assessment of key legislation and the acceleration of fundamental change, an initiative of the Parliament of South Africa Thembela Kepe (University of Toronto/ Rhodes University) and Ruth Hall (Institute for Poverty, Land and Agrarian Studies, University of the Western Cape) 28 September 2016

**Table 17: Number and percentage of individual landowners**

	Male No.	%	Female No.	%	Other	%	Total				
<b>RSA</b>	95 050	52	60 649	34	25 833	14	181 532				
<b>Number of individuals' erven land owners by gender</b>											
	Male No.	%	Female No.	%	Other	%	Total				
<b>RSA</b>	2 655 724	44	2 961 794	50	351 947	6	5 969 465				
<b>Individuals' erven land owners by gender in hectares</b>											
	Male No.	%	Female No.	%	Male-Female	%	Co-ownership	%	Others	%	Total
<b>RSA</b>	336 448	47	125 327	17	140 497	19	7 052	1,0	113 344	15,7	722 667

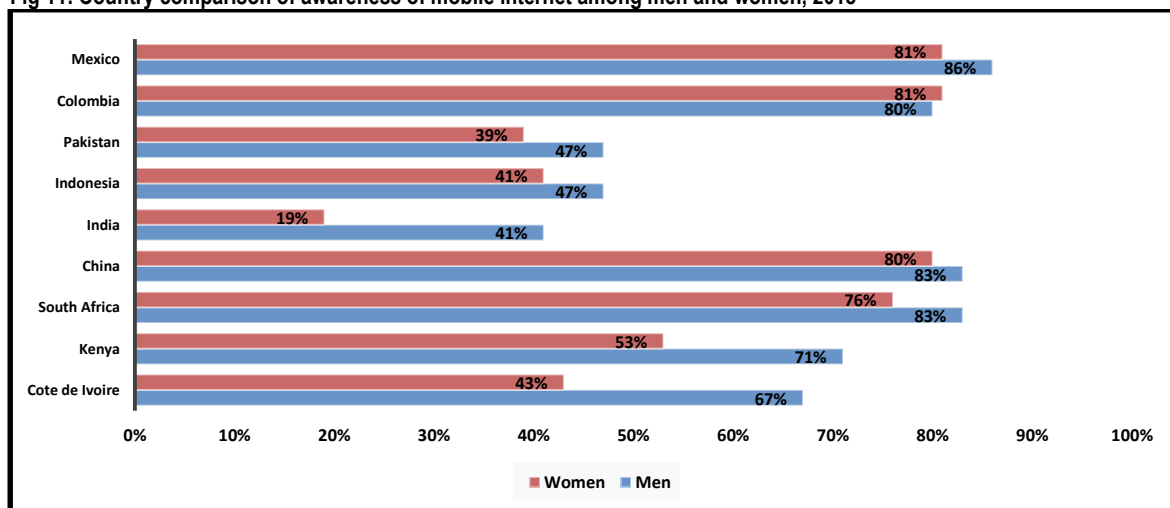
## Women and ICT

Separate frameworks have guided the development of the Telecommunications and Postal Services sector since over years. These include White Papers on Broadcasting Policy, Telecommunications Policy and Postal services policy. These policy frameworks focused on addressing historical inequalities in access to basic services, while ensuring that all South Africans benefit from new services and access to new technologies and that ICTs are actively used to meet the development goals of the country. These policy frameworks reinforced the constitutional principle of equality and equal access to all communication services by all South Africans.

The Outcome Document of the High-Level Meeting of the General Assembly on the Overall Review of the Implementation of World Summit on the Information Society (WSIS) Outcomes expressed concern that there are still significant digital divides, such as between and within countries and between women and men, which need to be addressed through, among other actions, strengthened enabling policy environments and international cooperation to improve affordability, access, education, capacity-building, multilingualism, cultural preservation, investment and appropriate financing especially ICTs for development<sup>51</sup>. The approval of the National Integrated Information and Communication Technologies (ICT) Policy White Paper, in September 2016, marked a significant milestone towards using technology to build a seamless information infrastructure which will underpin a dynamic and connected vibrant information society and a knowledge economy that is more inclusive, equitable and prosperous, as envisaged in the NDP.

<sup>51</sup> Outcome Document of the High-Level Meeting of the General Assembly on the Overall Review of the Implementation of WSIS Outcomes at <http://workspace.unpan.org/sites/Internet/Documents/UNPAN95688.pdf>

**Fig 11: Country comparison of awareness of mobile internet among men and women, 2018**

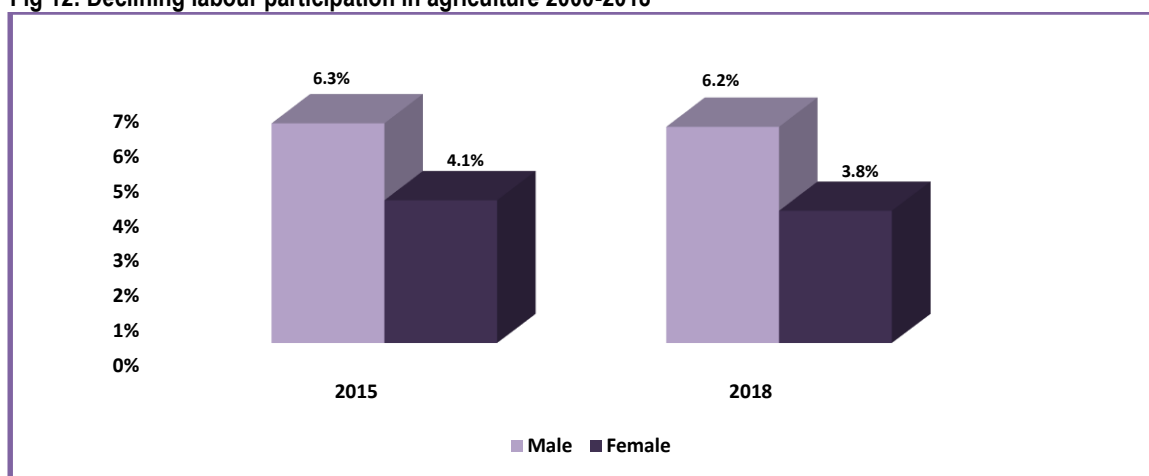


Source: The Mobile Gender Gap Report 2018, WEF

## Women in Agriculture

Agriculture is an important engine of growth and poverty reduction. However this sector is underperforming in many countries in part because women, who are often a crucial resource in agriculture and the rural economy, face constraints that reduce their productivity<sup>52</sup>. Labour force participation in the agriculture sector<sup>53</sup> is declining in most countries, and this trend will continue as countries industrialize<sup>54</sup>.

**Fig 12: Declining labour participation in agriculture 2000-2018**



Source: StatsSA Quarterly Labour Force Surveys

South Africa has made progress in attracting women researchers into the agricultural sector.

Young South African women who want to go into farming face a range of obstacles, including limited access to information, technology, and financial services. Compounding the impact of poor support services is the fact that researchers and extensionists, who are the backbone of agricultural development in South Africa, lack sufficient communication, gender awareness and people-oriented skills<sup>55</sup>. Given that women comprise the majority of rural farmers and equal their male counterparts in commercially-oriented

<sup>52</sup> UN FAO: 2011: The role of women in agriculture.

<sup>53</sup> World Bank: <http://siteresources.worldbank.org/INTGENAGRLIVSOUBOOK/Resources/Module8.pdf>

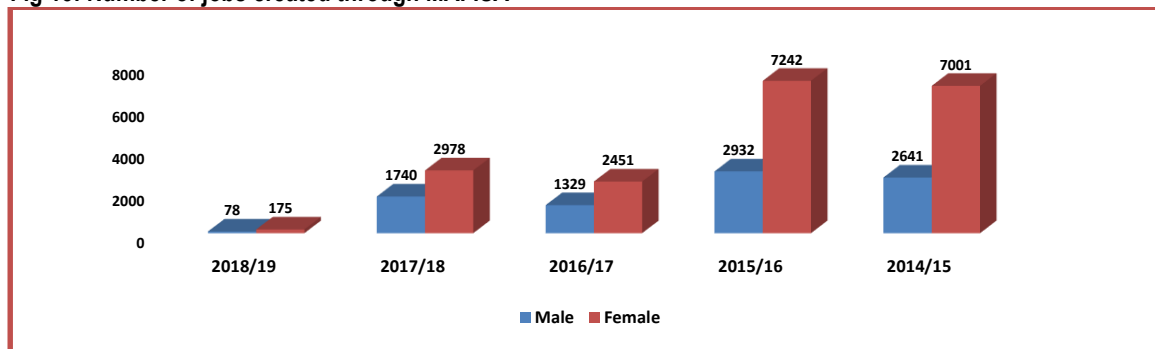
<sup>54</sup> Hart, T. and Aliber, M.: 2012: Inequalities in agricultural support for women in South Africa.

<sup>55</sup> Hart, T. and Aliber, M.: 2012: Inequalities in agricultural support for women in South Africa

small-scale agriculture, the government is working to ensure that its agricultural support interventions reach and empower women farmers with the relevant technologies required to optimise their diverse reasons for farming.

The Department of Agriculture, Forestry and Fisheries has implemented a range of interventions designed to achieve women’s empowerment and gender equality in the agriculture sector. The Micro Agricultural Financial Institutions of South Africa (MAFISA) is a financial scheme to address financial services needs of male and female smallholder farmers and agribusinesses. MAFISA provides capital (loans) of not more than R500 000 per person to enhance agricultural activities through the purchase of production inputs (fertilizers, seeds, pesticides, animal feed and remedies etc.) and small equipment and implements. Through the loans and support provided by MAFISA many permanent and temporary jobs have been created, as shown in the figure below.

**Fig 13: Number of jobs created through MAFISA**

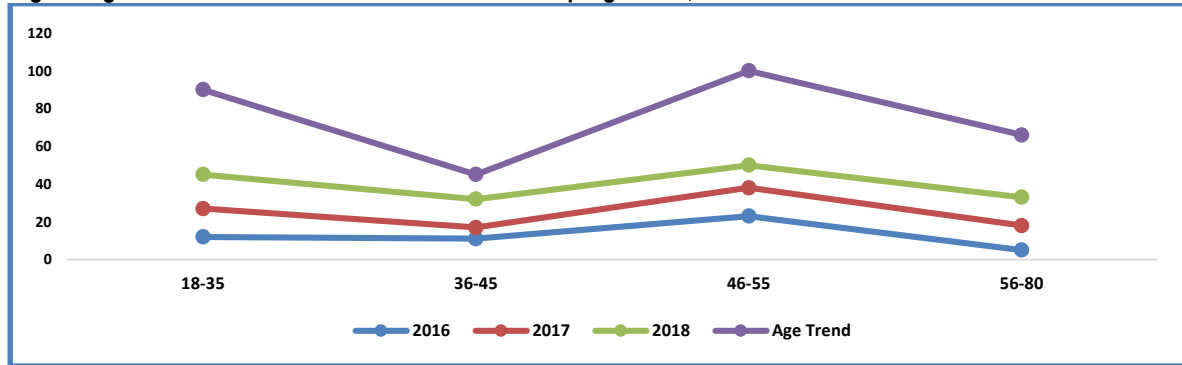


Source: Department of Agriculture, Forestry and Fisheries

The data indicates that women farmers have been the primary beneficiaries of the MAFISA initiative. A concern, however, is there is no effective or integrated monitoring system which can be used to track the impact of the scheme and little understanding of whether the funded projects are sustainable. Although MAFISA is also available for forestry and fisheries more loans have been directed towards agriculture with very few linked to fisheries and almost none to forestry. Generally, most funded projects are related to livestock, grain production, sugar cane, fruits and vegetables.

The Department of Agriculture, Forestry and Fisheries’ Female Entrepreneur Awards is a departmental programme which seeks to correct the skewed participation of women in the sector by acknowledging, encouraging and increasing the equal participation of women, young women and women with disabilities in agriculture, forestry and fisheries activities. The programme has become the empowerment platform that recognizes the entrepreneurial skills of women, youth and people with disabilities in the sector and their involvement in the country’s economic transformation. A total of 336 women were rewarded for their efforts and recognised for their contribution in the sector since 1999.

**Fig 14: Age trend for intake of women into DAFF FEA programme, 2016 to 2018**



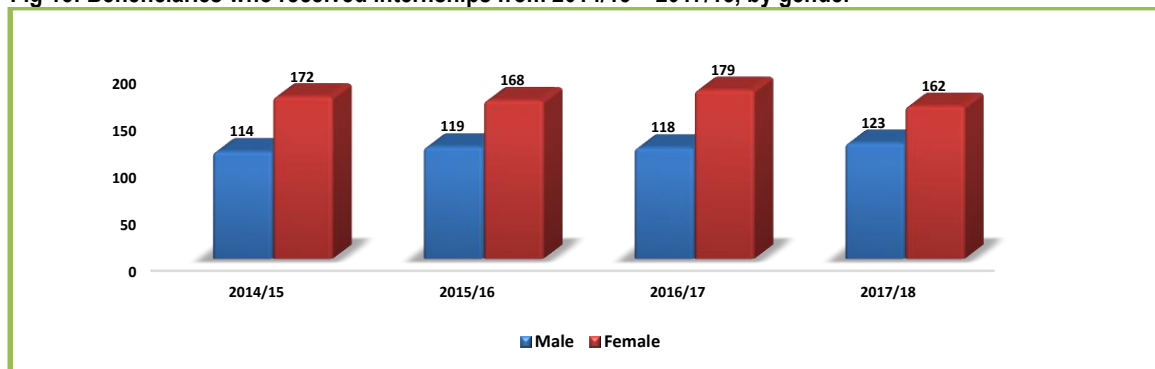
Source: Department of Agriculture, Forestry and Fisheries

The figure above reflects an increasing intake of young women into the Department of Agriculture, Forestry and Fisheries' Female Entrepreneur Awards programme between 2016/17 - 2017/18 although a high number of nominees are still between the ages of 46-55 years. The age trend of 46-55 is declining from 2016 and the age trend of young women is increasing. This is significant in a sense that an average age of a farmer in South Africa is around 62 years of age. This increasing trend of young women entrants is a significant shift in terms of transforming the sector and empowering young women farmers.

The AgriBEE Fund is a fund that draws from the AgriBEE Empowerment Charter for its scope and covers the entire agricultural value chain, including production, processing, marketing and distribution. It seeks to promote the entry and participation of previously marginalized groups, especially black African women, in the entire agriculture, forestry and fisheries value chains through the provision of funding for equity deals, acquisition of interests in agriculture, forestry and fisheries entities and enterprise development (small, medium and micro enterprises). A total of 3,750 beneficiaries have been supported through the AgriBEE Fund, including 2,240 women.

The Department of Agriculture, Forestry and Fisheries promotes human capital development in the agricultural sector via training and capacity building of farmers and other stakeholders. The Experiential Training, Internship and Professional Development programme caters for experiential work placements and internships and has a strong focus on strengthening the capacity of young women entering the agriculture sector.

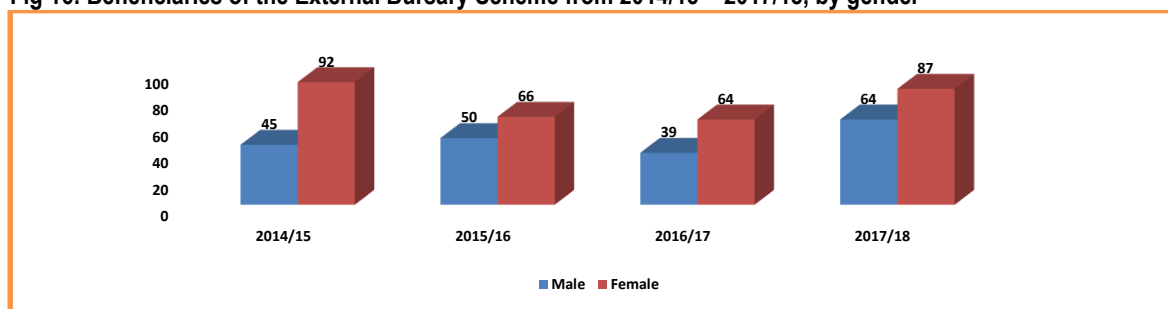
**Fig 15: Beneficiaries who received internships from 2014/15 – 2017/18, by gender**



Source: Department of Agriculture, Forestry and Fisheries

The Department of Agriculture, Forestry and Fisheries' External Bursary Scheme is a measure for recruiting young people to follow a career in one of the Department's identified scarce and critical skills areas in agriculture. Successful applicants are awarded a comprehensive bursary to further their studies and are expected to work in the department following completion of their studies.

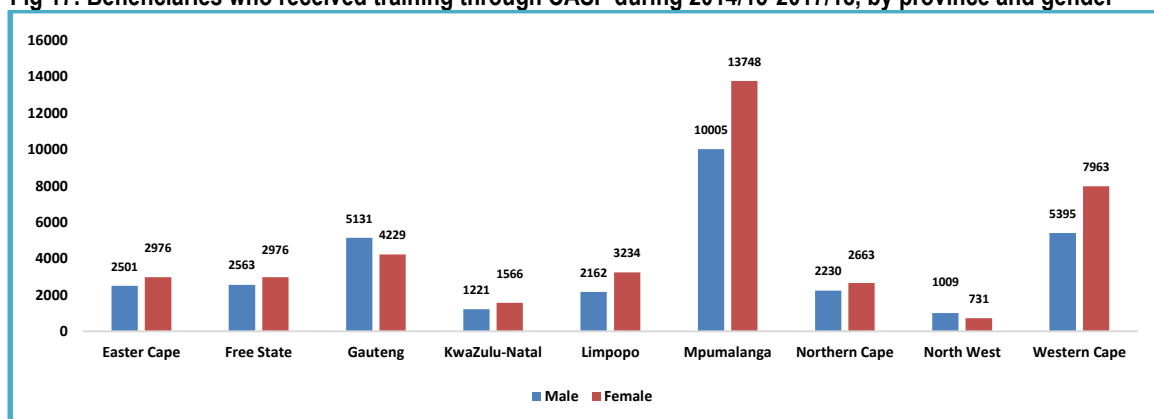
**Fig 16: Beneficiaries of the External Bursary Scheme from 2014/15 – 2017/18, by gender**



Source: Department of Agriculture, Forestry and Fisheries

The aim of the Comprehensive Agricultural Support Programme (CASP) is to provide post settlement support to targeted beneficiaries of land reform and to other producers who have acquired land through private means and are, for example, engaged in value-adding enterprises domestically or involved in export. The training and capacity building of CASP beneficiaries has focused on coordinating and facilitating provincial Departments of Agriculture to implement skills assessments of projects beneficiaries, their training and the generation of training reports.

**Fig 17: Beneficiaries who received training through CASP during 2014/15-2017/18, by province and gender**



Source: Department of Agriculture, Forestry and Fisheries

The data indicates that women have been the major beneficiaries of training through CASP over the period 2014 to 2018. With the exception of Gauteng and North West provinces more women than men have received training through CASP in the provinces.

## Sectoral and Occupational Distribution

The three-sector model in economics divides economies into three sectors of activity:

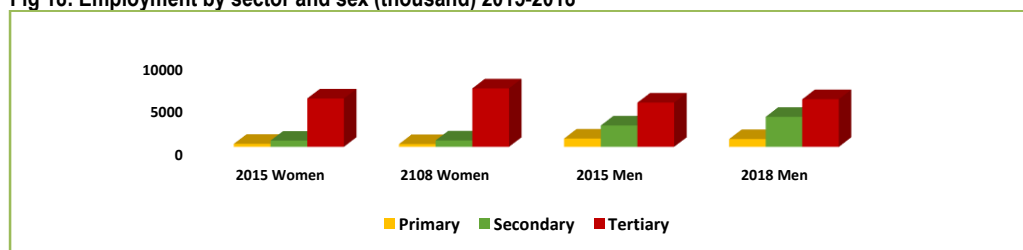
- Extraction of raw materials (primary),
- Manufacturing (secondary), and
- Services (tertiary).

In terms of both production and employment the tertiary sector is South Africa's total value add and the largest labour pool. In terms of employment, the tertiary sector accounts for 70.4% of employment or nearly 10.9 million jobs. The sectoral distribution of employment is characterised by gender differentials. Women are over-represented in the tertiary sector, where service-related work is generally of a lower-skilled and lower-paid nature. In South Africa women in services are more likely than men to be found in precarious forms of work and non-standard employment. Non-standard employment is characterised by temporary or short-duration employment contracts, low wages, limited or no social security benefits, work

at multiple worksites, low-skill or medium-skill job requirements with limited career prospects, and lack of representation<sup>56</sup>.

Women are over-represented in informal and vulnerable employment. Women are more than twice as likely as men to be contributing family workers. The figure below clearly illustrates how women predominate in the tertiary sector for the period 2010 to 2018.

**Fig 18: Employment by sector and sex (thousand) 2015-2018**



Source: StatsSA Labour Force Surveys

## Women in Trade and Industry

The government has long recognised that in order to achieve quality growth from the potential that trade provides, policymakers and business must take an inclusive approach to realize the full potential of economic resources. Encouraging and supporting women's contributions to trade can further propel a country's economic growth and transform local communities.

There is to some extent in South Africa targeted support to women enterprises through programmes and policies that ensure and accelerate the sustainable participation of women in the mainstream economy. Strategic decisions taken by government and corporations are critical to this process. By empowering women to advocate for themselves, with setting national strategies that take into account a gender dimension, and with the commitment of business, women are increasingly achieving their potential in local, regional and international trade.

In 2018 Statistics South Africa noted that the labour market is more favourable to men than it is to women and men are more likely to be in paid employment than women, regardless of race<sup>57</sup>. Even when women are able to access formal employment, gender stereotypes and cultural norms often limit women to certain positions, which tend to be lower status or lower-paid positions than men<sup>58</sup>. In present-day South Africa, women workers continue to face challenges such as higher unemployment, lower income, and less access to assets. South African society is still divided according to race, class, and gender. Particularly black African women continue to be subjected to the combined negative effect of gender and racial discrimination and remain concentrated in low-status occupations such as blue-collar jobs, domestic work, cleaning, clerical work, sales, and service occupations<sup>59</sup>. There is grudging recognition of the barriers to market entry, including the hidden barriers that may be a result of gender stereotyping, discrimination or processes that assume male ownership of participating businesses.

The B'avumile Skills Development Initiative in Government is a women's empowerment capacity-building initiative aimed at identifying talent in the arts and crafts; textiles and clothing sectors. It is a formal training programme to develop women's expertise in the production of marketable goods and the creation of formal enterprises in the creative industry. The programme places emphasis on skills development and the economic empowerment of women. B'avumile seeks to: (i) recruit women involved in the creative,

<sup>56</sup> Bridges Africa: 2017: The Gender Dimension of Services at <https://www.ictsd.org/bridges-news/bridges-africa/news/the-gender-dimension-of-services>

<sup>57</sup> StatsSA at <http://www.statssa.gov.za/?p=11375>

<sup>58</sup> StatsSA: 2017: Gender Series Volume IV Economic Empowerment 2001-2017

<sup>59</sup> South African Board for People Practices (SABPP) Women's Report 2018

clothing and textile industries, with skills in embroidery, sewing, weaving and beading; (ii) provide specialist skills training and assist women to establish their own enterprises or co-operatives; (iii) in partnership with the Small Enterprise Development Agency (seda), provide additional training in packaging, customer service, basic bookkeeping and registering a business; and (iv) provide training sessions in municipalities. The training includes training on business skills. A number of women who have undergone this training run successful businesses and have been further assisted through other products offered by the Department of Trade and Industry and since the past five years through the Department of Small Business Development. Unfortunately the resource allocation to this initiative by Government has been very limited and thus it has not been able to sufficiently and adequately address the issue of women's economic empowerment in the country, nor be able to move women's enterprises from small scale micro-enterprises into SMEs or big business.

The Technology for Women in Business (TWIB) programme was introduced to accelerate women's economic empowerment and the development of women-owned enterprises through the recognition of technology-based business applications and systems, and to unlock constraints to enterprise innovation and growth as well as global competitiveness. The recognition awards are part of the broader TWIB vision of linking women with relevant science and technology-driven business solutions that will improve their business creativity and potential, and reward those women who have used technology to grow their business. TWIB targets women entrepreneurs who use enterprising technological innovations to increase the production and enhance the quality of their products. Their business must be a profit-making enterprise that demonstrates diffusion of technology.

The Technogirls Programme encourage girls to pursue careers in engineering, and science and technology by facilitating access to educational information, career opportunities, and academic and extra-mural learning programmes. The current theme of the programme is "A Girl Today, a Successful Entrepreneur Tomorrow". Through the campaign the aim is to encourage young girls to contribute to the country's economic development and growth by becoming the creators of wealth and job opportunities. The programme targets girls from previously disadvantaged communities. A total of 100 learners per province participate in the programme annually.

South African Women Entrepreneurs' Network (SAWEN) was initiated to fast-track support provided to women in addressing challenges faced when establishing, strengthening and sustaining their enterprises. SAWEN is a membership organisation with a mandate to represent and articulate the aspirations of all women entrepreneurs who operate within the South African SMME sector.

## **Women in Mining, Energy, Construction and Motor Trade Industry**

South Africa adopted a number of strategies to open up the mining sector to historically disadvantaged South Africans, including women, as part of its economic empowerment policy. Among others, new mining legislation, such as the Mineral and Petroleum Resources Development Act (No. 28 of 2002) (Republic of South Africa [RSA], 2002) and the Broad-based Socio-economic Empowerment Charter for the South African Mining Industry (the Mining Charter) (RSA, 2004), was introduced. These pieces of legislation not only prohibited the exclusion of women but also require companies to actively change the demographic profile of their workforce by setting specific targets to be reached. Despite these laws and policies put in place, women in the South African mining industry continue to face a range of challenges – including that which only women working underground have to deal with<sup>60</sup>.

Facilities of many mining industries only had men in mind when there were constructed. Lack of female toilets and changing rooms together with poor tunnel lighting is one among many problems that women

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<sup>60</sup> Minerals Council South Africa: Fact Sheet 2017



face especially as underground miners. Health risks have risen due to lack of these facilities, for instance lack of proper water and sanitation facilities expose women to health hazards<sup>61</sup>. It is a priority of the Minerals Council South Africa (Minerals Council) and its member companies to ensure that women working in the industry have the same opportunities open to them as men – and that they are confident that they are safe to pursue them.

Roughly 17% of the mining industry globally comprises female employees<sup>62</sup>. SA’s mining sector is shifting to increased mechanisation, and away from expensive underground mining, however, there is still some 22% of the total 53 100 women employed in the sector working in platinum and gold, most of which is found underground<sup>63</sup>.

**Table 18: Participation of women in mining in South Africa 2017**

<b>Women in mining</b>		
<b>Category</b>	<b>Number of women employees</b>	<b>Percentage of women employees (%)</b>
Top management	241	14.9%
Senior management	817	15.9%
Professionally qualified and middle management	3,436	18%
Skilled technical professionals	15,391	18%
<b>Total women</b>	<b>53,179</b>	<b>12%</b>

Source: Minerals Council South Africa

Efforts and activities to create enabling environments within the workplace for gender mainstreaming in the sector is generally hampered by a number of factors. These include lack of knowledge and understanding or ignorance, especially within the middle/supervisory and senior management levels, of gender mainstreaming and transformation, lack of personnel with relevant training and skills to drive gender mainstreaming programmes and initiatives within the companies, lack of appropriate internal gender educational awareness programmes for workers/employees, and finally the general capacity weakness of internal structures, such as the Women in Mining forum, intended to deal with and address fundamental issues of concern for women in the mining sector<sup>64</sup>.

Thus women in the mining sector still face a number of challenges. Mine work has for a long time been seen as allowing for particular masculine self-formations and mineworkers embodying specific mining masculine subjectivities. The entrance of women in South African mines from 2004 and their allocation into occupations that were previously exclusively reserved for men is a significant challenge and a disruption to masculine subjectivities and the occupational culture<sup>65</sup>.

A 2015/2016 survey carried out by Sam Tambani Research Institute revealed that the two most critical challenges that women in the South African mining sector faced were lack of career progress and discrimination in decision making<sup>66</sup>. The same study found that sexual harassment and sexual favours are common in the mining, energy and construction sectors. According to the then South African Minister of Mineral Resources, the number of reported incidents of women miners experiencing harassment, rape and inhumane treatment by fellow workers in their underground workplaces was viewed as a matter of particular concern. The 2017 Revised Mining Charter includes provisions that can potentially mitigate these women-specific challenges under the sections on employment equity and human resource development.

<sup>61</sup> Gender Links: 2017: Promoting Gender Equality in the Mining Industry

<sup>62</sup> <https://www.fin24.com/Finweek/Featured/how-to-bring-more-women-into-mining-20181127>

<sup>63</sup> How to bring more women into mining: 2018. <https://www.fin24.com/Finweek/Featured/how-to-bring-more-women-into-mining-20181127>

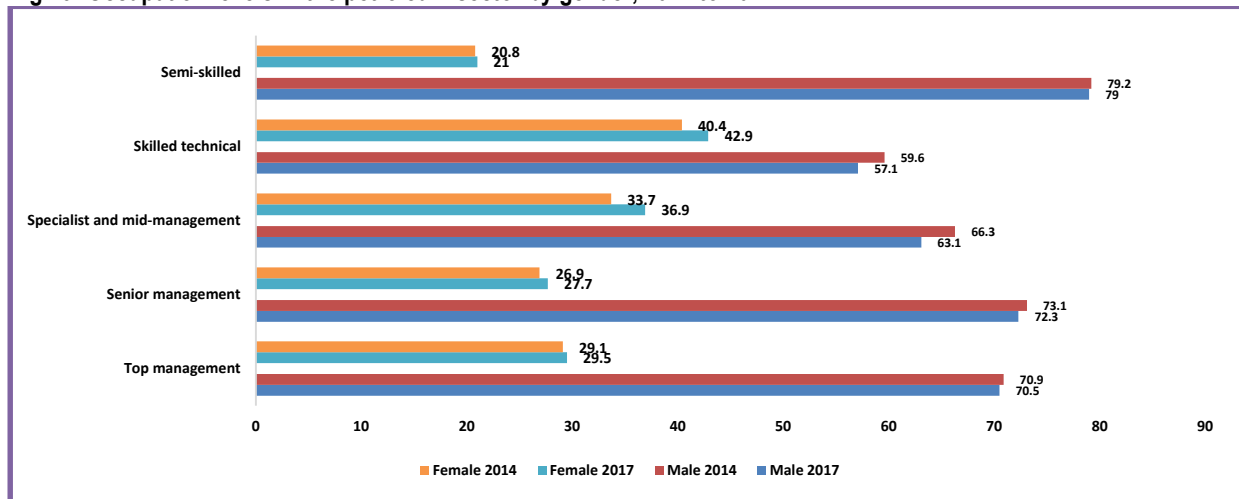
<sup>64</sup> Commission for Gender Equality: 2016: Talking the Talk, Not Walking the Walk, pg. 61

<sup>65</sup> Benya, A.:2016: Women in mining: occupational culture and gendered identities in the making

<sup>66</sup> Satri: 2016: Challenges Facing Women in the Mining, Energy and construction Sectors of South Africa.

According to the International Energy Agency the energy sector remains one of the least gender diverse sectors and closing this gender gap will be vital as women are key drivers of innovative and inclusive solutions<sup>67</sup>. Globally a clean energy transition will require innovative solutions and business models to be adopted and greater participation from a diverse talent pool. The percentage of women in the industry's workforce drops over time and falls particularly sharply—from 25% to 17% - between the middle-management and senior-leadership career stages<sup>68</sup>. In South Africa data from the South African Petroleum Industry Association (SAPIA) indicates that there is a small but steady increase in the number of women at top, senior and middle management within the industry.

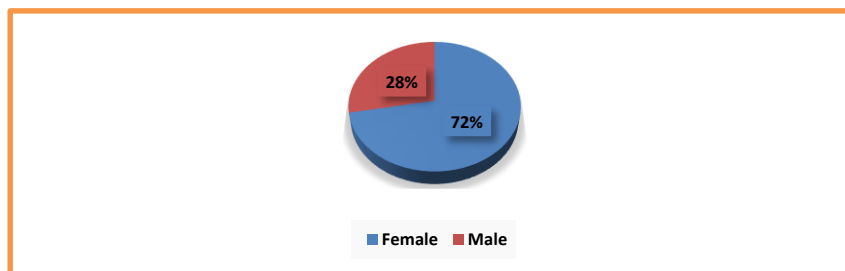
**Fig 19: Occupation levels in the petroleum sector by gender, 2014 to 2017**



Source: SAPIA Annual Reports, own calculations

The motor and manufacturing trade industry is one of the important sectors in the South African economy. Motor trade activities include authorised car dealers, filling stations, car brokers and independent dealers, authorised and independent service and repair operators and equipment and parts suppliers, among others<sup>69</sup>. The data show that the motor trade industry is male dominated<sup>70</sup>. The figure below shows that 72% of the employees in the motor trade industry in 2015 were males. The dominance of male employees was also observed across different motor trade types<sup>71</sup>. This situation still persists and the Employment Equity Report: 2017/18 corroborates this phenomenon – the sector remains male dominated.

**Fig 20: Employment in the auto trade industry by sex, 2015**



Source: StatsSA Discussion Document on South Africa's Motor Trade Industry, 2018

<sup>67</sup> IEA, Energy and Gender at <https://www.iea.org/topics/energyandgender/>

<sup>68</sup> Boston Consulting Group: 2018: Women Are Woefully Underrepresented in the Oil and Gas Industry at <https://www.bcg.com/d/press/12july2017-untapped-reserves-gender-balance-oil-gas-164673>

<sup>69</sup> StatsSA: 2018: Discussion Document on South Africa's Motor Trade Industry

<sup>70</sup> The industry is diverse covering a wide range of activities, comprising wholesale sales of motor vehicles; retail sales of motor vehicles; maintenance and repair of motor vehicles; sales of new motor vehicle parts and accessories; sales of used motor vehicle parts and accessories; sales, maintenance and repair of motor cycles and related accessories; and retail sales of automotive fuel.

<sup>71</sup> StatsSA: 2018: Discussion Document on South Africa's Motor Trade Industry, pg. 21.

An online survey on Sexism in the Auto Industry undertaken by Automotive News in 2017 found that many women reported: (i) being asked inappropriate questions during the recruitment process; (ii) were routinely expected to conduct lower-level tasks, such as watering the office plants, despite having executive titles; (iii) excluded from after-work social networking events; and (iv) been subjected to unwanted sexual advances from bosses, colleagues and customers<sup>72</sup>.

## Women and Informal Trading

Informal trade, commonly referred to as street trade, is one of the largest sub-categories of informal work in South Africa<sup>73</sup>. The informal economy is the diversified set of economic activities, enterprises, jobs, and workers that are not regulated or protected by the state. The concept originally applied to self-employment in small unregistered enterprises<sup>74</sup>.

In South Africa, and globally, the informal economy is one of the few areas of employment growth. Many women and men have no choice but to work under precarious conditions – creating their own employment in the informal sector as own account workers, finding employment within informal and formal sectors or in households, largely as domestic workers. Informal trading involves selling any goods or supplying any service for reward in a public space.

Street trade emerges as a response to economic opportunity, a preference for independence, and a creative option beyond low-waged formal employment. Street traders are predominantly black women, driven into the informal economy by desperation for work<sup>75</sup>. They engage in survivalist forms of street trade such as selling sweets, chips or vegetables and are at risk of being further displaced into marginal income-generating options as competition grows in the informal economy. Household and reproductive responsibilities combined with poverty drive women into flexible, low risk economic activity. Street trade occurs in unprotected and unsecured places thereby restricting street traders' income generation and increasing their vulnerability to injury, illness and chronic diseases. Street traders tend to have limited access to affordable and appropriate health care for themselves and their families and may not seek care, especially when they have an insecure legal status, or are concerned with the potential expense or loss of income associated with seeking care.

The informal economy has since the early 1990s grown considerably. According to the 3rd quarter 2018 Quarterly Labour Force Survey statistics, 3,017,000 South Africans work in the informal sector. Although far smaller than developing country counterparts, this still represents 13.4% of total employment in the country. Notwithstanding this, unlike most other developing countries, the informal economy in South Africa continues to be small. What is more remarkable however is the change in the informal-sector component of male and female employment, which shows a significant divergence<sup>76</sup>. The informal sector is a declining source of employment for women. This divergence demonstrates a rapid, significant and sustained decrease in the informal-sector share of total female employment in the period between 2008 and 2014. The data suggest that there has been a particular drop in women's participation in trade, and a significant decline in street vendors selling food – an occupation that traditionally has been dominated by women<sup>77</sup>.

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<sup>72</sup> Survey data at <https://www.autonews.com/article/20171022/OEM02/171029978/sexism-alive-and-well-in-auto-industry>

<sup>73</sup> In line with International Conference of Labour Statistician (and Statistics South Africa) norms, informal employment identifies persons who are in precarious employment situations irrespective of whether or not the entity for which they work is in the formal or informal sector. Stats SA uses the lack of a written contract and basic benefits such as pension and medical aid as key variables.

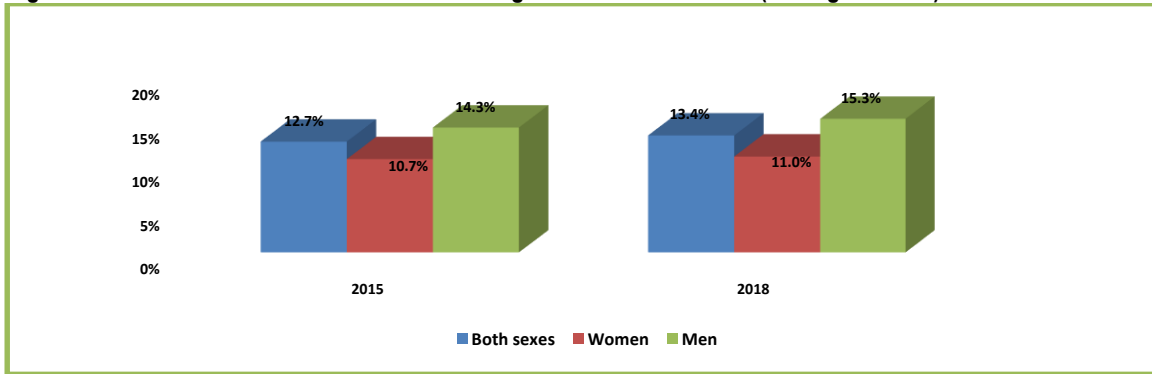
<sup>74</sup> WIEGO: <http://www.wiego.org/informal-economy/about-informal-economy>

<sup>75</sup> Sassen, S, Galvaan, R. and Duncan, M.: 2018: Women's experiences of informal street trading and well-being in Cape Town, South Africa *South African Journal of Occupational Therapy* — Volume 48, Number 1, April 2018

<sup>76</sup> Rogan, M. and Skinner, C.: 2017: The nature of the South African informal sector as reflected in the quarterly labour-force survey, 2008-2014

<sup>77</sup> Ibid.

**Fig 21: Women as a % of the labour force working in the informal sector (non-agricultural)**



Source: StatsSA Quarterly Labour Force 2010, 2012, 2015, 2018

An integral aspect of the informal economy is informal cross-border trade. Informal cross-border trade is defined as largely unrecorded trade of goods and services passing through, and in the neighbourhood of, the established customs points along the borders of the countries in a region<sup>78</sup>. The fact that women are over-represented in informal cross-border trade reflects their exclusion from other sectors of the economy, a consequence of long-established patterns of gender inequality.

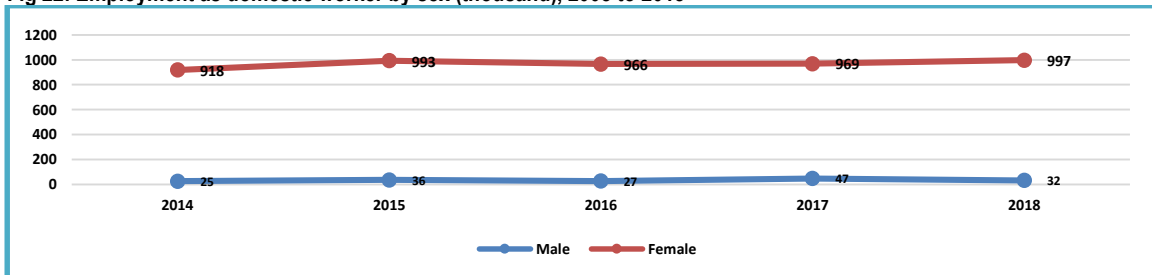
Women traders often face poor conditions and harassment when crossing the border. Although most small traders are informal—that is, they are not formally registered as a business—many cross the border through official crossings and are processed by officials from customs, immigration, and other agencies. Women traders report having to pay a bribe to cross borders, and many suffer from physical harassment and abuse, including beatings, verbal insults, stripping, sexual harassment, and even rape<sup>79</sup>. Much of this abuse is unreported.

### Women in vulnerable sectors, including domestic workers and farm workers

#### Domestic workers

According to Stats SA, in 2018 elementary and domestic workers represented close to 30% of the South African workforce – of which, domestic workers account for 6.1%. Domestic service is one of the largest sources of employment for black women in South Africa. Women constitute the vast majority of domestic workers, with little variation between 2014 (918 000) and 2018 (997 000). The graph below indicates the trend pattern for domestic employment by sex and is reflective of gendered roles in society and the gendered division of labour.

**Fig 22: Employment as domestic worker by sex (thousand), 2008 to 2018**



Source: StatsSA Quarterly Labour Force Surveys

Historically, the impact of apartheid has been to skew the analysis of employment relationships in domestic workspaces in South Africa so that the power asymmetry and exploitation that so characterise

<sup>78</sup> Kiratu, S. and Roy, S.:2010: Beyond Barriers: The Gender Implications of Trade Liberalization in Southern Africa

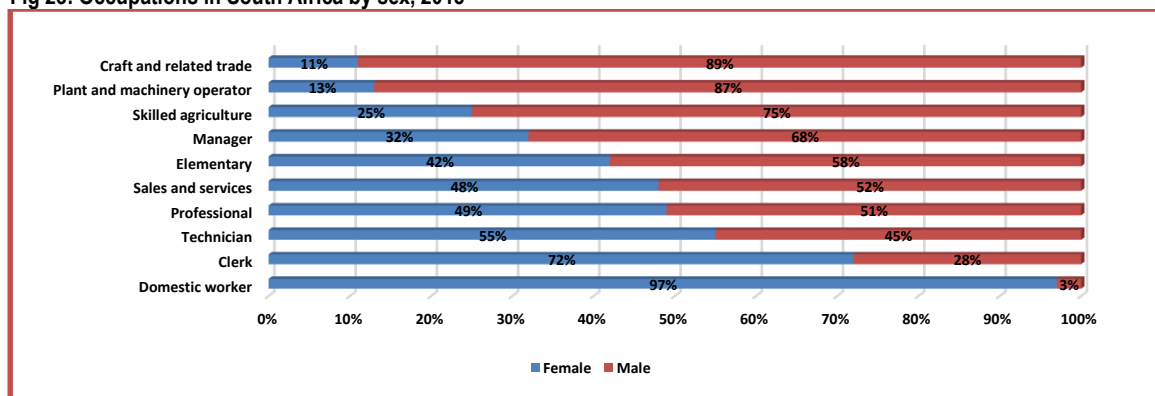
<sup>79</sup> The World Bank: 2014: Women and Trade in Africa: Realizing the Potential.

these relationships have been labelled an artefact of the apartheid regime and its legislation. Domestic workers in South Africa were and still are predominantly Black African women with lower levels of education. Domestic worker jobs are increasingly at risk in South Africa as the economy and changes to wage regulations add increasing pressure on the households, or on the economic sector which typically makes use of their services.

The Basic Conditions of Employment Act (1997) and the Sectoral Determination 7: Domestic Worker Sector was designed to address the vulnerability and exploitation of women and men working in domestic service. Under this legislation employers are required to pay at least the prescribed minimum wages as indicated in the Sectoral Determination. The sectoral determination also lays down conditions of employment for domestic workers such as hours of work, leave, termination of employment, contribution to the Unemployment Insurance Fund and so on. It also prescribes the minimum wage rates that employers are required to pay.

The figure below illustrates very clearly the predominance of women as domestic workers at 97%, while in occupations historically regarded as male domains, women are at 11% and 13%.

**Fig 23: Occupations in South Africa by sex, 2018**



StatsSA: QLFS June 2018

StatsSA data shows that foreign-born migrants are much more likely to be doing precarious jobs such as domestic work than South Africans are. This pattern is happening because many employers exploit the willingness of foreign-born migrants to accept more precarious work<sup>80</sup>. Foreign-born workers also often hope to use precarious jobs as stepping stones to jobs in the formal labour market. Sometimes this works, but often it does not as they find themselves stuck in precarious jobs. It's very similar to the situation of workers who migrate for work in the rest of the world where they often will accept jobs with poor working conditions and very low wages. In that kind of work around the world labour laws are often not followed by employers (for example, no or little paid leave; long hours; no notice periods; no UIF contributions paid, etc.). Workers in these types of jobs either have no contract or a very basic form of contract which doesn't have the minimum legal benefits. The jobs do not offer stable employment and frequently are very short-term or only for some months of the year and reinforce the vulnerability of female domestic workers in particular.

### Women Farm workers

South African agriculture embarked on a process of extensive restructuring post-1994. This process of restructuring, including changes to the regulatory framework governing employment of farm workers, as

<sup>80</sup> Friedrich Ebert Stiftung: 2017: Fact sheet on foreign workers in South Africa

well as a myriad of other factors, had a substantial impact on the agricultural sector, and by extension on employment in the sector, including the working and living conditions of farm workers and farm dwellers<sup>81</sup>.

Within South Africa, the deeply entrenched process of industrialization, 'de-agrarianisation' and proletarianization have made for a highly dichotomous and racialized countryside one where agricultural modernity exists alongside widespread poverty and deprivation<sup>82</sup>. Financial services to farmers were also curtailed in this period. Subsidies were cut and the Agricultural Credit Board was closed down on the recommendation of the Strauss Commission (1996). Apart from casualised and externalised workers, another sub-category of vulnerable workers are female farm workers. Traditionally they been employed on seasonal contracts, or just seasonally, without a contract, and their employment has often been tied to that of their partner or father. As they are employed year in and year out on seasonal contracts, they have traditionally been paid the lowest wage of all farm workers, even subjected to payment with alcohol such as wine through what was called the "Dop" system. However, where female workers have been appointed on permanent contract and farmers have cut costs, women have disproportionately been the victims of the casualisation process.

Aggregate data covering all sectors of formal employment clearly shows a decline in the average real wages of both female workers and unskilled workers between 1995 and 2005<sup>83</sup>. Anecdotally, it has been reported that the primary casualties of the introduction of the new minimum wage have been female workers, who have either been retrenched or are now working shorter hours.

It was only once the Basic Conditions of Employment Act 75 of 1997 was promulgated that farm workers were no longer specifically excluded from general labour legislation. For the first time, they were on par with other employees in South Africa and could participate in the general structures created by labour legislation. In general, most employees are protected by the Basic Conditions of Employment Act which sets the standard for minimum conditions of employment in the farming industry where Sectoral Determination 13 regulates the basic conditions of employment and remuneration of farm workers in South Africa.

The Extension of Security of Tenure Act of 1997 ("ESTA") regulates the relationship between the people that live on land they do not own, but with the consent (express or tacit) of the owner or person in charge of the farm. The Act places substantive rights and responsibilities on both parties, sets out processes of eviction, and more importantly provides instruments to enable Government to provide long-term security of tenure to those who live on farms and peri-urban land they do not own. After a lengthy consultation process the Minister of Rural Development and Land Reform published Amendments to the Regulations under the Extension of Security of Tenure Act 1997 ("ESTA") in 2018 adjusting the qualifying income for protection under the Extension for people living in rural and peri-urban land that they do not own<sup>84</sup>.

The state's main vehicle for providing assistance for farm worker housing is the Farm Worker Housing Assistance Programme, which attempts to address the wide variety of housing needs of people working and residing on farms by providing a flexible package of housing models to suit the local context<sup>85</sup>. Yet, that programme only provides subsidies for on-farm housing for permanent workers if producers agree to provide security of tenure (and often increased security of tenure) to permanent farm workers.

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<sup>81</sup> Visser, M. and Ferrer, S.: 2015: Farm Workers' Living and Working Conditions in South Africa: key trends, emergent issues, and underlying and structural problems.

<sup>82</sup> David Neves: 2016: Presentation at the IIPPE 7th International Conference in Political Economy - Agrarian Change Working Group. Livelihoods & social differentiation in 'post-agrarian' South Africa

<sup>83</sup> Sender, J: 2012: Overcoming Backward Capitalism in Rural South Africa? The Example of the Eastern Cape

<sup>84</sup> Department of Rural Development and Land Reform at <http://www.ruraldevelopment.gov.za/legislation-and-policies/file/5987-regulations-amendment-extension-of-security-of-tenure-act-1997-act-no-62-of-1997>

<sup>85</sup> Department of Human Settlements: 2010: National Housing Policy and Subsidy Programmes.

The Sectoral Determination prescribes full maternity benefits for all workers including seasonal workers. Pregnant workers are entitled to at least 4 consecutive months of maternity leave. This is because maternity continues to be a source of discrimination in employment and in access to employment. Pregnant women continue to lose their jobs, even those covered by protective legislation<sup>86</sup>. What is also difficult to ascertain is the number of farm workers who are victimised on foreign work when they exercise their rights. This is important given that there are very low levels of unionisation, information and extremely limited legal advice available to farm workers. This is worsened by social relations in farming areas and the hostility of many farmers to government regulation<sup>87</sup>.

Foreign female farm workers are an extremely vulnerable segment of the labour force. South Africa's current labour migration policy framework, consisting of bilateral agreements between South Africa and some neighbouring countries on the one hand, and limited legal channels of entry and job opportunities for low-skilled workers on the other hand, has created a context in which labour brokers play a pivotal role in managing labour migration and/or employment in the agricultural sector<sup>88</sup>. Between South Africa and Mozambique, formal labour brokers facilitate the movement, recruitment and wage payment system for farm workers in Mpumalanga. In parallel, an informal system of labour-broking is also happening that facilitates migration of foreign workers and works outside of legal channels. On farms in the Western Cape, social networks and informal labour brokers facilitate employment and logistics on a seasonal basis. The common practice of informal labour-broking outside of labour laws results in poor working conditions and widespread exploitation on the farms where it is happening.

## **POVERTY ERADICATION, SOCIAL PROTECTION AND SOCIAL SERVICES**

This section seeks to provide progress made against (i) Critical Area of Concern A on Women and Poverty; (ii) Critical Area of Concern B on Education and Training of Women; (iii) Critical Area of Concern C on Women and Health; (iv) Critical Area of Concern I on Human Rights of Women; and (v) Critical Area of Concern L on the Girl Child. The section also seeks to respond to the UN Women Guidance Note – Section 2, Questions 9-12

The poverty narrative in South Africa requires understanding of the triple challenge of the interface between poverty, high levels of unemployment and persistent increasing of inequalities. Accordingly, social wages in South Africa are packaged in different targeted forms. These include free primary health care; no-fee paying schools; social grants, (such as old age pensions, and child support grants) and RDP housing; provision of basic and free basic services in the form of reticulated water; electricity; sanitation and sewerage as well as solid waste management to households and in particular those categorized as indigent. In this regard, the indigent households are entitled to a monthly free six kiloliters of water, fifty kWh of electricity, R50 worth of sanitation, sewerage and refuse removal. The Municipal Indigent Policy was approved in 2005 to provide the indigent with free basic water, sanitation, electricity and refuse removal<sup>89</sup>.

The 2017 Poverty Trends Report states that there is still a significant disparity in poverty levels between population groups and sex of individuals. In general, black African females, children (17 years and younger), people from rural areas, and those with no education are the main victims in the ongoing struggle against poverty (Statistics South Africa, 2017). The findings show higher proportion of females (41.7%) in 2015 living below the Lower Bound Poverty Level (LBPL) compared to males (38.2%).The

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<sup>86</sup> Labour Research Service: 2018: Lessons and Insights from the Struggle for Maternity Protection at <http://lrs.org.za/articles/Lessons-and-Insights-from-the-Struggle-for-Maternity-Protection>

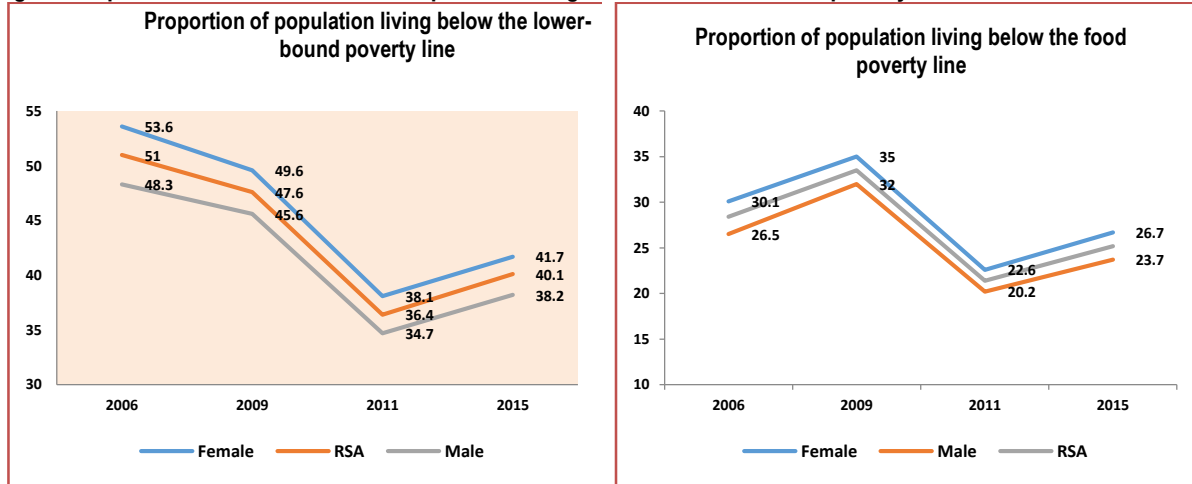
<sup>87</sup> Jara, M.: 2006: Monitoring Compliance with the Sectoral Determination for Farm Workers in 5 Western Cape Farming Districts: Report of an Exploratory Study, Women on Farms Project.

<sup>88</sup> Freidrich Ebert Stiftung: 2017: Fact sheet on foreign workers in South Africa.

<sup>89</sup> The South African Human Rights Investigative Hearing Report: 2015: Access to Housing, Local Governance and Service Delivery. <http://www.sahrc.org.za>

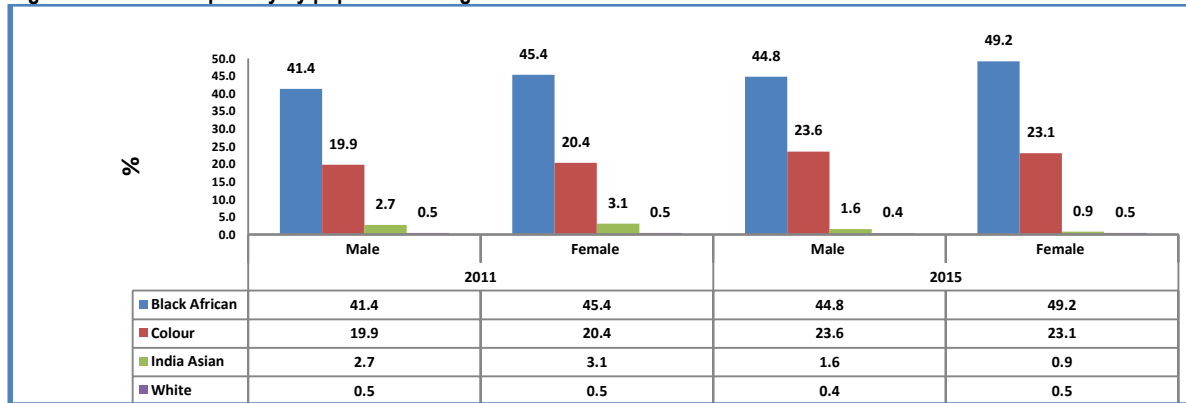
higher proportion trend for females has been persistent since 2006. The trend below further indicates that although there is a decrease in the poverty gap, more women still remain poorer.

**Fig 24: Proportion of the South African Population living below the lower-bound poverty line**



In 2015, Black Africans females carried a disproportionate burden of poverty levels compared to males in both years. By 2015 the proportion of people living below the lower bound poverty line increased for both males and females for all population groups except among Indians and declined marginally for white males.

**Fig 25: Lower bound poverty by population and gender**



StatsSA: Poverty Trends in South Africa (2017)

Evidence from household surveys conducted in the country by Statistics South Africa points out that individuals living in households headed by females remain more vulnerable, with these households continuing to experience higher levels of poverty than male-headed households regardless of the poverty line used. Individuals living in female-headed households also continue to account for shares in poverty that are larger than their shares in the population.

A household headed by a female has a 48% probability of being poor compared to a 28% probability for a household headed by a male. Four reasons are given for this: (1) female-headed households are more likely to be in rural areas where poverty is concentrated; (2) female-headed households tend to have fewer



adults of working age, (3) female unemployment rates are higher and (4) there is a gap between male and female wages<sup>90</sup>.

One of the poverty alleviation programmes undertaken by Government is the Expanded Public Works Programme, which is aimed towards relieving poverty in the poorest areas, in particular rural areas; assist in human development and capacity-building; provide jobs by involving the community; providing infrastructure in poor areas; having an impact on house-holds in which single women are the breadwinners and seeking project sustainability in the long term. Projects funded by the Expanded Public Works Programme are required to adhere to the criteria that 60% of temporary and permanent jobs created should be reserved for women<sup>91</sup>. The success achieved in this regard is illustrated in the table below. More than the 60% of the beneficiary of these documents

**Table 19: Participation in the Expanded Public Works Programme by sex**

PHASE 3: EPWP Overall National Consolidated Report per province for the period 1 April 2016 to 31 March 2017							
Table 3	Number of Projects	Person-years of work including training (FTE)	Person-Years of training	Number of work opportunities created	% of youth	% of women	% of people with disabilities
South Africa	14 387	301 820	2 529	779 245	47,1	65,97	1.71

Source: Statistics South Africa

**Table 20: Participation in the Expanded Public Works Programme (both sexes): 2013/14 – 2016/17**

	2013/14	2014/15	2015/16	2016/17
Infrastructure	391 555	409 209	202 481	263 510
Environment & Culture	205 870	221 090	147 785	200 281
Social	191 516	224 606	113 371	149 006
Community Works (DCoG)	176 679	198 707	221 375	107 318
Non-Profit Organisation (NPO)	51 645	50 371	56 528	59 130
Annual total	1 017 265	1 103 983	741 540	779 245
Cumulative total	5 876 102	6 980 085	7 721 625	8 500 870

### Other Poverty Alleviation Programmes Benefitting Women

A number of government departments are involved in the Poverty Relief Programme which included activities under Land Care, Food Security, Investing in Culture, Rural School Building, ABET, Tourism Development; Coastal Management; Waste Management; Household Nutrition projects; Social Rental Housing; Employment Services and Social Plan Information; Social Plan Technical Support Facility; Local Economic Development and Social Plan; Community-based Public works Programmes; Agricultural Processing Projects; Social Development Programmes; Building for Sport and Recreation; Rural Roads and Bridges; Working for water; Community Water Supply and Sanitation and Spatial Development Initiatives.

Many of the opportunities created by these poverty-relief programmes went to women. The Community-based Public Works Programme created 1 Million (1 073 180 000) jobs between as in 2019 of which 72% were allocated to female heads of households. By December 2018, Almost 3 million (2 975 1971)

<sup>90</sup> Social Protection in Africa: A review of Potential Contribution and Impact on Poverty Reduction. Study Report, 2014. <http://www.za.undp.org/>

<sup>91</sup> The Presidency, Republic of South Africa, 2005: Report on the Implementation of the Beijing Platform for Action from 1995-2005 (Beijing +10 Report), Pretoria

RDP/BNG Houses were delivered by Government. Statistics indicates that more female headed households compared to male headed households have benefit from state subsidized housing scheme<sup>92</sup>.

Apart from the Public Employment programmes and skills development programs, other poverty-alleviation programmes that have benefited women include the Project for Unemployed Women with Young Children; National Biodiversity Strategy and Plan; Integrated Sustainable Rural Development Programme (ISRDP); Women and Natural Resources projects namely Kgabane Rural Women Craft Project; Women in Oil and Energy South Africa (WOESA); Women in Nuclear; Technology for Women in Business (TWIBI); Levhuvhu River Government Scheme; Water for Food Movement; Provincial Poverty Projects and Local Government projects such as relief packages; food and farming implements and involvement of local communities in game-farming and environmental conservation projects. ( Beijing +10 Report, 2005: 7).

**Table 21: Type of poverty alleviation grants by sex and number of recipients, 2009 and 2017**

Type of grant	Type of poverty alleviation grants by sex and number of recipients, 2009 and 2017									
	2009			2017						
	Male		Female		Total	Male		Female		Total
	N ('000)	%	N ('000)	%	N ('000)	N ('000)	%	N ('000)	%	N ('000)
Child support grant	4 591	50	4 586	50	9 177	6 463	49,6	6 561	50,4	13 024
Old age grant	1 023	35,8	1 834	64,2	2 858	1 098	35,1	2 030	64,9	3 128
Disability grant	672	47,7	736	52,3	1 408	511	51,5	481	48,5	992
Care dependency grant	126	51,8	117	48,2	243	23	49,3	24	50,7	47
Foster care grant	325	47,7	356	52,3	681	148	51,1	142	48,9	289

Source: Statistics South Africa

## Access to Social grants by Women

The current Social Security system in South Africa reaches a wide sector of society that is poor and at the margins of the economy. Millions of people benefit from a variety of social grants ranging from the Old Age Pension, Disability Grant and Child Support Grant (CSG) amongst others. Support Grant had wide-reaching and positive impact on the lives of poor people, especially poor black African women. The threshold age for accessing these grants were raised to 18 years and the threshold for men was reduced to age sixty years (in line with that for women). By 1918, about 17 million people received social pensions or grants majority of whom were women. Government developed a service delivery model for social services, integrating social intervention with economic development, emphasising a developmental approach to social welfare

Social grants contribute towards food security and reducing poverty in the country. The National Development Plan recognizes that reducing the cost of living is essential for broadening economic participation and eliminating poverty. By 2018, 17.5 million people received social assistance. In 2018, 29% of the South African population was in receipt of a social grant. By December 2018, 64.88% of the country's children were in receipt of a social grant (SASSA, 2018)<sup>93</sup>.

**Table 22: Number of social grants by grant type for the period 2013/2014 - 2017/2018**

	2013/14	2014/15	2015/16	2016/17	2017/18
Old Age	2 969 933	3 086 851	3 194 087	3 302 202	3 423 337
War Veteran	429	326	245	176	134
Disability	1 120 419	1 112 663	1 085 541	1 067 176	1 061 866

<sup>92</sup> Department of Human Settlement; Housing delivery Statistics, December 2017; [tp://www.dhs.gov.za/sites/default/files/u16/HSDG%20to%20Dec%202017.pdf](http://www.dhs.gov.za/sites/default/files/u16/HSDG%20to%20Dec%202017.pdf)

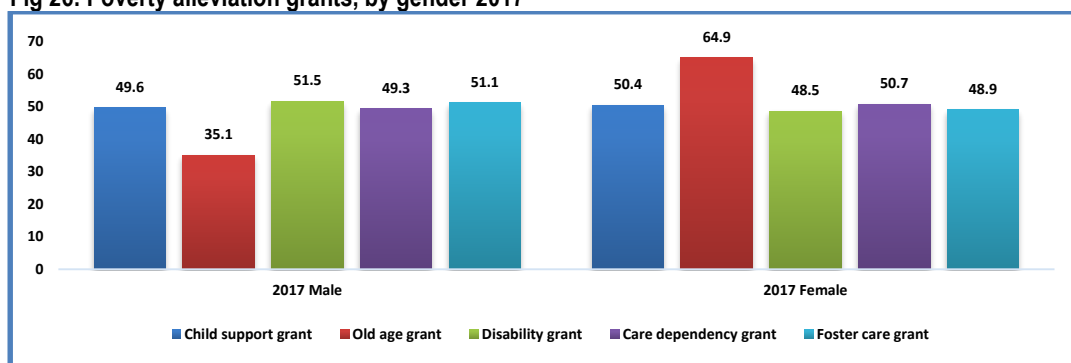
<sup>93</sup> Republic of South Africa: SASSA: 2019: Fourth Quarter Report on Social Assistance, 2018

Grant in Aid	83 059	113 087	137 806	164,349	192,091
Care Dependency	120 632	126 777	131 040	144,952	147,467
Foster Child	512 055	499 774	470 015	440,295	416,016
Child Support	11 341 988	11 703 165	11 972 900	12 081 375	12 269 084
<b>Total</b>	<b>15 932 473</b>	<b>16 642 643</b>	<b>16 991 634</b>	<b>17 200 525</b>	<b>17 509 995</b>

Source: DPME; SASSA Annual Report, 2017/2018

The figure above illustrates that child-support grants have shown a steady increase over the years from 11 341 988 beneficiaries in 2013/2014 to 12 269 084 in 2017/2018. According to StatsSA, 71.3% of poor households headed by females received child support grants whereas only 50.7% of poor male-headed households are supported by child support grants. The 20.6 percentage point difference highlights the increased pressure on female headed households and their need for child support. By 2015, the proportion of older females receiving an old-age grant was at 94.5% compared with 77.2% of all South African older persons.<sup>94</sup>

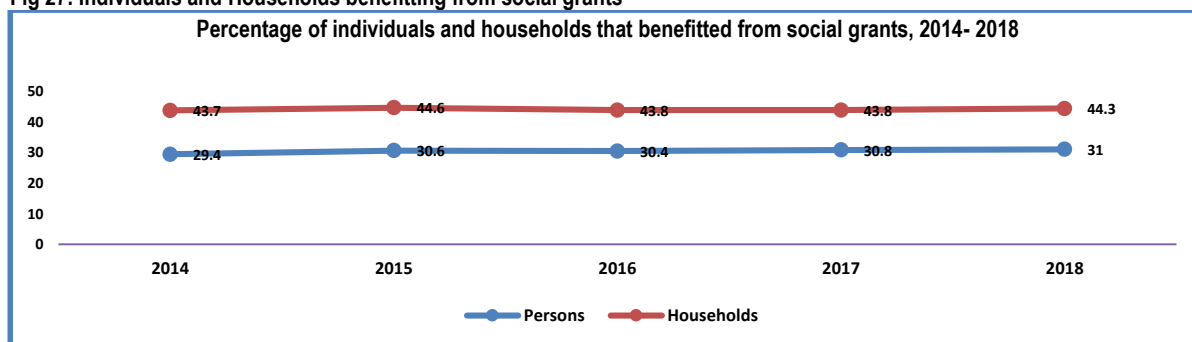
Fig 26: Poverty alleviation grants, by gender 2017



Source: Statistics South Africa

In South Africa, women account for a larger share of social grant beneficiaries compared to men. There is a fairly even distribution of social grants between boys and girls. The social grant programme is able to effectively reach women and girls through categorical targeting and means testing because of their disproportionate representation among the poor<sup>95</sup>.

Fig 27: Individuals and Households benefitting from social grants



The Graph above shows that the percentage of individuals and households who benefitted from social grants increased remained constant at about 31% and 44.3 respectively in the past five years ( Since 2014)<sup>96</sup>.

<sup>94</sup> Poverty trends in SA, 2006 and 2015, Statistics South Africa.

<sup>95</sup> Social Protection in Africa: A review of Potential Contribution and Impact on Poverty Reduction. Study Report, 2014. <http://www.za.undp.org/>

<sup>96</sup> Statistics South Africa: 2017: General Household Survey

Household multi-dimensional poverty reduced by more than half to 7.0% by 2016. However, the national poverty-gap for the lower-bound poverty line (LBPL) increased to 16.6% in 2015. The poverty gap increased to 8.2% for coloured females compared to 8.4% in 2015 for coloured males; to 20.8% in 2015 for black African females compared to 18.6% for black African males<sup>97</sup>.

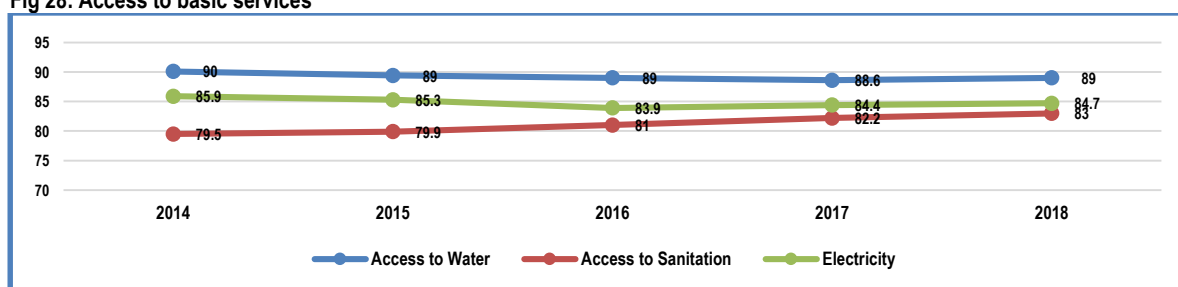
In South Africa, social transfers have also contributed to lower inequality. The Gini coefficient is 7 percentage points lower as a result of the social transfer programme. In South Africa, cash transfers have reduced the poverty gap by 48%. Social protection makes it possible for households not to adopt coping strategies that will leave them worse off than prior to the shock. For example, a cash transfer can enable households to purchase food and children to continue attending school. The old age pension in South Africa reduces the country's overall poverty gap by 21% and by 54% for households with older people<sup>98</sup>.

In response to overwhelming social challenges, in 2014 the Gauteng Provincial through the Department of Social Development launched the Welfare-to-Work Programme to address economic challenges facing young women in the province. The programme aimed to transit youth who are on welfare into decent employment or provide further education opportunities. The programme has restored the dignity of thousands of young women who were dependent on child support grants as their only source of income and has reduced the dependency on the welfare system. A total of 28 769 young women benefited from the programme: 326 in 2014/2015, 4 506 in 2015/16, 11 917 in 2016/17 and 12 020 in 2017/18<sup>99</sup>.

### Access to Basic Services for Women as part of the Comprehensive Social Protection Package

Government has sought to promote women's rights through targeted interventions, putting measures in place to address access to basic services, which includes water, electricity, sanitation, housing and food security, affordable transport and access to information. Given that women are the poorest of the poor in the country, special measures especially in the access to basic services took on a significant element in transforming the quality of lives of women. This in turn impacts on the well-being of the family and children. Gains have been achieved in this regard, yet much more needs to be done. When the access to basic services are affected negatively, the impact is felt the strongest by women by virtue of the gendered division of labour and the gendered roles and responsibilities that women play in the family and in the upbringing of children.

Fig 28: Access to basic services



Source: Stats SA

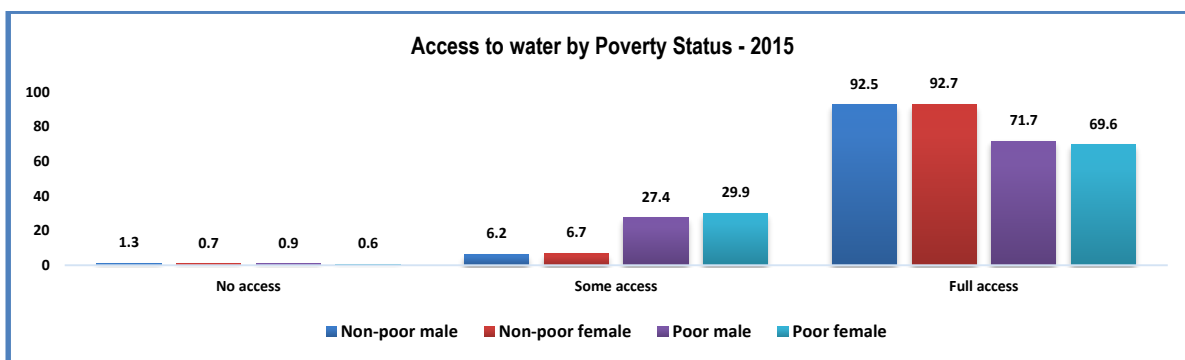
The table below shows that there is no significant difference amongst male and female with regard to having full access to water irrespective of the poverty status.

Fig 29: Access to water by poverty status

<sup>97</sup> Statistics South Africa: 2017: Poverty trends in SA, 2006 and 2015

<sup>98</sup> Social Protection in Africa: A review of Potential Contribution and Impact on Poverty Reduction. Study Report, 2014. <http://www.za.undp.org/>

<sup>99</sup> Gauteng Provincial Government: 25 Year Review input, 2018.



Towards alleviating the immense impact of persistent poverty, increasing unemployment and growing inequalities on people, especially women and children and in particular Black African women, young girls and children, social wages are packaged in different targeted forms. These include among others already mentioned in the report, the provision of basic and free basic services in the form of reticulated water; electricity; sanitation and sewerage as well as solid waste management to households and in particular those categorized as indigent.

In this regard, the indigent households are entitled to a monthly free six kiloliters of water, fifty kWh of electricity, R50 worth of sanitation, sewerage and refuse removal. The Municipal Indigent Policy was approved in 2005 to provide the indigent with free basic water, sanitation, electricity and refuse removal<sup>100</sup>.

**Table 23: Number of indigent households receiving free basic services from municipalities<sup>101</sup>**

	Water	Electricity	Sewer & Sanitation	Solid waste management
	2018	2018	2018	2018
<b>South Africa</b>	<b>2 810 433</b>	<b>2 024 14</b>	<b>1 782 050</b>	<b>2 285 563</b>

Source: Stats SA

The table above indicates that 2.8 million indigent households received free basic water, 2 million received free electricity, almost 1.8 million sewer and sanitation and about 2.3 million received free solid waste management services from government in 2018.

Women carry the biggest burden of household chores, including cooking, washing, cleaning and caring for the young, elderly sick and frail. In this regard, access to clean drinking water, electricity for cooking and easy and close sanitation facilities would enable women to undertake these responsibilities with a minimal effort. Unfortunately this is not the case across South Africa. The impact of the lack of such facilities is felt strongly in rural areas and in urban human informal settlements. Once more the impact is felt the strongest by the women and young girls living in these areas.

### Access to Water by Women

Evidence demonstrate that in comparison to the lived experiences of women under Apartheid South Africa, in particular black women, who were marginalised in terms of access to basic services, women have benefited from the transformation policies of the democratic government. However, more women than men are still without water on site and more women than men spend time on water collection and more women than men have to travel far to access water. Almost 90% of households in South Africa

<sup>100</sup> The South African Human Rights Investigative Hearing Report: Access to Housing, Local Governance and Service Delivery (2015). <http://www.sahrc.org.za>

<sup>101</sup> StatsSa - Non-Financial census of municipalities; 2018

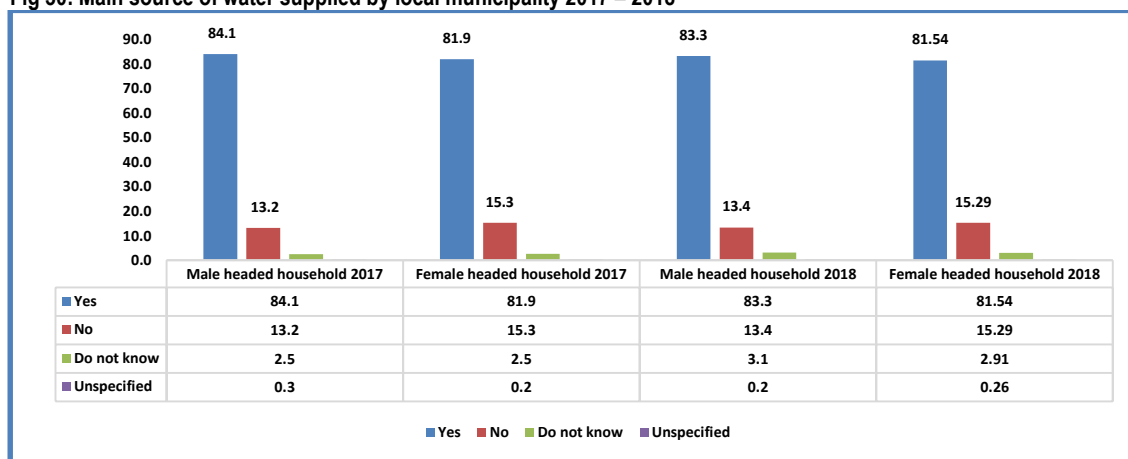
have access to water. The table below indicates that for both 2017 and 2018, more male headed households than female headed households received water supplied by their local municipality.

**Table 24: Number and Percentage of households whose main source of water was supplied by municipality by household head: 2017 - 2018**

	2017				2018			
	Male		Female		Male		Female	
	Number	%	Number	%	Number	%	Number	%
Yes	7 957 000	84,1	5 519 000	81,9	8115	83,3	5654	81,54
No	1 246 000	13,2	1 031 000	15,3	1300	13,4	1060	15,29
Do not know	236 000	2,5	170 000	2,5	298	3,1	202	2,91
Unspecified	25 000	0,3	15 000	0,2	24	0,2	18	0,26
<b>Total</b>	<b>9 464 000</b>	<b>100,0</b>	<b>6 735 000</b>	<b>100,0</b>	<b>9737</b>	<b>100,0</b>	<b>6934</b>	<b>100,00</b>

Source: Stats SA

**Fig 30: Main source of water supplied by local municipality 2017 – 2018**



### Access to Sanitation by Women

The democratic government has over the past 22 years focused on ensuring universal access to sanitation. Significant progress has been made, although basic services are not yet available and accessible to all citizens. In 2016 Cabinet approved a new National Sanitation Policy. This National Policy was collaborated upon between the Department of Water and Sanitation and the Department of Women to ensure that the policy was mainstreamed with issues related to women and young girls. It is envisaged that going forward issues of sanitation and hygiene, as it relates to women’s and girls’ rights and dignity will be fully and effectively implemented through the National Sanitation Policy of 2016.

Alleviating poverty and inequality in South Africa are associated with the quality of service delivery that municipalities render in different communities, particularly sanitation and energy. The main aim of government is to ensure that all households have access to decent toilets – a clean environment that remains free of harmful impacts of sanitation system (Statistics South Africa, 2016 Community Survey).

In 2018, nationally the percentage of households with access to improved sanitation was at 83%, increasing from 75.9% in 2014.<sup>102</sup> According to Statistics South Africa, the distribution of households with no toilet facilities decreased from 4.9% in 2014 to 2.8% in 2018. The percentage of households using pit toilets

<sup>102</sup> Statistics SA; General Household Survey; 2018

without ventilation continues to decrease and it stood at 13.4% in 2018 from 13.7% in 2016<sup>103</sup>. The percentage of households that have no toilet facility or have been using bucket toilets decreased from 3.1% in 2017 to 2.8% in 2018<sup>104</sup>.

Toilet facilities should be in a safe space and also accessible to people with disabilities. In 2016, 49.5% of toilets were located in the yard of households; 45.6% in the dwelling and 4.9% outside the yard<sup>105</sup>. This has tremendous impact on the lives of women and young girls who are at increased vulnerability and risk to gender based violence especially at night. Over the past twenty five years, it has been reported that women and young girls are sexually molested, raped, abused and murdered when accessing toilet facilities that are a distance from their dwelling, particularly in urban informal settlements. In addition, the lack of easy access to toilets bears immensely on the menstrual health, hygiene issues and human dignity for especially young women.

The evidence pointed out in the General Household Survey, 2017 conducted by Stats SA clearly corroborates this. It highlights that the problems experienced by households that share sanitation facilities include: (i) breakages in municipal system (4.1%); (ii) repairs taking longer than 5 days (5.9%); (iii) toilets blocked up (6%); (iv) inadequate enclosure (12.3%); (v) poor maintenance (13%); (vi) no water to flush the toilet (13.7%); (vii) physical safety threatened (16.3%); (viii) no water to wash hands (17.9%); (ix) long waiting times (19.3%); (x) poor hygiene (21.6%); and (xi) poor lighting (23.7%).

### **Access to electricity and fuels for energy by Women**

Having adequate and affordable access to energy sources is vital to address household poverty. The levels of access to more convenient forms of fuel for energy were lower for female-headed than male headed households at all levels of education. The differences between female- and male-headed households were small at lower levels of education. They became more marked for households where the head had incomplete secondary education or higher. (Statistics South Africa: 2001).

The percentage of South African households that were connected to the mains electricity supply declined from 85.9% in 2014 to 84.7% in 2018. These declines can be associated with the rapid in-migration experienced in different provinces and the associated increased in households.

The percentage of households who used electricity as main sources of energy used for cooking increased from 75.9% in 2017 to 76.8% in 2018. The Percentage of households using wood as the source of energy decreased from 9.8% in 2014 to 7.7% in 2018<sup>106</sup>.

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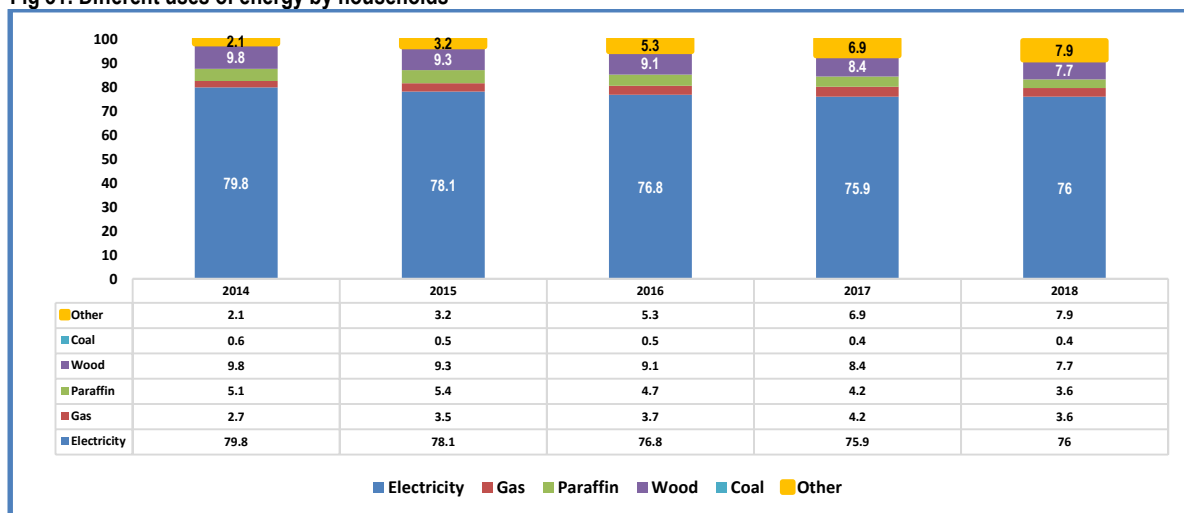
<sup>103</sup> Stats SA: 2017: Community Survey, 2016, Pretoria

<sup>104</sup> Stats SA: 2018: General Household Survey, 2018, Pretoria

<sup>105</sup> Statistics South Africa: 2017: Community Survey, 2016, Pretoria

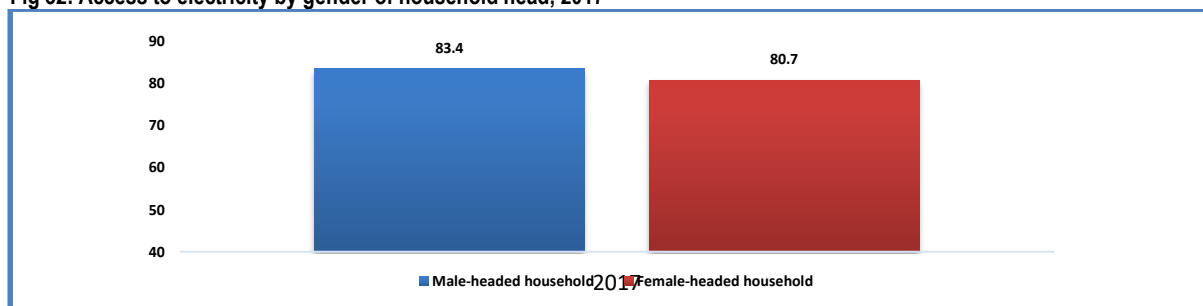
<sup>106</sup> Statistics South Africa: 2018: General Household Survey, 2018, Pretoria

**Fig 31: Different uses of energy by households**



The Integrated National Electrification Programme (INEP) was implemented as part of the RDP to increase access to electricity in South Africa, especially towards historically disadvantaged communities<sup>107</sup>. INEP increased the rate of electrification from 36% in 1994 to 87% in 2016. (Sustainable Energy, Africa, 2016)<sup>108</sup>. Between 1994 and March 2016 over 6.7 million households had been connected to electricity. The percentage of South African households that were connected to the mains electricity supply increased from 76.7% in 2002 to 84.4% in 2017.

**Fig 32: Access to electricity by gender of household head, 2017**



Source: Vulnerable groups Indicator Report 2017. (StatsSA)

The table below indicates that there is no significant difference between female headed household and male headed household with access to electricity. Access to electricity has improved over the past few years in South Africa.

### Access to Housing for Women

The guarantee of the right to access to adequate housing is found in section 26 of the Constitution. Since 1994, the South African state has created a raft of legislation and policies to give effect to this right.

By 2015, South Africa had made significant progress with the provision of an estimated 3.7 million housing opportunities providing to around 12.5 million people, along with further improvements in access to other basic services including adequate water, sanitation, electricity and refuse removal. Despite these gains the country faces significant challenges to provide access to adequate housing to poor and

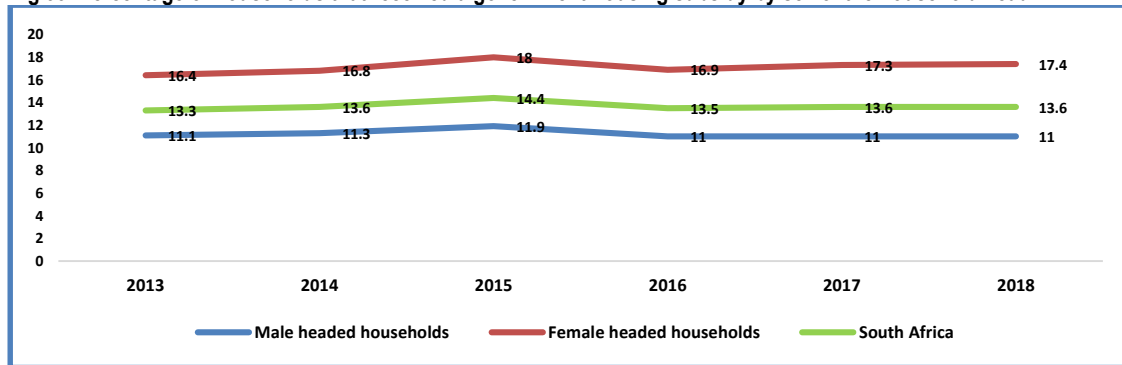
<sup>107</sup> INEP. Available at <https://www.gov.za/about-government/government-programmes/inep>

<sup>108</sup> Sustainable Energy Africa: 2016: .Energy, Poverty and Gender in Urban South Africa: [https://za.boell.org/sites/default/files/status\\_quo\\_report\\_-\\_urban\\_energy\\_poverty\\_and\\_gender\\_in\\_south\\_africa-\\_final-1.pdf](https://za.boell.org/sites/default/files/status_quo_report_-_urban_energy_poverty_and_gender_in_south_africa-_final-1.pdf)



vulnerable persons, especially black African women who live without access to basic services or economic opportunities to escape poverty (SAHRC Report, 2015:9). In 2016, 79.3% of households lived in formal dwellings compared to 73.3% in 2002, indicating that 8 out of every 10 households live in a formal dwelling. The number of households living in informal dwellings increased from 13.2% in 2002 to 13.9% in 2016, indicating that 1 in 7 households still lived in informal housing (Selebalo & Webster, 2017)<sup>109</sup>. The country's state subsidized housing programmes are almost unparalleled internationally and have expanded access to adequate housing to many poor households, despite major challenges. (Selebalo & Webster, 2017)<sup>110</sup>

**Fig 33: Percentage of households that received a government housing subsidy by sex of the household head**

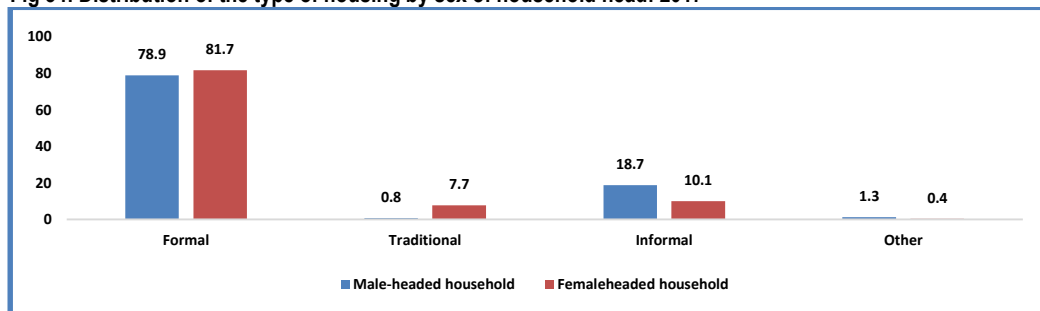


Source: General Household Survey: 2018; Statistics South Africa

This graph indicates that more female headed households continue to receive government housing subsidies compared to male headed households.

According to StatsSA, by 2017, about 81.7% of South African households lived in formal dwellings, followed by 13.6% in informal dwellings and 5.5% in traditional dwellings. Female-headed households are more likely to live in formal housing compared to male headed household. <sup>111</sup>.

**Fig 34: Distribution of the type of housing by sex of household head: 2017**



Source: Social Profile of Vulnerable Groups, 2017 (StatsSA)

### Access to Food Security for Women

The history of Apartheid South Africa meant that pre-1994 food security for the poor, in particular the black majority, were not a priority. The Democratic Government approved the country's Integrated Food Security Strategy in 2002 to address the challenge of food insecurity. The strategy aims to attain physical, social and economic access to sufficient, safe and nutritious food by all South Africans at all times to meet their dietary needs and food preferences for an active and healthy life. According to the World

<sup>109</sup> Selebalo, H & Webster D: 2017: Monitoring the Right to Access of Adequate Housing in South Africa. Studies in Poverty & Inequality Institute (SPIII) [http://spii.org.za/wp-content/uploads/2018/02/Right-to-Housing\\_2017.pdf](http://spii.org.za/wp-content/uploads/2018/02/Right-to-Housing_2017.pdf)

<sup>110</sup> IBID

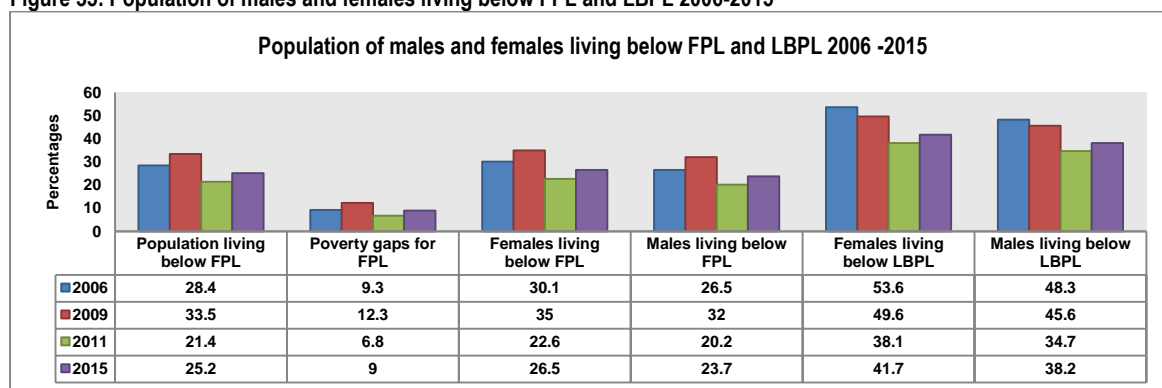
<sup>111</sup> Statistics South Africa: 2018: General Household Survey, 2018, Pretoria.

Health Organization (WHO), the level of inequality that exist in the country played out through poverty and unemployment, irrespective of the political and economic advances that South Africa has made since the dawn of democracy, the steep food and fuel prices, high energy tariffs and increasing interest rates, creates adverse conditions for ordinary South Africans to meet household obligations<sup>112</sup>. The concept of food accessibility implies an ability of households to secure food in the market place by growing it or from other sources such as transfers, gifts or grants<sup>113</sup>.

A study by the WHO in South Africa between 1999 and 2008 found a reduction in the prevalence of food insecurity in South Africa. This reduction is linked to policy implementation during the period between 1999 and 2008. The Government recognized the constitutional right to food and implementation of several policies led to food fortification, food supplementation, school feeding programmes and day care centre schemes. Since 1999, the government has allocated more than R450 million to the National School Nutrition Programme<sup>114</sup>.

Nutritional security acknowledges that gender, education, access to water and sanitation all impact on nutrition status, over and above the simple problem of food availability. Despite expansion of social grants, school feeding schemes and other efforts to combat hunger, there may be targeting of issues which continue to leave households vulnerable to food insecurity.

Figure 35: Population of males and females living below FPL and LBPL 2006-2015



Source: Statistics SA, Poverty trends in SA 2006-2015

The figure above shows that proportion of females living below the FPL decreased to 26.5% in 2015. Compared to males, females are more inclined to be vulnerable to hunger and experience poverty.

Table 25: Households who skipped a meal in 2016, by gender of household head

Sex of Household Head	Skipped meal in the past 12 months				Total
	Yes		No		
	Nr	%	Nr	%	
Male	1 224 245	12,4	8 671 284	87,6	9 895 529
Female	1 023 256	14,7	5 945 410	85,3	6 968 666
<b>Total</b>	<b>2 247 501</b>	<b>13,3</b>	<b>14 616 694</b>	<b>86,7</b>	<b>16 864 195</b>

Source: Statistics South Africa, Community Survey, 2016.

The table shows that of 2 247 501 (13.3%) of South African households that has skipped a meal in the past twelve months preceding the community survey in 2016, 1 023 256 (14.7%) were female headed households and 12.4% were male headed households.

<sup>112</sup> World Health Organisation (WHO): 2011: Food Security in South Africa: a review of national surveys <https://www.who.int/bulletin/volumes/89/12/11-089243/en>

<sup>113</sup> Scott Drimie & Shaun Ruysenaar: 2010: The Integrated Food Security Strategy of South Africa: An institutional analysis, Agrekon: Agricultural Economics Research, Policy and Practice in Southern Africa <http://dx.doi.org/10>

<sup>114</sup> WHO: 2011: Food Security in South Africa: a review of national surveys <https://www.who.int/bulletin/volumes/89/12/11-089243/en>

Government through SASSA awarded 461 750 applications for social relief distress in 2016/2017 and 573 196 in 2017/2018. This policy is needs driven and responds to the Zero Hunger Project that addresses malnutrition challenges. This initiative is implemented in collaboration with various stakeholders, including the Departments of Social Development; Basic Education and Health together with municipalities<sup>115</sup>.

A positive spin-off from the food security and nutrition programmes in the country is that the local economic development programme is also seen to stimulate the creation and operation of mainly women's co-operatives. Some nutrition programmes have an agricultural stimulation outcome. If the food is sourced from local farmers, this offers them a sustained market, stable prices, and may encourage better production techniques<sup>116</sup>. This has huge import for women's lives especially with regard to their economic opportunities. In provinces where procurement favours SMMEs and co-operatives, they can benefit as service providers. An area with the potential to benefit schools and communities and stimulate local agriculture is through the local sourcing of vegetables. This may provide a regular market for local agricultural produce<sup>117</sup>. For example, the Department of Agriculture Forestry and Fisheries implemented a female entrepreneurship award and since 1999 a total of 336 women have been rewarded for their contribution to food security and economic growth. The programme includes skills development and international educational exposure inclusive of agro-processing, grain and vegetable production.

The Comprehensive Agricultural Support Programme (CASP) of Government provide post settlement support to targeted beneficiaries of land reform and to other producers who have acquired land through private means and are engaged in value-adding enterprises domestically or involved in export. The CASP criteria determine that 70 per cent of the infrastructure grants should be allocated to food production initiatives (crop and livestock production) in support of the Fetsa Tlala programme. Since 2004 to 2014, the programme supported 473 542 beneficiaries of whom 42% are women.

According to the General Household Survey by Stats SA, the percentage of persons that experienced hunger decreased to 12.1% in 2017. The percentage of households that were vulnerable to hunger declined to 10.4% in 2017. The percentage of persons that had limited access to food decreased from 24.7% in 2017. The percentage of households with more limited access to food declined to 24.7% in 2017. Unfortunately the data is not disaggregated by sex in order to show specific gender trends.

### **Food fortification programmes**

In 1994 government initiated the implementation of a national food fortification programme. South Africa's first prevalence study (1994)<sup>118</sup> on anthropometric status, vitamin A status, iron status and immunization status were released by the South African Vitamin A Consultative Group in 1995. The study found that almost one in four children was stunted and one in ten children was underweight. Stunting is a major problem in the country and is more prevalent in rural areas than in urban areas. That 1 520 000 children were stunted because of long-term malnutrition and 660 000 pre-school children were malnourished. According to international criteria, the national prevalence (33%) marginal vitamin A status found in the study identified the country of having a serious public health problem of vitamin A deficiency. Children living in rural areas and whose mothers were poorly educated were the most disadvantaged regarding vitamin A status. Three out of twenty children appeared to have had an underlying infection or

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<sup>115</sup> Republic of South Africa: SASSA: 2018: Annual Report, 2017/2018.

<sup>116</sup> Ibid.

<sup>117</sup> Republic of South Africa: Department of Basic Education 2014. Case Study of the National Nutrition Programme in South Africa, October 2013

<sup>118</sup>[https://www.researchgate.net/publication/257143575\\_Children\\_Aged\\_6-71\\_Months\\_in\\_South\\_Africa\\_1994\\_Their\\_Anthropometric\\_Vitamin\\_A\\_Iron\\_and\\_Immunisation\\_Coverage\\_Status](https://www.researchgate.net/publication/257143575_Children_Aged_6-71_Months_in_South_Africa_1994_Their_Anthropometric_Vitamin_A_Iron_and_Immunisation_Coverage_Status)

inflammation<sup>119</sup>. In 1997 research under the auspices of the Health Systems Trust, a non-governmental institution, further confirmed the findings of the 1994 study and concluded that up to 25% of pre-school children and at least 20% of primary school children were stunted as result of malnutrition. The study referred to fortification as a possible strategy to increase the intake of essential nutrients<sup>120</sup>.

In 1995 the Minister of Health appointed the National Committee on Nutrition to develop a nutrition strategy for South Africa. In 1997 the Integrated Nutrition Strategy (INS) was incorporated into the Department of Health's White Paper for the Transformation of the Health System. The INS became the Integrated Nutrition Programme (INP) and ran concurrently with the National Programme of Action for Children (NPA) in 1996.

The Government recognized that maize and bread are the staple food of the large majority of South Africans. In 2003 legislation<sup>121</sup> came into effect making it mandatory to fortify white and brown bread flour and maize meal with eight micronutrients in sufficient quality. In 2003 the government launched a Fortification Programme in partnership with the Global Alliance for Improved Nutrition (GAIN) and UNICEF, aimed to improve the nutritional status of vulnerable groups, in particular women and children.

Despite evidence that food fortification programmes have improved the micronutrient status of South African children, they have failed to improve dietary diversity and overall macronutrient intake. Stunting<sup>122</sup> still affects a large proportion of South African children, although a decline has been achieved to 27.4% in 2016<sup>124</sup>. Improvements in nutrition have been registered by South African households receiving cash transfers. Children who live with recipients of old age pensions are reported to be up to 3.5 centimetres taller than children who do not. This shows that grandparents use their pension to care for children. Similar though slightly lower, impacts on nutrition have resulted from the child support grant<sup>125</sup>.

## **Rural Transformation and Access to Land by Women**

According to UN Womenwatch<sup>126</sup>, the progress of rural women against the Millennium Development Goals (MDG's) indicates that globally, rural women fare worse than rural men and urban women and men for every indicator for which data are available. Rural women's poor access to infrastructure in rural areas limits their opportunities to reduce poverty and hunger. If rural women had the same access to productive resources as men, they could raise total agricultural output in their countries by 2.5% to 4%, in turn reducing the number of hungry people in the world by 12% to 17%. Rural female headed households have more limited access than male-headed households to a whole range of critical productive assets and services required for rural livelihoods<sup>127</sup>.

This situation is no different in South Africa. Rural women remain one of the most vulnerable categories making up the women's sector. According to the 1996 Census<sup>128</sup> women made up 51.9% of the total

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<sup>119</sup> Ibid.

<sup>120</sup> A Reflection on the South African Maize Meal and Flour Fortification Programme, 2004-2007, Dept of Health and UNICEF.

<sup>121</sup> The Regulation is contained in the Foodstuffs, Cosmetics and Disinfectants Act (Act No. 54) of 1972.

<sup>122</sup> According to the South African Vitamin A Consultative Group (SAVACG) findings in 1995, 1.5million children were stunted and 660 000 pre-school children being identified as malnourished. The study focused on anthropometric status, vitamin A status and Iron status. [https://www.unicef.org/southafrica/SAF\\_resources\\_wheatfortificationn.pdf](https://www.unicef.org/southafrica/SAF_resources_wheatfortificationn.pdf)

<sup>123</sup> World Bank: 2016: Prevalence of stunting: 1994-2016: South Africa. <https://data.worldbank.org/indicator/SH.STA.STNT.ZS?locations=ZA>

<sup>124</sup> Ibid.

<sup>125</sup> Social Protection in Africa: A review of Potential Contribution and Impact on Poverty Reduction. Study Report, 2014. <http://www.za.undp.org/>

<sup>126</sup> Rural Women and the Millennium Development Goals: <http://www.un.org/womenwatch/feature/ruralwomen/facts-figures.html>

<sup>127</sup> UNWomenWatch: <https://womenwatch.unwomen.org>

<sup>128</sup> Statistics South Africa: 1996 Census in brief

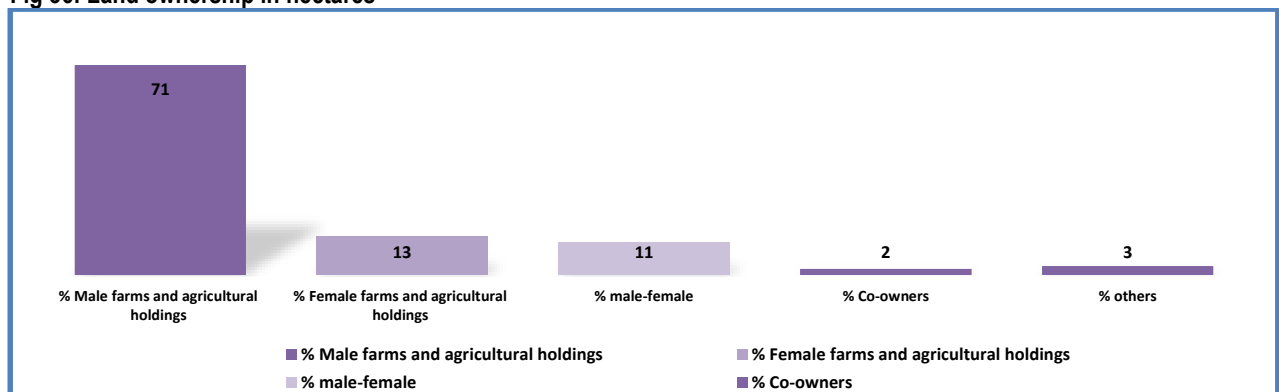
population in the country. Approximately 46.3% of the total number of women lived in non-urban areas compared to 53.7% of women who lived in urban areas.

Colonialism and implementation of apartheid policies such as the Natives Land Act, 1913, resulted in large-scale racially-based dispossessions of land ownership rights which in turn resulted in a highly inequitable distribution of land ownership. In the pre-democracy era most agricultural land was owned by whites (83%) and only 17% of the land was available to black people in the former homelands. There was a dualistic agricultural system with environmentally degraded arable land in the former homelands and a flourishing white commercial sector in the highest - potential agricultural land.

In 1994, 60 % of the South African population called rural areas home, with some 17 million people living mainly in the areas of the former homelands, which had been incorporated into the new South Africa.<sup>129</sup> Some 70% of the rural population was poor compared with 45.5% of the urban population.

The democratic Government committed itself to ensuring that the country develop sustainable rural communities by focusing on land reform, agrarian reform, improving rural household food security and rural services and creating employment in rural areas, skills development, youth development, cooperative and small business development and improving planning and coordination capacity for rural development across government. Legislation was also introduced to protect farmworkers from unfair evictions.<sup>130</sup>

**Fig 36: Land ownership in hectares**



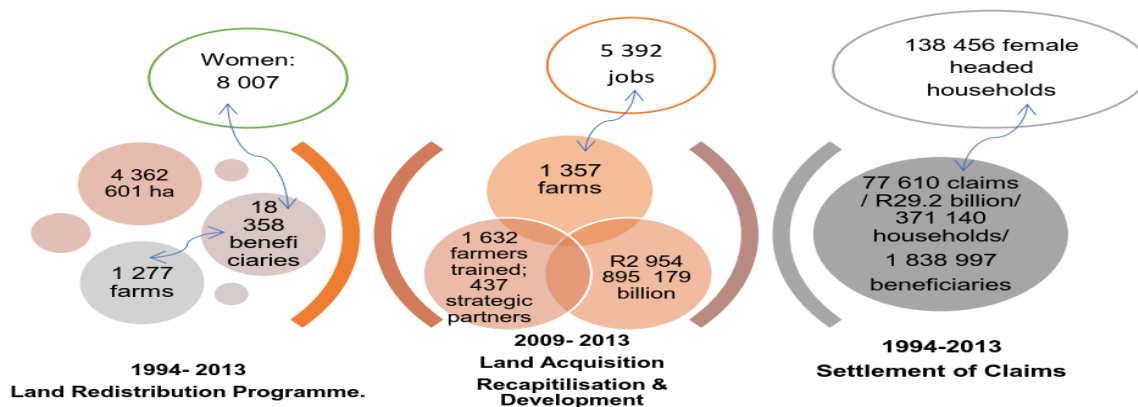
Source: DRDLR, Land Audit Report, 2017.

By 2017, males own more land in hectares compared to females. Whites own more land in hectares compared to any other racial groups. Africans own less land in hectares compared to whites, coloured and Indians.

<sup>129</sup> Department of Planning, Monitoring and Evaluation:2014: South Africa: 20 Year Review

<sup>130</sup> Ibid.

**Figure 37: Land Reform 1994 - 2013**



Source: DRDLR, End of Term Report 2009–2014

From 1994 to 2013, the total land delivery is 4 362 601 ha of which 1 243 117 ha (1 277 farms) were distributed from April 2009 to December 2013 to 18 358 beneficiaries of which 8007 are women, 5 992 are youth and 48 are persons with disabilities.

The Agricultural Growth Initiative, based on a partnership between government, the private sector and the Land Bank, supports emerging and commercial farmers with access to funding, water and markets<sup>131</sup>.

The State Land Lease and Disposal Policy (SLLDP) of 2013 apply to farms acquired through a proactive land acquisition strategy (PLAS), which has replaced the LRAD programme. It identifies four categories of beneficiaries: (1) households with no or very limited access to land; (2) small-scale farmers farming mainly for subsistence and selling some produce locally; (3) medium-scale farmers already farming commercially but constrained by insufficient land; and (4) large-scale commercial farmers with potential to grow but disadvantaged by location and farm size. This policy appears to be aimed mainly at medium-scale and large black commercial farmers. It assumes that there will be only one lessee per farm, and no mention is made of subdividing large farms<sup>132</sup>.

**Table 26: RSA Land Restitution Programme 2009 -2013**

RSA Land Restitution Programme: Settlement of Claims 1994 -2014	
Claims Settled	77610
Households	371140
Female headed households	138456
Hectares Settled	3078948
Land Cost	R 17 072 585 157
RN Comp	R 8 046 280 782
Grants	R 4 152 435 169
<b>Total Award</b>	<b>R 29 232 934 609</b>

Source: DRDLR, 2009-2014.

The table shows that since 1994, 77 610 claims were settled to the value of R29.2 billion which consist of R17 billion for land costs, R8 billion for financial compensation and grants to the value of R4.1 billion. This process assisted 371 140 households of which 138 456 are female headed households. Female headed households formed 37.3% of the household cohorts compared to 62.7% of the rest of the household cohort.

The 2013 review of the Recapitalisation and Development programme found that between 2009 and 2013, the State invested R2.14 billion towards programme implementation. Almost 250 000 people

<sup>131</sup> Radical socio-economic transformation: <http://www.treasury.gov.za>

<sup>132</sup> Ibid

benefited from the programme of whom over 50 000 are women, 32 000 youth and 674 persons with disabilities. Since inception of the programme over 7 400 jobs were created<sup>133</sup>.

## Women and Health

This section responds to the UN Women Guidance Note – Section Two, Question 11.

The National Health Act 61 of 2003 promulgated by the new Government provides an overarching policy framework of the entire health system<sup>134</sup>. In 1994 South Africa introduced the Policy on Universal Access to Primary health, which formed the basis for healthcare delivery programmes. Pregnant women and children under the age of six years receive free health care. Access to reproductive health care programmes and antenatal care services are amongst the achievements of the health care system. Ten most effective strategies to increase access to health care include amongst others legislation and gazetted policies such as free primary health care, essential drugs programme, choice on termination of pregnancies, anti-tobacco legislation and community service for graduating health professionals. Better management systems included greater parity in district expenditure, clinic expansion and improvement, hospital revitalisation programme, improved immunization programme and improved malaria control<sup>135</sup>.

Government developed the Gender Policy Guidelines for the Public Health Sector (2002), to focus health policy specifically on women's health. This policy framework ensures that in all spheres of life, equitable attention and sensitivity is given to the health needs of women and girls. The policy ensures a gender-focused approach to health planning and programming.

The National Sexual Assault Policy (2005) aimed to improve healthcare after sexual assault for women, children and men. The policy guides the institutional framework within the Department of Health in terms of collaboration and cooperation between different Directorates; to establish designated, specialised, accessible, 24 hour health care services, for the holistic management of patients to improve health status after sexual assault; to operate as an intersectoral service establishing and maintaining links with the community, key stakeholders at all levels of government and service provision; and to provide training structures and utilise monitoring and evaluation as a tool to ensure quality of sexual assault services.

### Female Life expectancy and Female Mortality

In 2018, women are outliving their male counterparts. The life expectancy of South Africans has continued to increase from 2005 to 2016 as shown in the table below. Female life expectancy increased from 64.2 years in 2014 to 67.3 years in 2016. Male life expectancy increased from 58.9 years in 2014 to 61.1 years in 2018<sup>136</sup>.

The Rapid Mortality Surveillance Report of the SA Medical Research Council<sup>137</sup> reflects an increase in life expectancy for females from 65.8 years in 2014 to 66.9 years in 2016 whilst that for males in 2014 was 60.0 years and 60.8 years in 2016.

**Table 27 : Life Expectancy (LE) 2014 -2018**

	2014	2015	2016	2017	2018
LE Males (StatsSA)	58.9	59.3	59.7	60,7	61,1
LE Females (StatsSA)	64.2	64.7	65.1	67,1	67,3

<sup>133</sup> DRDLR: 2013: Three Years Review of Recapitalisation and Development Programme

<sup>134</sup> South African Human Rights Commission: 2007: Public Inquiry: Access to healthcare services, 2007

<sup>135</sup> An Overview of Health and Health care in SA from 1994-2010. Priorities, Progress and Prospects for New Gains.(2009).

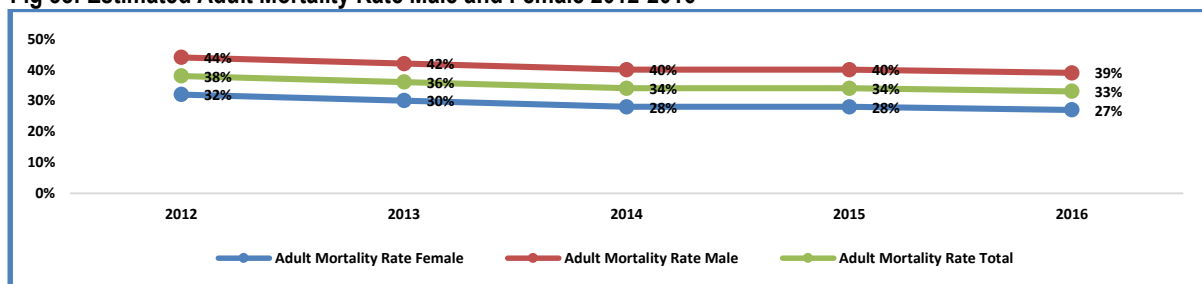
<sup>136</sup> Statistics South Africa

<sup>137</sup> Dorrington RE, Bradshaw D, Laubscher R, Nannan N (2018). Rapid mortality surveillance report 2016. Cape Town: South African Medical Research Council; ISBN: 978-1-928340-30-0. <http://www.mrc.ac.za/sites/default/files/files/2018-02-22/RapidMortalitySurveillanceReport2016.pdf>

LE Combined (StatsSA)	61.6	62.1	62.4	63,9	64,2
LE Male RMS	60.0	60.3	60.8		
LE Female RMS	65.8	66.4	66.9		
LE Combined RMS	62.9	63.3	63.8		

Source: DPME, Indicators 2019

Fig 38: Estimated Adult Mortality Rate Male and Female 2012-2016

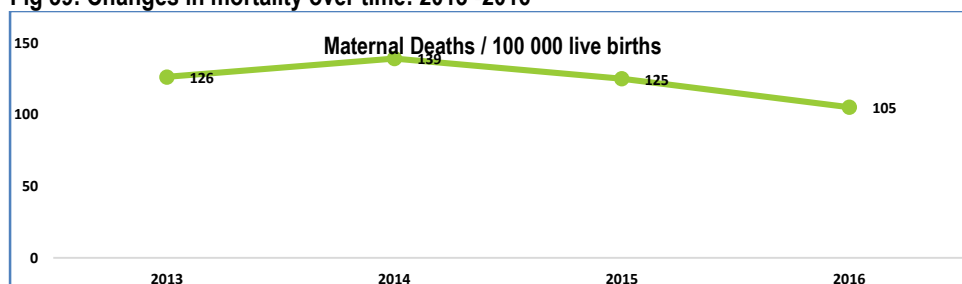


Source: Rapid Mortality Surveillance Report, 2016. MRC

The figure above shows that there has been a decline in the mortality rates in South Africa over the past years. The adult mortality rate for females has been lower than both the mortality rate for males and for the country as a whole during the period 2012 to 2016. Female mortality rates declined from 32% in 2012 to 27% in 2016, compared to male mortality rates that declined from 44% in 2012 to 39% in 2016. The decline in adult mortality rate from 38% in 2012 to 33% in 2016 is as result of the extensive roll-out of Antiretroviral (ARV) treatment and due to the more responsiveness by women to accessing testing, treatment and care for HIV over the years.

The South African Government prioritized women's health through implementation of various interventions aimed at ensuring access to health services and improving the quality of care for pregnant women. The Confidential Enquiries system of recording and analysing maternal deaths has been in operation since 1 October 1997 and the reports all describe the magnitude of the problem of maternal deaths, the pattern of disease-causing maternal deaths, the avoidable factors, missed opportunities and substandard care related to these deaths and made recommendations concerning ways of decreasing the number of maternal deaths in South Africa<sup>138</sup>.

Fig 39: Changes in mortality over time: 2013 -2016



Source: DPME, Development Indicators (2019) (Statistics SA's calculations based on civil registration and vital statistics system (CRVS))

The figures above show that there has been a reduction in maternal deaths by 12.5% from 2011-2013 to 2014-2016. There has been an overall reduction of 24% from the peak in 2008-2010, an overall reduction of 1152 deaths from 2008-2010 to 2014-2016. There have been 339 fewer deaths in 2016 than 2011 and 580 fewer maternal deaths in 2016 than at the peak in 2009. The institutional maternal mortality ration

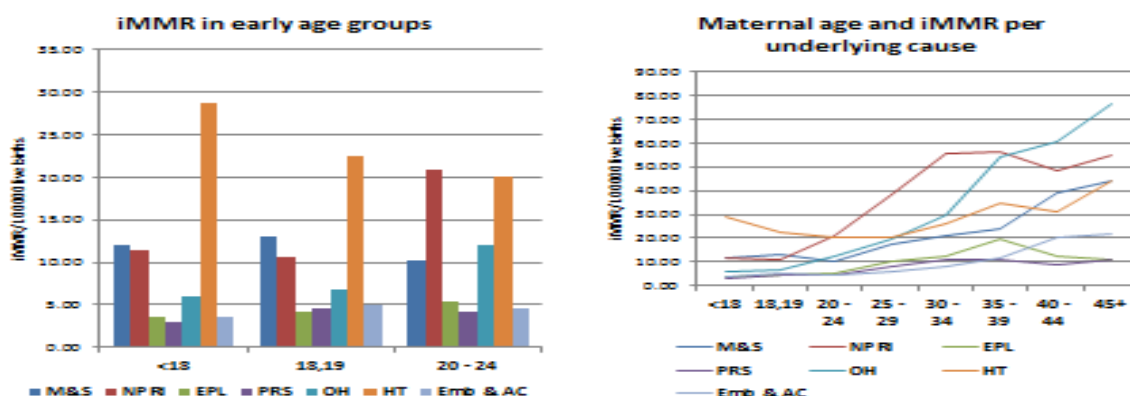
<sup>138</sup> Republic of South Africa: Saving Mother's Report, 2014-2016 Seventh triennial report on confidential enquiries into maternal deaths in South Africa: Executive Summary



(iMMR) declined from 150.2 in 2005 to 140.81 in 2014<sup>139</sup>. The Campaign on Accelerated Reduction on Maternal and Child Mortality in Africa was launched in 2012 to reduce maternal and infant mortality. During the period 2012 -2016 the Department of Health implemented a Strategic Plan for Maternal, New-born, Child and Women’s Health and Nutrition in South Africa.

The figure below further shows a decrease in the iMMR for potentially preventable deaths, with a decrease from 100 per 100 000 live births in 2008-2010, to 92.6 and then to 83.3 in 2011-2013 and 2014-2016 respectively. This indicates a slow but steady decline in the number of potentially preventable deaths. This confirms an improvement in the quality of care. The figure below illustrates the high mortality in women younger than 18 years due to hypertensive disorders in pregnancy. There is a relationship between maternal age and underlying causes of death. Women younger than 18 are at an increased risk of pregnancy related hypertension. The latter is one of the major contributors to preventable maternal deaths. As age progresses the mortality risk increases. This is most marked in women dying due to obstetric haemorrhage. The importance of providing contraception for teenagers and women over 34 years is clearly demonstrated by the increased risk of maternal deaths that the women face in these age groups<sup>140</sup>.

Fig 40: Maternal age and iMMR per underlying cause of maternal death



Source: Saving Mother’s Report, 2014-2016.

### Female Infant mortality

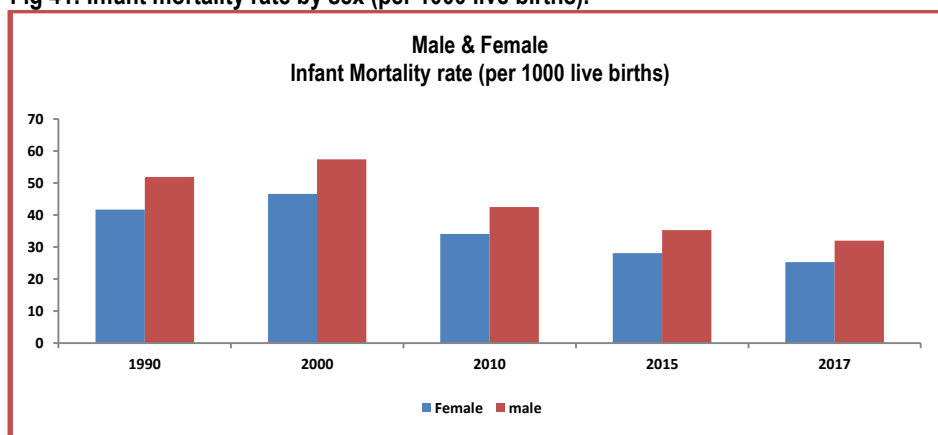
The infant mortality rate in South Africa has declined over the years and by 2017 it is the lowest it has ever been in the history of the country. In 1974 the infant mortality rate was 90.7%, decreasing to 28.8% in 2017. The female infant mortality rate decreased to 25.3% in 2017. The male infant mortality rate decreased to 32% in 2017<sup>141</sup>. The figure below illustrates this major reduction.

<sup>139</sup> Republic of South Africa: Saving Mothers Report, 2014-2016.:Seventh triennial report on confidential enquiries into maternal deaths in South Africa: Executive Summary

<sup>140</sup> Ibid.

<sup>141</sup> Infant Mortality rate (per 1000 live births): South Africa: <https://data.worldbank.org>

**Fig 41: Infant mortality rate by sex (per 1000 live births).**



Source: World Bank

The Under-5 infant mortality (U5MR) decreased to 44.4% in 2016<sup>142</sup>. Since 1994 the Government has implemented various initiatives to increase public health. The Department of Health launched the MomConnect programme in 2017, recording 917 053 pregnant women in early antenatal services. By March 2018 a total of 818 688 pregnant women and mothers were engaged through the programme. According to the 2014-2016 Saving Mother’s Report, 97% of women give birth in health facilities and 96% of women attend antenatal care.

### Promoting sexual and reproductive health for girl children, adolescent girls and women

South Africa has progressive legal frameworks in place to guarantee access to sexual and reproductive health rights. The Child Care Act 1983 (Act No. 74 of 1983) states that minors of 14 years and older may consent to their own medical treatment without the assistance of parents/guardians. In 1998 the Government approved the National Contraception Policy Guidelines to remove barriers that restrict access to contraceptives, to increase public knowledge of client’s rights, contraceptive methods and services and to provide high quality contraceptive services. Contraceptives have been freely available in public medical clinics in South Africa since 2001.

Contraceptive use is influenced by a number of factors including socioeconomic development; urbanisation; women’s education and status in society; cultural norms and beliefs; and the knowledge and attitudes of individuals. Contraceptive, maternal, child, adolescent and women’s health services, together with STI/HIV prevention and management, are integral components of sexual and reproductive health care. Persistent gender inequality in the economic, social and private spheres continues to undermine the sexual and reproductive rights of women. High rates of unintended pregnancy among adolescents’, points to the need for effective appropriate sexual education and services. Accessible youth friendly services help young people to make informed decisions about their fertility.

According to the World Bank, the contraceptive prevalence, any methods, for women aged 15-49 years in South Africa was at 55% in 2016.

**Table 28: Number of contraception methods dispensed, Couple Year Protection Rate (CYPR), 2013/2014 -2015/2016**

Type of contraceptive dispensed	2013/2014		2014/2015		2015/2016	
	Number	Contraceptive years dispensed	Number	Contraceptive years dispensed	Number	Contraceptive years dispensed
Female condoms	13 254 328	66 271	21 099 517	105 497	27 005 805	135 029

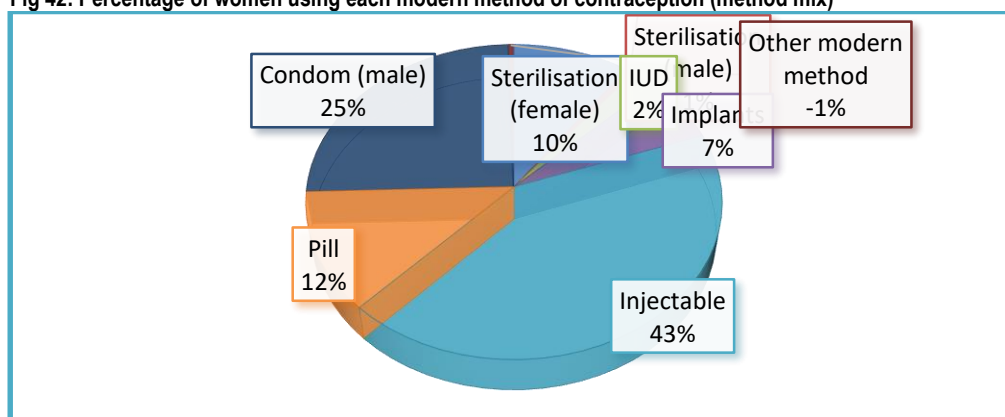
<sup>142</sup> StatsSA: 2017: Mid-Year Population Estimates

Male condoms	506 431 299	2 532 156	712 387 234	156 672	839 874 751	60 600
IUCD inserted	41 817	167 268	39 168	3 561 936	15 150	4 199 373
Medroxyprogesterone	5 762 721	1 440 680	5 510 430	1 377 607	5 578 228	1 394 557
Norethisterone enanthate	4 277 194	712 865	3 676 445	639 000	3 676 445	621 740
Oral pill cycles	3 815 539	293 503	3 560 421	273 878	3 591 382	276 260
Sterilisation female	31 551	631 020	32 074	641 480	33 134	662 681
Sterilisation male	1 120	11 200	877	8 770	772	7 720
Sub-dermal implant inserted	175 948		87 189 <sup>143</sup>	527 844	261 567	261 567
Totals		5 854 963		7 292 684		7 619 527

Source: Mureithi L., (2017)<sup>144</sup>

The table above illustrates that male condom use continue to dominate as an individual contraceptive method, whilst female condom usage increased by 2015/2016. Female sterilisation increased by 2015/2016 whilst male sterilisation decreased for the same period.

Fig 42: Percentage of women using each modern method of contraception (method mix)



Source: DHS 2016

According to the 2016 South African Demographic Health Survey Indicator Report, (2017), the proportion of women who want to stop child-bearing or are sterilised increases rapidly with the number of living children, from 24% of women with one child, to 61% of women with two children and 88% of women with four or more children. More than half of married women aged (15-49 years), (58%) and 8% who have been sterilised or whose partners are sterilised, do not want any more children. Among sexually active unmarried women, 64% are currently using a contraceptive method. Among currently married women and sexually active unmarried women combined, 58% are using modern contraceptive methods. Currently, amongst married women 15% have an unmet need for family planning, whilst among sexually active unmarried women 24% have an unmet need for family planning. The demand for family planning among married women and sexually active unmarried women is 77% and at present 76% of the demand is met by modern methods<sup>145</sup>.

During the pre-1994 era, unsafe abortions caused over 400 maternal deaths among impoverished African women each year<sup>146</sup>. Women arrive at hospitals each year with complications from “back street” abortions<sup>147</sup>. The legalization of abortion is associated with reduction in abortion-related morbidity and mortality, resulting in a 91% decline in abortion-related mortality<sup>148</sup>.

<sup>143</sup> Sub dermal implants for 2015/16 were reported by only four provinces.

<sup>144</sup> Mureithi L.: 2017: Reproductive health. Health Systems Travel: [www.hst.org.za](http://www.hst.org.za)

<sup>145</sup> Statistics South Africa: 2016: SADHs Indicator Report, 2017.

<sup>146</sup> Mosley, E. A. et al: 2018: Abortion Attitudes Amongst South Africans: Findings from 2013 Social Attitude Survey

<sup>147</sup> Health Systems Trust: 1997: South Africa Health Review

<sup>148</sup> Mosley, E. A. et al: 2018: Abortion Attitudes Amongst South Africans: Findings from 2013 Social Attitude Survey

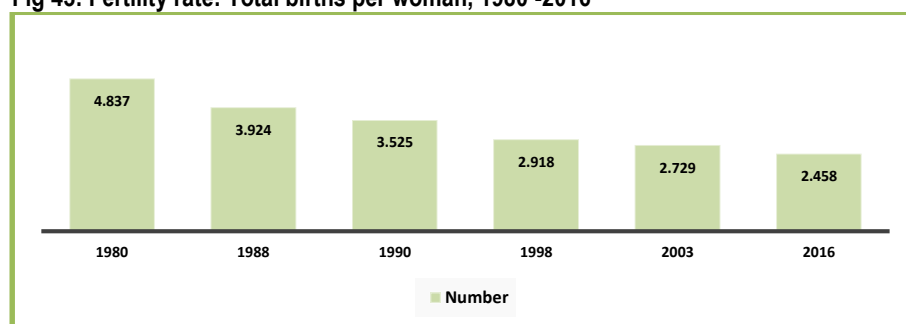
According to a study by the South African Medical Research Council (2010), 49% of abortions undergone by young people between the ages of 13 and 19 years took place outside a hospital or clinic and will therefore likely be unsafe. South Africa has one of the most progressive abortion laws in the world with abortion on demand. However, it estimated that 50% of abortions in South Africa occur outside of designated health facilities. Reportedly, many women who opt for illegal abortion services experience complications and seek care in the formal health sector, adding strain to an already resource-constrained health system<sup>149</sup>. The table below illustrates that during the period 2014/2015 and 2016/2017 pregnancy terminations increased from 88 807 to 105 358 in South African facilities.<sup>150</sup>

**Table 29: Pregnancy terminations in designated South African facilities: 2014/2015-2016/2017**

	2014/2015	2015/2016	2016/2017
Eastern Cape	14,096	12,782	12,977
Free State	6,145	5,632	6,441
Gauteng	18,288	14,741	28,491
KwaZulu-Natal	9,564	12,300	15,714
Limpopo	8,378	9,656	10,845
Mpumalanga	2,405	1,806	3,724
Northern Cape	1,756	1,362	1,380
North West	8,186	6,531	6,235
Western Cape	19,989	18,988	19,551
<b>Total</b>	<b>88,807</b>	<b>83,707</b>	<b>105,358</b>

Source: Afrika Check, Department of Health, 2018.

**Fig 43: Fertility rate: Total births per woman, 1980 -2016**



Source: World Bank.

The figure above shows that in 1980 the fertility rate of total births per woman was 4.837 compared to 2.458 in 2016<sup>151</sup>. The total fertility rate in the country has declined consistently, decreasing to 2.53 children per woman in 2011-2016. (Statistics South Africa, Mid-Year Population estimates, 2015). The decline in fertility rates is associated with improved education of women and better access to contraceptives. According to the 2016 South African Demographic Health Survey (SADHS) Indicator Report, (2017)<sup>152</sup>, fertility is higher among non-urban women than urban women.

According to the SADHS Data Quality Report, in 2016, 49.9% of women with no living children wanted to have another within two years. Women who wanted no more children increased to 49.7% in 2016. The percentage of women who did not have a child and did not want to have a child more than doubled to 13.3% in 2016. This may be linked to the increase of the phenomena of childlessness<sup>153</sup>.

<sup>149</sup> Country Fact Sheet: South Africa. Unsafe abortions

<sup>150</sup> The Presidency, RSA: 2005: Beijing +10 Report

<sup>151</sup> World Bank

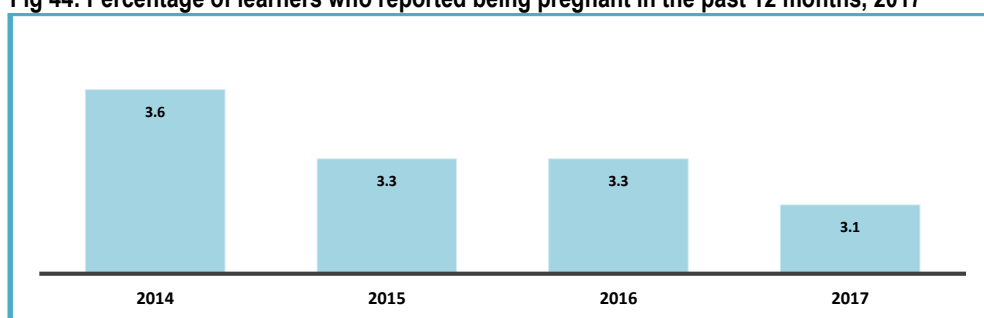
<sup>152</sup> Statistics South Africa: 2017: SADHS Indicator Report

<sup>153</sup> Statistics South Africa: 2016: SADHS Data Quality Report

## Adolescent Fertility

Adolescent fertility is important on both health and social grounds. Teenage mothers are more likely to experience adverse pregnancy outcomes and are more constrained in their ability to pursue educational opportunities than young women who delay child-bearing. (Data Quality Report, SADHS, 2016). By 2016, 16% of women aged 15 -19 years in South Africa have begun child-bearing, 12% have given birth and 3% were pregnant with their first child. Early child-bearing among young women is more common in non-urban areas (19%) than in urban areas (14%)<sup>154</sup>. By wealth, the percentage of teenagers who have begun child-bearing is highest in the second wealth quintile (22%) and is lowest in the highest wealth quintile (7%). The percentage of women aged 15 -19 who have begun child-bearing is unchanged at 16% in 2016<sup>155</sup>. The adolescent fertility rate declined to 71 births per 1000 girls aged 15 -19 years in 2016<sup>156</sup>.

**Fig 44: Percentage of learners who reported being pregnant in the past 12 months, 2017**



Source: General Household Schooling Survey, 2017.

The 'She Conquers' campaign launched in September 2016 by the Government through the Department of health complemented, the Yolo and Zazi programmes of the Department of Social Development, the multi-partner DREAMS initiative and the young women and girls' programmes funded by the Global Fund are programmes that prioritise action to decrease teenage pregnancies, prevent gender-based violence, keep girls in school, and increase economic opportunities for young people, especially young women<sup>157</sup>.

The North West province launched the Girl Child Campaign, a multi-sectoral structure that consists of the provincial government, civil society, NGOs and business community coming together in a concerted effort to address the plight of girls in the province, especially the issue of teenage pregnancy and the increased HIV infection rate<sup>158</sup>.

## Well-being of learners

The Integrated School Health Programme (ISHP) contributes to the health and well-being of learners through screening for health barriers to learning. A cumulative total of 4 339 875 learners have been screened through this programme since its inception. Since inception of the programme, 504 803 learners were identified with various health barriers to learning, and referred for treatment<sup>159</sup>.

The human papilloma virus (HPV) vaccine targeting girls in Grade 4 was introduced to protect them from acquiring cervical cancer – a major cause of death especially among African women. The programme

<sup>154</sup> Statistics South Africa: 2016: SADHS Data Quality Report

<sup>155</sup> Statistics South Africa: 2017: SADHS Indicator Report

<sup>156</sup> Statistics South Africa: 2016: SADHS Data Quality Report

<sup>157</sup> SANAC National Strategic Plan for HIV, TB and STI's 2017 -2022.

<sup>158</sup> Commission for Gender Equality Annual Report: 2018

<sup>159</sup> Department of Health: 2-18: Annual Report 2017/18

was largely successful, reaching 82.6% of eligible girls for the 1st dose HPV immunisation, and 61.3% for the 2nd dose HPV immunisation coverage<sup>160</sup>.

In April 2017 the National Health Council adopted the National Adolescent and Youth Health Policy 2017, which prescribes a comprehensive package of services to be offered to young people aged 10-24 years during dedicated clinic times, known as the "Youth Zone". In order to strengthen the involvement and participation of young people, the Minister of Health appointed an Adolescent and Youth Advisory Panel<sup>161</sup>.

### **Women, alcohol and public health**

Alcohol consumption in South Africa has a long and complex social, cultural and political history. During colonialism from 1652 to 1948 settlers introduced the 'dop' system whereby farm workers were partially paid with alcohol for their labour (Olivier, L: 2016)<sup>162</sup>. Although the use of alcohol as payment was outlawed in 1961, the free dispensation of wine as a "gift" resulted in on-going application of the practice. In 2004, when the President signed the Liquor Act of 2003, the practice of using alcohol as an inducement to employment was finally prohibited<sup>163</sup>. During the Apartheid era alcohol was used paternalistically to economically and socially control mine and farm workers<sup>164</sup>. The historical influence of the 'dop-system' has shaped drinking patterns amongst farm workers and South Africans in general, resulting in racially aligned alcohol consumption patterns and preferences.<sup>165</sup>

According to the World Health Status Report, 2018, South Africa has one of the riskiest patterns of alcohol consumption and the highest reported alcohol consumption in Africa. South African adults 15 years and older consume an average of 9.5 litres each year<sup>166</sup>. This pattern of consumption results in high levels of alcohol related harms, including interpersonal violence, traffic crashes and HIV/AIDS<sup>167</sup>. In 2016 the total per capita (15+) consumption (drinkers only) was 29.9% for both males and females. Males (37.5%) had a higher prevalence rate compared to females (13.7%)<sup>168</sup>.

According to the South African Demographic Health Survey Key Indicator Report, by 2016 alcohol consumption was more common among men (61%) than women (25.7%). The levels of drinking in South Africa differ by population group and gender. The highest levels of drinking was reported by white males, (53%) followed by Coloured and Indian males (36%) (SADHS Key Indicator Report: 2016).

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<sup>160</sup> Ibid

<sup>161</sup> Ibid

<sup>162</sup> Olivier L.: 2016: Foetal Alcohol Spectrum Disorders: Prevalence Rates in South Africa: Foundation for Alcohol-related Research (FARR).

<sup>163</sup> Lubbe M, van Walbeek C, Vellios N.: 2017: The Prevalence of Foetal Alcohol Syndrome and its impact on a Child's Classroom Performance: A case study of rural SA School. *Int. J. Environ. Res. Public Health* 2017, 14, 896; doi:10.3390/ijerph14080896

<sup>164</sup> Olivier L.: 2016: Foetal Alcohol Spectrum Disorders: Prevalence Rates in South Africa: Foundation for Alcohol-related Research (FARR).

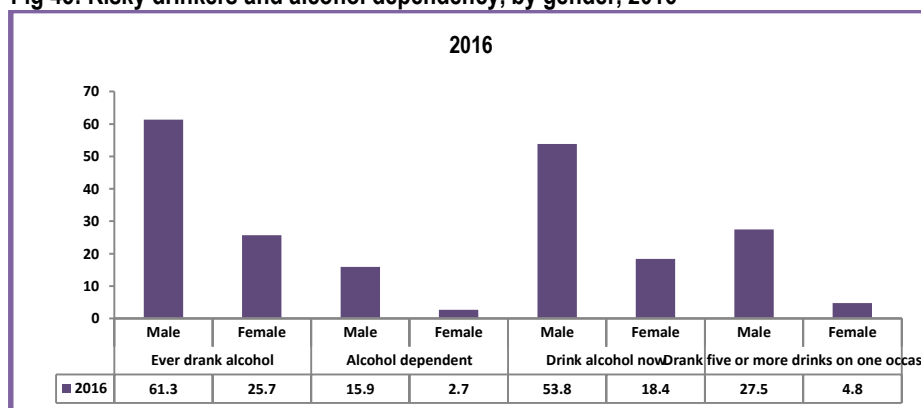
<sup>165</sup> UNICEF: 2008: Foetal Alcohol Disorder in South Africa: Situational and Gap Analysis, 2008

<sup>166</sup> World Health Status Report: 2018.

<sup>167</sup> World Health Organisation

<sup>168</sup> World Health Status Report: 2018

**Fig 45: Risky drinkers and alcohol dependency, by gender, 2016**



Source: SADHS: 1998, 2003; SADHS Key Indicator Report, 2016: Statistics South Africa.

In 2016, by age, risky drinking among women is low amongst all age groups and was most common in the 20-24-year age group (9%) and lowest among women age 15-19 and 65 and older (2% each). 10% of coloured women reported risky drinking compared with 5% black African women and 4% white women. Risky drinking is more common in urban areas (6%) than in non-urban areas (3%), with risky drinking higher among men in urban areas (29%) versus non-urban areas (24%) (SADHS Key Indicator Report: 2016). In 2016, 4.8% of women reported risky drinking compared with 27.5% of men.

The vulnerability of females to alcohol-related harm is a major public health concern because alcohol use amongst women has been increasing steadily in line with economic development and changing gender roles. (Global: Status Report, Alcohol and Health, 2014). Women are more inclined to abstain from drinking alcohol, compared with men. South Africa has a high alcohol abstinence rate, with 53.5% of individuals being lifetime abstainers. In this group females have a 68% prevalence compared with males (38.4%).

### Addressing the impact of HIV, STIs and TB on women

The National Development Plan states that by 2030 mother-to-child transmissions rates should drop to below 2% nationally and new HIV infections reduced more than four times among young women aged between 15 and 24 years. Furthermore that by 2030 the generation of under-20s is largely free of HIV<sup>169</sup>.

South Africa has implemented the world's largest HIV/AIDS treatment programme<sup>170</sup>. The number of people on antiretroviral treatment (ART's) has increased to 3.67 million in 2016<sup>171</sup>. The Government introduced the HIV, AIDS and STD Strategic plan for South Africa in 2000 to respond to the growing challenge of HIV-infection, implemented through the South African National Aids Council, chaired by the Deputy President<sup>172</sup>. In 2012 Government also launched a strategic Plan for Maternal, New-born, Child and Women's Health and Nutrition in South Africa<sup>173</sup>.

The HIV burden varies widely by geography, age and gender, and for key and vulnerable populations. There is substantial variation in HIV by province, with KwaZulu-Natal having the highest prevalence (18%), followed by Mpumalanga (15%). The Northern Cape and Western Cape have the lowest HIV prevalence, at 6.8% and 6.6%, respectively. Within provinces, there is substantial variation in HIV

<sup>169</sup> Republic of South Africa: 2015: National Development Plan (NDP), Chapter 10.

<sup>170</sup> South African National Aids Council: South Africa's National Strategic Plan for HIV, TB and STIs 2017-2022.

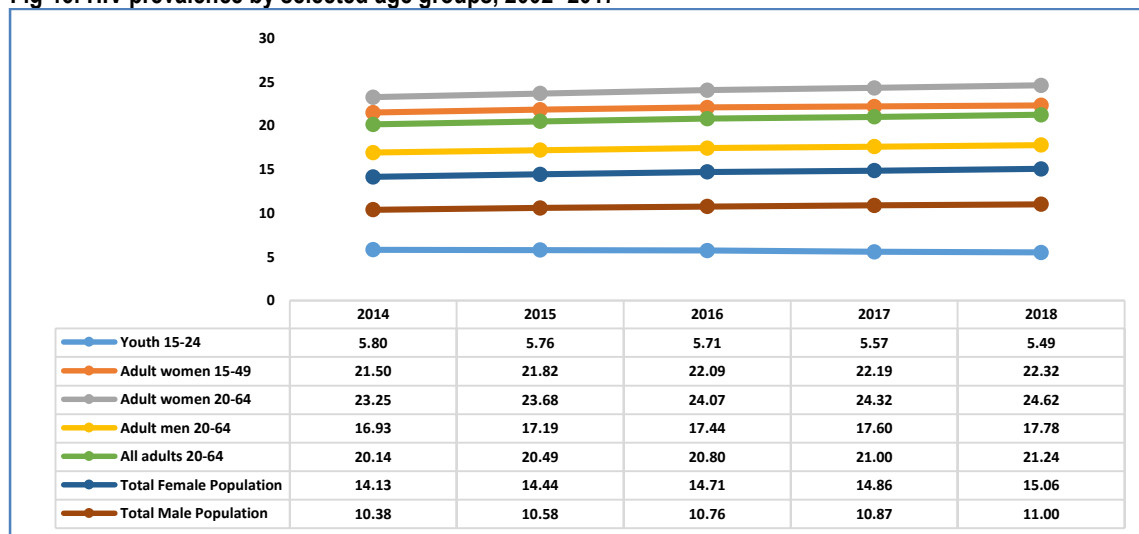
<sup>171</sup> Statistics South Africa: 2018: Mid-year Population Estimate.

<sup>172</sup> South African National Aids Council: <https://sanac.org.za/>

<sup>173</sup> Republic of South Africa: National Department of Health: Input into 25 Year Review, 2018.

prevalence, with people living in urban informal areas having the highest HIV prevalence (19.9%), followed by residents in rural informal areas (13.4%). New HIV infections declined to 270 000 in 2016.<sup>174</sup>

**Fig 46: HIV prevalence by selected age groups, 2002 -2017**

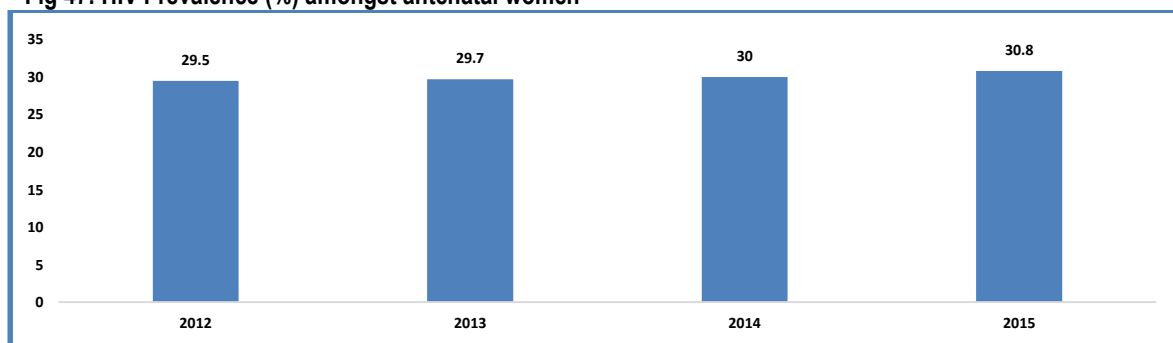


Source: Statistics South Africa.

The figure above shows that for women within the age group of 15-49 years, the HIV prevalence was at 21.5% in 2014, increasing to 22.3% in 2018. The HIV Prevalence rate for women in this age group is higher than that for all adults in that same age group and when measured against the prevalence rate for the entire population.

Whilst much has been achieved over the past years, South Africa still has high rates of HIV and unintended pregnancies, with one in three young women aged 15-24 years experiencing an unintended pregnancy before age 20. Among females aged 15-24, HIV incidence is four times higher than the incidence of males in the same group. The total number of persons living with HIV in South Africa increased to 7.52 million by 2018, with an estimated 13.1% of the total population being HIV positive. Approximately one-fifth of South African women in their reproductive ages (15-49 years) are HIV positive. HIV prevalence among the youth aged 15-24 has declined over time from 5.80% in 2014 to 5.5% in 2018<sup>175</sup>.

**Fig 47: HIV Prevalence (%) amongst antenatal women**



Source: NDOH: National Antenatal Sentinel HIV & Syphilis Survey Report Published October 2017

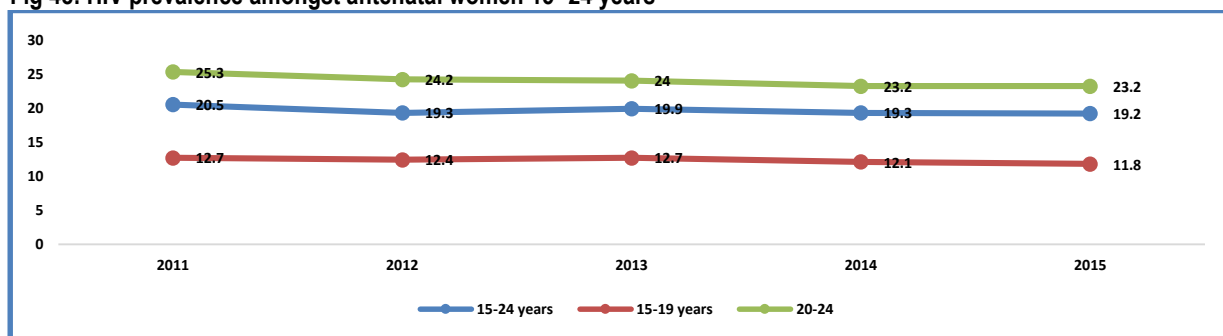
<sup>174</sup> SANAC: South Africa's National Strategic Plan for HIV, TB and STIs 2017-2022.

<sup>175</sup> Ibid



The figure above illustrates that in 2015, the point estimate for HIV prevalence amongst women who attended antenatal care was 30.8%. There is an indication that the HIV burden is not decreasing as shown in the prevalence trend. The 2015 HIV estimate percentage was at 30.8% in 2015.<sup>176</sup>

**Fig 48: HIV prevalence amongst antenatal women 15 -24 years**



Source: 2015 National Antenatal Sentinel HIV & Syphilis Survey Report Published October 2017

The figure above shows that HIV prevalence within the 15-24-year age group of antenatal women has shown a steady decline to 19.2% in 2015. Both of the sub age groups 15-19 years and 20-24 years show a similar trend<sup>177</sup>.

In 2016/2017, 95.1% antenatal clients were initiated on antiretroviral (ART) treatment and 96% of pregnant women tested for HIV at public health facilities<sup>178</sup>. In 2017, 84% of pregnant women accessed ante-natal clinic-based HIV testing<sup>179</sup>. By 2017, 95% of pregnant women living with HIV received most effective ARV's for prevention of mother-to-child transmissions (PMTCT)<sup>180</sup>. The Mother-to-Child HIV transmission rate decreased to 1.8% in 2014<sup>181</sup>, and the rate decreased to 1.5% at 6 weeks in 2016<sup>182</sup>. The PMTCT programme has demonstrated that the programme saved approximately 80 000 to 85 000 new-born babies per year, from early HIV infection<sup>183</sup>. New infections declined among children by half to 13 000 in 2017. This is due to the success of the PMTCT programme. However, in 2017, an estimated 280 000 children (0-14 years) were living with HIV in South Africa; only 58% of the children were on antiretroviral treatment<sup>184</sup>.

Young women (aged between 15 and 24 years) have the highest HIV incidence of any age or sex cohort, at 2.01% in 2015. Young women in their early 20s have a four-fold burden compared to their male peers, with approximately 2 000 new HIV infections occurring every week, or 100 000 of the 270 000 new infections a year. Responding to the social and structural drivers of this vulnerability (which leads young women towards having sexual relationships – many of which are transactional in nature – with men who are five to ten years older than they are) is key to controlling the epidemic<sup>185</sup>. New infections among adolescent girls and young women (aged 15 -24) remain a concern. In 2016 the Government launched the *SHE CONQUERS* campaign to address the high infection rate among adolescents and young women aged 15 -24 years; decreasing teenage pregnancies, gender-based violence and keeping girls at school.

Much progress has been made overall by the South African Government in responding to the HIV epidemic. Notable success over the past years further includes 10 million people voluntarily tests annually

<sup>176</sup> Department of Health: 2017: National Antenatal Sentinel HIV & Syphilis Survey Report 2015

<sup>177</sup> Ibid

<sup>178</sup> National Department of Health: 2018: Input into 25 Year Review

<sup>179</sup> <https://data.unicef.org/topic/hiv/aims/emtct/>

<sup>180</sup> <https://data.unicef.org/topic/hiv/aims/emtct/>

<sup>181</sup> National Department of Health: 2018: Input into 25 Year Review

<sup>182</sup> SANAC: South Africa's National Strategic Plan for HIV, TB and STIs 2017-2022.

<sup>183</sup> Department of Health: 2018: Annual Report

<sup>184</sup> SANAC: 2018: Annual Report 2016-2017

<sup>185</sup> SANAC: South Africa's National Strategic Plan for HIV, TB and STIs 2017-2022.

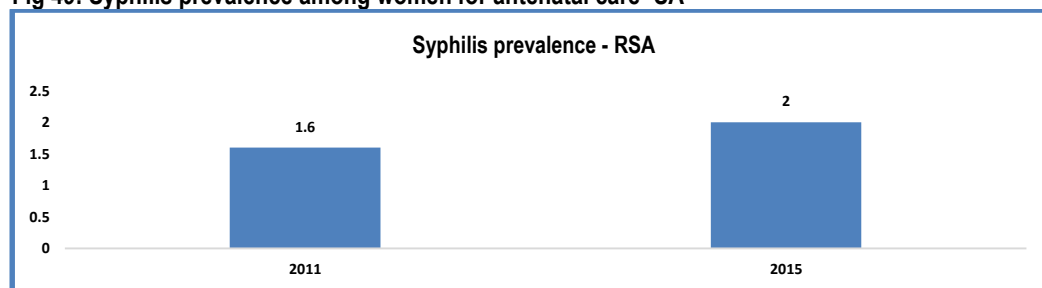
for HIV/AIDS; Implementation of the World Health Organization (WHO) evidence-based Universal Test and Treat (UTT) guidelines from September 2016; The National Sex Worker Plan for HIV and draft Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) Strategy were developed; The Higher Education and Training HIV/AIDS Programme (HEAIDS) drove HIV testing for students. HIV among infants decreased from 70 000 in 2004 to 6 000 in 2016. The HIV mortality rate decreased to 27.9% in 2016. There are 7.1 people currently living with HIV and by June 2016, 50% (3.7 million) were treated<sup>186</sup>.

Despite these improvements, there are still vulnerable population groups. HIV prevalence among the approximately 150 000 female sex workers ranges from 48% to 72%, compared to 14.4% among adult women in the general population<sup>187</sup>. The implementation of the National Sex Worker Plan for HIV aims to address this risk.

The HIV, AIDS and STI National Strategic Plan for South Africa 2007-2011 identified male circumcision as an emerging HIV prevention measure (HSRC, 2009). It is important to note that 'traditional' circumcision that did not involve the complete removal of the foreskin would provide much less protection than a medical circumcision<sup>188</sup>. According to the Department of Health, male circumcision has been shown to reduce men's risk of becoming infected with HIV by between 51% and 60%. Studies also show a reduced risk of human *papillomavirus*, genital ulcers, herpes simplex virus type 2, syphilis, bacterial vaginosis, and *T vaginalis* in women whose partners are circumcised<sup>189</sup>.

STI's overall remains a serious problem and add to the risk of HIV infection. Young women have STI prevalence rates of 17–42% for chlamydia, 71% for HPV, 6.2% for syphilis, 10.9% for gonorrhoea and 42–47% for bacterial vaginosis. Syphilis prevalence among sex workers was 19.6% in Cape Town and 16.2% in Johannesburg<sup>190</sup>.

**Fig 49: Syphilis prevalence among women for antenatal care- SA**



Source: 2015 National Antenatal Sentinel HIV & Syphilis Survey Report; Department of Health

According to SANAC, in 2015, the estimate for syphilis prevalence among women who presented for antenatal care was 2.0%<sup>191</sup>. STI's are a co-factor in the transmission of HIV and one of the main strategies for HIV control.

### Ensuring menstrual health and sanitary dignity

Menstruation is a defining moment in the sexual and reproductive health life of every young woman. It is a natural and beneficial monthly occurrence in adolescent girls and pre-menopausal women. This healthy rite-of-passage has been linked to various unhealthy menstrual hygiene behaviours and has exposed

<sup>186</sup> SANAC: South Africa's National Strategic Plan for HIV, TB and STIs 2017-2022.

<sup>187</sup> Ibid

<sup>188</sup> <http://www.aidsmap.com/Medical-male-circumcision-for-HIV-has-benefits-for-women-too/page/3159979/>

<sup>189</sup> Ibid

<sup>190</sup> SANAC: South Africa's National Strategic Plan for HIV, TB and STIs 2017-2022.

<sup>191</sup> Department of Health: 2017: National Antenatal Sentinel HIV & Syphilis Survey Report, 2015

millions of girls and women across the globe and within South Africa to menstrual indignities such as cultural taboos, stigmatisation and unhygienic menstrual practices<sup>192</sup>.

Sanitary dignity in South Africa means that every girl child and women in the country can manage their menstruation in a dignified manner. This means that all girls and women would have the menstrual information and knowledge; menstrual products; safe, hygiene and private spaces to carry out their menstrual hygiene practices and would be able to walk away from these activities feeling clean and hygienic. A clean and reliable supply of water must be available to girls and women for these purposes, the toilets where they change their menstrual products should be clean, private and safe, they should have access to materials to clean themselves, such as soap and toilet paper, and have access to hygienically dispose of the used products. Water, sanitation and hygiene (WASH) is a fundamental requirement for achieving equity in sanitary dignity in South Africa<sup>193</sup>.

The government has re-affirmed its position on gender equality by dedicating resources to respond to society's gender imbalance in all sectors. Sanitary dignity is one area in which the girl-child is prejudiced against resulting in an unequal access to education, and emotional trauma linked to stigmatisation. "Period poverty" results in girls and women having to deal with menstruation without access to adequate menstrual products, water, sanitation, disposal systems and menstrual health and hygiene information. Socio-economically challenged women and girls cannot access basic sanitary products, resorting to alternatives such as toilet paper, tissues, cotton material, strips of clothes, grass and other materials<sup>194</sup>.

Research has shown that menstrual health is not merely an economic issue but also a social, health and productivity matter. One of the key issues of unhygienic menstrual practice is that it can increase susceptibility of women or girls to infection and can result in poor odours and staining of clothing which can stigmatise girls and women. These indignities have led to girls absenting themselves from schools for a number of days every month and women and girls having difficulty practicing healthy and hygienic menstrual management. These challenges all impact on the psychological and socio-economic development and progress of these individuals<sup>195</sup>.

Research that featured a cross-sectional study to explore and document menstrual hygiene practices of girls aged between 13 and 20 years in three rural high schools of eThekweni Municipality in KwaZulu-Natal Province, South Africa found that one third of 99 respondents reported missing school during menstruation, which was typically one day during a menstruation period. The respondents reported fear of having an accident and/or showing blood during school was the primary reason for missing school, followed by physical pain and discomfort. Tiredness, lack of sanitary products, and fear that others may suspect the student is menstruating were other factors noted by the respondents<sup>196</sup>.

The Kwa-Zulu Natal study also emphasized the challenges of sanitary dignity at schools. 47.9 % of the respondents stated that they disposed of their sanitary pads in the toilet trash bins. However, during the observations at all three schools where the study occurred, none of the schools had disposal bins. The girls' responses may reflect a desired disposal method, but their school sanitation facilities did not provide

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<sup>192</sup> Minister Bathabile Dlamini: Address on International Women's Day: Sanitary Dignity Programme. Free Sanitary Pads to Poor Girl Learners – The First Step to Achieving Equitable and Sustainable Sanitary Dignity in South Africa.

<sup>193</sup> Ibid.

<sup>194</sup> Ibid.

<sup>195</sup> Ibid.

<sup>196</sup> WASH in Schools Empowers Girls' Education: Menstrual Hygiene Management in Schools Virtual Conference (2013) [https://www.unicef.org/wash/schools/files/WInS\\_Empowers\\_Girls\\_Education\\_MHM2013\\_proceedings.pdf](https://www.unicef.org/wash/schools/files/WInS_Empowers_Girls_Education_MHM2013_proceedings.pdf)

the appropriate means of disposal<sup>197</sup>. The study also found that only 6% of girls learned ‘how/where to dispose’ of sanitary materials/ products from their primary informant regarding menstrual knowledge. The conditions within the sanitation facilities reflected the challenges of poor solid waste disposal and insufficient provision of basic hygiene materials. None of the schools provided soap or toilet paper to the students. The study found that inadequate sanitation facilities are contributing to poor menstrual health management and behaviours among girls who participated in the study<sup>198</sup>.

“Period poverty” in South Africa results in young girls missing school every month and having to suffer the indignity and emotional trauma of not having the means to adequately respond to their menstrual cycle. Civil society has over the years embarked on activism and campaigns for tax free sanitary pads as well as embarked on distribution of free sanitary pads to indigent and needy girls and women. Several organisations have been involved in this drive. Following this impetus some provinces have taken the lead in rolling out free sanitary dignity products in schools. Unfortunately this was done on an adhoc basis and not according to any policy prescripts.

The Gauteng Provincial Government responded to the President’s 2011 State of the Nation Address for government to provide sanitary towels to indigent women. The Dignity Pack was launched, and the distribution prioritizes orphaned and vulnerable girl children within fee paying / disadvantaged schools across the 15 Education Districts in Gauteng. By 2017/2018, a total of 1 304 857 young women and girls benefited from the programme<sup>199</sup>.

Thus in 2014/15 the Department of Women embarked upon the development of a National Policy on Sanitary Dignity for indigent girls and women in collaboration with key stakeholders, including National Treasury. The Draft Policy was tabled in Cabinet in late 2017 and Cabinet endorsed the need for such a programme in the country but recommended that an Implementation Framework be developed and to be piloted in three provinces where the need was critical: Kwa-Zulu Natal; Eastern Cape and Mpumalanga.

The Sanitary Dignity Programme, launched by Minister Bathabile Dlamini, Minister in the Presidency Responsible for Women in 2018, aims to empower young girls through the distribution of free sanitary pads. The Sanitary Dignity Implementation Framework is geared towards production, distribution, storage, education on menstrual health management, as well as access to sanitation and disposal and promotes that all of these issues rests in the hands of women<sup>200</sup>. The aim of the Framework is to promote sanitary dignity and to provide norms and standards in respect of the provision of sanitary products to indigent persons. It furthermore seeks to promote social justice and emphasises the basic human rights of indigent persons<sup>201</sup>.

The Framework also notes the critical importance of cross cutting enablers such as access to clean water supply and private toilets, sanitation, product disposal systems and menstrual social and behavioural change communication. Provision of free sanitary products needs to be supported by programmes to address and change unhealthy menstrual practices, messages and behaviours. Age-appropriate social and behavioural change communication is crucial to address inequity in sanitary dignity in the country<sup>202</sup>.

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<sup>197</sup> WASH in Schools Empowers Girls’ Education: Menstrual Hygiene Management in Schools Virtual Conference (2013)[https://www.unicef.org/wash/schools/files/WinS\\_Empowers\\_Girls\\_Education\\_MHM2013\\_proceedings.pdf](https://www.unicef.org/wash/schools/files/WinS_Empowers_Girls_Education_MHM2013_proceedings.pdf)

<sup>198</sup> Ibid

<sup>199</sup> Gauteng Provincial Government: 2018: 25 Year Review inputs

<sup>200</sup> DoW: 2018: Minister Bathabile Dlamini. Press Release: Minister Dlamini Calls on South Africans to ensure that gender equality remains everyone’s responsibility

<sup>201</sup> Ibid.

<sup>202</sup> Ibid.

Recognising the relevance of menstrual management to the health, wellbeing and educational achievements of girls and women and the disparity in sanitary dignity in the country, the Minister of Finance in October 2018 announced in his Medium Term Budget Policy Statement the provision of free sanitary products to school-girls in non-fee-paying schools, as well as there will be no Value Added Tax (VAT) on sanitary pads with effect of 1 April 2019 (i.e. zero-rating on sanitary pads). Zero rating means that all input cost added along the production chain of the item will be eliminated from the consumer. This means that not only will this go a long way in restoring the dignity to women and girls, but that it plays a critical role in the fight against poverty of women and girls.

In the 2019/2020 National Budget Vote Speech, National Treasury has made available R157 million to provide free sanitary pads to quintile 1-3 schools across the provinces of the country. Accordingly, the Department of Women will work with provinces to prepare for the implementation<sup>203</sup>.

The national Sanitary Dignity programme will be informed by the sanitary pad distribution programmes which are already implemented in the Mpumalanga, KZN and Gauteng provinces. These programmes have already been able to distribute significant numbers of sanitary pads and dignity packs to needy girls in non-fee-paying schools. In 2018/19 alone, these provinces provided sanitary pads to more than a million girls. Significant success and lessons have been learnt from these programmes, all of which will be utilised to inform and guide the national programme<sup>204</sup>.

One of the major lessons from the provincial programmes is the focus on the distribution of products. It is not enough to provide a sanitary pad to a girl for her to achieve sanitary dignity. Sanitary dignity means that a 13-year-old girl from a poor household in the remote areas of the country must have the facilities (products, services and information) to safely and hygienically manage their first and all the following menstrual cycles as any other 13-year-old girl would do<sup>205</sup>.

The Sanitary Dignity Programme is also expected to be implemented with a focus on encouraging local business, women-owned business and women with disabilities to participate in the menstrual hygiene management value chain. There are a range of areas within the menstrual hygiene provision value chain where these businesses could play a role, such as local manufacture of sanitary products or women-owned business packing and distributing the sanitary products of the non-fee-paying schools<sup>206</sup>.

The provision of sanitary products to non-fee-paying schools is only the first step in achieving sanitary dignity in the country. The programme is looking toward the future, planning for provision of sanitary dignity to all indigent women and girls in the country. A phased approach will be adopted, spanning the achievement of sanitary dignity firstly to girl learners, followed by women and girls in indigent households, public institutions and non-institutionalised women and girls<sup>207</sup>.

The country is embarking on a journey of addressing, inequity and inequality in sanitary dignity. Implementation of the SDIF and SD programmes in the provinces will be based on international best practice, learning from Menstrual Health Management (MHM) interventions in other countries and from NGOs. The success of implementing a sustainable SD programme across the country will enable South Africa to become a leader in this field and will demonstrate a national commitment to addressing gender inequities and disparities through improving social protection systems<sup>208</sup>.

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<sup>203</sup> Ibid.

<sup>204</sup> Ibid.

<sup>205</sup> Ibid.

<sup>206</sup> Ibid.

<sup>207</sup> Ibid.

<sup>208</sup> Ibid.

## **Securing access to health for sexual minorities – lesbians, bisexual women, transgender women, intersex people (LGBTI)**

In 2017 the South African National AIDS Council (SANAC) launched South Africa's national lesbian, gay, bisexual, trans and/or intersex (LGBTI) HIV Plan in Durban, Kwa Zulu-Natal on the penultimate day of the 8<sup>th</sup> South African AIDS Conference. South Africa became the first country in the world to produce an LGBTI national framework. This contribution came through extensive participation of the LGBTI civil society in the SANAC Civil Society Forum to ensure an inclusive healthcare approach for minority groups. The plan forms part of the South African National Strategic Plan (NSP) on HIV, TB and STI's for 2017 to 2022.

A 2014 study has highlighted that LGBTI people face numerous challenges when accessing public health care in South Africa. While some of these challenges can be attributed to the general lack of resources in the South African public health system, persisting homo- and transphobia among health care workers and administrative staff lead to systematic discrimination against people of non-normative sexual orientations and/ or gender identities. As a result, LGBTIQ+ people who already face health disparities based on their sexual orientation and gender identity lack access to culturally competent health services<sup>209</sup>.

### **Women and Education**

This section responds to the UN Women Guidance Note – Section 2, Question 12.

South Africa has introduced policies to facilitate gender equality and equity in education. This includes the South African Schools Act (1996) whose purpose and underlying philosophy includes amongst others combating sexism and all other forms of unfair discrimination and intolerance, and upholds the rights of all learners, parents and educators. The Employment of Educators Act (1998) contributes towards facilitating gender equality in schools. This Act (1998) also seeks to address the issue of sexual abuse of learners by teachers by making it unlawful to employ a teacher who has been engaged in sexual abuse of a learner. The gender policy backdrop in education has seen a number of policies enacted that address gender issues in education. The 1997 Gender Equity Task Team report (Wolpe et al. 1997), which lays the foundation for these policies, outlined in detail the gender inequalities that were prevalent in the pre-1994 South African education sector and which still persist today. It strongly recommended the formulation of a national policy on gender and education. The absence of such a policy has resulted in what can best be described as a reactive response to gender issues in education (J Rarieya, N Sanger and B Moolman; HSRC; 2014).

Often, policies to deal with gender issues in education have been formulated based on what is perceived to be a prevalent gender issue at the time. For example, learner pregnancy has been identified as a major reason for girls dropping out of school (SAHRC 2012), and therefore the adoption of a 'return to school' policy for girls who fall pregnant while in school is an attempt to ensure the retention and equal participation of girls in schools. The Measures for the Prevention and Management of Learner Pregnancy Guidelines (2007) seeks to eradicate the expulsion of and unfair discrimination against girls who fall pregnant while in school. It also allows girls to return to school no later than 24 months after giving birth. Another policy example is the Guidelines for the Prevention and Management of Sexual Violence and Harassment in Public Schools (2008), which aims to deal with the pervading gender violence in schools by enhancing teacher and student knowledge of, and capacity to deal with, gender-based violence in

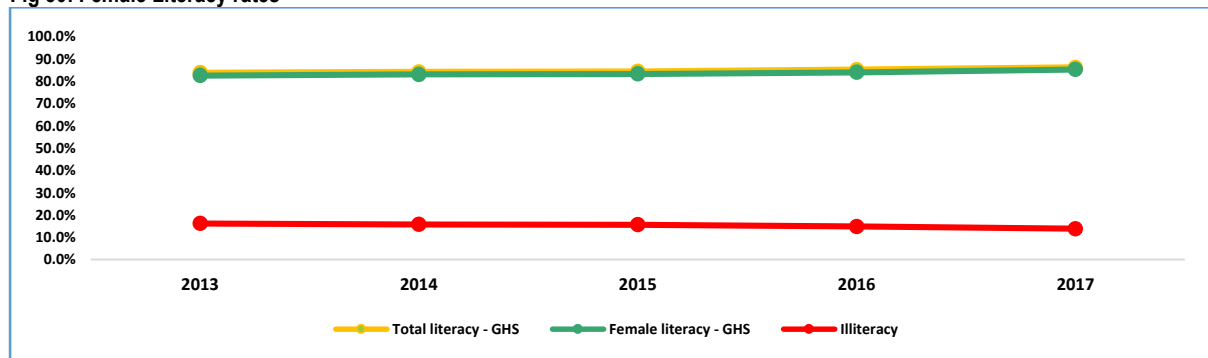
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<sup>209</sup> Muller A, (2014): Public Health Care for South African Lesbian, Gay, Bisexual and Transgender People: Health Rights Violations and Accountability Mechanisms. <https://www.researchgate.net/publication/267237378>

schools. It is possible that the narrowing in the gender gap in terms of access, participation and performance in school, especially at the primary level (Moletsane 2010), can partly be attributed to the aforementioned policies (J Rarieya, N Sanger and B Moolman; HSRC; 2014).

There are different opinions and perceptions on the impact of these policies and programmes, however, the 2015 MDG country report indicates that South Africa succeeded in securing the universal enrolment of all children of primary school-going age, as well as gender parity, in schools across the country by 2009 (Millennium Development Goals: Country report 2015: Statistics South Africa).

Fig 50: Female Literacy rates



Source: DPME, Development Indicators, 2019

The female literacy rate in South Africa has been in line with the adult literacy in the country. Only 13.9% of the population is categorised as illiterate.

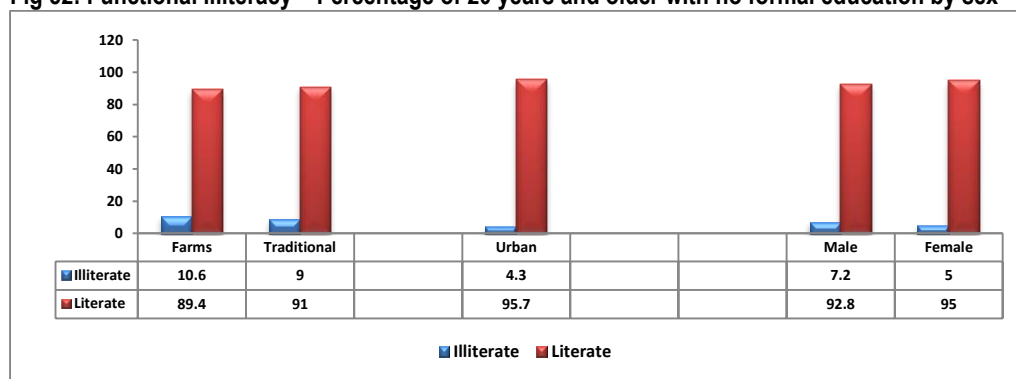
Fig 51: Functional illiteracy – Percentage of 20 years and older with no formal education by sex



Source: StatsSA

The figure above indicates that the percentage of individuals over the age of 20 years who could be regarded as functionally illiterate has declined from 28.5% in 2002 to 13.7% in 2017. Between 2002 and 2017, the prevalence of functional illiteracy in the age group 20–39 years declined noticeably for both men (17.1% to 6.0%) and women (15.8% to 3.5%). With the exception of women in the age group 20–39, women remain more likely to be functionally illiterate across all age groups. The difference between men and women has, however, declined significantly over time. Although a higher percentage of women (44.7%) than men (37.6%) over the age of 60 years were functionally illiterate in 2017, the difference has declined in each successive descending age group, to the point that, in 2017, a smaller percentage of women (3.5%) in the age group 20–39 were functionally illiterate than their male peers (6.0%) (2017 General Household Survey, StatsSA, 2018).

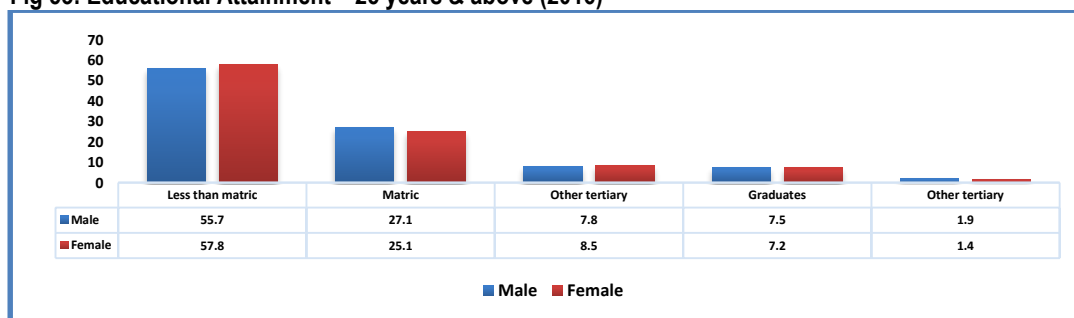
**Fig 52: Functional illiteracy – Percentage of 20 years and older with no formal education by sex**



Source: Statistics South Africa, 2016

The above figure shows that youth literacy rates differ by geographical type and gender. Youth literacy rates are much higher in urban areas (95.7%) compared to traditional areas (91%). The proportion of illiterate youth is higher in farm areas (10.6%). Close to 93% of male and 95% of female youth are literate. By 2016 females (youth) were more literate compared with male youth (Statistics South Africa, 2016).

**Fig 53: Educational Attainment – 25 years & above (2016)**



Source: StatsSA

In 2016, slightly more females than male had educational attainment below matric. There seems to be an almost even distribution for graduates and those with other tertiary qualifications.

### Ensuring access for all girl children to early childhood development

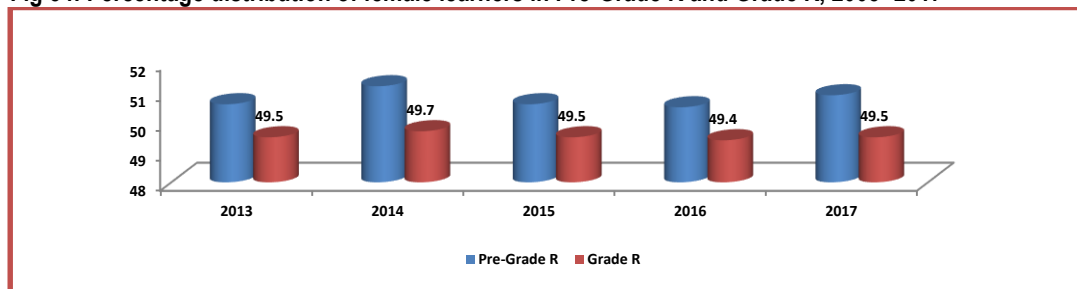
Evidence attests to the significant dividends of the early years for human development and to the need for investing resources to support and promote optimal child development from conception. Lack of opportunities and interventions, or poor-quality interventions, during early childhood can significantly disadvantage young children and diminish their potential for success. Access to childcare is also important for women empowerment because where childcare is not available outside the family, it is usually the female members of the household who are responsible for this task. Statistics shows that the majority of children aged 0 to 4 years stay at home with parent or guardians. The 2017 General Household survey results shows that about 50,2 % of the those aged 0-4 stay at home with a parent or guardian and only 36.9% attends grade R, Pre-school, nursery school, crèche, and educare centres (Statistics South Africa: 2017 General Household Survey, June 2018).

South Africa has made access to comprehensive early childhood development (ECD) programmes a very important educational priority. The significance of ECD is also underscored in the National Development Plan – Vision 2030. To this end, the National Integrated Policy for Early Childhood Development (ECD) was approved in December 2015. This Policy is aimed at transforming early childhood development service delivery in South Africa, in particular to address critical gaps and to ensure



the provision of a comprehensive, universally available and equitable early childhood development services. The Policy covers the period from conception until the year before children enter formal school or, in the case of children with developmental difficulties and disabilities, until the year before the calendar year they turn seven (7), which marks the age of compulsory schooling or special education. The President of the Republic further emphasised the importance of ECD during the 2019 State of the Nation Address when he announced that government will introduce two years of compulsory ECD for all children before they enter Grade 1.

**Fig 54: Percentage distribution of female learners in Pre-Grade R and Grade R, 2005 -2017**

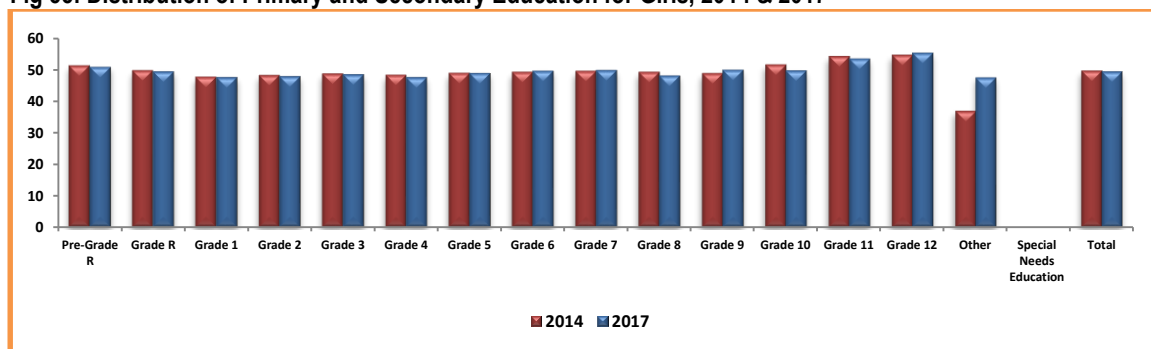


Source: School Realities, DBE: 2005 -2017.

The figure shows that whilst the distribution of female learners in Pre-Grade R remained fairly constant between 2013 (50.6%) and 2017 (50.9%), female learners in Grade R showed similar trend between 2013 and 2017<sup>210</sup>. Policy measures aimed at increasing participation at early childhood development are beginning to bear fruit. However, in 2015, early childhood development phase education reached only about 39% of the eligible population.

### Ensuring universal primary and secondary education for girls

**Fig 55: Distribution of Primary and Secondary Education for Girls, 2014 & 2017**

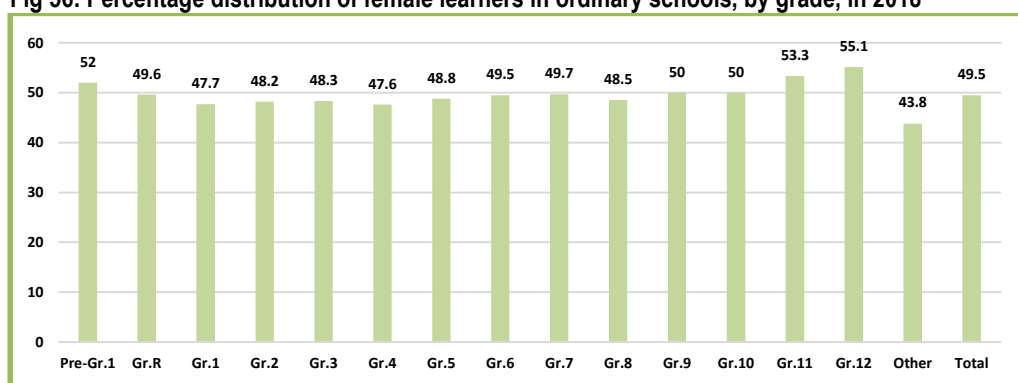


Source: School Realities, DBE: 2014 -2017

The figure above illustrates that the enrolment of female learners in Grade 1 remained consistent in 2014 (47.6%) and 2017 (47.6%). The enrolment of female learners in Grade 12 in 2014 (54.6%) and 2017 (55.4%) shows same consistency, with a slight increase in 2017. However, in 2014 and 2017 there were more female learners enrolled in Grade 11 and 12 compared with male learners. For the period 2014, in Grade 10, more female learners were enrolled compared with male learners. According to the DBE, in 2017 there were overall more male than female learners in the national schooling system, with more females than males in the Secondary Phase. In 2017, the lowest percentage of female learners in ordinary schools nationally was in Grades 1 and 4 (47.6%) and the highest percentage was in Grades 11 (53.5%) and Grade 12 (55.4%).

<sup>210</sup> Department of Basic Education: 2017: School Realities - 2005 - 2017

**Fig 56: Percentage distribution of female learners in ordinary schools, by grade, in 2018**

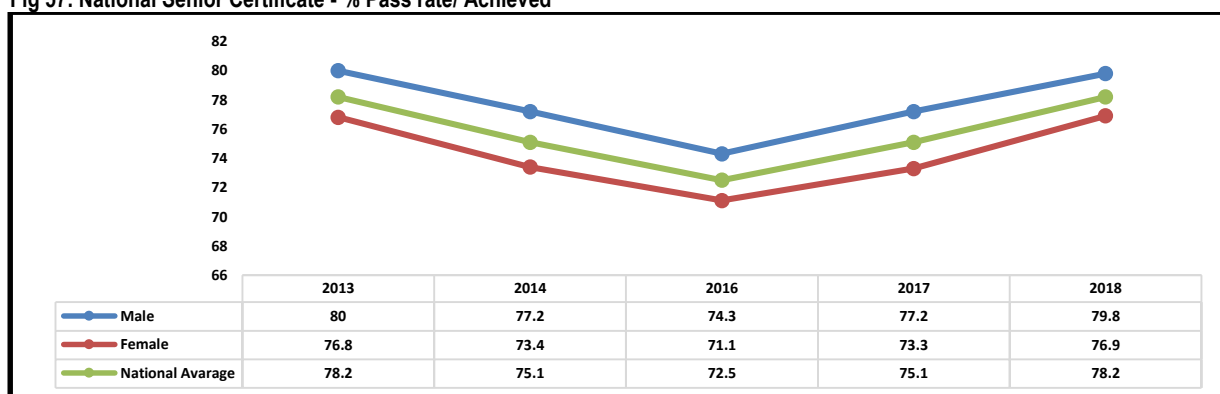


Source: DoE Stats at a Glance, 2000; School Realities, 2018

The figure above shows that, in the schooling system, there were more male than female (49.5%) learners in 2018. The lowest percentage of female learners in ordinary schools nationally was in Grades 1 and 4 (47%) and the highest percentage was in Grades 11 and 12 (53.3 and 55.1% respectively)

**Ensuring completion of secondary education for girls**

**Fig 57: National Senior Certificate - % Pass rate/ Achieved**



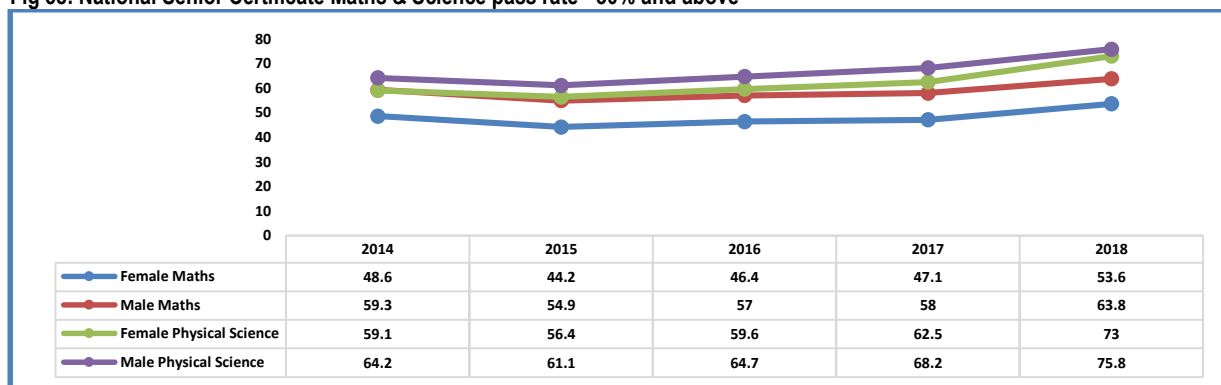
Source: Department of Basic Education

The figure above compares the percentage pass rate for male and female learners for the National Senior Certificate since 2013. The trend line shows higher pass rate for males compares to females over time. Female learners’ results have been below the national average over the past 12 years.

**Performance in Mathematics and Physical Science**

The number of female learners who wrote Mathematics and Physical sciences over the period of three years has been higher than the number of Male learners. However, the performance of male learners is better than that of female learners in both Mathematics and Physical science over the four-year period in terms of percentage as seen the graph below.

**Fig 58: National Senior Certificate Maths & Science pass rate - 30% and above**



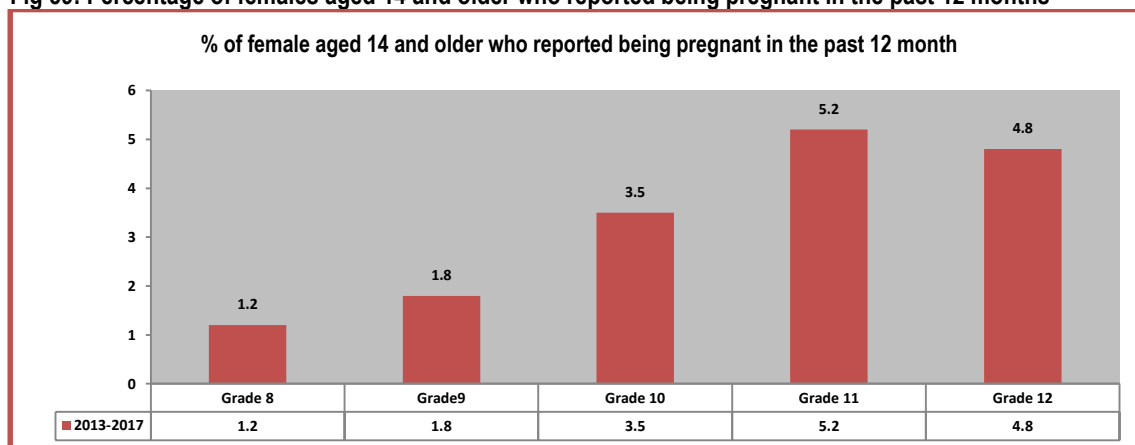
**Table 31: Progress and Completion in Education, primary transition, by gender, 2015 – 2016**

	Total	Male	Female	Year
School life expectancy (ISCED) 1-8 years	13.67	13.3	14.04	2016
Percentage of repeaters in primary school	8.79	10.66	6.8	2016
Survival to last grade of primary	79.7	70.62	90.25	2015
Gross intake ratio into the last grade of primary	81.67	81.06	82.29	2016
Primary to secondary transition	95.77	93.43	98.19	2015

Source: Education and Literacy, South Africa. Website: UNESCO<sup>211</sup>.

The table shows that by 2015 more females transitioned from primary to secondary school as compared with male counterparts. By 2016, 6.8% of repeaters in primary school were female learners compared with 10.66% of male learners. According to Statistics South Africa, the completion of grade 12 by population aged 15 and more has increased from an estimated 3.7 million in 1996 to 11.6 million in 2016<sup>212</sup>.

**Fig 59: Percentage of females aged 14 and older who reported being pregnant in the past 12 months**



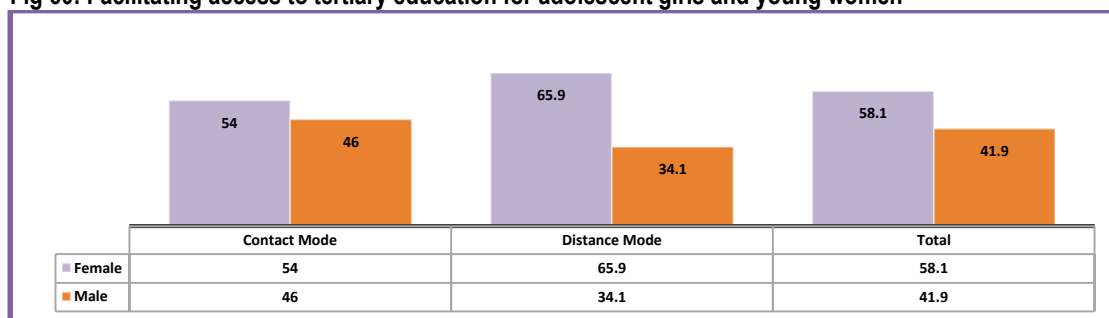
Source: General Household Survey, Focus on Schooling 2017.

The figure shows that whilst there has been an increase in learners reported being pregnant from 2013 - 2017, there has been a decline in learner pregnancy in Grade 8 and Grade 9. There has been an increase in learners reported being pregnant in Grade 10 from 3.3% to 3.5% and Grade 11 from 4.9% to 5.2% and Grade 12 from 4.3% to 4.8%.

<sup>211</sup> UNESCO: <http://uis.unesco.org>

<sup>212</sup> Statistics South Africa: 2016:Education Series Volume III

**Fig 60: Facilitating access to tertiary education for adolescent girls and young women**



Source: StatsSA

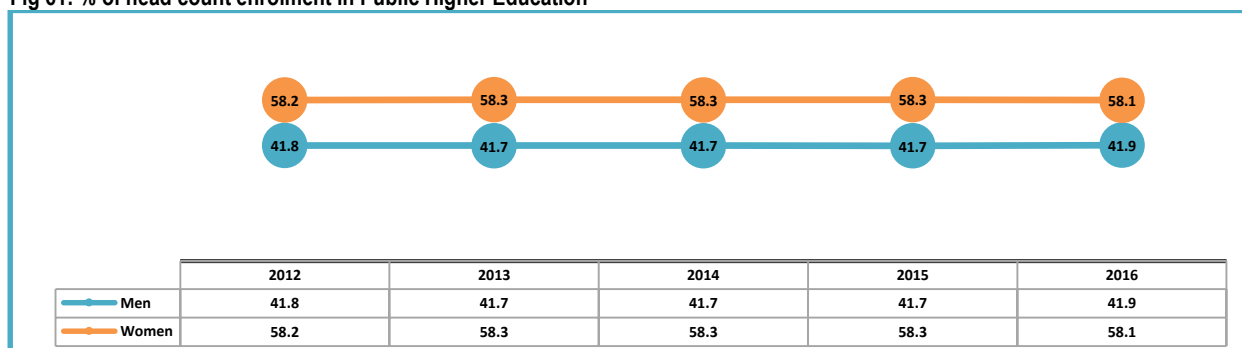
Evidence shows higher female enrolment in institutions of higher learning. More than half of the students enrolled in public higher education institutions in 2016 were women (58.1%), while 41.9% were men. Female student enrolment was higher than that of males for both the contact as well as distance mode of learning. A larger gender disparity was observed for distance mode of learning where almost two thirds of students were females (65.9%) compared to just over a third of males (34.1%) enrolled through this mode of learning.

**Table 32: HEI Enrolments, 2016**

Population group	Contact		Distance		TOTAL		
	Female	Male	Female	Male	Female	Male	Total
African	242 678	209 000	165 530	84 266	408 208	293 266	701 482
Coloured	25 798	17 291	12 654	6 217	38 452	23 508	61 963
Indian/Asian	16 605	13 850	13 514	6 481	30 119	20 331	50 450
White	55 429	49 610	29 985	17 463	85 414	67 073	152 489
Unspecified	4 018	3 703	908	816	4 926	4 519	9 453
<b>Total</b>	<b>344 528</b>	<b>393 454</b>	<b>222 591</b>	<b>115 243</b>	<b>567 119</b>	<b>408 697</b>	<b>975 837</b>

The majority of students enrolled in public higher education institutions were Africans (71.9% or 701 482), followed by white students (15.6% or 152 489), coloured students (6.3% or 61 963) and Indian/Asian students (5.2% or 50 450). The gender differences were higher within the African population; where 114 942 more female students were enrolled compared to males. Lower gender differences were recorded for Indian/Asian, coloured and white students.

**Fig 61: % of head count enrolment in Public Higher Education**



Source: StatsSA

**Table 33: Head Count Enrolments 2012-2016**

Head Count Enrolments 2011-2016 (Vital Stats - public higher Education 2016; Council for Higher Education, 2018)

	2012	2013	2014	2015	2016
<b>Men</b>	398 368	409 988	404 365	410 523	408 697
<b>Women</b>	554 840	573 698	564 784	574 677	567 119
<b>Total</b>	953 373	983 698	969 154	985 212	975 837

Source: StatsSA

The gender distribution in South African higher education has changed since 2001. Women accounted for 54% of the total headcount enrolment in 2001, 55% in 2005 and 58% in 2011 when 542 997 women were enrolled in the public higher education. However, the graph above indicates that the gender distribution in South African higher education has not changed significantly over the past six years. In 2012 there were 554 840 women enrolled in the public higher education section, which constituted 58% of the total headcount enrolment for that year. Women still accounted for 58% of the total headcount enrolment in 2016.

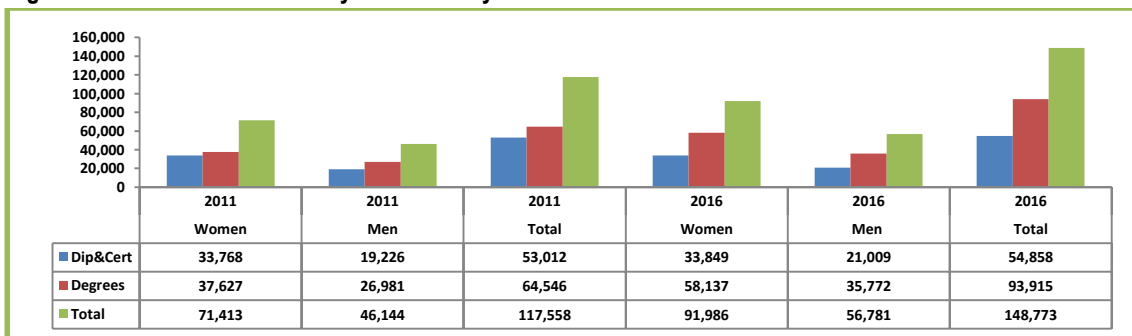
Table 34: Headcount enrolments by field of study

Headcount enrolments by Field of Study								
	2011				2016			
	Women	%	Men	%	Women	%	Men	%
<b>Business &amp; Commerce</b>	162 688	30,0	125 796	31,8	147 931	26,1	117 001	28,6
<b>Education</b>	122 295	22,5	42 580	10,8	131 549	23,2	45 434	11,1
<b>Humanities</b>	139 592	25,7	80 718	20,4	151 119	26,6	87 407	21,4
<b>Science Eng. &amp; Tech</b>	118 421	21,8	146 022	37,0	136 520	24,1	158 854	38,9
<b>Total</b>	<b>542 997</b>	<b>100</b>	<b>395 116</b>	<b>100</b>	<b>567 119</b>	<b>100</b>	<b>408 697</b>	<b>100</b>

Source: StatsSA

Although the gendered inequalities and context in education have greatly changed in recent years with women outnumbering men, fields of study taken by girls and boys continue to mirror gender-typical patterns. The enrolment trend for the two years indicates higher enrolment in Business & Commerce and Humanities for women while higher enrolments for men were in Science, Engineering & Technology and Business & Commerce filed for both 2011 and 2016.

Fig 62: Headcount enrolments by field of study



Source: StatsSA

Table 35: Head Count of Post-graduate qualifications awarded

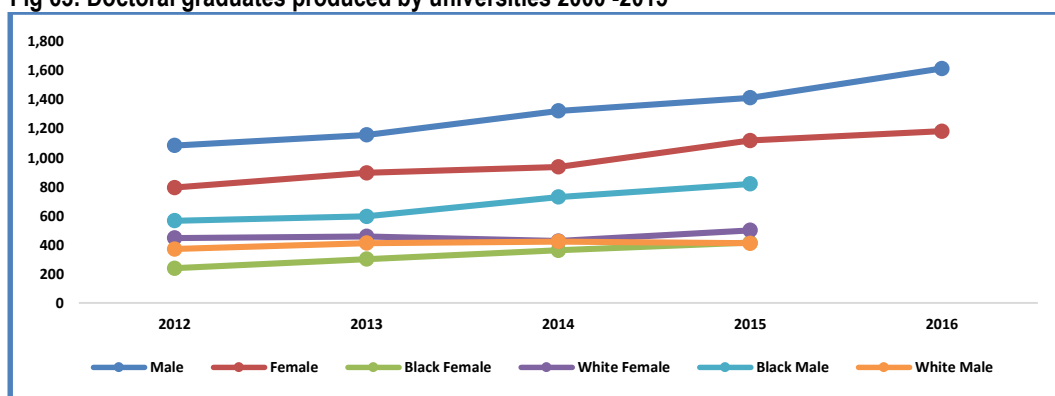
	2011					2016				
	Women	%	Men	%	Total	Women	%	Men	%	Total
<b>Dip &amp; Cert</b>	33 768	63.7	19 226	36.3	53 012	33 849	61,7	21 009	38,3	54 858
<b>Degrees</b>	37 627	58.3	26 981	41.7	64 546	58 137	61,9	35 772	38,1	93 915

<b>Total</b>	<b>71 413</b>		<b>46 144</b>		<b>117 558</b>	<b>91 986</b>		<b>56 781</b>		<b>148 773</b>
<b>PG up to Hons</b>	20 191	<b>63,5</b>	11 588	<b>36,5</b>	31 780	24 565	<b>63,6</b>	14 077	<b>36,4</b>	38 644
<b>Masters</b>	4 683	<b>48,3</b>	5 016	<b>51,7</b>	9 699	6 569	<b>51,1</b>	6 292	<b>48,9</b>	12 862
<b>Doctoral</b>	665	<b>41,9</b>	921	<b>58,0</b>	1 587	1 182	<b>42,3</b>	1 614	<b>57,7</b>	2 797
<b>Total</b>	<b>25 539</b>		<b>17 525</b>		<b>43 066</b>	<b>32 316</b>		<b>21 983</b>		<b>54 303</b>

Source: Vital Stats 2016- Public Higher Education; Council for Higher Education

The table above indicates higher number of women awarded Diplomas, certificates, Under-graduate degrees up to Honours Degrees. However, the trend changes from Masters and Doctoral degrees for both years in favour of men. About 58.3 % of those who were awarded degrees in 2011 were women while 58% of those awarded Doctoral Degrees were men in the same period. Approximately 62% of those awarded degrees in 2016 were women while about 58% of those awarded Doctoral degrees in the same period were men (Vital Stats 2016- Public Higher Education; Council for Higher Education).

Fig 63: Doctoral graduates produced by universities 2000 -2015



Source: StatsSA

One of the proposals set out in the NDP, Vision 2030 is that South Africa needs to produce more than 100 doctoral graduates per million per year by 2030. To achieve the target of 100 per million per year, South Africa needs more than 5 000 doctoral graduates per year. In 2016, South Africa produced 2797 Doctoral graduates. While women constitute about 52% of the population, only 42.3 of the doctoral graduates produced in 2016 are women. While the trend line above shows an increase in the number of doctoral graduates produced annually, it also indicates that fewer women are doctoral graduates. Factoring the gender elements, black women are still under represented while black men seem to be more advantaged.

Table 36: Headcount graduates by field of study, by sex 2011 and 2016

Headcount graduates by Field of Study								
	2011				2016			
	Women	%	Men	%	Women	%	Men	%
<b>B&amp;C</b>	24 835	25,6	19 323	30,3	32 218	25,9	24 144	30,7
<b>EDU</b>	28 284	29,2	9 594	15,1	32 056	25,8	10 051	12,8
<b>HUM</b>	21 067	21,7	11 415	17,9	30 057	24,2	15 419	19,6
<b>SET</b>	22 765	23,5	23 334	36,6	29 971	24,1	29 150	37,0
<b>Total</b>	<b>96 952</b>	<b>100,0</b>	<b>63 669</b>	<b>100,0</b>	<b>124 302</b>	<b>100,0</b>	<b>78 764</b>	<b>100,0</b>

Source: (Vital Stats 2016- Public Higher Education; Council for Higher Education)

Overall, women outnumber men in the number of graduates but sex segregation in fields of study persists. This could be a reflection of persistent gender stereotypes which still remain strong. In line with the enrolment trend, majority of men who graduated in 2016 were in the field of Science, Engineering and Business and Commerce, while there was no significant difference across the different field of study on women who graduated in the same period. However, the least number of women graduates for 2016 were in the field of Science, Engineering and Technology (Vital Stats 2016- Public Higher Education; Council for Higher Education).

## Education Funding

Government introduced the National Student Financial Aid Scheme (NSFAS) as Government's key institution for supporting poor and working-class students to access higher education opportunities. The National Student Financial Aid Scheme (NSFAS) was established in terms of the NSFAS Act (Act 56 of 1999), as amended. In terms of the Act, NSFAS is responsible for the allocation of student financial aid funds to the 26 public universities and 50 Technical and Vocational Education and Training (TVET) colleges and for the administration of loans and bursaries to students at these public institutions. The Act also mandates the entity to recover student loans and to raise funds for student loans and bursaries. In addition to managing funds granted by the Department, NSFAS administers funding on behalf of the Department of Basic Education, the Department of Social Development and National Skills Fund amongst other national and provincial government departments. Statistics on Post-School Education and Training in South Africa, 2016, Department of Higher Education and Training; March 2018).

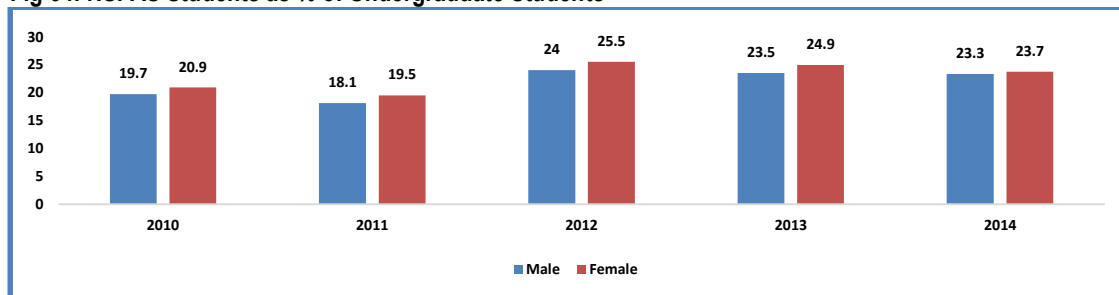
**Table 37: Number of students supported at Public Universities, by sex 2002 to 2014**

No. of NSFAS Supported Students at Public Universities (Undergraduate Students)					
Year	2010	2011	2012	2013	2014
Male	60839	57903	77802	77969	76322
Fem	87548	86854	116,702	116,954	109,829

Source: Investment Trends in Post Education and Training in South Africa, March 2018

Slightly higher proportion of female students compared to males benefitted from the National Students Financial Aid Scheme bursaries/loans throughout between 2010 and 2014. The number of female students who received NSFAS loans/bursaries increased from 46 621 in 2000 to 109 829 in 2014 while the number of Male students increased from 36 630 in 2000 to 76 322 in 2014 (Investment Trends in Post Education and Training in South Africa; DHET, 2018). In 2016, some 130 297 female and 95 653 male students received loans/ bursaries from the NSFAS (Statistics on Post-School Education and Training in South Africa: 2016; DHET, 2018).

**Fig 64: NSFAS Students as % of Undergraduate Students**



Source: (Investment Trends in Post-School Education and Training in South Africa, DHET, March 2018)

The table above shows that in 2014, 109 829 female students (23.7%) were NSFAS beneficiaries, compared to 76 322 male students (23.3%). The larger number of female students supported largely reflects the fact that there are more women at universities than men. The female share of head count

enrolments grew at the same rate as the female share of NSFAS beneficiaries between 2000 and 2014, thus women were no more likely to receive NSFAS relative to men in 2014 than they were in 2000. The gender shares of NSFAS beneficiaries should therefore be viewed as a reflection of the gender shares of undergraduate students. (Investment Trends in Post-School Education and Training in South Africa, DHET, March 2018).

**Table 38: Funza Lushaka Bursary**

	No of Students who enrolled in Education Field			No of Students who received Funza Lushaka bursary and percentage against enrolment				
	Female	Male	Total	Female	%	Male	%	Total
<b>2012</b>	125 950	42 511	<b>168 608</b>	8 071	<b>6,4</b>	3 631	8,5	<b>11 702</b>
<b>2013</b>	129 736	43 255	<b>172 991</b>	9 912	<b>7,6</b>	4 561	10,5	<b>14 473</b>
<b>2014</b>	124 636	41 462	<b>166 099</b>	9 570	<b>7,7</b>	4 758	11,5	<b>14 328</b>
<b>2015</b>	128 130	42 417	<b>170 550</b>	8 986	<b>7,0</b>	5 040	11,9	<b>14 026</b>
<b>2016</b>	131 550	45 434	<b>176 986</b>	8 781	<b>6,7</b>	5 355	11,8	<b>14 136</b>

Source: (Investment Trends in Post-School Education and Training in South Africa, DHET, March 2018).

The table above shows an increase in the number of students who received the Funza Lushaka bursary from 8 893 in 2011 to 14 136 in 2016. Similarly, to the NSFAS loans and bursaries higher number of female students supported largely reflects the fact that there are more female students enrolled in the education field than men. The percentages of bursary awarded against the enrolment figures are biased in favour of male students.

### Promoting skills development for women

Sector Education and Training Authorities (SETAs) are established in terms of Section 9 of the *Skills Development Act, 1998 (Act No. 97 of 1998)*. There are currently 21 SETAs within the levy grant system. SETAs are required to implement their Sector Skills Plans (SSPs) by facilitating the delivery of improved industries' sector-specific skills in order to contribute to the goals of the National Skills Development Strategy (NSDS). They are expected to ensure that intermediate and high-level skills are developed among both workers as well as unemployed persons. SETAs support workplace-based education and training through Learnerships, Internships and Skills Programmes. SETAs perform their functions in accordance with the Skills Development Act, the Skills Development Levies Act and their respective Constitutions (Statistics on Post-School Education and Training in South Africa: 2016; DHET: 2018).

**Table 39: Proportion of registered and certificated learners by gender, 2011/2012-2016/2017**

	Registered								Certificated							
	Learner-ships		Intern-ships		Skills Programmes		Total Registered		Learner-ships		Intern-ships		Skills Programmes		Total certificated	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
<b>2011 /12</b>	26 232	12 438	2 00	1 25	47 469	39 849	75 794	54 537	15 766	12 835	44 6	39 6	49 015	36 987	65 227	50 218
<b>2012 /13</b>	27 986	22 389	3 86	1 86	46 243	27 465	78 089	51 721	18 950	16 907	1 16	94 3	54 840	38 574	65 953	56 429
<b>2013 /14</b>	47 742	25 327	5 77	1 64	52 729	39 779	106 243	66 751	20 561	16 366	1 35	1 03	59 155	48 987	81 071	66 388
<b>2014 /15</b>	40 524	32 802	8 16	3 53	79 970	51 890	128 658	88 226	22 081	18 408	1 97	1 59	59 617	44 874	83 676	64 878



<b>2015</b> <b>/16</b>	49 993	38 287	5 69 8	5 39 1	66 740	54 253	122 431	97 931	23 827	19 208	1 77 6	1 36 5	67 556	56 389	93 159	76 962
<b>2016</b> <b>/17</b>	50 665	50 782	9 89 7	7 31 9	72 403	58 614	132 965	116 715	30 075	28 005	3 78 8	2 98 9	64 912	51 229	98 775	82 223

Source: (Investment Trends in Post-School Education and Training in South Africa, DHET, March 2018).

The proportion of female learners registered and certificated for SETA-supported learning programmes has been consistently higher than that of male learners since 2011/12. The gender gap was more pronounced in registrations for internships during the 2013/14 financial year, where females were 3.5 times likely to register for internships compared to males (Statistics on Post-School Education and Training in South Africa: 2016; DHET: 2018).

Major gender differences were observed during the 2014/15 financial year, where 40 432 more female learners registered for SETA-supported learning programmes and 18 798 more female learners were certificated compared to males. The gender gap narrowed down during the 2016/17 financial year, with registrations and certifications between males and females differing by just over 16 000 (Statistics on Post-School Education and Training in South Africa: 2016; DHET: 2018).

## FREEDOM FROM VIOLENCE, STIGMA AND STEREOTYPES

This section of the report seeks to provide the progress made against: (i) Critical Area D on Violence against Women; (ii) Critical Area I on Human Rights of Women; (iii) Critical Area J on Women and the Media and (iv) Critical Area L on the Girl Child, as outlined in the Beijing Platform for Action. It furthermore seeks to respond to the UN Women Guidance Note – Section 2, Questions 13-18.

Over the last five years, South Africa prioritised addressing all forms of violence against women and girls with particular focus on rape and sexual offences; femicide and intimate partner violence especially of young women and sexual harassment especially in schools. In the recent past weeks of late August-early September 2019, the scourge of gender based violence and violence against women and children has reared its ugly head again, to the extent that the President of the Republic had to declare it “more than a national crisis”<sup>213</sup>. The President gave his assurance to the country that government will intensify action against men who kill women and commit various forms of violence against women and girls, amid a spate of fatal attacks on women and girls in various parts of the country.

He called upon the nation to work together – Government, civil society, men and boys in particular and all stakeholders – in addressing this scourge afflicting South Africa, adding that it is not a women’s problem. He stated that the national machinery to coordinate the campaign against gender based violence will be better resourced to deliver to this end. In addition the President stated that laws on domestic violence and sexual offences will be reviewed to prioritise the needs and interests of survivors. He also mentioned that to date the country has established 92 dedicated Sexual Offences Courts with a further 11 to be opened in the 2019/20 financial year. The intention is to improve the conviction rates and provide comprehensive and appropriate support services to ensure that survivors of sexual offences are not subject to further trauma. He also mentioned that Government will be overhauling the National Register of Gender Based Violence offenders provided for in the Sexual Offences Act to ensure that it is effective in combatting gender based violence.

The President further stated that government will consider harsher minimum sentences for all crimes against women and children; that the state should oppose bail and parole for perpetrators of rape and murder of women and children; look at increasing rehabilitation programmes in the prisons to reduce the

<sup>213</sup> Address to the Nation by President Cyril Ramaphosa: 5 September 2019, Issued by The Presidency of the Republic of South Africa: [www.thepresidency.gov.za](http://www.thepresidency.gov.za)

number of repeat offenders; all gender based violence cases that have been closed or that were not properly investigated must be reviewed; emergency teams at provincial levels to be strengthened (which bring together the police services, social development, health, justice and education – to continue providing rapid and comprehensive responses to all forms of violence against women, including the LGBTQIA+ community and persons with disabilities); address the systemic challenges to the backlog of cases, delays in DNA testing and the availability of rape test kits in police stations; strengthen school curricula to strengthen parts of our national response to gender based violence; implement a national multi-faceted plan to prevent gender based violence through school programmes, community initiatives and workplace policies; allocate additional funding to the national machinery to coordinate the campaign against gender based violence; called on families to raise boys to respect women, respect themselves, to value life and human dignity; called on religious and traditional leaders to assist in the fight against the scourge.

The President also held a Joint sitting of the National Assembly and National Council of Provinces in Parliament on 18 September 2019 to debate the issue of gender based violence.

Some of the actions the country prioritized in the last five years to address violence against women and girls focused on enforcement and implementation of legislation and policies to address violence against women and girls, hosted a Presidential National Summit on Ending Gender Based Violence and Femicide; initiating a National Strategic Plan to address gender based violence and femicide as well as reviewing the National Action Plan 2013-2018 on Addressing Gender Based Violence. Government also established an Inter-Ministerial Task Team on Addressing the Root Causes of Violence against Women and Children; and measures specifically tailored to address violence against specific groups of women facing multiple forms of discrimination such as gay and lesbian women experiencing rape and brutal killings as “corrective” measures by men.

Some of the strategies that the country used in the last five years to prevent violence against women and girls centred on public awareness raising, changing attitudes and behaviours, undertaking national dialogues across the country, community level mobilisation, working with men and boys especially in the religious and traditional leadership sectors and increasing media attention on the atrocities committed by gender based violence. The country has also focused on actions to prevent and respond to violence against women and girls facilitated by technology (online sexual harassment, online stalking, non-consensual sharing of intimate images).

The section that follows illustrates in detail, using data and statistics, the efforts of the South African Government in addressing violence against women and girls as well as gender based violence.

The Constitution of the Republic of South Africa affords women specific protection against all forms of unfair discrimination and states that everyone has the right to be free from all forms of violence from either public or private sources<sup>214</sup>. South Africa ratified the 1993 UN Declaration on the Elimination of Violence against Women that defined violence against women to mean “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life<sup>215</sup>.”

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<sup>214</sup> See <https://www.news.uct.ac.za/article/-2015-08-25-what-the-constitution-promises-women> : Prof Waheeda Amien, Dept of Public Law, University of Cape Town.

<sup>215</sup> UN Declaration on the Elimination of Violence against Women: 1993: Resolution Adopted by the UN General Assembly 48/104, 1993: Article 1

The NDP Vision 2030 on crime and safety states: “In 2030, people living in South Africa feel safe at home, at school and at work, and they enjoy a community life free of fear. Women walk freely in the streets and children play safely outside”.

The 2018 Presidential Summit on Gender-based Violence and Femicide is evidence of the concern and political will to eradicate the root causes of gender-based violence and femicide. The Declaration of the Summit endorses the President’s call to “all South Africans to respond to gender-based violence and femicide, inclusive of the needs of people with disabilities and gender non-conforming people. Government and key stakeholders are now agreed on the need to establish a multi-sectoral, coordinating structure to respond to gender based violence and femicide; to allocate the necessary and adequate resources required; and to develop a national gender based violence and femicide strategy”<sup>216</sup>.

Data and statistics over the past five years released by the South African Police Service is based on reported cases and is detailed in the sections that follow.

**Table 40: Contact Crimes against women: 2015/2016 to 2018/19**

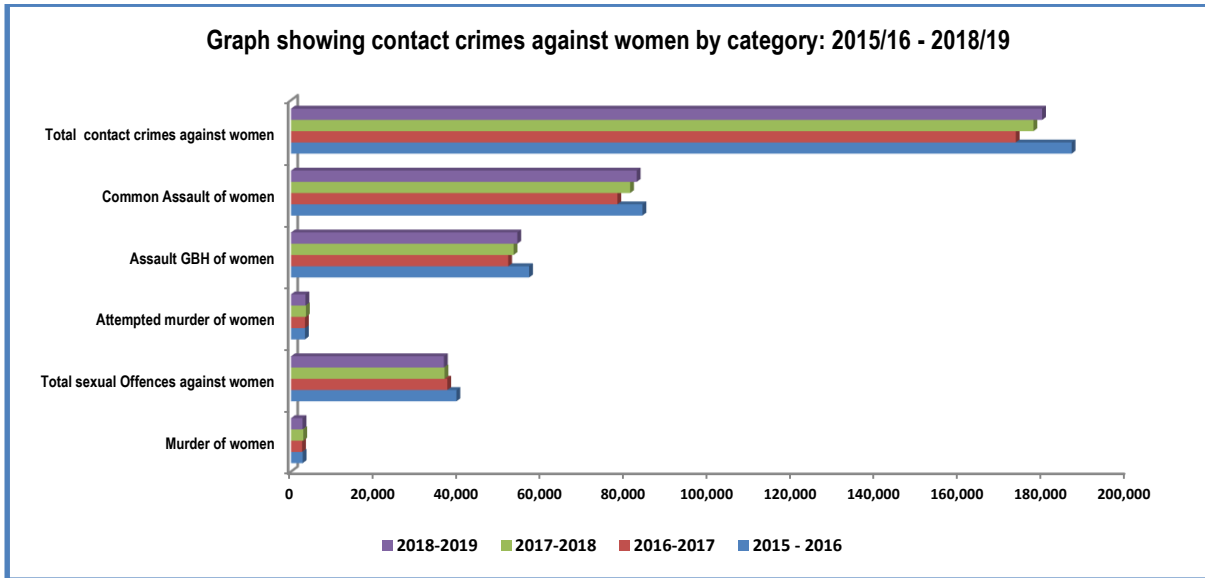
	2015 - 2016	2016-2017	2017-2018	2018-2019
<b>Murder of women</b>	2 780	2 639	2 930	2 771
<b>Total sexual Offences against women</b>	39 580	37 392	36 731	36 597
<b>Attempted murder of women</b>	3 325	3 328	3 554	3 445
<b>Assault GBH of women</b>	56 969	51 956	53 263	54 142
<b>Common Assault of women</b>	84 091	78 090	81 142	82 728
<b>Total contact crimes against women</b>	<b>186 745</b>	<b>173 405</b>	<b>177 620</b>	<b>179 683</b>

Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

- Murder of women decreased by 5.4% from 2017/18 to 2018/19
- Total sexual offences decreased by 0.4% from 2017/18
- Attempted murder of women decreased by 3.1% from 2017/18
- Assault GBH against women increased by 1.7% from 2018/19
- Common assault of women increased by 2% from 2017/18
- Total contact crimes against women increased by 1.2% from 2017/18

**Fig 65: Contact crimes against women by year and category of crime**

<sup>216</sup> RSA: The Presidency: 2018: Draft Declaration of the Presidential Summit Against Gender-based Violence and Femicide

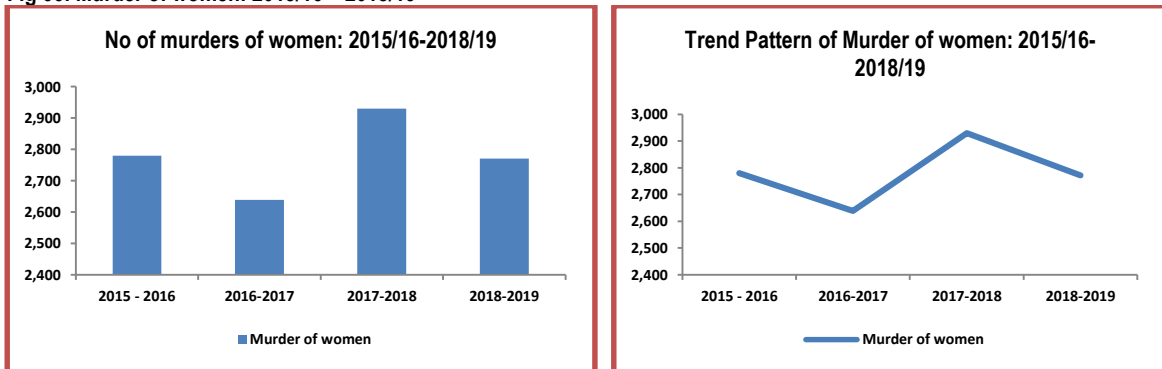


Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

The graphic illustration above shows that for the period under review, total contact crimes against women decreased from 2015/16 to 2016/17, but has been on the increase over the past three reporting periods. However, the figure for 2018/19 is still lower than it was in 2015/16. The trend is similar in almost all the categories of contact crimes against women. The illustration also demonstrates that of all the contact crimes against women, common assault of women is the most year-on-year, followed by assault GBH of women. It is within these 2 categories that domestic violence data is classified. The trend illustrates that physical bodily harm, by extension domestic violence in the main, is the leading contact crime perpetrated against women, followed by total sexual offences against women (rape, attempted rape and sexual assault).

The World Health Organisation (WHO) estimated that in 2015 the number of women murdered globally per 100,000 of the female population was at 2.4 compared with 3.3 in 2000. According to the South African Medical Research Centre femicide rate in South Africa, the number of women murdered per 100 000 of the female population, was at 9.6 in 2015. Although this showed a drastic reduction in femicide rates, by 2015, South Africa's rate was still 4 times that of the global average<sup>217</sup>.

Fig 66: Murder of women: 2015/16 – 2018/19



Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

## Sexual Offences

<sup>217</sup> Ibid

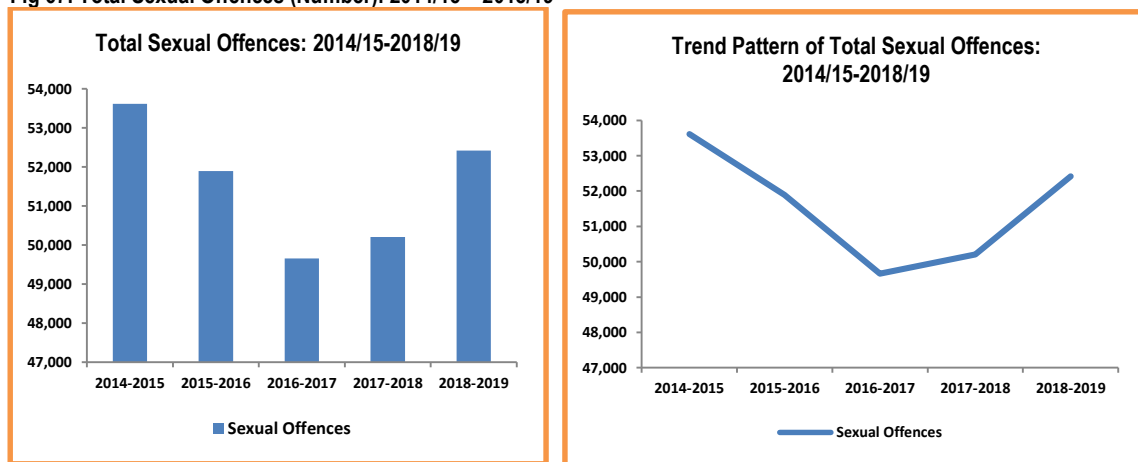
In terms of crime statistics and data recording, the South African Police Service uses four categories under which sexual offences are classified: (i) rape; (ii) sexual assault; (iii) attempted sexual offence; and (iv) contact sexual offences. The table and graphic illustration below indicates the overall sexual offences for the period 2014/15 to 2018/19. This data is inclusive of both males and females. Total sexual offences increased by 4.6% from 50 108 reported cases in 2017/2018 to 52 420 in 2018/19. In 2014/15 there were 53 617 reported cases of sexual offences.

**Table 41: Total Sexual Offences from 2014/15 – 2018/19**

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
<b>Rape</b>	43 195	41 503	39 824	40 035	41 583
<b>Sexual Assault</b>	6 087	6 212	6 271	6 786	7 437
<b>Attempted Sexual Offences</b>	2 641	5 573	2 073	2 066	2 146
<b>Contact Sexual Offences</b>	1 694	1 607	1 488	1 221	1 254
<b>Total Sexual Offences</b>	<b>53 617</b>	<b>51 895</b>	<b>49 660</b>	<b>50 108</b>	<b>52 420</b>

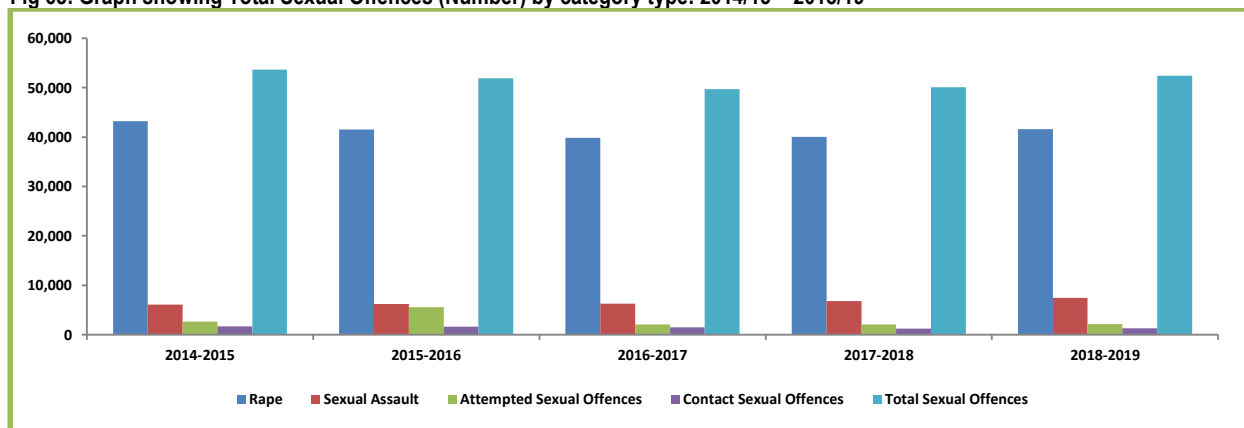
Source: Crime Statistics: South African Police Service, released 12 September 2019

**Fig 67: Total Sexual Offences (Number): 2014/15 – 2018/19**



Source: Crime Statistics: South African Police Service, released 12 September 2019

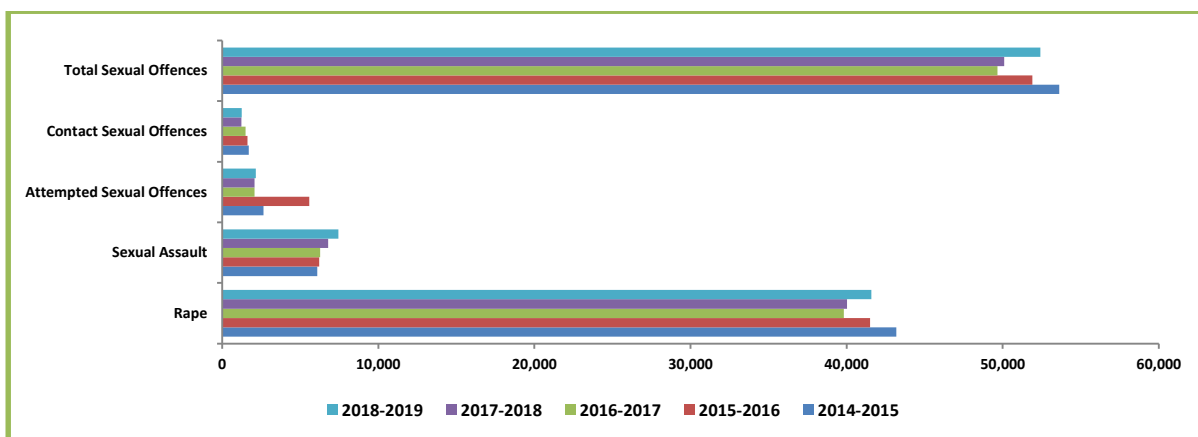
**Fig 68: Graph showing Total Sexual Offences (Number) by category type: 2014/15 – 2018/19**



Source: Crime Statistics: South African Police Service, released 12 September 2019

The graph above illustrates that over the review period, year-on-year, rape is the highest form of sexual offences occurring in the country, followed by sexual assault and attempted sexual offences.

**Fig 69: Graph showing Total Sexual Offences (Number) by category type: 2014/15 – 2018/19**



Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

The graph above shows that the number of reported rapes decreased from 2014/15 to 2016/17, but began to increase from 2017/18 by 3.9%. Sexual Assault has been increasing year-on-year from 2014/15 to 2018/19 with 7 437 reported cases, up by 9.6%. Attempted sexual offences increased by 3.9% from 2017/18 and contact sexual offences up by 2.7% in 2018/19. Overall the total sexual offences increased by 4.6% from 2017/18.

### Total Sexual Offences against Females

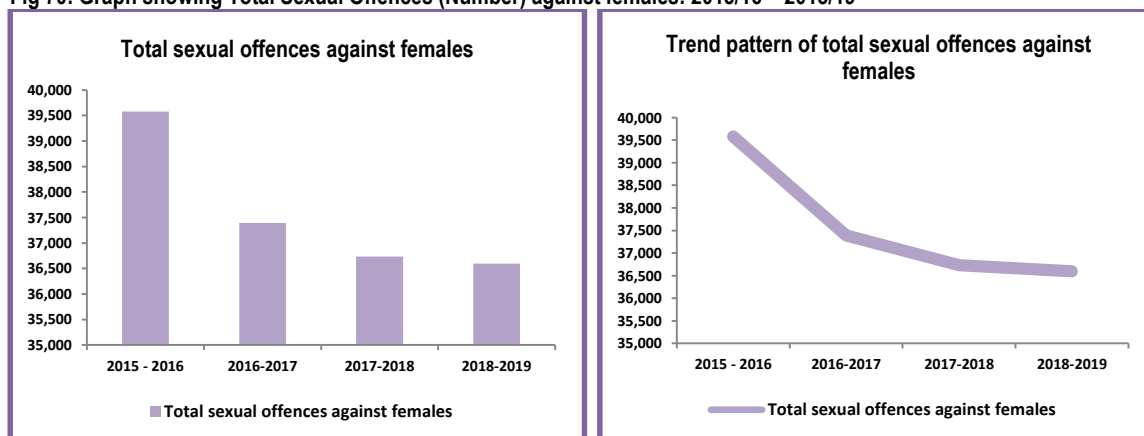
The table below shows the total sexual offences committed against females in the country for the period 2015/16 to 2018/19. Overall the statistics based on reported cases indicates that the total sexual offences committed against females decreased by 0.4% from 2017/18. Female rape decreased by 1.1% from 2017/18 while female sexual assault increased by 4.1% from 2017/18. Attempted rape of females increased by 6.1% from 2017/18 and contact sexual offences against females decreased by 5.2% from 2017/18.

Table 42: Total Sexual Offences committed against females: 2015/2016 – 2018/19

	2015 - 2016	2016-2017	2017-2018	2018-2019
Female Rape	33 467	31 370	30 981	30 626
Sexual Assault of females	3 373	3 671	3 621	3 771
Attempted rape of females	2 090	1 643	1 614	1 712
Contact sexual offences against females	650	708	515	488
<b>Total sexual offences against females</b>	<b>39 580</b>	<b>37 392</b>	<b>36 731</b>	<b>36 597</b>

Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

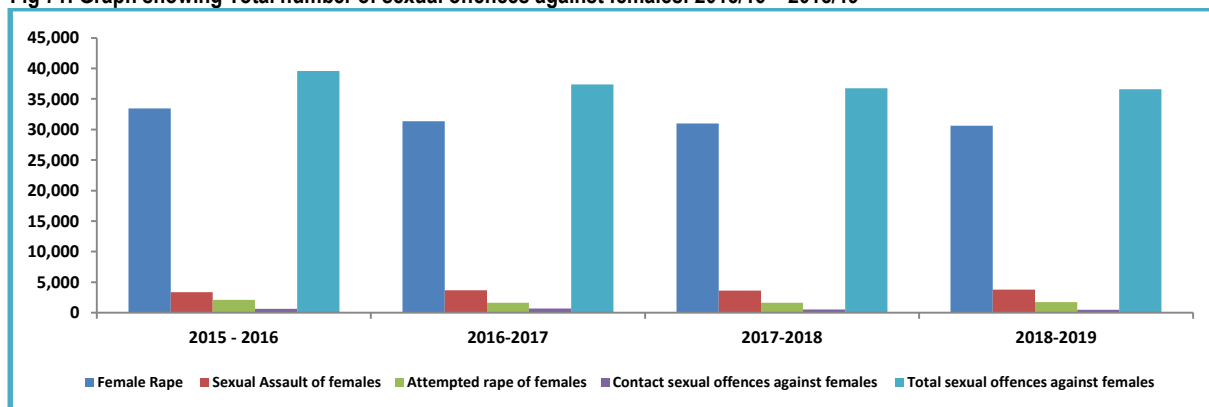
Fig 70: Graph showing Total Sexual Offences (Number) against females: 2015/16 – 2018/19



Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

The pictorial representations above illustrate that overall the total number of sexual offences committed against women decreased year on year from 2015/16 to 2018/19.

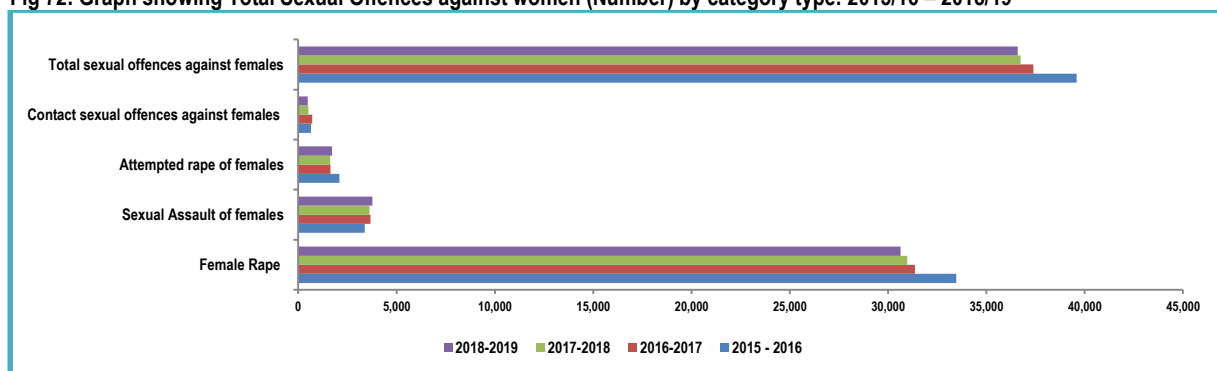
Fig 71: Graph showing Total number of sexual offences against females: 2015/16 – 2018/19



Source: Police Crime Statistics, SAPS, as released on 12<sup>th</sup> September 2019

Similar to the pattern observed in the total sexual offences for the period under review, the total number of sexual offences committed against females, year-on-year, illustrates that rape of women is by far the highest occurrence in the sexual offences crimes perpetrated against women. This is followed by sexual assault on women and attempted rape of females.

Fig 72: Graph showing Total Sexual Offences against women (Number) by category type: 2015/16 – 2018/19



Source: Crime Statistics: South African Police Service, released 12<sup>th</sup> September 2019

The graph above shows that the number of reported rapes committed on women decreased from 2015/16 to 2018/19 by 1.1%. Sexual Assault has been increasing with 3 771 cases reported in 2018/19, up by 4.1%. Attempted rape of females increased by 6.1% from 2017/18.

## RAPE

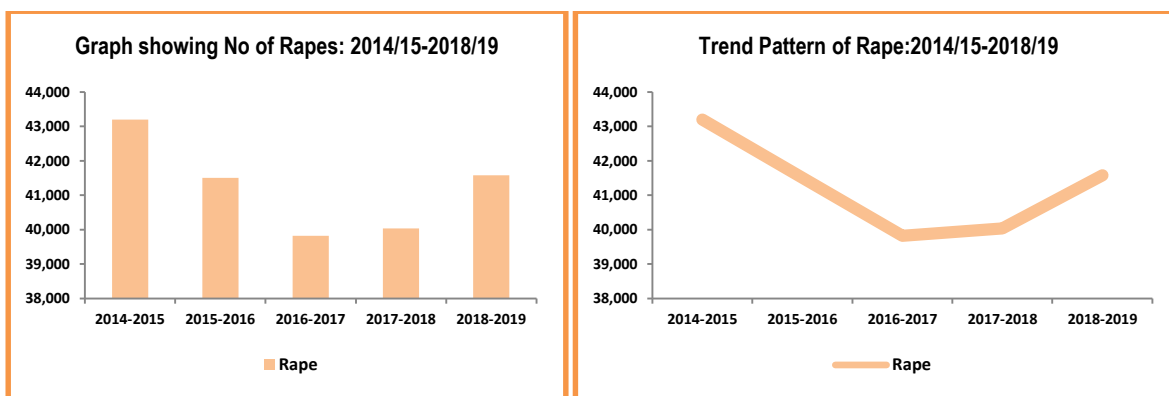
The table and graphic illustration below indicates the overall reported cases of rape for the period 2014/15 to 2018/19. Rape increased by 3.9% - from 40 035 reported cases in 2017/2018 to 41 583 in 2018/19. In 2014/15 there were 43 195 reported cases of rape.

Table 43: Rape from 2014/15 – 2018/19

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Rape	43 195	41 503	39 826	40 035	41 583

Source: Crime Statistics: South African Police Service, released 12<sup>th</sup> September 2019

Fig 73: Graph showing Rape (Number): 2014/15 – 2018/19

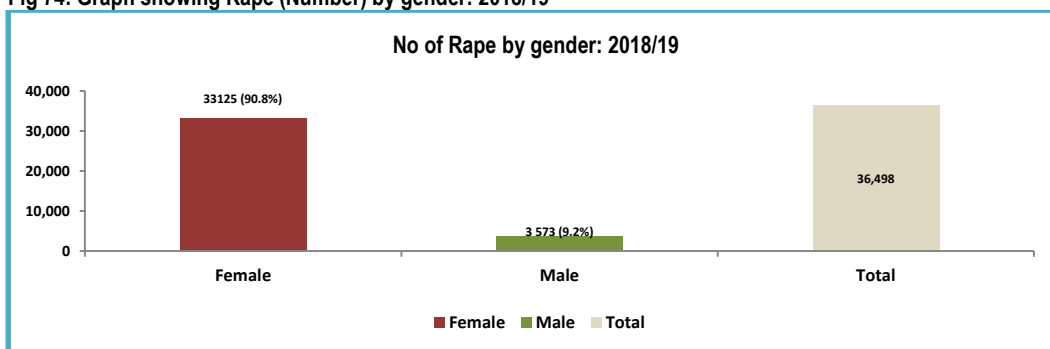


Source: Crime Statistics: South African Police Service, released 12<sup>th</sup> September 2019

## Rape by Gender

The graph below shows the number of rapes of women versus that perpetrated on males. In 2018/19 there were 33 125 (90.8%) reported cases of rapes on women while in the same period, 3 573 (9.2%) cases were reported as perpetrated on men. For every 1 reported rape of a male, there are 10 reported rapes of females.

Fig 74: Graph showing Rape (Number) by gender: 2018/19



Source: Crime Statistics: South African Police Service, released 12<sup>th</sup> September 2019

## Rape by age and gender

The highest levels of rape are reported committed against young women in the 20-29 year age group at 35.81%. It also appears that the number of rapes reported by both sexes in this age group is the highest among all age groups.

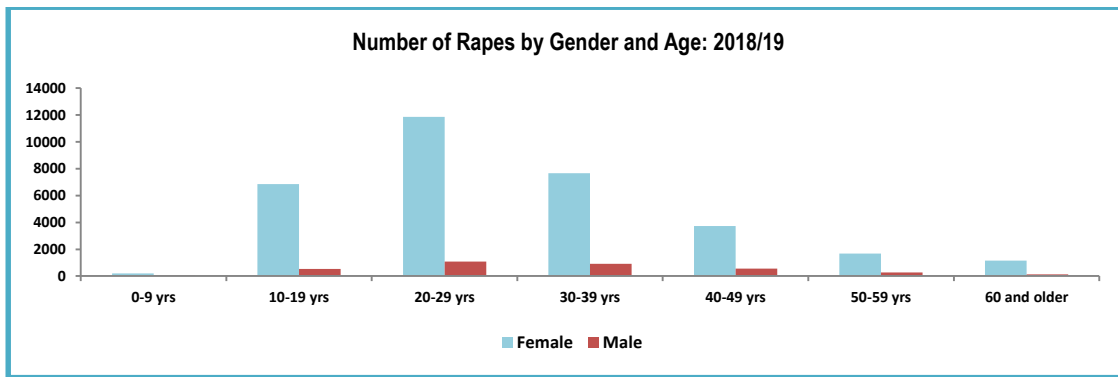
Table 44: Rape by gender and age: 2018/19

	0-9 yrs	10-19 yrs	20-29 yrs	30-39 yrs	40-49 yrs	50-59 yrs	60 and older	Total
Female	205	6 852	11 861	7 658	3 721	1 672	1 156	33 125
Male	80	543	1 074	908	556	284	128	3 573
Total	285	7 395	12 935	8 566	4 277	1 956	1 284	36 698
% (of total female rapes)	0.61	20.69	35.81	23.11	11.23	5.04	3.50	100.00
% (of female in age group)	71.9	92.66	91.7	89.39	87.0	85.48	90.03	90.26

Source: Crime Statistics: South African Police Service, released 7 September 2019

Fig 75: Graph showing Rape (Number) by gender and age: 2018/19

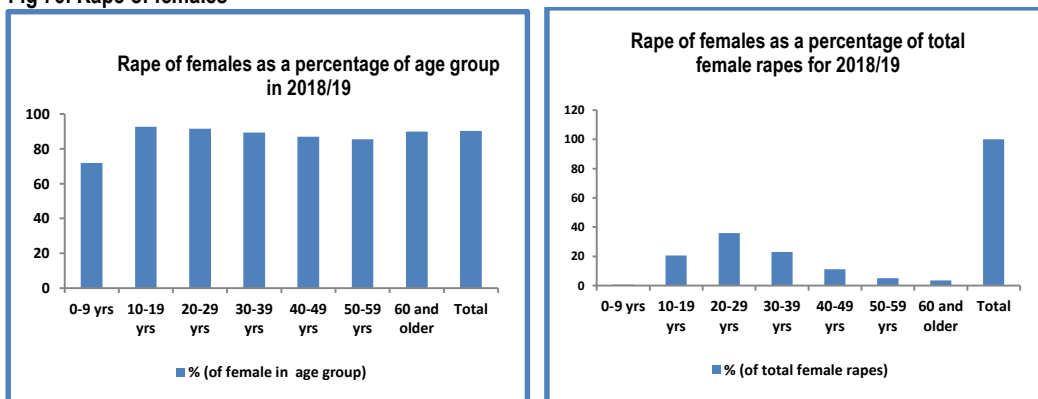




Source: Crime Statistics: South African Police Service, released 12<sup>th</sup> September 2019

## Rape of females by age

Fig 76: Rape of females



The illustrations above highlight the level of rape of women per age group. It is evident that girls and young women in the age group 10-19 years show the highest number of reported rapes at 92.66%; followed by women in the age group 20-29 years at 91.7% and women in the age group 60 years and older at 90.03%. These figures demonstrate that young women and girls and elderly women were the most vulnerable in their age groups to being raped in South Africa in 2018/19.

Of very serious concern is that in all age groups, the number of reported rape cases of females for 2018/19 exceeds 70%, with the lowest reported for the age group 0-9 years (at 71.1%). Of the total number of 36 698 reported rape cases for 2018/19, 33 135 were those of females of all ages (i.e. 90.26%). Of the 33 135 female rapes reported, the highest was in the age group 20-29 years (i.e. 35.81%); followed by the age group 30-39 year olds (i.e. 23.11%) and 10-19 year olds at 20.69%. This illustrates that young girls and women between the ages 10 and 49 years were the most susceptible to being raped in 2018-19.

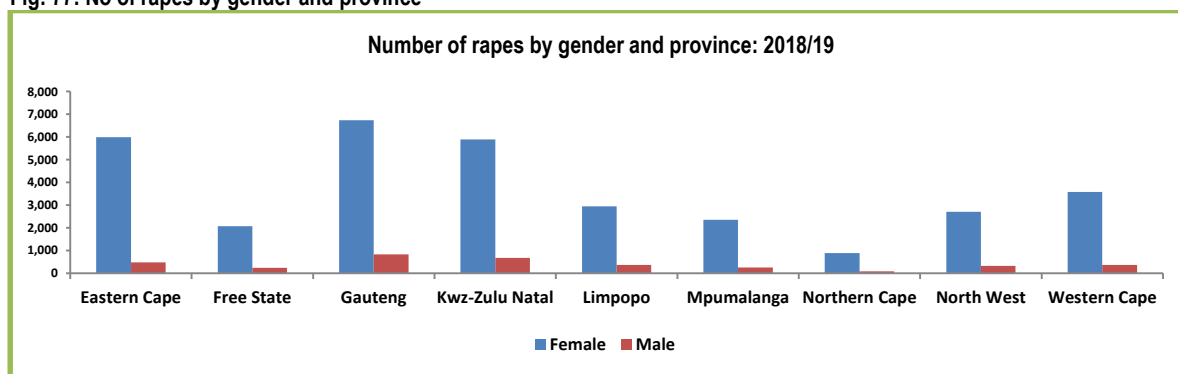
## Rape by gender and province

Table 45: Rape by gender and province: 2018/19

	Eastern Cape	Free State	Gauteng	Kwa-Zulu Natal	Limpopo	Mpumalanga	Northern Cape	North West	Western Cape	Total
Female	5 986	2 066	6 734	5 895	2 934	2 348	888	2 700	3 574	33 125
Male	470	236	827	674	357	242	81	320	366	3 573
Total	6 456	2 302	7 561	6 569	3 291	2 590	969	3 020	3 940	36 498
% (female rapes)	92.7	89.7	89.0	89.7	89.1	90.6	91.6	89.4	90.7	90.8
% (of total female rapes)	18.07	6.23	20.3	17.8	8.85	7.1	2.7	8.2	10.78	

Source: Crime Statistics: South African Police Service, released 7 September 2019

Fig. 77: No of rapes by gender and province



Source: Crime Statistics: South African Police Service, released 7 September 2019

Of the total of 36 498 reported cases of rape in the country for 2018/19, Gauteng province has the highest number at 7 561 (i.e. 20.7%), followed by Kwa-Zulu Natal at 6 569 (i.e. 18.0%), the Eastern Cape at 6 456 (i.e. 17.7%), and the Western Cape at 3 940 (i.e. 10.79%). In all of the provinces in the country, the number of reported rapes of females outnumbers that for males: approximately 1 reported male rape to 9 reported rape of females. Most reported female rapes for the 2018/19 period is in Gauteng (i.e. 20.3%), followed by the Eastern Cape (i.e. 18.07) and Kwa-Zulu Natal (i.e. 17.8%) and the Western Cape (i.e. 10.8%).

By 2016/17 young people were most at risk of being raped and 49.6% of the victims were aged 19 years or younger. A total of 9.1% of the victims were nine years and younger. The age profile of the offenders differs with a large number of the offenders (41.1%) aged between 20 and 29 years, followed by 22.7% aged between 30 and 39 years and 18.4% aged between 10 and 19 years. The majority of very young perpetrators may be imitating the sexual behaviour of adults due to poor living conditions<sup>218</sup>.

About 72.1% of incidents of sexual offences that occurred when the victim was outdoors were influenced by alcohol or drugs for both victim and perpetrator. It is important to note that 23.3% of sexual offence cases at home were influenced by alcohol or drugs intake by both victims and offenders<sup>219</sup>.

The exact prevalence of sexual violence in South Africa is unknown. Many acts of sexual violence go unreported, not only to state or private institutions, but often also to the victim's family or friends<sup>220</sup>. Rape in South Africa is therefore significantly under-reported<sup>221</sup>.

<sup>218</sup> South African Police Service: 2017: Annual Report 2016/17

<sup>219</sup> Statistics South Africa: 2016: Crime Statistics Series Volume III: 2014/15

<sup>220</sup> Sigworth, S.: 2009: An overview of sexual violence in South Africa: CSV

<sup>221</sup> Commission for Gender Equality: 2017: 20 Years of Gender on the Agenda Report

In 2014/15, sexual offences had a 37% under-reporting rate to the SAPS, whilst assault had a 44.9% under-reporting rate<sup>222</sup>. According to the Medical Research Council estimates, the number of rapes may be up to nine times that of the reported statistics. With so many sexual violations going unrecorded, and together with the recorded violations being broadly categorized as 'sexual offences', it is difficult to ascertain the true nature and extent of sexual violence in South Africa<sup>223</sup>. According to a four-province study by Gender Links (2011) high under-reporting of gender based violence to police and health remains a major challenge in the country. The study found that only about one in 25 women have reported gender based violence to the police and even lesser proportions accessed health care, counselling services or shelters<sup>224</sup>.

There are many barriers to reporting sexual violence in South Africa. These include feelings of shame and self-blame; societal attitudes and discrimination against those who have been victims of sexual violence; community taboos around sexual violence; reluctance towards or threats against reporting a family member or intimate partner; discriminatory police attitudes; and the secondary victimization experienced by sexual assault victims in the criminal justice system<sup>225</sup>.

## Sexual Assault

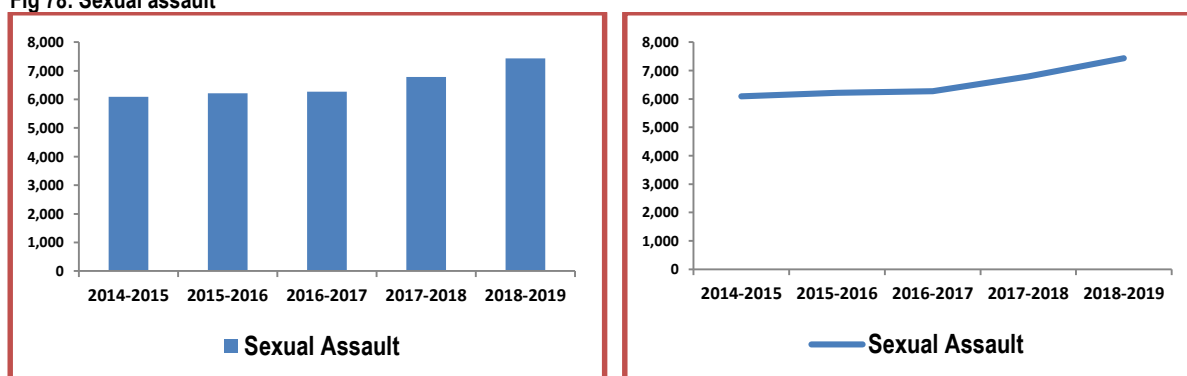
In 2017/18 there were 6786 cases of sexual assault reported to the South African Police Service. This increased by 9.6% in 2018/19 to 7437 reported cases.

Table 46: Sexual Assault from 2014/15 – 2018/19

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
<b>Sexual Assault</b>	6 087	6 212	6 271	6 786	7 437

Source: Crime Statistics: South African Police Service, released 7 September 2019

Fig 78: Sexual assault



Source: Crime Statistics: South African Police Service, released 7 September 2019

## Sexual Offences detected as a result of Police action

In the five year period under review, there were a total of 1 275 cases of sexual offences detected as a result of police action. The graph below indicates a 19% increase from 6701 cases detected in 2017/18

<sup>222</sup> Statistics South Africa: 2016: Crime Statistics Series Volume III: 2014/15

<sup>223</sup> Sigworth, S.: 2009: An overview of sexual violence in South Africa: CSVR

<sup>224</sup> Gender Links: 2011: GBV Indicators Research Project Report

<sup>225</sup> Sigworth, S.: 2009: An overview of sexual violence in South Africa: CSVR

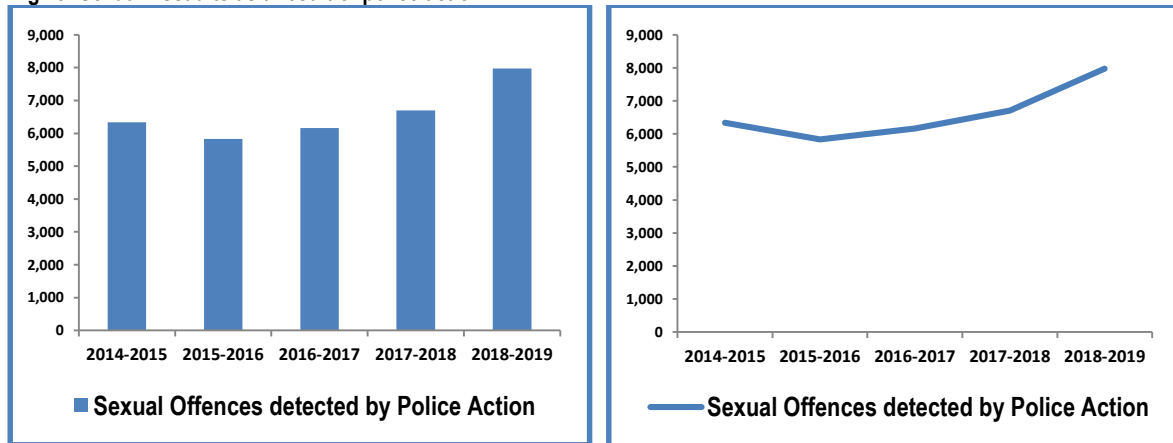
to 7 976 detections in 2018/19. This is a positive indication of police action in addressing violence against women and children.

**Table 47: Sexual Offences detected by Police action: 2014/15 – 2018/19**

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	Total
<b>Sexual Offences detected by Police Action</b>	6 340	5 830	6 164	6 701	7 976	1275

Source: Crime Statistics: South African Police Service, released 7 September 2019

**Fig 79: Sexual Assaults as a result of police action**



Source: Crime Statistics: South African Police Service, released 7 September 2019

## Domestic Violence

Violence against women is viewed as a way of entrenching gendered power in society<sup>226</sup>. According to research findings by Jewkes, Levin and Penn-Kekana (2002) suggest that 67% of men in South Africa used alcohol before a domestic violence incident<sup>227</sup>.

South African Police Service captures data on domestic violence under the following three categories: (i) Assault GBH (grievous bodily harm); (ii) Attempted murders; and (iii) Murders. In 2018/19, there were 21 704 reported domestic violence cases in the country, of which there were 19 687 cases of assault GBH, followed by murder at 1 115 and attempted murders at 902. The majority of victims in all three categories are female.

**Table 48: Domestic Violence by classification: 2018/19**

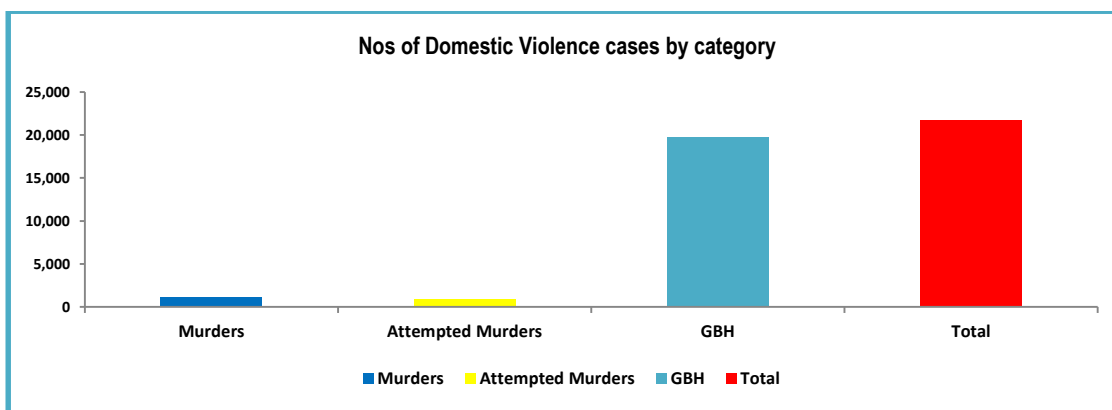
	Total	%
<b>Murders</b>	1 115	5.1
<b>Attempted Murders</b>	902	4.2
<b>GBH</b>	19 687	90.7
<b>Total</b>	21 704	100.00

Source: Crime Statistics: South African Police Service, released 7 September 2019

**Fig 80: Domestic Violence**

<sup>226</sup> Commission for Gender Equality: 2016: 20 Year Review Report

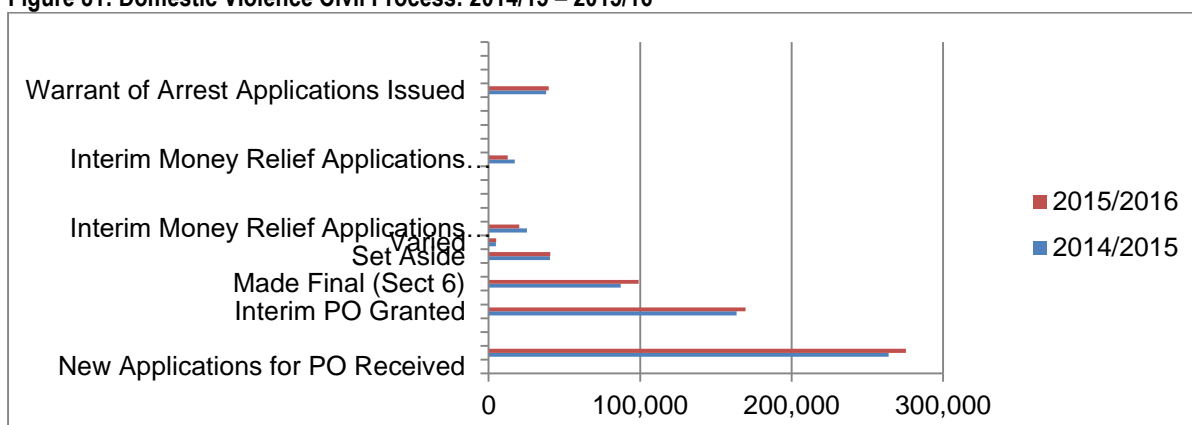
<sup>227</sup> Rachel Jewkes, Jonathan Levin & Loveday Penn-Kekana: 2002: Risk-factors for domestic violence: findings from a South African cross-sectional study



Source: Crime Statistics: South African Police Service, released 7 September 2019

During the 2017/18 reporting period domestic related crimes and types of domestic violence manifested through a total of 1 491 cases recorded for physical abuse (63%); emotional, verbal and psychological abuse (19.4%); damage to property (17.0%); economic abuse (12.4%); intimidation (8.5%); sexual abuse (2.1%); unauthorized entry into the victims' residence (1.9%); stalking 1.1%; other forms of controlling behavior (0.9%) and harassment (0.4%)<sup>228</sup>. According to Statistics South Africa, females are more likely to experience assault and sexual violence at home compared with males who experience assault in the street<sup>229</sup>.

Figure 81: Domestic Violence Civil Process: 2014/15 – 2015/16



Source: DoJ&CD, Annual Reports 2014/15 -2015/16

The figure above shows that in 2015/16 financial year 275 536 new applications for protection orders were received, 169 676 interim protection orders granted and 99 075 made final (Section 6) compared with 264 051 protection orders received in 2014/15, 163 793 interim protection orders granted and 87 185 made final. In 2015/16, 39 550 warrant of arrest orders were issued compared with 37 891 in 2014/15.

Inadequate and ineffective implementation of the Domestic Violence Act (Act No 116 of 1998) hinders the achievement of women's right to be free from violence in private spaces and public spaces (a right enshrined in the Constitution, Section 12 (c) of the Bill of Rights). Section 7 (1) (c) and (d) of the Domestic Violence Act allows for a court to make an order prohibiting the respondent from entering the shared residence of the applicant. This section is often neglected and in most cases the applicant (vulnerable women and children) has to leave their family home to live in shelters to ensure protection from violence. Section 26 (3) of the Constitution requires that no person may be evicted from their home without a valid order of the court.

<sup>228</sup> South African Police Service: 2018: Crime situation in RSA: Twelve Months: 1 April 2017 to 31 March 2018

<sup>229</sup> Statistics South Africa: 2016: Crime Statistics Series Volume III 2014/2015

## Government Measures and institutional mechanisms to address Gender Based Violence

By the end of March 2015, all 1,138 police stations across South Africa were rendering a victim-friendly service to victims/survivors of crime. Victim Friendly Rooms (VFRs) have been established at 989 SAPS service points, including 897 at the 1,138 police stations<sup>230</sup>. According to SAPS, in 2018 the 1,146 police stations had 1,049 VFRs, compared to 1,045, in 2016/2017<sup>231</sup>.

The South African Police Service reported that in the 2017/2018 financial year a total of 1,824 life sentences and a total of 7,685 years imprisonment resulted from 2,419 cases prosecuted with 2,270 accused<sup>232</sup>.

The National Prosecuting Authority (NPA) implemented a flagship programme, *Ke Bona Lesedi* meaning “I See The Light” which is based on court preparation and victim impact assessment approach. The approach recognizes the substantial need for such an intervention which is based on research on the Criminal Justice System, victims own articulated needs and the accusatorial system with the impact it has on witnesses giving evidence. The needs of witnesses at court are addressed by the “*Ke Bona Lesedi*” Court Preparation Programme (2001) through which services are rendered by dedicated court preparation officers based in courts throughout the country<sup>233</sup>.

Government established the Thuthuzela Care Centre’s (TCC) model, which was coordinated through the Sexual Offences and Community Affairs (SOCA) Unit in the NPA<sup>234</sup>. These centres are located in public hospitals where they offer a 24-hour one-stop service to victims/survivors of gender based violence. Each centre is linked to a sexual offences court. Services offered include initial reception of the victim; history-taking and a medico-legal examination; prophylaxis and treatment for pregnancy and sexually-transmitted infections; bath/ shower, refreshments and a change of clothing; and transport home or to place of safety, referral and follow-up support<sup>235</sup>.

Each TCC is meant to be staffed, at the least, by a case manager, victim assistance officer and site coordinator, counsellors, trained detectives and officers competent to take statements and emergency medical service personnel able to transport victims. The Centres currently provide services primarily to victims of sexual offences and to children more than women. They generally do not provide services to victims of domestic violence. Assessments suggest that some centres provide noticeably better services than general health facilities, while others do not<sup>236</sup>. By 2016, there were 55 TCCs in South Africa<sup>237</sup>, with plans to establish more. <sup>238</sup>.

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<sup>230</sup> South African Police Service: 2015: Annual Report 2014/2015.

<sup>231</sup> South African Police Service: 2017: Annual Plan 2017/2018.

<sup>232</sup> South African Police Service: 2018: Annual Report 2017/2018

<sup>233</sup> National Prosecuting Authority: 2015: Ke Bona Lesedi Court Preparation Component, NPS Court Preparation and Victim Impact Statement Strategic Document

<sup>234</sup> National Prosecuting Authority (NPA)

<sup>235</sup> Department of Social Development: 2016: Comprehensive Report on the Review of the White Paper for Social Welfare, 1997

<sup>236</sup> IBID

<sup>237</sup> National Prosecuting Authority (NPA)

<sup>238</sup> Department of Social Development: 2016: Comprehensive Report on the Review of the White Paper for Social Welfare, 1997

By 2017/18 a total of 74 Sexual Offences courts were operating as sexual offences courts as either a hybrid sexual offences<sup>239</sup> court or a pure sexual offences court<sup>240</sup>. In 2019, there are 92 such courts operating in the country.

The government launched the 16 Days of No Violence against Women and Children Campaign in 1998. This campaign against gender-based violence became one of the most recognized advocacy campaigns in the country<sup>241</sup>. In 2014 government launched the #365 Days Campaign; the #CountMeIn as well as the National Dialogues to raise awareness on violence against women and children. The '#CountMeIn' was a social media tool of the campaign for mass mobilization of communities to promote collective responsibility in the fight to eradicate violence against women and children. This campaign has reached faith-based organizations, Media Houses, Trade Unions, Sports fraternity, Private Sector and Civil Society Organizations including the Men's Sector. The national dialogues were aimed at unravelling the root causes of violence against women and why it is not abating despite an unprecedented body of laws in the country and some of the world's best-model institutional mechanisms in place. In 2018/19, a GBV Robot campaign was launched.

The Inter-Ministerial Committee on the Root Causes of Violence against Women and Children was established by Cabinet in May 2012 to develop a comprehensive strategy to deal with the scourge of gender-based violence. It comprises the Ministers of Social Development, Women, Justice and Constitutional Development, Health, Home Affairs, Police and Basic Education. The findings of the research report have led to the development of the South African Integrated Programme of Action Addressing Violence against Women and Children: 2013-2018. This initiative now encompasses a revised programme of action for the period 2019 -2024 to address violence against women, children and vulnerable populations. The programme adopts a public health approach, a child rights and INSPIRE approach, a human rights approach, a participatory approach, a partnership-based approach that is intersectoral and a continuum of services that brings together prevention, response, care and support in a way that allows violence to be eliminated through targeting the cycle of violence<sup>242</sup>.

Trauma centres and victim empowerment centres have been established across the country, and the outreach of police officers, forensic nurses and role players has been prioritised to ensure that victims of domestic violence and other sexual offences are assisted in humane and sensitive ways and to improve successful prosecutions against the perpetrators.

There are six Khuseleka One-stop victim-centres in place to provide a comprehensive package of care services on a 24/7 basis to those in need. In 2014 Government launched a 24-hour Gender-Based Violence Command Centre, dedicated at providing support and counselling to victims of gender-based violence. The Command Centre uses mobile technology to estimate the location of a victim, assign the closest social worker in the field to the case, and record and receive continuous feedback on the case. The call centre operates through a toll free number. All these services work towards reducing secondary victimisation. The Command Centre is also an added capacity in the provision of telephonic front-line counselling and psychosocial support to gender based violence victims, broadening the base of service delivery even to the remotest and most underdeveloped areas of the country<sup>243</sup>.

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<sup>239</sup> A hybrid sexual offences court is defined as a Regional Court dedicated for the adjudication of sexual offences cases in any specific area. It is a court that is established to give priority to sexual offence cases whilst permitted to deal with other cases. A sexual offences court is defined as a Regional Court that deals exclusively with cases of sexual offences.

<sup>240</sup> Department of Justice & Constitutional Development: 2018: List of Regional Courts upgraded into Sexual Offences Courts by 26 July 2018

<sup>241</sup> Department of Women, Children and People with Disabilities: 2014: Review of the Implementation of the 365 Days National Action Plan, unpublished

<sup>242</sup> Department of Women (DOW). Department of Social Development (DSD).

<sup>243</sup> Department of Social Development. (DSD).

The scourge of violence against women and girls persists as a result of the failure of effective implementation of laws, policies and programmes. There are gaps in addressing gender based violence in South Africa across various themes, including gaps in the criminal justice system, access to information, and the relationship between the non-realization of socio-economic rights and the reinforcement of gender based violence<sup>244</sup>. In 2014 a review of the implementation of the 365 Days National Action Plan found that whilst legislation to address gender based violence is in place, “the challenge remains implementation which in turn results in prosecution”<sup>245</sup>. Women are the most victimized gender group in South Africa. Women also have a lower literacy rate and higher unemployment rate than men. Women are most likely to be affected by poverty and women are more likely to be infected with HIV/AIDS. All this makes women more vulnerable to forms of patriarchal oppression, discrimination, and male domination.

In 2017 a High-Level Panel undertook a review of legislation passed since 1994 in order to make recommendations for the effective implementation thereof, including making recommendations with regards to amendments. These recommendations included tabling the Prevention and Combating of Hate Crimes and Hate Speech Bill in 2018; amending the Domestic Violence Act to better define the term ‘imminent harm’ and address accountability gaps; amending the Firearms Control act; decriminalising sex work; creating better guidelines around reporting sexual offences statistics, managing sexual offences, and rolling out sexual offences courts; protecting the rights of refugees, immigrants, and stateless persons, in particular children; improving the implementation of the South African Schools Act; amending the Child Justice Act, including amending the age of criminal capacity; review the policies around older persons; improving the implementation of the Prevention and Treatment of Substance Abuse Act; and ensuring that specialised services are available for deaf South Africans<sup>246</sup>. A key recommendation of the High level Panel was that “Parliament should recommend to the executive the development of a National Strategic Plan on Gender-based Violence, which is multi-sectoral, coordinated and inclusive, with a strong monitoring and evaluation component to hold all to account and should be fully costed”<sup>247</sup>. A draft National Strategic Plan on addressing gender based violence and femicide has been released for public comments on 12 September 2019.

South Africa has specific specialised facilities and units also aimed at responding to violence against women, children and vulnerable populations, including the Family Violence, Child Protection, and Sexual Offences (FCS) Units (SAPS); One Stop Child Justice Centres in terms of the Child Justice Act; Safe Schools Committees; NPA SOCA Units; the National Emergency Response Team and shelters for victims of violence<sup>248</sup>.

### **The ideology of patriarchal violence**

Patriarchal violence is the systematic abuse and oppression of women as result of male supremacy, societal norms, cultural beliefs and value systems with regard to gender roles that encourage female subordination. Patriarchal violence reinforces male dominance and upholds gender discriminatory practices - its characteristic is the use of power and control by men to sustain supremacy. Gang-rape and domestic violence<sup>249</sup> - two extreme forms of male sexual coercion – strengthens a comprehensive patriarchal bond among men. Domestic violence contributes towards the overall strength of the

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<sup>244</sup> GCIS: 2018: Presidential Summit on Gender-based violence and Femicide: Communications Thematic Area Base Document

<sup>245</sup> Department of Women, Children and People with Disabilities: 2014: Review of the Implementation of the 365 Days National Action Plan, unpublished

<sup>246</sup> Report of the High Level Panel on the Assessment of Key Legislation and the Acceleration of Fundamental Change: 2017: cited in The POA Addressing VAWCVP 2019 -2014. Draft Two: June 2018. (DSD); (DOW).

<sup>247</sup> IBID

<sup>248</sup> Ibid.

<sup>249</sup> The Domestic Violence Act (1998) recognises that domestic violence is a social evil and an obstacle to achieving gender equality



patriarchal order<sup>250</sup>. The concept of patriarchy holds promise for theorizing violence against women because it keeps the theoretical focus on dominance, gender and power. It also anchors the problem of violence against women in social conditions rather than individual attributes<sup>251</sup>.

The murder of an intimate partner is one of the most extreme consequences of gender-based violence. Due to the prevalence of intimate partner violence against women, the National Prosecuting Authority adopted a renewed commitment to prioritise its resources to address this surge of gender-based violence and to monitor the results of this intervention. A total of 79 cases was finalised during the 2017/18 financial year of which only one acquittal was obtained; a conviction rate of 98.7% was maintained. The convictions included life sentences in some cases and sentencing that range from 10 years imprisonment to 30 years imprisonment respectively<sup>252</sup>. According to the SAPS, in 2015/16, 542 life sentences were handed down, of which 12 life sentences were linked to the crime category of murder<sup>253</sup>.

In 2018 the University of Cape Town released the first study of violence against pregnant women at the hands of their intimate partners. The study found that violence against pregnant women is also committed by family members, and that 15% of women had experienced abuse ranging from sexual and physical to emotional and verbal. The researchers found that the high level of violence was associated with poverty-related factors, including food-insecurity, mental ill-health, unemployment, unwanted pregnancies and past experience of abuse. In its most severe form, violence against pregnant women has been reported as a contributor of maternal deaths.

Since 2014, the Department of Women embarked on dialogues in 7 of the 9 provinces to understand the lived experiences of women, children and community members and empower them to respond to violence against women and children and encourage communities to work together with government to eradicate gender-based violence. The Minister in The Presidency responsible for Women, as the national coordinator of the 16 Days of Activism Campaign, heeded the call of the President by engaging all stakeholders across race, gender, age, religious affiliation and any other divide to collectively commit to fight the scourge of violence in society. The voices emerging from the dialogues tell us that young women are at risk of intimate partner violence in communities. Men experience frustration and aggression about the emancipation of women and due to their economic stature feel inferior when women earn more than men. Young women and girls are asked for sexual favours when they look for employment or before they are considered for employment. The “blesser” phenomenon is prevalent in some communities where old men are luring young women and girls by buying them expensive gifts and presents in exchange for sexual favours. “Sugar daddies” have also been linked to this phenomenon<sup>254</sup>.

The Department of Justice and Constitutional Development has developed a Risk assessment Tool for victims of domestic violence. This is primarily for use by victims of intimate partner violence. It is intended to assist them to assess the potential risk/harm they face by remaining in contact with their abusers. It is a tool that seeks to empower these victims to make informed decisions on whether or not to exit a domestic/intimate relationship as a means to protect themselves from future abuse/harm which may potentially lead to a domestic homicide or death if unattended<sup>255</sup>.

The Department of Justice and Constitutional Development has developed an Intimate Relationship Questionnaire (2016) to assist victims of domestic violence, as well as a “My Safety Plan Against

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<sup>250</sup> Rosenfeld, D: 2009: Sexual Coercion, Patriarchal Violence & Law, (in Muller): Harvard University Press

<sup>251</sup> Hunnicut, G: 2009: Varieties of Patriarchy and Violence Against Women: Resurrecting “Patriarchy” as a Theoretical Tool: [www.researchgate.net](http://www.researchgate.net)

<sup>252</sup> National Prosecuting Authority: 2018: Annual Report 2017/18.

<sup>253</sup> South African Police Service: 2016: Annual Report 2015/16: p186.

<sup>254</sup> Department of Women: 2017: Report on the National Dialogue in Limpopo, 2017: unpublished

<sup>255</sup> Department of Justice and Constitutional Development Website: [www.doj.gov.za](http://www.doj.gov.za)

Domestic Violence” aimed to help victims identify action steps in order to increase their safety and that of their family against domestic violence<sup>256</sup>.

## Violence against Women and Girls with Disabilities

Children with disabilities are 1.7 times more at risk of violence, including neglect, abandonment, abuse and sexual exploitation compared with other children. Women living with disability are disproportionately affected by poverty. Violence becomes ‘invisible’ as complex intersectional forms of discrimination exist. There is an intersection between gender-based and disability-based discrimination<sup>257</sup>. South Africa has ratified the Convention on the Rights of Persons with Disabilities (CRPD) and the International Covenant on Economic, Social and Cultural Rights (ICESCR).

According to the Medical Research Council of South Africa the combination of gender inequality, disability exclusion, and endemic violence creates a toxic cocktail which negatively affects the health and wellbeing of women with disabilities, leading to injuries, negative sexual and reproductive health outcomes, further disabilities, and mental health disorders. Women and girls with disabilities are exposed to all forms of violence, particularly emotional and sexual violence. The context in which this violence occurs is shaped by negative internalized beliefs and practices, harmful socio-cultural norms and beliefs, lack of access to public and private resources and a lack of disability inclusion in current policies and strategic programmes concerning violence, HIV and health. Women and girls with disabilities particularly vulnerable as they experience discrimination based on gender and disability.<sup>258</sup>

New evidence from the DFID’s “What works to prevent violence against women and girls” found that women with disabilities are at a two to four time’s higher risk of intimate partner violence than women without disabilities. The intersection between disability, gender and violence points towards the reciprocal relationship between disability and violence. Women and girls with disability are exposed to a wide range of potential perpetrators than their non-disabled peers. They are also at risk of disability-specific forms of violence such as verbal or emotional abuse targeting their disability, denial of care or medication, or being over-medicated, being physically neglected or refused help and being economically exploited. Women and girls with disability are more likely to stay in abusive situations for longer and have fewer options for seeking safety.

Research done on South Africa, Bangladesh, Nepal, Ghana, Afghanistan and Tajikistan found that in low and middle income countries, women with disabilities are two to four times more likely to experience intimate partner violence than women without disabilities; disability increases the risk of non-partner violence.

The What Works *Stepping Stones Creating Futures* project in informal settlements in South Africa indicates that 42.7% of young women with moderate to severe impairments reported sexual violence from a man other than an intimate partner over the past twelve months. The risk of both IPV and non-partner sexual violence increases with the severity of disability; disability-related violence compounded gender-based violence. Disability-related stigma and discrimination manifested as verbal abuse from social interactions by partners, family and community members with significant emotional consequences<sup>259</sup>.

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<sup>256</sup> IBID

<sup>257</sup> Office of the UN High Commissioner for Human Rights: 2012: The Report on the Thematic Study on the issue of violence against women and girls and disability

<sup>258</sup> <http://www.samrc.ac.za/media-release/understanding-violence-against-women-and-girls-disabilities>": Accessed 17 January 2019.

<sup>259</sup> <https://www.whatworks.co.za/documents/publications/195-disability-brief-whatworks-23072018-web/file>: Disability and Violence against women: What Works, (2018: pp1-4): Accessed 17 January 2019.

Cabinet approved the White Paper on the Rights of Persons with Disabilities (WPRPD) and its implementation matrix on 9 December 2015. The White Paper was launched at the National Disability Rights Summit in March 2016. The WPRPD has nine strategic pillars which include removing barriers to access and participation; protecting the rights of persons at risk of compounded marginalisation; supporting sustainable integrated community life; promoting and supporting empowerment of persons with disabilities; reducing economic vulnerability and releasing human capital; strengthening the representative voice of people with disabilities; building a disability equitable state machinery; promoting international co-operation and monitoring and evaluation.

The coordination mechanism includes national government departments, national disability organisations, institutions promoting democracy, UN Agencies, traditional leadership institution, SALGA, national public entities, parliament, other businesses, research and labour.

### **Gender and Sexual Orientation-based Violence<sup>260</sup>**

According to Statistics South Africa<sup>261</sup> Eudy Simelane was murdered because she was a lesbian. There have also been cases where children of lesbian mothers are raped in order to teach the mother a lesson<sup>262</sup>. Gay and lesbian children experience discrimination and lack of tolerance in the school context from peers, educators and other adults. A study by the Department of Women, Children and People with Disabilities (2012) found that 71% of homosexual females reported experiencing rude comments, jokes, discrimination, harassment, violence from peers, threats from parents, loneliness and fear, while 73% of males reported threats of physical violence, physical abuse and feeling that they had nobody to turn to or could trust<sup>263</sup>.

In 2003 South Africa enacted the Alteration of Sex Descriptors and Sex Status 49 of 2003, which allows citizens to change their descriptors on their identification documents. The Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 governs the judicial interpretation of the Equality Clause. In 2005 the promulgation of the Judicial Matters Amendment Act of 2005 changed the legal status of intersex people in South Africa. The amendment saw the Promotion of Equality Act and Prevention of Unfair Discrimination Act 4 of 2000 amended at section 1 by the insertion the definition of “intersex” and the definition of ‘sex’ to include intersex.

In 2011 the Department of Justice established the national task team on gender and sexual orientation-based violence with the mandate to develop a National Intervention Strategy for lesbian, Gay, Bisexual, transgender<sup>264</sup> and intersex<sup>265</sup> (LGBTI) sector. The Task Team is constituted by government departments, chapter nine institutions and civil society organisations that specialise in issues related to LGBTI persons<sup>266</sup>.

In 2013 the Department of Justice commissioned the inclusive National Intervention Strategy On Sex-And Gender-based Violence perpetrated against LGBTI persons. Through the strategic framework the government address the gaps in the criminal justice sector between the constitutional rights and the

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<sup>260</sup> : <http://www.justice.gov.za /LGBTIProgramme>

<sup>261</sup> Statistics South Africa: 2018: Crimes Against Women Report: p7

<sup>262</sup> Department of Women, Children and People with Disabilities: 2012: Study on Violence against Children: p26

<sup>263</sup> Ibid

<sup>264</sup> Department of Justice : Refers to “a matter of gender identity rather than sexual orientation”: National Intervention strategy For LGBTI Sector

<sup>265</sup> Ibid. Refers to “a matter of biological/anatomical sexual characteristics rather than sexual orientation”

<sup>266</sup> [www.doj.gov.za](http://www.doj.gov.za)

protection for LGBTI persons, address gender and sexual orientation-based violence against LGBTI persons in general, as well as access to justice for LGBTI persons<sup>267</sup>.

The Department of Justice also hosted a national dialogue on the protection and promotion of the Human Rights of Intersex Persons in 2017. The dialogue highlighted the systematic issues affecting gender non-conforming persons and the various forms of violence the experience within their lifecycle<sup>268</sup>. The Hate Crimes Bill was tabled in Parliament in 2018.

### **Trafficking in Persons, especially women and girls**

The Prevention and Combating of Trafficking in Persons Act, 2013 (Act No 7 of 2013) has been enacted to give effect to the Republic's obligation concerning the trafficking in persons. The Prevention and Combating of Trafficking in Persons Act, 2013 (Act No 7 of 2013) protects women and children from trafficking and related unlawful acts. The legislation fulfills the objectives to provide for an offence of trafficking in persons and other offences associated with trafficking in persons to prevent and combat the trafficking in persons within or across the borders of the Republic; to provide for measures to protect and assist victims of trafficking in persons; and to provide for the establishment of the Intersectoral Committee on Prevention and Combating of Trafficking in Persons and the criminalization of practices resulting in forced and early marriages and harmful cultural and traditional practices such as *Ukuthwala*. It has also the effect of domesticating the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons. The National Prosecuting Authority (NPA) has established a Human Trafficking Task Team that ensures an integrated approach to address trafficking related matters<sup>269</sup>.

*The Government launched the Tsireledzani!* initiative, which means 'Protect!' to combat Trafficking in Persons. The programme is headed by the National Prosecuting Authority and involves government departments, international organisations and civil society partners. The overall objective is to ensure full compliance with the United Nations Convention Against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children ("Palermo Protocol"), including the development of comprehensive legislation that is underpinned by a victim-centered empowerment approach, taking full account of the existing Victims Charter, as well as relevant South African legislation. This coalition of goodwill has led to the establishment of a National Action Plan on trafficking in persons and the *Tsireledzani!* campaign, whose primary aim is to provide a blueprint for all those working to prevent trafficking and protect the people of South Africa and other nations from this terrible denial of their human rights. The Action Plan is based on three pillars: prevention, victim support and response<sup>270</sup>.

As part of its on-going support to the Government of South Africa with the means to become fully compliant with the Palermo Protocol through various initiatives, the International Organisation on Migration (IOM) is implementing the capacity-building and development component of *Tsireledzani*. This component will build the capacity of government officials, NGOs and media to prevent trafficking from South Africa, identify trafficked persons, improve the standard of physical protection and direct assistance offered to victims of trafficking in the country, and increase the number of trafficking cases investigated and prosecuted by law enforcement and justice officials.

Workshops have been designed to ensure that the identified government departments develop the capacity to train social workers, health, law enforcement, immigration, labour and justice officials on the

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<sup>267</sup> IBID

<sup>268</sup> IBID

<sup>269</sup> National Prosecuting Authority (NPA) Website..

<sup>270</sup> IBID

prevention & combatting of human trafficking, as well as the protection and assistance of victims. The training content imparts basic awareness and an intermediate level of competency for NGO workers, to identify, protect and directly assist trafficked persons. At the end of the capacity development process a comprehensive and inter-sectoral National Curriculum on Human Trafficking consisting of 5 curricular modules (one for each department), and one additional curricular module on expected comprehensive anti-trafficking legislation will have been published. This component is managed by the International Organisation for Migration<sup>271</sup>.

Awareness-raising in South Africa about human trafficking and its implications throughout the whole society is considered a key-element to prevent and protect citizens and migrants from this scourge. In an effort to rationalize and coordinate the various activities in this field, there is a focus on developing and implementing targeted campaigns to achieve attitude and behavioural change. Specifically, the project aims at promoting the likelihood that the pilot target groups will act to prevent, identify and report human trafficking in their midst. The component is managed by the International Labour Organisation through its International Training centre<sup>272</sup>.

In 2017/18 financial year the CGE participated in the stakeholder public awareness campaign to highlight the scourge of human trafficking between Lesotho and South Africa. Human trafficking is rife in the Free State that the CGE had to facilitate a forum to deal specifically with it<sup>273</sup>.

On 18 September 2019, the Gauteng High Court convicted a human trafficking kingpin and gave him 6 life sentences and an additional 129 years imprisonment after he kept three young girls as hostages to work as sex slaves. The South African courts are viewing human trafficking in an extremely serious light and are meting out the harshest sentences possible.

## **Adult Prostitution**

According to the Department of Justice the Commission has found the practice of adult prostitution to be inherently exploitative in nature and has recommended that the Sexual Offences Act of 1957 be repealed and in the alternative that either prostitution and all related behaviour be criminalised and coupled to an exit strategy in the Criminal Law (Sexual Offences and Related Matters Amendment Act) or that providing sexual acts for sale by the person he or herself be de-criminalised only partial decriminalisation and that all remaining prostitution related behaviour including the purchasing thereof be criminalised in the Criminal Law Sexual Offences & Related Matters Amendment Act.

South Africa is in the process of looking at whether or not sex work should be decriminalised. In this regard the South African Law Reform Commission produced a comprehensive Discussion Paper in 2009 entitled "Project 107: Sexual Offences –Adult Prostitution". In its Discussion Paper the Law Reform Commission found that adult prostitution has been a subject of considerable public debate in South Africa. The topic remains an emotive one. In South Africa the socio-economic determinants of prostitution suggest that prostitution is driven by a complex intersection of social and economic factors in which poverty and inequality are key drivers<sup>274</sup>.

In the Western Cape some women are engaged in sex work controlled by gangs. These gangs may be more controlling and abusive than pimps and also prevent health workers from reaching sex workers.

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<sup>271</sup> Ibid

<sup>272</sup> Ibid

<sup>273</sup> Commission for Gender Equality: 2018: Annual Report 2017/2018

<sup>274</sup> Department of Women: 2015: South Africa's 5<sup>th</sup> Periodic Report to CEDAW 2009 -2014, Pretoria

The latter, controlled by gangs, are younger than most others, often addicted to drugs and some young women are gang raped by gang members before they enter into sex work<sup>275</sup>.

## **Sexual Harassment in the Workplace**

The majority of sexually harassed persons in South Africa tend to be women, with perpetrators being male. In this context it affects women's employment and women's employment status. In 2015/2016 a research study done by the Sam Tambani Research Institute (SATRI) indicates that whilst there was a high level of awareness of policies to empower and protect women in the workplace, including policies on sexual harassment, this awareness had not translated into reduction in prevalence of challenges that women faced in the workplace. The study found that sexual harassment was still prevalent in the mining, energy and construction sectors in South Africa and is particularly high in the mining sector compared to the other two sectors. Victims are more likely to be young women, hold lower positions and work mostly with and are supervised by men. The risk of sexual harassment is higher for women in male-dominated sectors such as mining, energy and construction compared to women in female-dominated sectors such as health. In the mining sector (34%) were found to be more aware of sexual harassment cases compared to women in the other two sectors, energy (25%) and construction 18%<sup>276</sup>.

## **Programmatic interventions to support sexual offences legislation**

### **Sexual Offences in the Learning Sector**

With the plight of sexual violence at schools, the Department of Basic Education is implementing the Employment of Educators Act, 1998 (Act No 76 of 1998) which sets out measures of intervention against sexual violence perpetrated against learners. The Department of Higher Education and Training is also in the process of finalising the National Policy on Gender-based Violence which seeks to establish a framework to address the incidence of power-based crimes occurring at the higher learning institutions. The Directors-General Intersectoral Committee and the National Intersectoral Technical Committee on the Sexual Offences have the representations of the two Departments to closely monitor how they address the proliferating sexual violence in the learning sector. The Department of Higher Education and Training had established a Task Team to develop a policy to deal with gender-based violence and sexual offences perpetrated within their institutions<sup>277</sup>.

### **Shelters or places of safety for women and children**

Shelter services fall under the Victim Empowerment programme (VEP) of the national government and are a key component of South Africa's crime prevention strategy. The components of the VEP includes services to victims of domestic violence, sexual assault, human trafficking, crimes against children, abuse of the elderly and crimes against people with disabilities. In 2001 Department of Social Development implemented Minimum Standards on Shelters for Abused Women, acknowledging in its policy that "shelters represent an absolute critical point of crisis intervention...". The Department of Social Development is responsible for leading and coordination of the VEP through policy making, coordination and monitoring, whilst policy implementation falls with the provincial departments of social development. It is estimated that 60% of social welfare services for women and children are currently being provided

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<sup>275</sup> Vetten, L.: 2000: Invisible Girls and Violent Boys: Gender and Gangs in South Africa: Development Update: Volume 3: No 2 of 2000

<sup>276</sup> Sam Tambani Research Institute (SATRI): 2016: Challenges Facing Women in the Mining, Energy and Construction Sectors of South Africa: Persisting barriers to equity in the workplace

<sup>277</sup> Ibid

by NGO's<sup>278</sup>. In 2003 Department of Social Development implemented the Policy Framework and Strategy for Shelters for Victims of Domestic Violence.

According to Gender Links, the current shelter services are disproportionate to the need and there is necessity to establish new facilities as well as secondary housing schemes. Existing facilities should be made more responsive to survivor needs<sup>279</sup>.

In 2016 the Department of Social Development reported in the review of the White Paper for Social Welfare (1997) that capacity is very seriously inadequate across all provinces.

In 2018 a research report by Hlanganisa Institute for Development South Africa (HiDSA) on behalf of the Joint Gender Fund found that shelters are chronically under-funded, especially when provided by non-profit organisations. No NPO is paid the full value of its services but expected to find the shortfall in funding elsewhere<sup>280</sup>. The Hlanganisa Institute for Development South Africa research report found that apart from victims of domestic violence and intimate partner violence, a diverse category of women are offered shelter at shelters for abused women. These include shelter for a range of reasons, including as a result of experiencing violence from another family member or having been raped. Another proportion of women were destitute or facing a pregnancy crisis, while still others had experienced forced labour, human trafficking, or kidnapping, or had been identified as persons at risk of abuse. A different survey found shelters' residents to also include refugees and lesbians exposed to violence on the basis of their sexual orientation and gender identity. Given this diversity, these facilities are perhaps now better described as shelters for women facing challenging social circumstances, rather than domestic violence shelters – or even shelters for victims of crime and violence<sup>281</sup>.

In 2017, the Department of Social Development was said to be funding 102 shelters, representing an increase of six shelters in eight years. In August 2017 the Department of Social Development reported to be supporting and strengthening 84 shelters for abused women, while also establishing 13 shelters for victims of human trafficking<sup>282</sup>.

### **Green and White door facilities**

There are 206 White Door spaces of hope across all provinces in South Africa<sup>283</sup>. The Eastern Cape provincial department of social development opened its first White Door centre in 2013, whilst The Green Door was first developed in Gauteng province in 2010 by the provincial Department of Community Safety. The number of Green and White Doors has increased rapidly since their inception. Between 2010 and 2016, 32 Green Door sites came into existence in Gauteng. By 2017 the Department of Social Development reported on a number of 205<sup>284</sup>. The greatest increase in facilities by far has occurred in relation to the Green and White Door facilities. They represent the most minimalist of approaches to sheltering. The Green and White Doors do not meet the criteria of a shelter, but serve as entry points

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<sup>278</sup> Bhana K.; Vetten L.; Makhunga L.; and Massawa D: 2012: Shelters housing women who have experienced abuse: policy, funding and practice. Johannesburg: Tshwaranang Legal Advocacy Centre: pp7-9

<sup>279</sup> Gender Links: 2011: GBV Indicator Research Project

<sup>280</sup> Vetten L.: 2018: Hlanganisa Institute for Development South Africa: Research Report, 2018. What is rightfully due? Costing the operations of domestic violence shelters

<sup>281</sup> Vetten, L.: 2018: Hlanganisa Institute for Development South Africa: Research Report: 2018. What is rightfully due? Costing the operations of domestic violence shelters

<sup>282</sup> IBID

<sup>283</sup> Department of Women

<sup>284</sup> Vetten, L.: 2018: Hlanganisa Institute for Development South Africa: Research Report: 2018. What is rightfully due? Costing the operations of domestic violence shelters

(sometimes) to shelters. However, this does not discount their place on the spectrum of services that ought to be available to women experiencing abuse<sup>285</sup>.

## **PARTICIPATION, ACCOUNTABILITY AND GENDER-RESPONSIVE INSTITUTIONS**

This section of the report seeks to highlight progress made on (i) Critical Area G on Women in power and decision-making; (ii) Critical Area H on Institutional Mechanisms for the advancement of women; (iii) Critical Area I on Human Rights of Women; (iv) Critical Area J on Women and the Media; and (v) Critical Area L on the Girl Child, as outlined in the Beijing Platform for Action. It furthermore responds to the UN Women Guidance Note – Section Two, Questions 19-25.

South Africa has made major gains in the areas of democracy, representation and governance towards achieving gender equality and women's empowerment. South African women have a long struggle history against patriarchy, suppression, discrimination, subjugation and women's suffrage, and many gains have been achieved through a strong, robust and vibrant women's movement. The Constitution provides an enabling framework that has guided the introduction of policies and laws to enforce transformation, non-discrimination; non-sexism and equality for women and their equal representation and full participation in national government structures, decision-making and leadership positions.

To achieve gender-parity within the public and private sector clear targets have been put in place in key areas of political and governance levels to promote the advancement, representation and full participation of women in power structures and key decision-making levels. In line with its commitment to the SADC Declaration on Gender and Development South Africa attained its minimum 30% representation of women at the political level during the second national elections in 1999. The 30% target was also achieved for representation of women at the SMS level in the public service by March 2005. Following this Cabinet adopted the 50/50 principle for women in the SMS level in the Public Service and called for the same principle to be adopted at all political, leadership and decision-making levels in the country, including in the private sector.

### **Women, enfranchisement and political participation**

The inclusion of women in decision making is a fundamental human right, but the history of the franchise in South Africa has been informed by patriarchy and racism. Adult white women were given the right to vote in 1930, while black women only gained this right in 1994. Since 1994 South African women have been actively involved in using their vote to determine their government representatives at local, provincial and national levels.

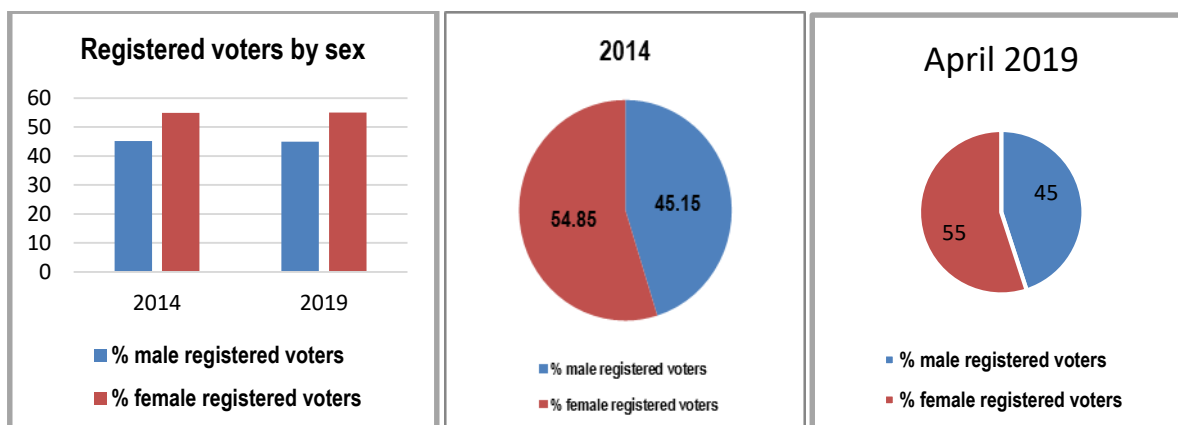
There were 25 million registered voters in 2014, and as at December 2018, it stood at 26 071 154 registered voters. In 2019, there are 14 706 799 women registered as voters, while men comprise 11 709 060 of the total registered voters. In all age categories, women continue to outnumber men.

**Figures 82-84: Percentage registered voters by sex for 2014 and 2019**

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<sup>285</sup> Vetten L.: 2018: Hlanganisa Institute for Development South Africa: Research Report, 2018. What is rightfully due? Costing the operations of domestic violence shelters: p13

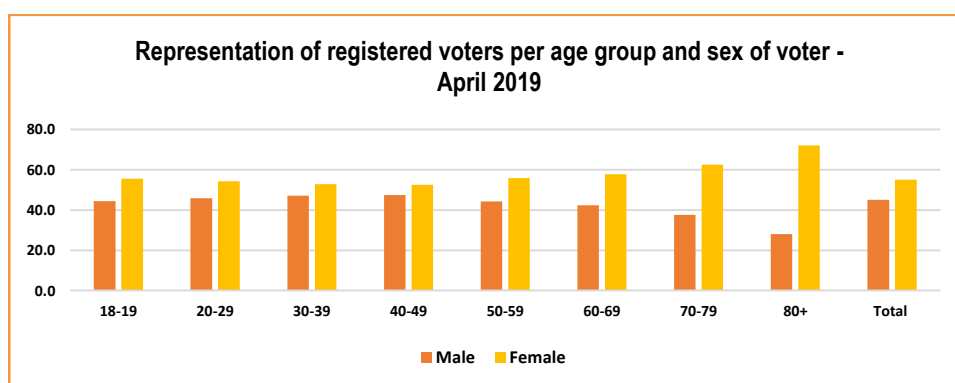




Source: IEC, 2019

**Table 49: Voters registered according to age and sex in 2019<sup>286</sup>**

Age Group	Male		Female		Total
	No	%	No	%	
18-19	155 646	44,5	194 310	55,5	349 956
20-29	2 434 888	45,8	2 884 191	54,2	5 319 079
30-39	3 147 158	47,1	3 532 579	52,9	6 679 737
40-49	2 594 868	47,4	2 873 855	52,6	5 468 723
50-59	1 865 228	44,2	2 352 758	55,8	4 217 986
60-69	1 152 765	42,3	1 573 858	57,7	2 726 623
70-79	498 486	37,5	829 506	62,5	1 327 992
80+	180 965	28,0	465 742	72,0	646 707
<b>Total</b>	<b>12 030 004</b>	<b>45,0</b>	<b>14 706 799</b>	<b>55,0</b>	<b>26 736 803</b>



Source: IEC Website

Women generally outnumber men as voters across the different age groups, with women in the age group 45 years and older showing greater tendency to vote than women in other age groups and men in all age groups. What is remarkable is that women are well over the 50% mark in terms of registered voters. This is very telling perhaps indicative of women's recognition of the importance of their suffrage and franchise or enfranchisement – which women have literally fought for since the late 19<sup>th</sup> Century. In July 2016, the Independent Election Committee reported that almost three-quarters of the new registered voters (just

<sup>286</sup> <https://www.elections.org.za/content/Voters-Roll/Registration-statistics/>

over a million people out of almost 1.4 million) were aged between 18-19 years. The table below indicates the numbers of young women as new registrations, which was higher than that of young men in the same age group.

## WOMEN'S REPRESENTATION IN CABINET

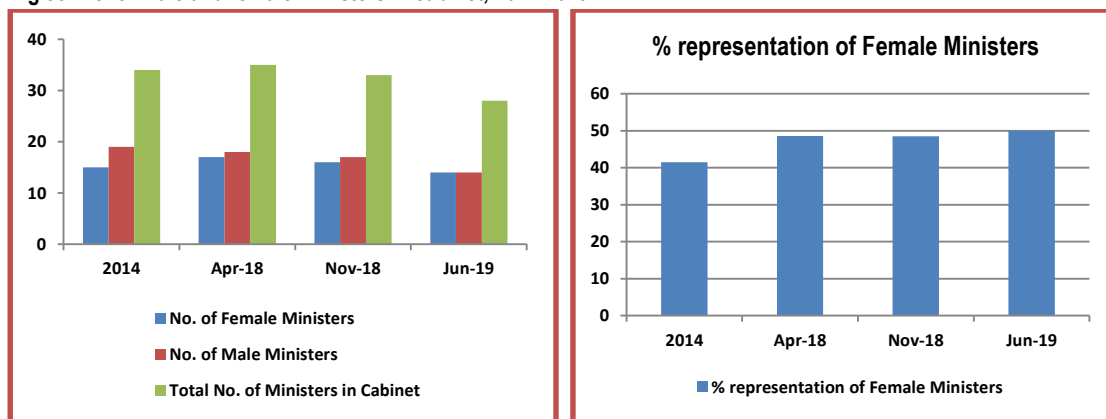
South Africa has made enormous strides in ensuring that women are increasingly represented in and participating in political and leadership positions, not only in political party structures, but at legislative, executive, local governance, diplomatic and international levels.

Table 50: Percentage representation of Female Ministers in Cabinet: 2014-2019

	2014	April 2018	Nov 2018	June 2019
No. of Female Ministers	15	17	16	14
No. of Male Ministers	19	18	17	14
Total No. of Ministers in Cabinet	34	35	33	28
% representation of Female Ministers	41.5	48.57	48.48	50

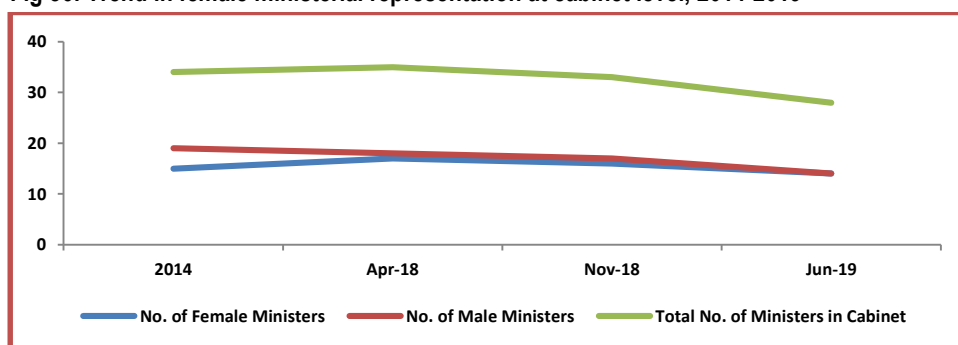
Source: Own calculations using information from GCIS

Fig 85: No. of male and female ministers in cabinet, 2014-2019



The country has shown tremendous progress in terms of women's representation at the executive level, increasing from 15 female ministers out of a total of 34 ministers in 2014 to 14 of 28 ministers following the 2019 national elections. 50-50 gender parity at ministerial representation in Cabinet has been reached. The trend illustration below shows the narrowing of the gap between male and female ministers over the five year period.

Fig 86: Trend in female ministerial representation at cabinet level, 2014-2019

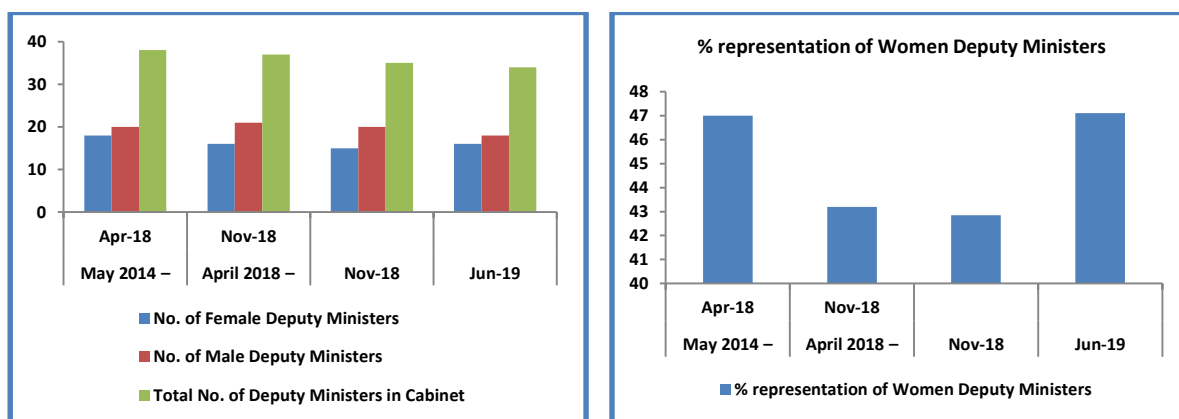


## WOMEN'S REPRESENTATION AS DEPUTY MINISTERS

Table 51: Representation of Deputy Ministers in Cabinet by sex from 2014 to May 2019

	May 2014 – Apr 2018	April 2018 – Nov 2018	Nov 2018	June 2019
No. of Female Deputy Ministers	18	16	15	16
No. of Male Deputy Ministers	20	21	20	18
Total No. of Deputy Ministers in Cabinet	38	37	35	34
% representation of Women Deputy Ministers	47.0	43.2	42.85	47.1

Figure 87: No. of male and female deputy ministers: 2014-2019



## WOMEN'S REPRESENTATION IN NATIONAL PARLIAMENT

Around the world, women are closing the gender gap in areas such as health and education, but significant gender inequality persists in politics. On average, women constitute only 23.5% of representatives in parliament around the world. Impressively South Africa ranks 2nd place out of the G20 members, with a huge 42% of seats in parliament going to women. In June 2019 this figure stood at 46.1% following the national elections.

Table 52: Percentage representation of women in Parliament: 2014-2019

	2014	2019
% representation of women in National Parliament	43%	46.1%
No of seats held by women in National Parliament	172	183
No of seats held by men in National Parliament	228	217
Total no of seats in National Parliament	400	400

Figure 88: Women representatives in parliament: 2014-2019

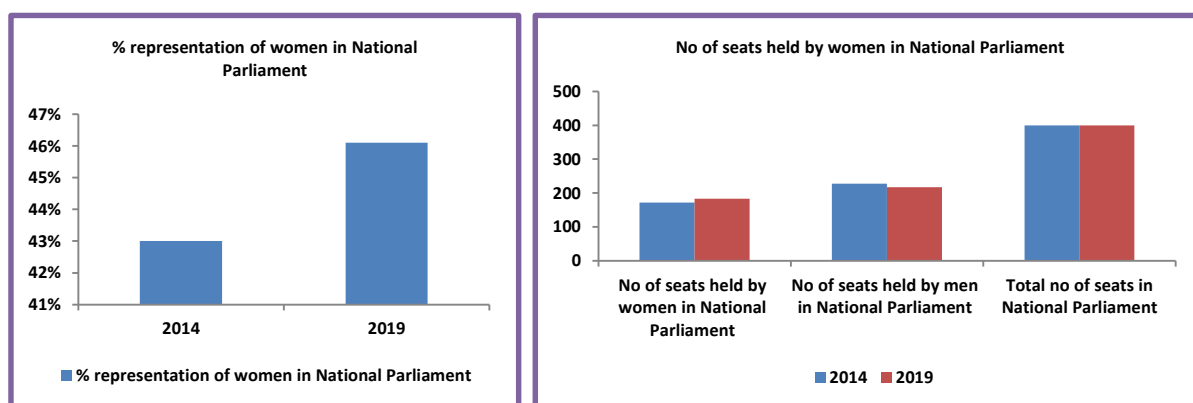


Table 53: Representation of women as Office Bearers in National Parliament: 2014-2019

	2014	2018	2019
Women as Speaker of the National Assembly	1	1	1
Women as Chair of the NCOP	1	1	
Women as Deputy Chair of the NCOP			1

Table 54: Representation of Women in the NCOP: 2014-2019

	2014	2019
No of Women		21
No of Males		33
Percentage of women	35.84%	38.9%

## WOMEN PREMIERS

Table 55: Representation of Women Premiers: 2014-2019

	2014	2018	2019
No of Women	2	4	2
No of Males	7	5	7
Percentage of women	22,2	44,4	22,2

## WOMEN'S PARTICIPATION IN LOCAL GOVERNMENT

There is progress in the representation and participation of women at the local government level since the first local government elections in 1995 from overall 19% of women to 41% overall following the 2016 Local Government Elections. During the period under review, there was only one election held.

Table 56: Percentage Growth in women representation at local government level: 2016

Year	% Women Ward	% Women PR	% Women overall
1995	11%	28%	19%
2000	17%	38%	29%
2006	37%	42%	40%
2011	33%	43%	38%
2016	33%	48%	41%

Source: Gender Links, 2016

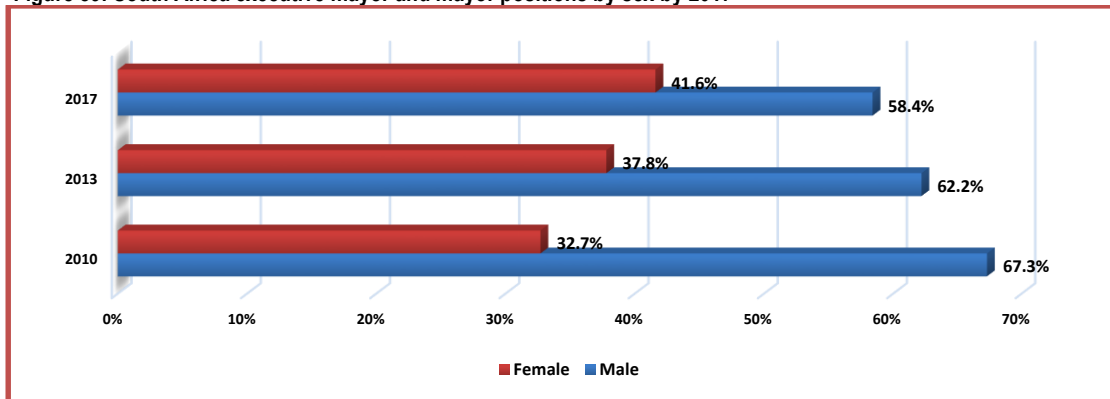
## Women's Representation in City and Town Councils

Representation of women at executive level in local government has shown an increase by 2017.

## Women Mayors

In 2016, 276 of South Africa's 278 municipalities had a sitting mayor<sup>287</sup>. There was a slight increase in the number of women mayors with 107 (or 39%) being female.

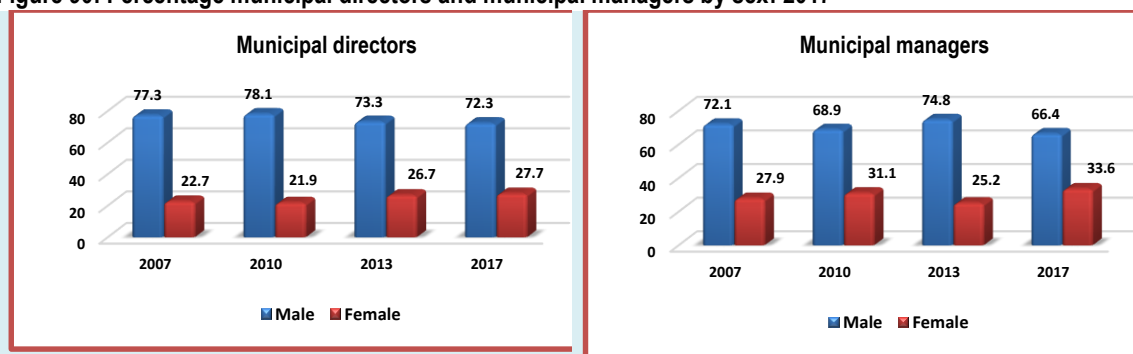
Figure 89: South Africa executive mayor and mayor positions by sex by 2017



Source: StatsSA

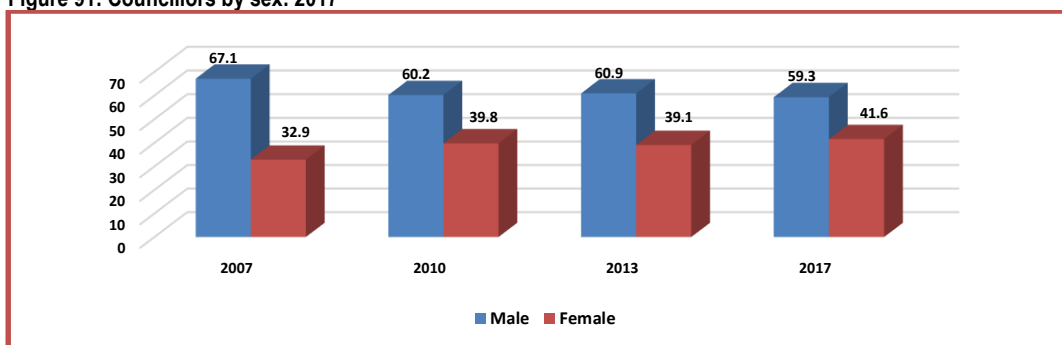
Following the 2016 Local Government Elections, overall in the country there is a 39% representation of women as municipal mayors.

Figure 90: Percentage municipal directors and municipal managers by sex: 2017



Source: StatsSA Non-financial census of municipalities 2007, 2010, 2013, 2017

Figure 91: Councillors by sex: 2017



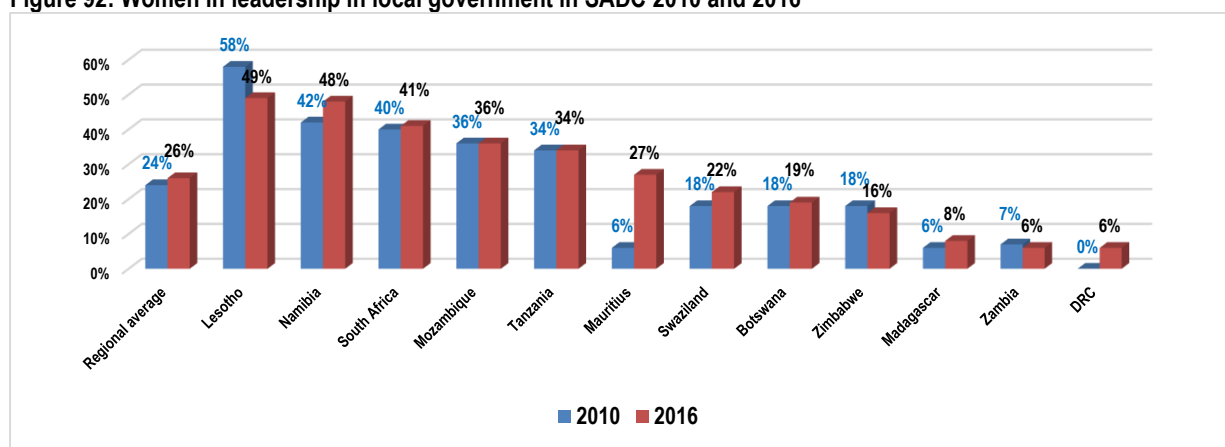
The South African Local Government Association (SALGA), informed by gender-related challenges facing local governance in Africa, established a Women's Commission as part of its United Cities and Local Governments initiative in 2010. Since its inception there has been a noted commitment to

<sup>287</sup> Stats SA. 2017. Non-financial census of municipalities for the year ended 30 June 2017

implementing measures that would begin to address these challenges. There is recognition that efforts to modify patriarchal cultural norms that give rise to predetermined gender roles and violence against women have to be undertaken consistently and the efforts evaluated<sup>288</sup>. The results of the 2016 local government elections shows that women representation in local government has increased from 38% of elected councillors in 2011 municipal elections to 41% in 2016 municipal elections.

South Africa has fared well in the representation of women at the local government level when compared against other member states across the SADC region. In 2010 the country lagged behind Lesotho at 58% and Namibia at 42%<sup>289</sup>. Although the percentage of women increased to 41% following the Local Government Elections in 2016, South Africa still lags behind Lesotho at 49% and Namibia at 48%. While the representation of women at this level actually decreased from 58% in 2010 to 49% in 2016 in Lesotho, the remarkable gains made by Namibia in increasing from 42% in 2010 to 48% in 2016 and Mauritius from 6% in 2010 to an incredible 27% in 2016 must be commended.

**Figure 92: Women in leadership in local government in SADC 2010 and 2016**



Source: Gender Links

## WOMEN'S PARTICIPATION AND REPRESENTATION IN THE PUBLIC SERVICE

Women have steadily increased in the Public Service and are outnumbering men. The gap between men and women is widening towards 2018, skewed in the favour of women. Although more women are joining the Public Service, they are predominantly at the lower ranks of the public service.

Women make up more than 50% of all public servants employed in the Public Sector. Unfortunately this is not indicative of similar equity as one goes up the management ranks across the Public Sector – in fact the inverse is true. This will be clearly demonstrated by looking at the representation and participation of women across the different sectors in the Public Service.

### Representation of women in diplomatic positions abroad

South Africa has ensured that women are represented not only in global leadership positions such as in the United Nations, African Union, and other such forums, but that women are representing the country as ambassadors, high commissioners and consul-generals. Diplomatic appointments of women in South Africa's diplomatic service have increased steadily.

<sup>288</sup> SALGA Women's Commission, 2016, The Journey (2010-2016)

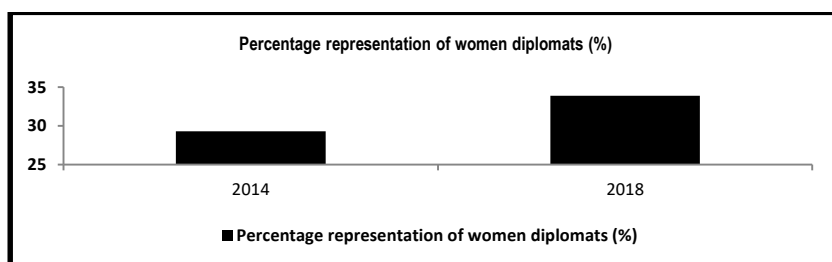
<sup>289</sup> SADC Gender Monitor

In 2014, women accounted for 29.3% of appointed ambassadors, high commissioners and consul-generals. In December 2018, women hold 41 (or 33.88%) diplomatic positions as ambassadors, high commissioners; consul-generals or permanent representatives to the UN, while men hold 80 (66.1%) of these positions. Although there is progress noted, there is only a 7.88 percentage point increase over the last ten year period.

**Table 57: Percentage representation of Female Diplomats: 2014-2018**

	2014	2018
Percentage representation of women diplomats (%)	29.3	33.88

Source: own calculations from information on website of DIRCO: [www.dirco.gov.za](http://www.dirco.gov.za)



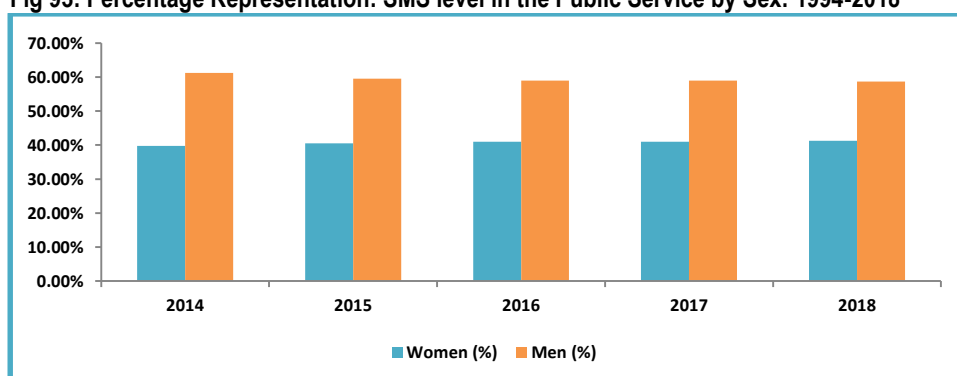
### Representation of Women in Senior Management in the Public Service

There is a 41.3% representation of women in senior management in the public service as at December 2018 with an average annual increase of approximately 1 percentage point since 2014 when representation stood at 39.8%. The trend pattern is illustrated in the figure below which shows the gap between women and men was extremely wide and which is narrowing towards 2019. This implies that the movement toward 50/50 is taking place but that there is some way to go towards equity. From the trend pattern it seems likely that 50/50 equity at the SMS level in the Public Service will only be reached in 2027 at the least.

**Table 58: Representation of women at Senior Management Level in the Public Service: 2014-2018**

Year	Women (%)	Men (%)
2014	39.8%	61.2%
2015	40.5%	59.5%
2016	41%	59%
2017	41%	59%
2018	41.3%	58.7%

**Fig 93: Percentage Representation: SMS level in the Public Service by Sex: 1994-2018**



### Women in the Judiciary

There has been a remarkable increase in the percentage of women judges from 28% in 2014 to 35.5% in 2019. There are approximately 45.6% women magistrates in South Africa in 2019, with most of them

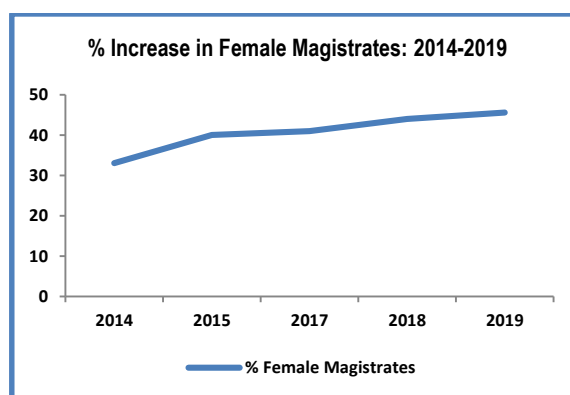
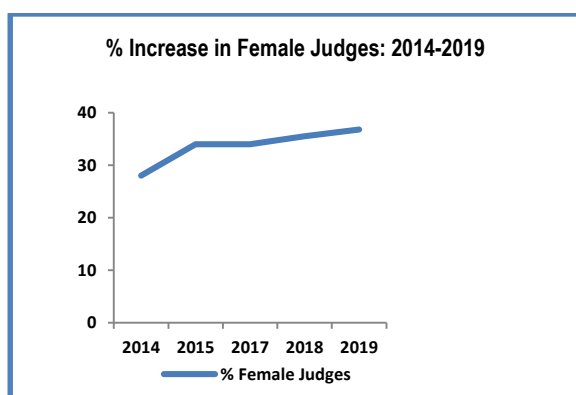
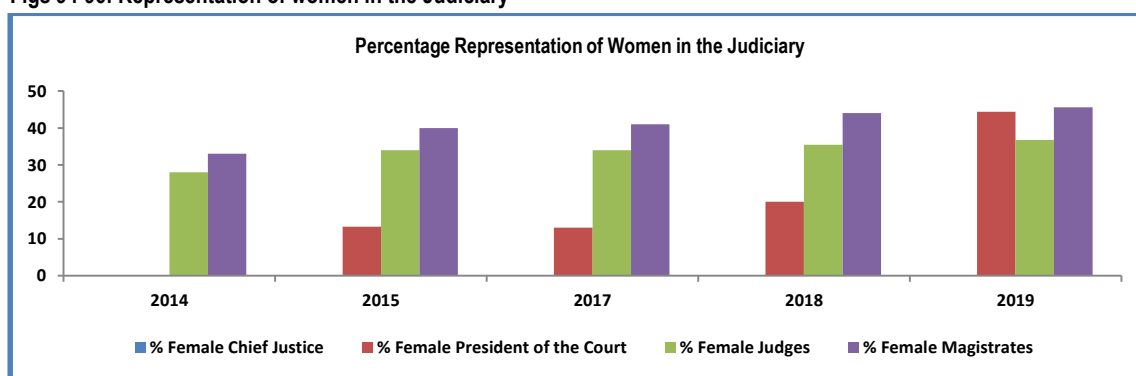
located as Regional Court Presidents (i.e. over 50%) increasing from 33.0% in 2014. At the highest level of the Judiciary which is the Chief Justice level, South Africa has never has a female Chief Justice to date.

**Table 59: Representation of women in the Judiciary: 2014 – 2019**

	2014	2015	2017	2018	2019
% Female Chief Justice	0	0	0	0	0
% Female President of the Court	0	13.3	13.0	20.0	44.4
% Female Judges	28.0	34.0	34.0	35.5	36.8
% Female Magistrates	33.0	40.0	41.0	44.0	45.6

On 20 June 2019, the President appointed five new Judges to the Supreme Court of Appeal, 3 of who are women.

**Figs 94-96: Representation of women in the Judiciary**



## Representation of Women in in the Overall Workforce

In terms of progress towards women’s representation in the workforce the picture remains particularly discouraging. The table below indicates that the representation of women in 2014 at the top management level across the overall workforce was 20.9% and increased very gradually to 23.5% in 2018/19. The representation of females is approximately half of their economically active population figure at top management level. The trend graph below illustrates that the gap between women and men at this level is barely narrowing in the five year review period, only increasing by 2.6 percentage points overall.

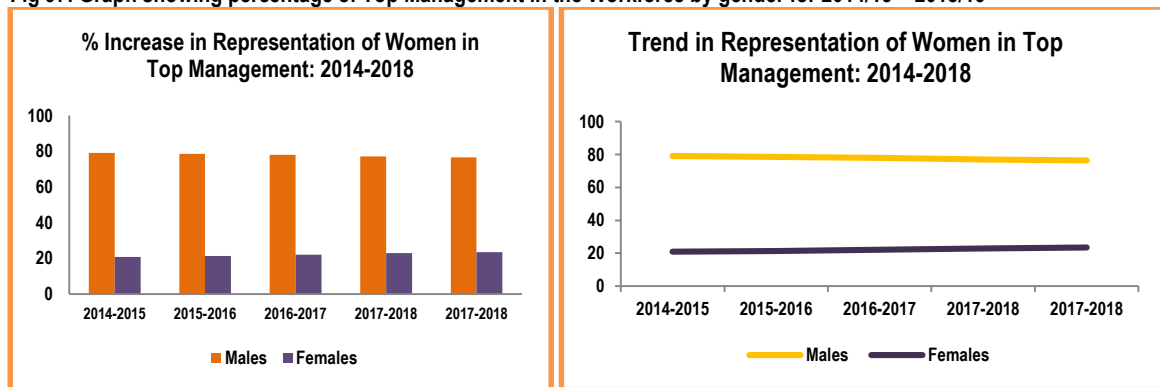
**Fig 60: Top Management by Gender (%)**

	2014-2015	2015-2016	2016-2017	2017-2018	2017-2018
Males	79.1	78.6	78.0	77.1	76.5
Females	20.9	21.4	22.0	22.9	23.5

Source: CEE Reports 2014 to 2018/19



Fig 97: Graph showing percentage of Top Management in the Workforce by gender for 2014/15 – 2018/19



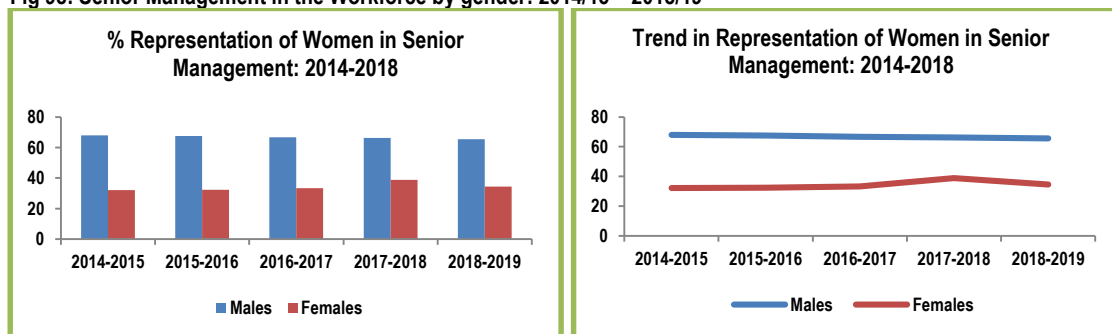
The picture at the senior management level in the workforce is very similar as can be seen in the table below. However there is a slightly higher representation of women at this level as compared with the top management level. Although there is some narrowing of the gap between women and men, the gap remains rather wide in 2018/19.

Figure 61: Senior Management by gender (%)

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	67.9	67.6	66.7	66.2	65.5
Females	32.1	32.4	33.3	38.8	34.5

Source: CEE Reports 2014 to 2018/19

Fig 98: Senior Management in the Workforce by gender: 2014/15 – 2018/19



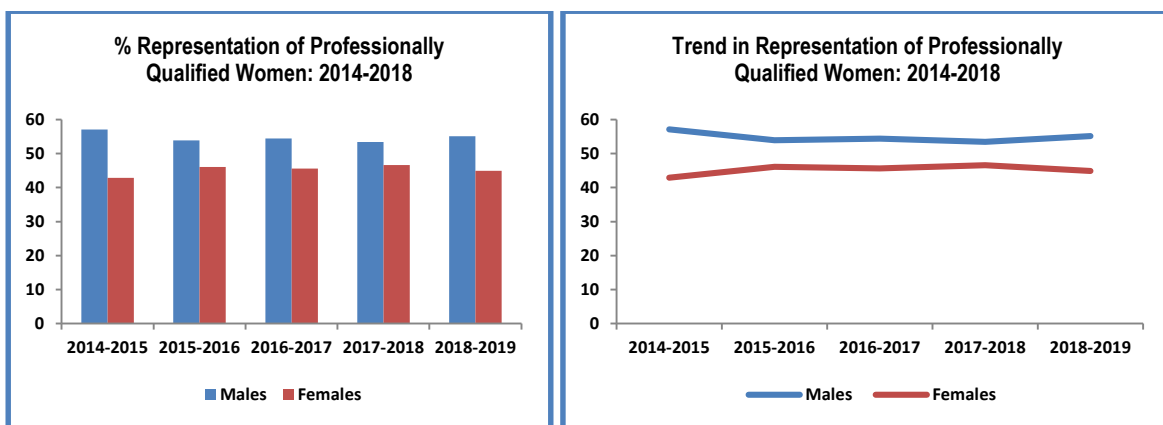
More women are being appointed at the level of the professionally qualified. However the trend over the five year period indicates that the increase is only by 2 percentage points from 2014 to 2018/19.

Figure 62: Professionally qualified by gender (%)

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	57.1	53.9	54.4	53.4	55.1
Females	42.9	46.1	45.6	46.6	44.9

Source: CEE Reports 2014 to 2018/19

Fig 99: Professionally Qualified in the Workforce by gender: 2014/15 – 2018/19

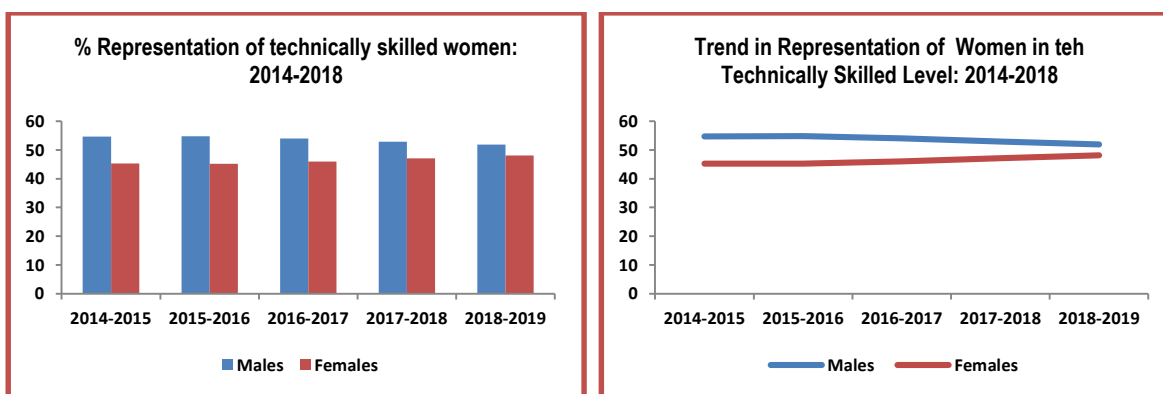


The representation of women at the level of the technically skilled is higher than for that at top, senior and professionally qualified levels. The upward trend is gradual, and the gap between women and men is narrowing. However, what this indicates is that more women are found in the lower levels of the workforce while fewer women are at the apex which is top management level.

Figure 63: Technically Skilled by gender: 2014-2018 (%)

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	54.7	54.8	54.0	52.9	51.9
Females	45.3	45.2	46.0	47.1	48.1

Source: CEE Reports 2014/15 to 2018/19

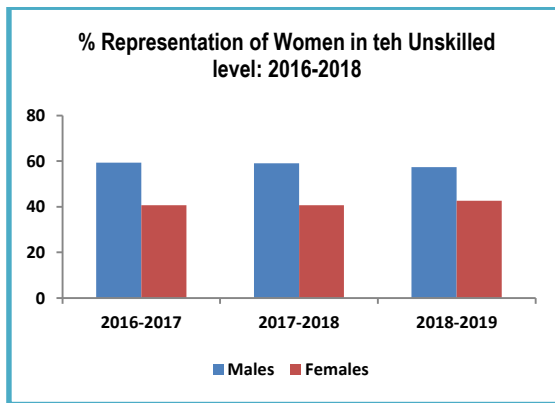
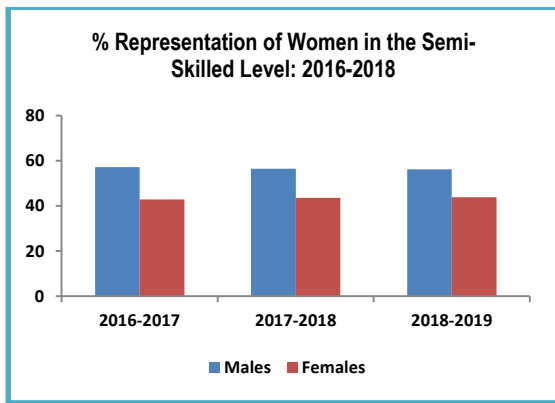


Women are highly represented at the semi-skilled and unskilled level of the workforce. This is in keeping with general global trends on the representation of women in the economy especially at low-paying, low level jobs.

Figure 64: Semi-Skilled and Unskilled Workforce by gender: 2016-2018 (%)

	SEMI-SKILLED			UNSKILLED		
	2016-2017	2017-2018	2018-2019	2016-2017	2017-2018	2018-2019
Males	57.2	56.5	56.1	59.3	59.1	57.4
Females	42.8	43.5	43.9	40.7	40.7	42.7

Source: CEE Reports 2015/16 -2018/19



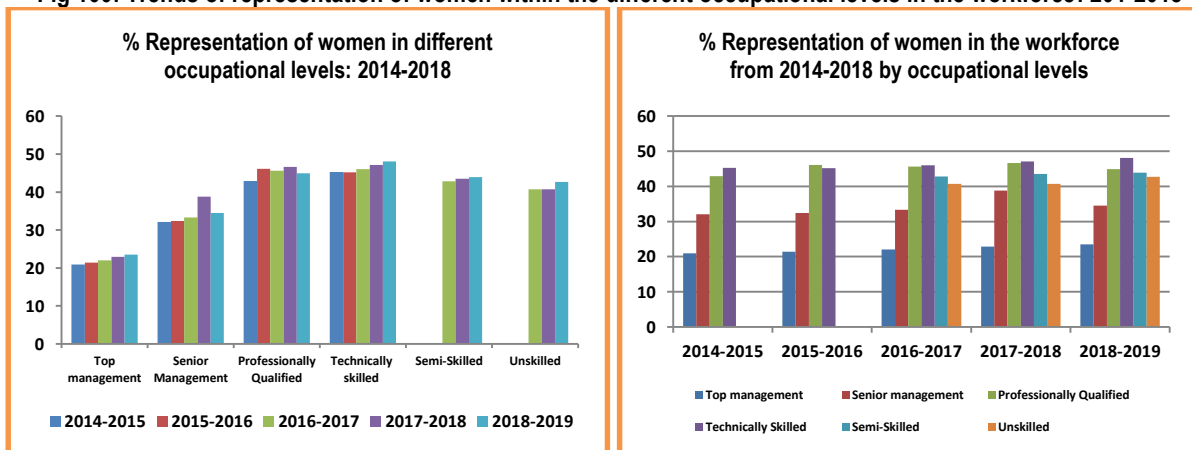
The graphs above indicate that more men than women are found within the semi-skilled and unskilled levels of the workforce. This is indicative of the representation of women being lower than men in the overall workforce. However, women are highly represented in these levels when compared to their representation in other levels of the workforce, especially as one goes higher up the ranks. This is clearly seen in the graphs below.

**Table 65: % Representation of Women within the Different Occupational Levels in the Workforce: 2014-2018**

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Top management	20.9	21.4	22.0	22.9	23.5
Senior Management	32.1	32.4	33.3	38.8	34.5
Professionally Qualified	42.9	46.1	45.6	46.6	44.9
Technically skilled	45.3	45.2	46.0	47.1	48.1
Semi-Skilled			42.8	43.5	43.9
Unskilled			40.7	40.7	42.7

Source: CEE Reports 2014/15 -2018/19

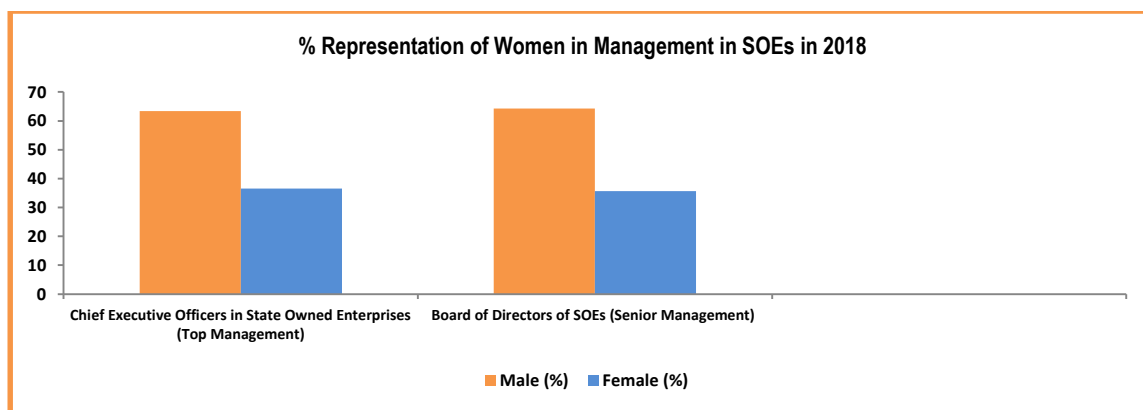
**Fig 100: Trends of representation of women within the different occupational levels in the workforce: 201-2018**



It clearly illustrates that over the review period women continued to dominate at the lowest levels of the workforce, chiefly within the technically skilled levels and remain in the semi-skilled and unskilled workforce labour. Within State Owned Enterprises (SOEs) women are mostly found at the professionally qualified level. The trend patterns illustrate that while there is gradual increase in the appointment of women within the different occupational levels, the gap between men and women continues to remain wide.

**Table 66: Representation of Women in Parastatals / State Owned Enterprises in 2018**

	Male (%)	Female (%)
Chief Executive Officers in State Owned Enterprises (Top Management)	63.4	36.6
Board of Directors of SOEs (Senior Management)	64.3	35.7



## Women in the Private Sector

In its first Employment Equity Report, the Commission for Employment Equity indicated that: “The EEA (Employment Equity Act) and the SDA (Skills Development Act) also provide the basis for addressing other indicators of inequality in the labour market. These two Acts must complement each other in addressing inequalities and unfair discrimination in human capital development and thus helping this country to harness fully the potential of its diverse human capital.” In 2017/18, the 4th Commission of Employment Equity (CEE) highlighted that the impact of the Skills Development Act to redress the inequality in the workplace appears to have been minimal<sup>290</sup>.

The CEE Report 2017/18 states that employers still complain of a lack of a skilled labour pool from which to draw from to increase the percentage of employees from designated groups at the top four occupational levels of organisations. The Commission states that it is particularly concerning when the training and development activities reported by designated employers seem to favour the White population group, adding that year-on-year, the statistics indicate that the White population group remains favoured for training and development, while males remain favoured in terms of gender. Thus, the two pieces of legislation that are supposed to be supporting each other in driving transformation are not achieving the desired outcome. In order to determine what the problem might be, the CEE embarked on sectoral engagements during 2016, which provided great insights on the perceptions of employers and the reasons for the slow pace of transformation. One of the key reasons offered was the lack of commitment from top management of designated employers. There is simply no real “political will and commitment” to transform.

If the implementation of the Skills Development Act was supposed to have borne fruit in creating a pool of suitably qualified candidates from the designated groups for promotion to the top four occupational levels of organisations, these results are not evident, although training and development is taking place at these levels. The statistics indicate that the intended beneficiaries of the Act are overlooked in training and promotions, which is totally counterproductive to the objectives of the Act. The Employment Equity Act, No 55 of 1998 as amended, incorporates two elements: a) the elimination of unfair discrimination

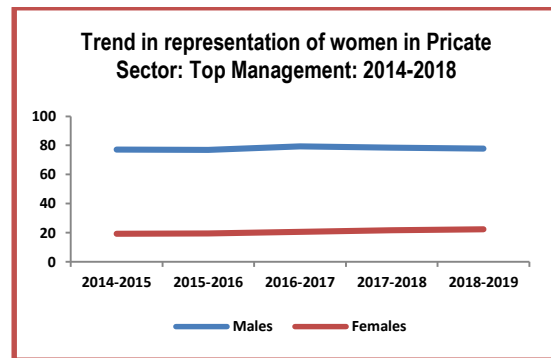
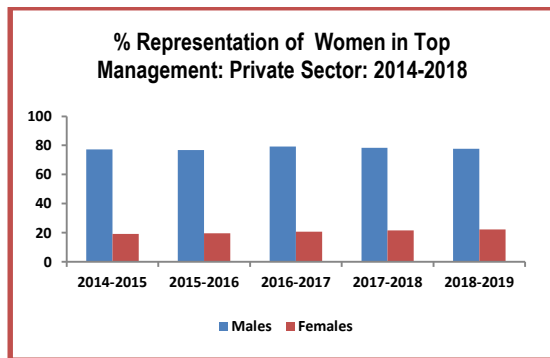
<sup>290</sup> Department of Labour: 2018: Commission for Employment Equity - Report for 2017/18, Pretoria

and b) the implementation of affirmative action measures to enable the equitable representation of employees in relation to their population groups, gender status and disability status in the workplace.

Table 67: Representation at Top Management: Private Sector by Gender (%): 2014-2018

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	77.2	76.80	79.3	78.4	77.7
Females	19.2	19.60	20.7	21.6	22.3

Source: Employment Equity Reports, CEE: 2014/15-2018/19

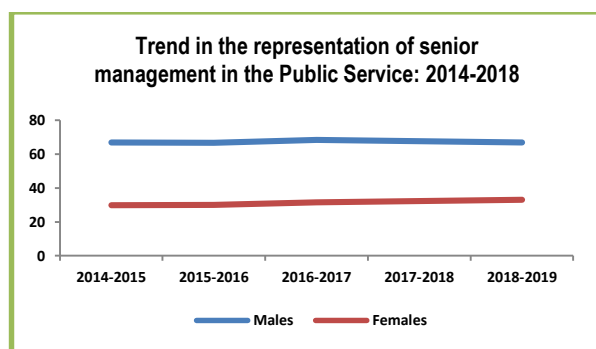
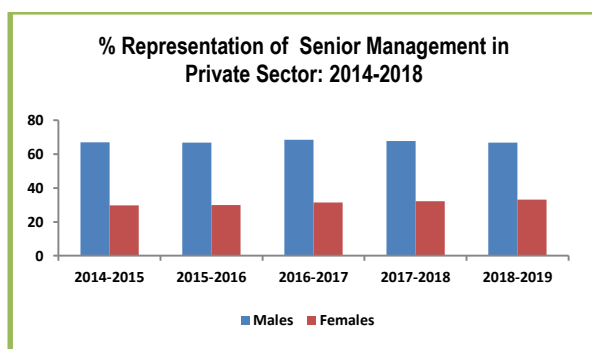


In 2018, women only comprised 22.3% of the top management level in the Private Sector. Although there is a slight increase in the representation of women at top management level from 2014 to 2018, it is only a 3.3 percentage point difference. A trend analysis for the five years under review indicates that men continue to dominate at top management level in the Private Sector. Although there is an upward trend illustrated in women’s representation at this level, the gap between women and men remains very wide. This does not indicate that the 50/50 equity target is attainable at the top management level in the Private Sector any time soon.

Table 68: Representation at Senior Management: Private Sector by Gender (%): 2014-2018

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	67.0	66.80	68.5	67.7	66.9
Females	29.8	30.00	31.5	32.3	33.1

Source: Employment Equity Reports, CEE: 2014/15-2018/19

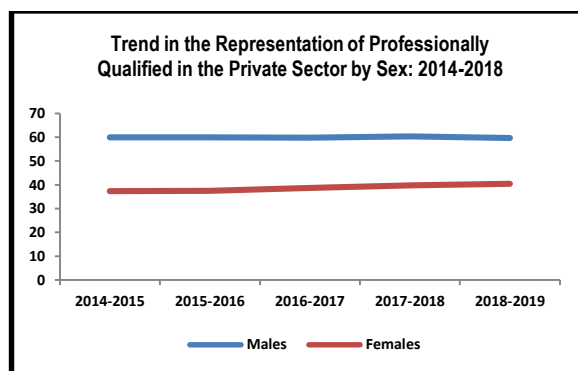
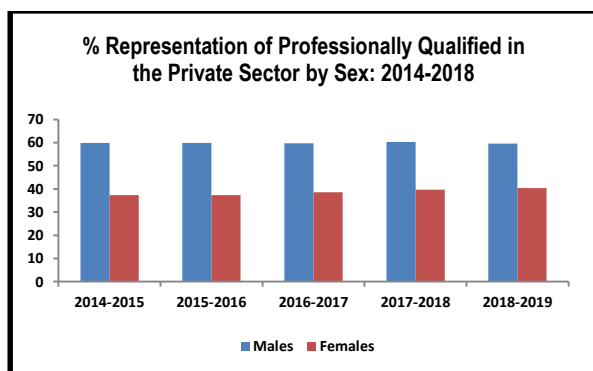


Women make up 33.1% of senior managers in the private sector in 2018, increasing by a mere 3.3 percentage points from 29.8% representation in 2014. Although there are more women at the senior management level than in top management, the trend at this level is similar to that for women in top management level. Irrespective of an upward trend, the gap between women and men at this level remains wide.

Table 69: Representation of Professionally Qualified: Private Sector by Gender (%): 2014-2018

	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	59.9	59.90	59.8	60.3	59.6
Females	37.3	37.40	38.6	39.7	40.4

Source: Employment Equity Reports, CEE: 2014/15-2018/19

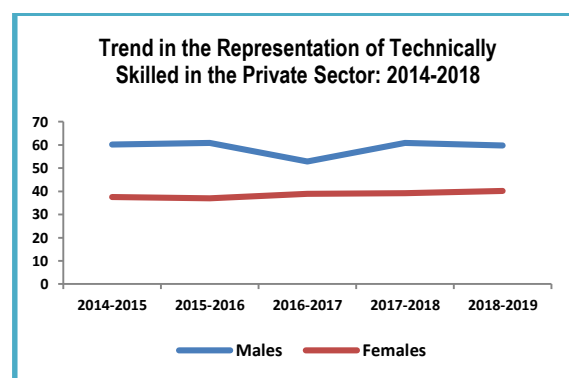
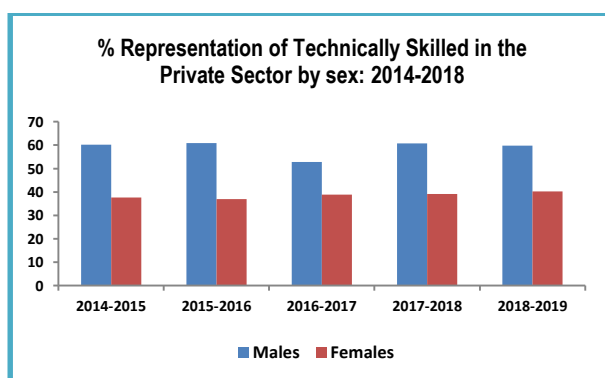


There is a 40.4% representation of women in the professionally qualified level in the private sector, increasing from 37.3% in 2014. The trend patterns indicate almost a straight line, with a very small narrowing of the gap between males and females. The concern remains that of the lack of increase of professionally qualified women into the private sector, yet women outnumber men in terms of the number of graduates emerging from tertiary institutions. It is evident that graduate women are finding it difficult to obtain employment within the private sector.

Table 70: Representation of Technically Skilled: Private Sector by Gender (%): 2014-2018

Private Sector	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Males	60.2	60.90	52.8	60.8	59.8
Females	37.6	37.00	38.9	39.2	40.2

Source: Employment Equity Reports, CEE: 2014/15-2018/19

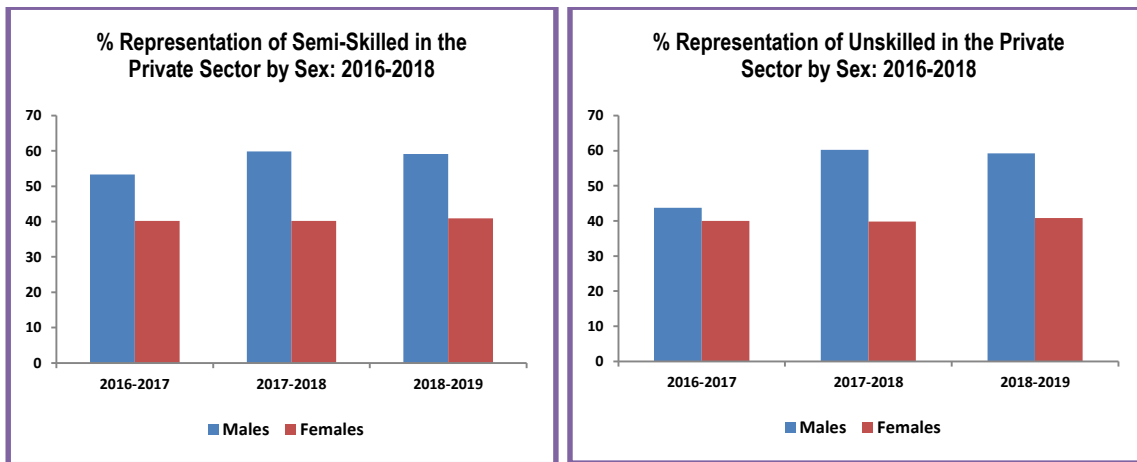


At the technically skilled level, women comprise 40.2% in 2018. The trend patterns indicate almost linear pattern for women's representation at this level over the years, with a wide gap between men and women. Skills development for women is critical if the private sector intends to address the inequity between men and women workers, and to transform the workplace into one of non-sexism and non-discrimination.

Table 71: Representation of Semi-Skilled and Unskilled: Private Sector by Gender (%): 2016-2018

	SEMI-SKILLED			UNSKILLED		
	2016-2017	2017-2018	2018-2019	2016-2017	2017-2018	2018-2019
Males	53.3	59.8	59.1	43.7	60.2	59.2
Females	40.2	40.2	40.9	40.0	39.8	40.8

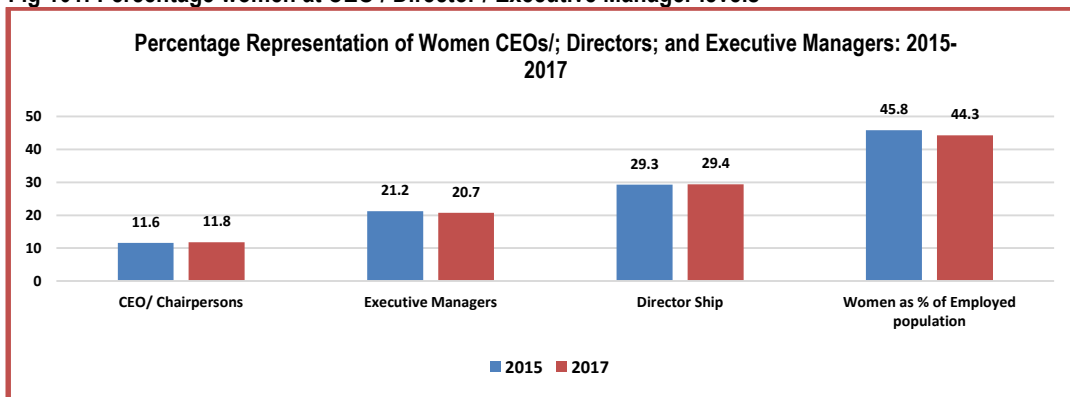
Source: Employment Equity Reports, CEE: 2014/15-2018/19



Women comprise 40.9% of the semi-skilled and 40.8% of the unskilled labour force in the private sector. The graphic illustrations above indicate that although men are more than women in both the occupational levels, the representation of women are higher in these levels than in the other occupational levels within the private sector. This trend pattern is similar to that of the gender representation in the overall workforce in the country (both government and private sector as employers), and is indicative that women tend to be confined in low skilled, low paying jobs.

## Women in Business

Fig 101: Percentage women at CEO / Director / Executive Manager levels



Source: Women in Leadership Census 2017, BWSA, 2017

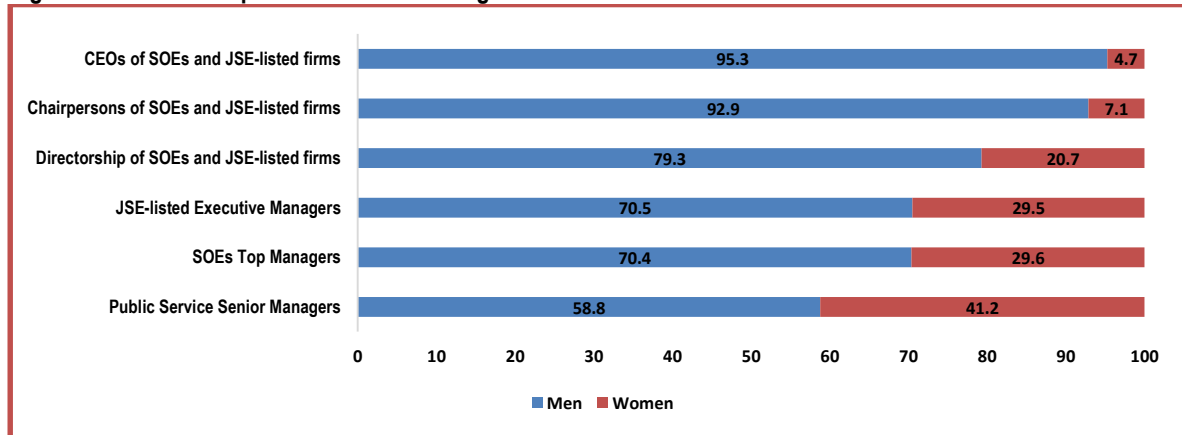
In 2019, women constitute 52% of the total population of South Africa; however, they make only 44.3% of the employed workforce, which is often concentrated at lower levels of organisations. Gender equity in the workplace at large and in the boardroom in particular, as a focal point of economic empowerment, provides the ability to drive gender equality within society as a whole.

According to the 2017 Women Leadership Census Survey conducted by the Business Women's Association of South Africa (BWASA), only 29.4% of directors and 20.7% of executive managers are women. At the top leadership level of organisations, women account for only 11.8% of CEOs or chairpersons of Boards. However, since the leadership census was initiated by BWASA, the share of organisations with either a female Chairperson or CEO has increased faster than the share of female directors at organisations.

In real terms the share of female chairpersons and CEOs increased by 51.3% by 2017. During the same period, the share of women-held directorships increased by 44.8%. Although a concerted effort has been

made to increase, albeit gradually, representation of women at the top of organisations, further initiatives are required to grow the available talent pool at lower organisational levels. It is concerning that progress at the executive manager level has been slowest, growing by only 16.2% between 2008 and 2017.

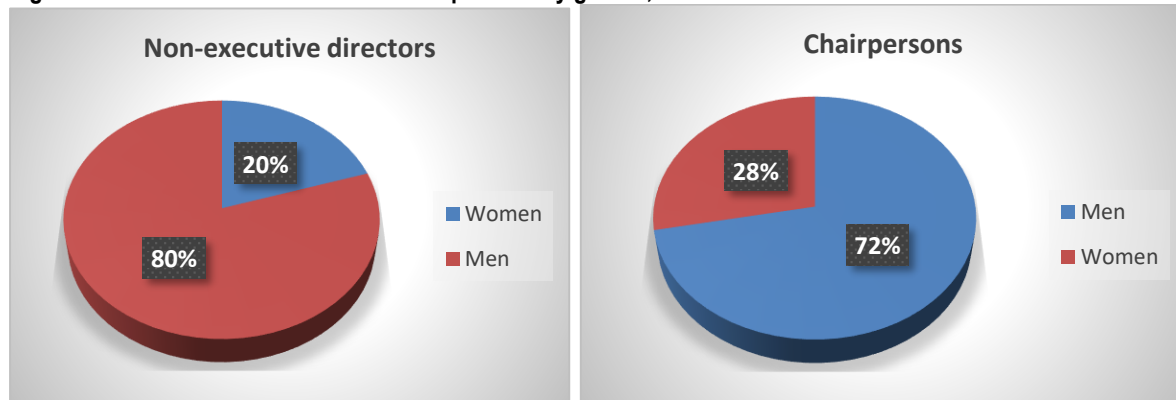
**Fig 102: Workforce Representation across organisations 2017**



Source: Women in Leadership Census 2017, BWSA, 2017

More recent data from a Price Waterhouse Cooper Report examines the gender composition of the workforce in companies listed on the JSE. The data indicates that women still have a long way to go in achieving parity within senior management in the private sector. The diversification of leadership positions is central to innovation in a fast-changing world, and in South Africa directors and management incumbents, together with the future pool of management, are the leaders that need to be cultivated and trained.

**Fig 103: Non-executive directors and chairpersons by gender, 2019**



Source: PWC Practices and fees trends report

The number of women CEOs at South African entities has doubled, from seven CEOs in 2015 to 14 CEOs in 2017 but has only increased slightly from 13 women CEOs in 2008. As a result, of the 297 companies in the last Census, 4.7% have a female CEO. The highlighted companies have either appointed a female CEO since the 2015 Census or are newly listed. Despite the number of female CEOs doubling in real terms between 2015 and 2017, women remain underrepresented at the most senior management level. Only one in 21 CEOs is a woman.

**Table 72: Number and share of companies with female CEOs: 2015 to 2017**

	2015	2017

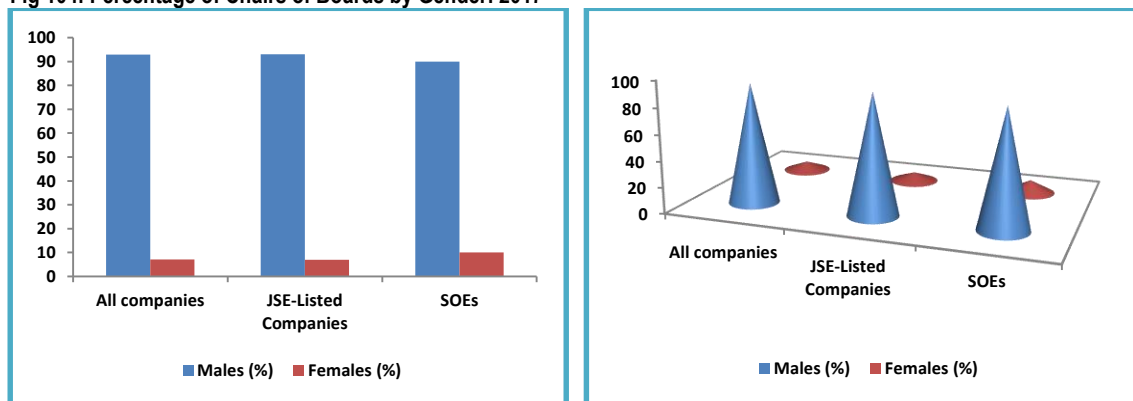


No. of female CEOs	7	14
Share of companies with female CEOs	2,4	4,7

Source: Women in Leadership Census 2017, BWSA, 2017

Only 7.1% of companies have a female Chairperson, compared to 9.2% in the 2015 Census and 3.9% in 2008. Overall, there are 21 women chairpersons, 19 of which are Non-Executive Chairpersons. Over the past decade of tracking these results, the percentage share of female chairpersons has seen improvements largely among JSE-listed companies. While SOEs have the highest share of female chairpersons, as 10% of SOEs have a woman chairing the respective boards, in real terms, this equates to only two female Chairpersons at SOEs, namely at the Airports Company South Africa (ACSA) and the Industrial Development Corporation of South Africa (IDC). This also translates to be the only deterioration over the past decade's results amongst SOEs.

Fig 104: Percentage of Chairs of Boards by Gender: 2017



## Peaceful and inclusive societies

This section focuses on responding to: (i) Critical Area E on Women and Armed Conflict; (ii) Critical Area I on Human Rights of Women; and (iii) Critical Area L on the Girl Child, as outlined in the Beijing Platform for Action. This section also responds to the UN Women Guidance Note – Section Two questions 15-18.

Member States are expected to (i) ensure the full and effective participation and representation of women in peace processes including the prevention, resolution, management of conflicts and post-conflict reconstruction in Africa in line with UNSCR 1325 (2000) and to also appoint women as Special Envoys and Special Representatives of the African Union.

The South African National Defence Force derives its mandate primarily from Section 200(2) of the Constitution of the Republic of South Africa, 1996. Giving substance to this Constitutional mandate, is the Defence Act, 2002 (Act No. 42 of 2002), the White Paper on Defence (1996), the Defence Review (1998) and other national legislation that guide the Defence strategy of the DOD. The important role South African women play in peace and security is grounded by Government's initiatives to promote a non-sexist society. Norms and values promoting gender mainstreaming inform its foreign policy, and particularly promote gender mainstreaming as a significant element of participation in peace missions.

South Africa's attempts to centralise gender mainstreaming in peace missions is also premised on both the United Nations Security Council Resolution 1325 on Women, Peace and Security; the African Union's constitutive elements of a Post Conflict Reconstruction and Development (PCRD) framework that seeks to consolidate women's gains made during conflict; and rebuilding public institutions that are responsive to women's needs. South Africa revised its White Paper on participation in international peace missions. This was a collaborative venture between the Departments of Foreign Affairs (known now as International Relations and Cooperation), Defence, Correctional Services, South African Police Services and other

government institutions. The National Office for Coordination of Peace Missions is a host to such a joint task team. This is an interdepartmental committee whose mandate is to coordinate various departments' activities pertaining to South Africa's participation in peace missions. One of its chief objectives is to emphasize the role of women in peace missions abroad as well as mainstreaming of gender into such missions.

The country has put in place a draft Plan of Action on implementing UNSCR 1325 and is currently initiating a national implementation framework, which is jointly collaborated on government departments, chapter 9 institutions, civil society organisations academia and private sector. (27 June 2019: DIRCO). The draft Action Plan contains a matrix with clear strategic objectives, activities, expected outcomes, indicators, and means of verification, time frames and responsible key actors. It will provide a coordinating mechanism that the State could rally with all stakeholders to increase women mediators but also connect local practice and expertise with the national structures as well as global efforts for conflict resolution. The Government of South Africa's Department of International Relations and Cooperation (DIRCO) in partnership with University of Pretoria, provides a promising case study of how to achieve this.

For the last few years, DIRCO conducts Capacity Building on Conflict Resolution, Negotiation and Mediation for women and since 2017, for youth leaders as well. The comprehensive capacity building programme aims to create a competent pool of women who can be drawn on as mediators from local to international levels. The Programme not only attracts diplomats and senior decision makers but also civil society and local community women leaders who show great potential in mediation. The local women have experience from the work done to address community challenges that require mediation. Further, the focus on the youth (mainly female and male student leaders) was initially necessitated by the continued student unrests over demands for free tertiary education. It was anticipated that the skills would assist the student leaders in negotiating with the authorities in a constructive way on the fees matter and act as mediators between decision makers and the larger student body. This also contributes to a reservoir of a new generation of mediators, particularly young women. In another intervention for example, the South Africa Department of Women has been holding local level national dialogues to understand the issue of gender-based violence as a human security issue. This also a mechanism learn lessons on how women and men communities have been handling the issue as well as hear possible solutions to be implemented at local and national levels.

The responsibility for peace keeping operations rests with the South African National Defence Force. In terms of gender representation, the Defence Force in South Africa has witnessed an increase in the number and percentage of female employees. This trend augers well for the mainstreaming of gender equality into peace-keeping and conflict resolution operations that South Africa undertakes on the continent.

The Military Police Division as a component of the SANDF are involved in external and internal deployments. A total of 197 members were deployed in the Democratic Republic of the Congo (DRC), Burundi and the Sudan, while 122 were deployed internally during operations and exercises. Ten female Military Police members, of whom two were commanders, were deployed in the DRC.

In terms of external deployments, as at October 2014, of the total number of 6 348 members of the South African Defence Force deployed to Op-Mistral, Op-Copper and Op-cordite, 14% were females.

South Africa has the highest number of women in the Defense Force in the Region which up from 24% in 2010 to 30% in 2015. The total percentage of males and females deployed in the Mistral and Ops corona are as follows: Males 949 (83%) and Females 194 (17%) on Mistral and Males 2372 (83%) and Females (17%) on Ops Corona. South Africa recruits 30% of women through the Military Skills

Development (MSDS) annually and are found in the core mustering such as anti-aircraft, Infantry, Armour, and Combat Navy.

At the Peace Mission Training Centre of the SANDF, the gender specialist is responsible to ensure that gender imperatives are integrated into the curriculum of all courses provided by the Training Centre. These courses include Gender for Instructors and Gender Advisors Course and were attended by 89 males and 51 females. Further preparations for deployment to the conflict areas PMTC also present Disarmament, Demobilisation and Reintegration; introduction to Peace Mission for Commanders, Peace Mission for Staff Officers as well as Military Observes. Gender Advisors Course provides participants with the knowledge, skills and attitude to be in the position to address gender related issues in the conflict areas. Women from SADC Member States also attend these courses.

The SANDF also deployed women in uniform for the border safeguarding and are able to apprehend illegal immigrants, arrest criminals, recover stolen cars, weapons, livestock, copper cables and confiscates drugs. The Anti-Rhino Poaching Operations in the Kruger National Park forms part of the border safeguarding operations that are being executed along the RSA/Mozambique border within the Kruger National Park. The deployment of the SANDF resulted in a number of poachers arrested as well as the confiscation of hunting rifles, including AK47 assault rifle.

Contributing to peace, stability and post conflict transition in Africa has been integral to South Africa's post-apartheid policy. Since 1994, the country has earned a reputation for being an accomplished mediator, with successive presidents playing key roles in negotiating settlements elsewhere in Africa.

South Africa was also involved with the AU in the following ways:

- Promoting the AU as a continental institution of governance and development;
- Helping to establish and strengthen the AU Commission to implement decisions by the AU Assembly and the AU Council;
- Hosting the Pan African Parliament (an institution of the AU) since 2005, NEPAD Agency and APRM Secretariat since 2001, and the African Commission on Nuclear Energy (AFCON);
- Contributing to the establishment of the AU Peace and Security Council, which deploys peacekeeping missions, among other activities;
- Contributing to the establishment of the Economic, Social and Cultural Council, which has become a vehicle for civil society to present its position on major issues; and
- Contributing to capacity building by training diplomats as well as other civil servants from the continent.

South Africa contributed troops which included women, together with the Republic of Malawi and the United Republic of Tanzania, to the SADC led Intervention Brigade in the Eastern Democratic Republic of the Congo under the UN mandated peace mission (MONUSCO) to end the military attacks and violation of human rights perpetrated by the M23 rebels against the civilian population. This intervention resulted in the M23 renouncing the rebellion and agreeing to enter into negotiations with the DRC government. South Africa also contributed to conflict resolution on the continent through its role as a member of the AU ad hoc high-level committee on the resolution of the Libyan crisis and as a member of the AU high-level panel.

Gender conferences are held to address challenges women experience during deployments and also to empower women for future deployment.

In South Africa, under the Defence Act No. 44 of 1957, the relevant provisions of which operated until 2002, persons between the ages of 12 and 17, both included, were required to undergo mandatory cadet

training. The Act further expressly provided that every citizen between the age of 17 and 65, both included, was liable to render service in the South African Defence Force. This position changed in 2002 when the new Defence Act No. 42 of 2002 was enacted. This new Act prohibited the recruitment of children into the armed forces by expressly providing that the South African regular armed forces should consist of persons not younger than 18 years of age. In South Africa, children are defined as between 0-18 years. Thus, the country, in line with the Constitution and Bill of Rights, does not foster the promotion of child soldiers nor the violation of children's rights during conflict, either in South Africa or in any other country, especially if it is serving in a peace-keeping or conflict resolution capacity.

South Africa acceded to the UN Convention on the Rights of the Child in 1995. The country has put in place an elaborate inter-sectoral programme on the advancement of the rights of the child, which include the development and implementation of a National Plan of Action in 2012, which is being implemented in the country. In addition, the country has adopted the Refugees Act, No. 130 of 1998. The Department of Home Affairs, as the department dealing with documentation of foreign nationals, has established five (5) Refugee Reception Offices assisting refugee children in the Republic of South Africa. In terms of section 27 of the Refugees Act of 1998, refugees are also entitled to free basic education and health services at the same rate as South African citizens.

### **Environmental conservation, protection and rehabilitation**

This section focuses on responding to: (i) Critical Area I on Human Rights of Women; (ii) Critical Area K on Women and the Environment; and (iii) Critical Area L on the Girl Child, as outlined in the Beijing Platform for Action with specific reference to issues of gender mainstreaming in environmental conservation, protection and rehabilitation processes in South Africa. This section also responds to the UN Women Guidance Note – Section Two questions 30-31.

Over the period 2014-2019, South Africa has taken several measures to integrate gender perspectives and concerns into environmental policies, including:

- Supporting women's participation and leadership in environmental and natural resource management and governance
- Strengthened evidence and/or raised awareness about gender-specific environmental and health hazards (e.g. consumer products, technologies, industrial pollution)
- Increased women's access to and control over land, water, energy, and other natural resources
- Promoted the education of women and girls in science, engineering, technology and other disciplines relating to the natural environment
- Enhanced women's access to sustainable time- and labour-saving infrastructure (e.g. access to clean water and energy) and climate-smart agricultural technology
- Taken measures to protect and preserve the knowledge and practices of women in indigenous and local communities related to traditional medicines, biodiversity and conservation techniques
- Taken steps to ensure that women benefit equally from decent jobs in the green economy
- Monitored and evaluated the impact of environmental policies and sustainable infrastructure projects on women and girls

The country has also taken several actions in the last five years to integrate gender perspectives into policies and programmes for disaster risk reduction, climate resilience and mitigation. These include:

- Supporting women's participation and leadership, including those affected by disasters, in disaster risk reduction, climate resilience and mitigation policies, programmes and projects
- Strengthening the evidence base and raised awareness about the disproportionate vulnerability of women and girls to the impact of environmental degradation and disasters

- Promoting access of women in situations of disaster to services such as relief payments, disaster insurance and compensation
- Introducing, strengthening and implementing gender-responsive laws and policies related to disaster risk reduction, climate resilience and mitigation (e.g. disaster laws addressing vulnerability of women in disaster)

Sustainable development is enshrined in South Africa's Constitution and laws. The Constitution of the Republic of South Africa (No. 108 of 1996), Section 24 states that "everyone has the right (a) to an environment that is not harmful to their health or well-being; and (b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that: prevent pollution and ecological degradation; promote conservation; and secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development." From 1997 to 2018<sup>291</sup> the country has developed numerous policy guidelines which give effect to the environmental rights in our Constitution.

Since 1992 to 2016 various Acts and regulations have been enacted to address matters related to environmental conservation, protection and rehabilitation<sup>292</sup>. In June 2018 the Climate Change Bill<sup>293</sup> has been gazetted for public comment. In June 2017 the Marine Spatial Bill<sup>294</sup> was gazetted for public comment. The need to sustain biodiversity is directly or indirectly referred to in a number of Acts, not least the National Environmental Management: Biodiversity Act (No. 10 of 2004) and is fundamental to the notion of sustainable development.

Other legislation include the Mineral and Petroleum Resources Development Act (No. 28 of 2002) (the main piece of legislation governing all stages of the mining and petroleum production process in South Africa). Mining is prohibited in protected areas defined in the National Environmental Management Protected Areas Act (No. 57 of 2003). While management and conservation of biodiversity is often associated with formal reserves or protected areas, and protected areas are a key component of biodiversity management, the majority of important remaining biodiversity is found outside protected areas, on private or communal land in production landscapes and seascapes. Numerous opportunities and tools exist to integrate the management and conservation of biodiversity into production sectors (mining, forestry, agriculture etcetera) to reduce impacts on biodiversity and ensure ecosystem integrity (DEA, 2013).

The National Heritage Resources Act (No. 25 of 1999) describes the importance of heritage in the South African context. Mine-water regulations (Government Notice No R. 704) are aimed at ensuring the protection of water resources through restrictions on locality, material, and the design, construction, maintenance and operation of separate clean and dirty water systems.

Since 1997 to 2014 various White Papers has been developed, namely the Discussion Document Towards a White Paper on Integrated Pollution Control and Waste Management (1997); White Paper on Marine Fisheries Policy (1997); White Paper on Environmental Management Policy, (1997); White Paper on Conservation and Sustainable Use of Biodiversity (1997); Environmental Management Policy White Paper (1998); Draft White Paper on Integrated Pollution and Waste Management (1998); National Climate Change Response White Paper (2011); White Paper on National Environmental Management of the Ocean (2014)<sup>295</sup> (Department of Environmental Affairs).

<sup>291</sup>RSA: Department of Environmental Affairs: Guidelines and policies: <https://www.environment.gov.za/legislation/guidelines>

<sup>292</sup> RSA: Department of Environmental Affairs: <https://www.environment.gov.za/legislation/actsregulations>

<sup>293</sup>RSA: Government Gazette Vol 636, 8 June 2018, No 41689

<sup>294</sup> RSA: Department of Environmental Affairs: [https://www.environment.gov.za/sites/default/files/legislations/marinespatialbill2017\\_0.pdf](https://www.environment.gov.za/sites/default/files/legislations/marinespatialbill2017_0.pdf)

<sup>295</sup> <https://www.environment.gov.za/legislation/whitepapers>

South Africa is signatory to several International Agreements and Obligations since 1994. In 2017, the country ratified the South African Development Community (SADC) Protocol on Environmental Management for Sustainable Development aimed at enhancing the protection of the environment in order to contribute to human health, well-being and poverty alleviation. This document has incorporated gender mainstreaming to its fullest.

### **Gender-mainstreaming in the environmental sector**

South Africa recognizes the link between gender and the environment, and the role of women in the planning, management and preservation of the environment. The National Environmental Management Act, 1998<sup>296</sup> specifically provides that ‘the vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted’. Regarding indigenous knowledge systems, the Act provides that all forms of knowledge, including traditional and ordinary knowledge, must be recognized.

The Department of Environmental Affairs in the country established the National Women and Environment Forum that serves as a platform for women to share experiences in the environment sector representing government spheres, private sector and organised business, civil society representatives in rural and urban environments, organised labour, and academia and research institutions. A Sector Gender Framework, 2014 -2019 was developed to prioritise gender mainstreaming related issues within the environment sector.

The objectives of this strategy, amongst others, include: (i) to mainstream gender into environmental policies and programmes; (ii) to assess the effect of women on environmental policies; and (iii) to integrate further gender equality and environmental consideration into their work. It further strives to: (i) strengthen women’s, including young women’s, leadership and cooperation in the environment sector; (ii) identify opportunities for integration of gender considerations that will ensure environmental sustainability in the respective programmes and initiatives; (iii) ensure active engagement and advice on environmental sector policy development matters to ensure consideration of gender issues; (iv) facilitate partnerships and/or sponsorships from high impact organisations on women programmes; (v) guide the formulation, monitoring and evaluation of the medium-term implementation strategy; and ensure compliance with the gender Equality Framework for the Public Service.

The Department of Environmental Affairs implemented the Strategy Towards Gender Mainstreaming in the Environment Sector (2016-2012). The strategy implements the Expanded Public Works Programme’s environmental programmes, namely Working for Water; Working for Land and Working on Fire. The Working for Water project has a target of women recruitment of 60%, youth 20%, and disabled persons 5% and to date has provided jobs and training to approximately 20 000 people of whom 52% are women.

The Working for Land project has targets of 60% women, 20% youth and 2% disability, and in partnership with the Land Care Programme, communal farmers and community leaders prevent and continuously control natural resources so as to mitigate bush encroachment/thickening and loss of top soil. The programme is implemented by the South African National Biodiversity Institute (SANBI) on behalf of the Departments of Environmental Affairs; Agriculture, Forestry and Fisheries; and Water Affairs. It forms part of the government’s Expanded Public Works Programme, which seeks to draw unemployed people into the productive sector of the economy (DEA Sector Gender Diagnostic Report, 2015).

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<sup>296</sup> Act No. 107 of 1998

The Working on Fire project employs more than 5 000 young men and women, of whom 85% are youth; 37% are women<sup>297</sup>. The programme was launched in September 2003 as part of the South African Government's initiative to create jobs and to alleviate poverty. The young men and women in the programme have been fully trained as veld and forest fire fighters and are stationed in more than 200 teams throughout South Africa. The programme addresses the prevention and control of wild land fires to enhance the sustainability and protection of life, poverty and the environment through the implementation of Integrated Fire Management practices - 85% of the participants are youth and 37% are women (the highest level in any comparable fire service in the world) (DEA Sector Gender Diagnostic Report, 2015).

It is important to state that the country has found, given the progress made in gender mainstreaming within the environment public sector, that the absence of a gender mainstreaming strategy has meant that the collection of gender aggregated data has been an add on function and unstructured in the manner of implementation of gender mainstreaming programmes. This has resulted in the country not being able to effectively assess the level of gender mainstreaming at all tiers of government, in the private sector as well as the within civil society<sup>298</sup>.

The Department of Environmental Affairs identified amongst others, the need for a baseline of indicators to be established which will include the definition of minimum standards and ideal standards for the sector's performance. The variable availability and quality of data suggests that the standard indicators are not adequate for capturing the complex nature of gender equality challenges in South Africa (DEA Sector Gender Diagnostic Report, 2015). The priorities towards gender mainstreaming within the environment sector were identified and are implemented by the Strategy and the Gender Action Plan through the different strategies outlined during the 2016 -2020 implementation.

The Government of South Africa through the Department of Environmental Affairs has set up a Green Fund to support the transition to a low carbon, resource efficient and climate resilient development path delivering high impact economic, environmental and social benefits. Systematic biodiversity planning has provided a powerful platform for mainstreaming biodiversity into planning and decision-making across a range of production sectors, urban and rural development, municipal development planning, and environmental assessment. Women are beneficiaries, albeit at a limited level, of the Green Fund which has enabled women to establish SMMEs and micro enterprises and businesses.

The implementation of a Green Jobs Training Programme in 2014 for government officials, civil society and private sector was aimed to provide stakeholders with the knowledge and tools to assess green jobs potential, devise appropriate policies and strategies, discuss investments and technology options, implement strategies, and monitor and evaluate progress towards job creation in the green economy. Women and young women have been included within this training programme.

## **Gender Mainstreaming in Disaster Risk Reduction**

The Constitution of the Republic of South Africa requires all spheres of government to 'secure the wellbeing of the people of the Republic'. Schedule 4 Part A identifies disaster management as a functional area of concurrent national and provincial legislative competence, while Part B of the same schedule

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<sup>297</sup> RSA: Department of Environmental Affairs: Strategy Towards Gender Mainstreaming in the Environment Sector (2016 -2012)

<sup>298</sup> IBID

allocates fire fighting services to local government. In 2016 the President of South Africa, through Proclamation<sup>299</sup> established the Intergovernmental Committee on Disaster Management.

Gender is integrated into the emergency response to disaster management through understanding the roles of men and women in families and communities to identify needs and ensure the fair distribution of resources (COGTA 2008/2009 Annual report)<sup>300</sup>. The development and integration of the National Disaster Risk Reduction Toolkit into the schooling system was endorsed in 2016.

The distribution of fire-related deaths is not uniform across the age groups. The 0 to 4 years and 25 to 35 years age groups are identifiable as particularly vulnerable groups. Men are more vulnerable to fire than women. This trend is observable up to the age of 55 years where after the vulnerability reverses. More research is required to clarify these phenomena and find suitable solutions to curb the high incidence of fire-related deaths in the Republic (COGTA, 2008/2009 Annual Report). The National Disaster Management Committee ran a project to support implementation of the National Fire Safety and Prevention Strategy through capacity assessments and support of 12 municipalities across the country. This approach is linked to the 'Back to Basics' programme in the country (COGTA, 2017/2018 Annual Report).

### **Climate Resilience and Mitigation**

The White Paper on Climate Change Response (2017)<sup>301</sup> addresses the need for collaboration across all sectors of society to achieve the comprehensive approach to disaster management set out in the Disaster Management Act. This includes measures to promote the development of Risk and Vulnerability Service Centres at universities, which will, in turn, support resource-constrained municipalities; collaboration with social networks such as community organisations, non-governmental organisations (NGOs), women and farmers' organisations, and the Adaptation Network to help raise awareness and to transfer technology and build capacity and to develop mechanisms for the poor to recover after disasters, including micro-insurance (National Climate Change Response White Paper, 2017).

Climate change is an issue for all South Africans and government realises that the objectives set out in this White Paper can only be fully realised with the active participation of all stakeholders. This means that women play a pivotal role in the process. The government is committed to substantive engagement and, where appropriate, partnerships with stakeholders from industry, business, labour and civil society in a manner that enhances coordination. Civil society organisations that work directly with communities and particularly with the urban and rural poor and with women are an important conduit for ensuring that climate information is timeously communicated and to inform government and research institutions of vulnerable groupings' climate change-related issue (National Climate Change Response White Paper, 2017).

## **CHAPTER 3 NATIONAL INSTITUTIONS AND PROCESSES**

<sup>299</sup> 61 of 2016 in Government Gazette No 40394, 2 November 2016.

<sup>300</sup> National Disaster Management Centre Annual Report, COGTA 2008/2009

<sup>301</sup> [https://www.environment.gov.za/sites/default/files/legislations/national\\_climatechange\\_response\\_whitepaper](https://www.environment.gov.za/sites/default/files/legislations/national_climatechange_response_whitepaper)



This chapter of the report responds to the UN Women Guidance Note – Section Three, questions 32- 35.

### **National Gender Machinery (NGM)**

South Africa developed the National Policy Framework for Women's Empowerment and Gender Equality which was adopted by Cabinet in 2000. This Policy Document outlined the National Gender Machinery in the country as "an integrated package of structures". It comprised four arms: Government, Legislature, Commission for Gender Equality and Civil Society. The nodal or central point was the Office on the Status of Women located in the Presidency. It was established in 1997 and reported to the Minister in the Presidency. In 2009, following the national elections and the reconfiguration of Government, it evolved into the Ministry for Women, Children and People with Disabilities and reported to a Cabinet Minister for Women, Children and People with Disabilities and the concomitant Department. Hence it became a dedicated ministry.

Following the 2014 national elections, the President announced a dedicated Ministry for Women located in the Presidency, under the stewardship of the Minister in the Presidency Responsible for Women. In May 2019, following the national elections, government is reconfiguring the state once again. Consequently the President announced a Department of Women, Youth and Persons with Disabilities located in the Presidency, under the Minister in the Presidency for Women, Youth and Persons with Disabilities. She is now the head of the National Gender Machinery in the country.

Given the several evolutionary developments of the nodal structure heading the National Gender Machinery, vis a vis the National Policy outlines of the Machinery and its coordination, many challenges were experienced in its remaining effective. In 2018 a process was initiated to review the National Machinery and realign its coordination mechanism with the developments that have occurred over the past few years. A diagnostic Report on Reviewing and Strengthening the NGM has been developed and is currently being consulted on. This process will redefine, realign and strengthen the National Gender Machinery in South Africa going forward.

The SDG implementation process is driven through an Inter-Ministerial process and the Minister for Women is part of this process. In addition the SDG coordination process includes the Chairperson of the Commission for Gender Equality, who is also one of the arms of the NGM. The Department of Women is the Chairperson for the Sectoral Working Group: SDG 5 and is part of the Steering Committee. This task is executed by the current Acting Director General of the Department. The process of the SDG's is inclusive of the gender equality principle and is incorporating gender mainstreaming across all 17 SDGs, including ensuring that the indicators, where possible is gender responsive. This is illustrated in detail in the next Chapter.

Further details regarding the SDG implementation process is outlined in the next chapter of this report. The process is championed by Statistics South Africa as the chief coordinating structure especially with regard to the monitoring of the indicators and reporting to the UN. Formal structures have been established for the coordinating mechanism and includes civil society, business, labour, government (all levels including local level), Chapter 9 institutions, State Owned Organisations, among others.

Global and regional instruments related to women's empowerment and gender equality are implemented through the National Gender Machinery structures. The Commission for Gender Equality acts as a watchdog over this process and develops independent reports in this regard. The Parliamentary Portfolio Committee on Women as well as the Women's Multi-Party Caucus in the Legislature provides an oversight of this process. The actual implementation of programmes, policies and strategies that would achieve the objectives of the instrument such as CEDAW, Beijing Platform for Action, among others is done through government departments. The NGM is the platform through which interactions by all

stakeholders, including women's organisations from rural areas and marginalised groups such as LGBTQI+ sector takes place.

The involvement of stakeholders in the preparation of this National Beijing+25 Report is outlined in detail in Chapter 2 in this report. The country is embarking on a National Beijing+25 campaign across the country during the 2019/2020 fiscal year.

## CHAPTER 4 DATA AND STATISTICS

In this chapter the report seeks to provide a summary of the data and statistics in the country related to women's empowerment and gender equality. Much of the evidence data and statistics available have been highlighted in the previous section of this report. Thus in this section the report seeks to respond mainly to the issues raised under the UN Guidance Note - Section Four, questions 36-40.

The top three areas in which South Africa has made most progress over the past five years in relation to gender statistics at the national level include:

- (i) Conducting new surveys to produce national baseline information on specialized topics (e.g., time use, gender-based violence, asset ownership, poverty, disability):
  - Time Use Survey: Statistics South Africa has produced its first Time Use Survey in 2000 and its second one in 2010. Time use surveys will be developed in a ten year period. The next Time Use release will be in 2022.
  - Community Survey 2016 (Stats SA)
  - GBV: annual Victims of Crime Survey; National Police Crime Statistics; NGO surveys; Medical Research Council of South Africa surveys, among others
  - Quarterly Labour Force Surveys (Stats SA)
  - Annual General Household Surveys (Stats SA)
  - Department of Basic Education surveys
  - Department of Higher Education surveys
  - Poverty Trends Analysis (Stats SA, 2016)
  - Department of Justice Task team on LGBTQI+ - baseline information and monitoring of rapes and/or deaths of gay and lesbian women
  - SESE (Stats SA)
  - Disability data (StatsSA)
  - Profile of Vulnerable Groups Series (Stats SA)
  - Department of Health and Stats SA – Demographic Health Survey (2018)
- (ii) Produced knowledge products on gender statistics (e.g., user-friendly reports, policy briefs, research papers)
  - Commission for Gender Equality produces a number of user friendly research and investigative reports and Policy Briefs
  - Department of Women has produced research reports and policy briefs – Status of Women in the South African Economy (2015); GVB Report (2014); CEDAW 5<sup>th</sup> periodic report (2016); AU Women's Protocol Report – Initial Report 2004-2014; Gendered Analysis of Government's Incentive Schemes especially those Administered through the Dti (2018), among others

- Stats SA – Gender series – Gender and Education (2015); Women and Public Transport (2017); Gender and the Economy (2016);
  - Department of Labour (Commission on Employment Equity) – annual Employment Equity Reports – from 1996 to 2019
  - Department of Education Research Reports
  - Women and mining – NGO
  - Gender Links – reports on GBV
  - Human Rights Commission Research and Investigative reports
- (iii) Used more gender-sensitive data in the formulation of policy and implementation of programmes and projects
- Sanitary Dignity Programme and Zero rating of pads by National Treasury (2019 Budget) – utilised data and statistics on indigent girls in Quintile 1-3 schools in South Africa; indigent young women in TVET Colleges. Department of Women also produced research reports on the situational analysis of sanitary dignity programmes in three pilot provinces. The data, statistics and information contributed to the evidence based policy development, implementation framework and to the Cabinet approved rollout programme.
  - Employment equity data captured through the Commission for Employment Equity annual Reports is focusing on the issue of wage parity and wage differentials especially in the private sector
  - Recent election manifestos – influenced appointment of Cabinet Ministers following the May 2019 elections and other appointments
  - Data on representation in the judiciary is informing the process of transforming the judiciary in terms of representation by sex and population groupings
  - Local government positions
  - Education and women
  - GBV statistics

Other areas were also implemented, or are being initiated, in the country to ensure that the generation of relevant data and statistics on women’s empowerment and gender equality are strengthened. These include:

- Promulgated new laws, regulations, or statistical programme/strategy setting out the development of gender statistics
  - Legal framework and policies are very gender responsive and calls for disaggregation of data and statistics e.g. Amended Employment Equity Act; National Sanitation Policy (2017);
  - Cabinet adopted the Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework (Department of Women) in 2019, and together with the Country Gender Indicator Framework will seek to institutionalise gender responsive targets and indicators across the different sectors of government and through the MTSF 2019-2024 and the National Development Plan’s 5 Year Implementation Framework (2019-2024). In 2017 Cabinet adopted that the generation and accessibility of gender and disability disaggregation must be provided for across all targets and indicators of Government
- Established an inter-agency coordination mechanism on gender statistics (e.g., technical working group, inter-agency committee);

- Interdepartmental coordination mechanism for the National Development Plan 5 Year Implementation Framework (2019-2024) and the Medium Term Strategic Framework (2019-2024)
- The Department of Planning, Monitoring and Evaluation carries out national evaluations on government programmes and policies, a process which generates much data and statistics. This process is coordinated through the establishment of Interdepartmental Steering Committees comprising Director-Generals or Deputy Director Generals. The Department of Women has been included in some of these Steering Committees by virtue of the issue of ensuring that gender is mainstreamed into the process. However the Department's inclusion is sporadic and several evaluations have been gender blind. This remains a challenge that needs to be addressed going forward.
- The Department of Planning, Monitoring and Evaluation has established a unit linked with the Wits University called Twende Mbele Project which has been undertaking work on the gender responsiveness of the Government-wide M&E system and on gender responsiveness of National Evaluations Processes. The Department of Women has been involved in the process in collaboration with Twende Mbele.
- Developing a centralized web-based database and/or dashboard on gender statistics
  - Statistics South Africa is the national statistical agency for the country and is a web based repository of data and statistics that it generates.
  - The Department of Planning, Monitoring and Evaluation, based in the Presidency, has an existing web-based database / repository for evaluations and research documents. However it is currently working on the process of establishing a national knowledge hub.
  - The Department of Women is initiating a process towards establishing a centralised or national Gender Knowledge Hub for the country. This is a process that is envisaged to take about three to four years.

South Africa is focusing on strengthening national gender statistics over the next five years. In this regard, a country gender indicator framework has been developed and is currently being finalised for adoption by Cabinet. This framework will guide the process of gender responsive indicators being mainstreamed across government's M&E systems. This framework will work in tandem with the 2019 Cabinet approved Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework which provides for a short, medium and long term process of ensuring that targets, interventions, and indicators are included into all planning, budgeting, monitoring and evaluation. In the immediate period, the Department of Women is fully involved in the government-wide process of ensuring that gender responsive targets and indicators are included in the Medium Term Strategic Framework 2019-2024 and the National Development Plan 5 Year Implementation Framework 2019-2024. This would also entail the inclusion of gender responsive targets and indicators into all 5 year Strategic Plans and Annual Performance Plans of Government Departments at all levels.

The engendering of the annual National Budget Statement has also been initiated through the national planning process and this will ensure that gender responsive budgeting becomes institutionalised.

## **SDGs**

The country has also defined a national set of indicators for monitoring progress on the SDGs, including gender specific indicators in all 17 SDGs.

South Africa was one of the early supporters of the 2030 Agenda for Sustainable Development. This Commitment is intertwined with its contribution to setting Africa's long-term development goals. In 2013 South Africa played a leading role in the African Union to define 8 long-term development ideals for the continent, which were later translated into the 7 aspirations contained in the AU's Agenda 2063. At the same time, Heads of State of the AU established a High-Level Committee, which included South Africa – to develop the Common African Position on Post-2015 Development Agenda. In September 2014, South Africa was elected the Chair of the Group of 77 plus China and in this capacity it led the group in the international negotiations in 2015.

South Africa emphasises the significant convergence between the SDGs and its own National Development Plan: Vision 2030. Approximately 74% of the SDG targets are addressed through the National Development Plan: Vision 2030 and South Africa's sectoral policies and programmes address 19% of the remaining targets (Stats SA, 2019). Thus the SDGs are seen as a potential to accelerate the realisation of the National Development Plan targets through policy coherence, increasing efficiencies and avoiding duplications.

South Africa developed its SDG Indicator Baseline Report in 2017 (Stats SA, 2017) which covered Tier i and Tier ii indicators. In that period, 156 of the 230 indicators had agreed standards and methods. South Africa was able to report on 63% of these indicators. In 2019, South Africa is able to report on indicators as represented in the table below:

**Table 73: South Africa's SDG data availability in 2019**

SDG	No of Targets	No of Tier i and Tier ii indicators	No of Tier i and Tier ii indicators with data	No of domesticated and additional targets with data	Percentage of Tier i and Tier ii indicators reported	No of indicators that are gender specific
SDG 1	7	11	5	4	45%	0
SDG 2	8	13	4	2	31%	0
SDG 3	13	26	17	8	65%	4
SDG 4	10	10	4	11	40%	4
SDG 5	9	14	5	5	36%	all
SDG 6	8	11	8	4	73%	0
SDG 7	5	5	3	3	60%	0
SDG 8	12	16	9	4	56%	4
SDG 9	8	12	6	2	50%	0
SDG 10	10	11	4	1	36%	0
SDG 11	10	11	2	5	18%	0
SDG 12	11	6	1	1	17%	0
SDG 13	5	3	0	1	0%	0
SDG 14	10	7	0	3	0%	0
SDG 15	12	14	3	3	21%	0
SDG 16	12	22	3*	8	14%	0
SDG 17	19	19	7	1	37%	0

\*includes 2 indicators reported under SDG 10 and SDG 17

## SDG 5

The country has already begun its data collection and compilation on SDG 5 indicators and on gender-specific indicators under other SDGs.

Prior to the development of the SDG's, South Africa committed to addressing gender equality through the targets set out by MDG's, in particular MDG3. South Africa achieved 5 of the 7 MDG targets in 2015, and this set the path for its smooth transition to the MDGs. The development of SDG 5 sought to further the targets set out by MDG 3 by encompassing both the issues included in the MDG's as well as emerging issues which the MDG's failed to address.

The Global SDG framework includes a target for SDG5 measured through 14 corresponding indicators. These are:

Target 5.1: End all forms of Discrimination of all women and girls everywhere

- Measurement is through indicator 5.1.1.

Target 5.2: Eliminate all forms of violence against women and girls in the public and private spheres, including trafficking, sexual and other types of exploitation

Target 5.3: Eliminate all harmful practises, such as child early and forced marriages and female genital mutilation.

Target 5.4: Recognise the value unpaid care work and domestic work through provision of public services, infrastructure and social protection, policies and promotion of shared responsibilities in the household and the family as nationally appropriate

Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in politics, economy and public life

Target 5.6: Ensure access to universal sexual and reproductive health and rights as agreed in accordance with the Programme of Action of the ICDP and Beijing Platform of Action, and outcome documents of their review conferences

SDG 5 contains 9 targets with 14 corresponding indicators. South Africa is able to report on 6 of the 9 SDG targets, using 8 data sources. Apart from the standard SDG indicators, South Africa has provided two domesticated indicators. The table below illustrates the SDG indicators used in the measuring of SDG 5, including domesticated indicators devised through a round of technical and regional workshops held in South Africa.

Table 74: Indicators measuring SDG 5 in South Africa in 2019

Target	Indicator	Type
5.1	5.1.1 Whether or not legal framework are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex	SDG: Tier II
5.2	5.2.1 Promotion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	SDG: Tier II
	5.2.2D Percentage of ever-partnered women and girls aged 18 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	Domesticated
	5.2.2 Promotion of the rights of girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age, and place of occurrence	SDG Tier II
5.3	5.3.1 Promotion of the rights of women aged 20-24 years who were married or in a union before age 15 and before age 18.	SDG Tier II
	5.3.1D Percentage of early marriage experienced by girls before the age of 15 years	Domesticated
	5.3.2 Proportion of women and girls aged 14 -49 years who have undergone female genital mutilation/cutting, by age	SDG Tier II
5.4	5.4.1 Proportion of the time spent on unpaid domestic care work, by sex, age and location	SDG: Tier II
	5.4.1D Percentage of time spent on unpaid domestic and care work by sex	Domesticated
5.5	5.5.1 Proportion of seats held by women in (a) national parliament and (b) local government	SDG Tier I (a) Tier II (b)

	5.2.2 Proportion of women in managerial positions	GDG Tier I
5.6	5.6.1 Proportion of women aged 15-49 years, who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care	SDG Tier II
	5.6.2 Number of countries with laws and regulations that guarantee free and equal access to women and men aged 15 years or older to sexual and reproductive health care, information and education	SDG Tier II
5a	5a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex, and (b) share of women among owners as rights-bearers of agricultural land by type of tenure	SDG Tier II
	5a.2 Proportion of countries where the legal framework, including customary law, guarantees women's equal rights to land ownership and/or control	SDG Tier II
5b	5b.1 Proportion of individuals who own a mobile telephone, by sex	SDG Tier II
5c	5c.1 Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment	SDG Tier II

### Challenges for collection and compiling data on SDG5 in 2019

In the process of developing the 2019 SDG Report, the country has experienced some challenges. These are indicated as follows:

- Target 5.2 is marred by the unavailability of data.
- Data for prevalence of physical and sexual violence is only available for one year. As such, the effectiveness of the relevant laws and policies in this regard is not able to be measured.
- There is a limiting factor in the reporting of data on human trafficking as data is only available for trafficking of sexual nature, and therefore other forms of trafficking such as in human organs, are not included in South Africa's 2019 report.
- South Africa has statistics on registered marriages only, as the validity of a marriage in South Africa is not dependant on its registration. These figures may be understated.
- South Africa does not currently report on the incidence of Female Genital Mutilation, therefore South Africa's progress in eliminating this practise cannot be measured.
- South Africa does not have data on the prevalence of early marriages before the age of 18 as per indicator in SDG 5
- South Africa needs to develop an indicator and means to capture the frequency of incidences of harmful practises such as early marriages and virginity testing.
- With regard to target 5.4, the most recent data that South Africa has is that of 2010. Hence no conclusive assessment can be drawn on the progress made
- South Africa does not currently report on the indicator set out by target 5.6. As such its progress towards fulfilling this target by 2018 cannot be assessed.
- South Africa does not report on the indicators provided by target 5.6. As such no conclusive assessment may be made on South Africa's progress towards achieving this target.
- South Africa does not have a means to measure its progress of achieving target 5.c as it has not yet achieved the other targets set out by SDG 5.

South Africa collects disaggregated data routinely through major surveys which includes disaggregation by geographic location, income, sex, age, educational levels, literacy and numeracy levels, marital status, divorce, death, race, disability, migratory status, economic sectors, occupational levels and ranks, among others. The surveys that periodically collect such data include the following:

- General Household Surveys (annually) – Statistics SA
- Quarterly Labour Force Surveys – Stats SA
- Vulnerable Indicator Report (Social Profile of Vulnerable Groups such as women, children, elderly, youth and persons with disabilities) – Stats SA
- Victims of Crime Survey (annually) – Stats SA

- Demographic Health Survey (once every ten years) – Stats SA and Department of Health
- Mid-Year Population Estimates (Annual) – Stats SA
- Community Surveys (once every five years) – Stats SA
- Vital Statistics – Public Higher Education (annual) – Council for Higher Education
- Annual Report on Employment Equity - Commission on Employment Equity (Department of Labour)
- South African Women in Leadership Census (annual) – Business Women’s Association of South Africa (BWASA)

## CONCLUSION

In assessing progress on gender equality and women’s empowerment in South Africa, it is critical to keep in mind the historical background to the status of women in the country, and to understand how the gendered colonial, segregationist and apartheid legacies created barriers for the achievement of gender equality.

The struggles waged by women have resulted in important strides towards the national goal of a non-sexist society. This also ushered in the rights and freedoms of women which are firmly entrenched in the country’s Constitution. The Beijing +25 report shows the progress made on women’s empowerment and gender equality, characterized by government efforts to effect political, economic and social transformation and to overcome the barriers to gender equality and women’s empowerment.

South Africa has progressive gender responsive legislation, including laws on termination of pregnancy, sexual orientation, the rights of women under customary law, rights of women workers; women’s access to justice and protection against domestic violence, sexual offences, rape and harassment.

However a reflection on the past five years highlights that inadequate implementation of these legislation and policy frameworks have resulted in limited and uneven progress being made in some areas. A major challenge in realising gender equality in South Africa lies in dismantling patriarchy and its effects; addressing and eliminating the high levels of violence against women and girls and high levels of gender based violence and femicide; and in breaking the cycle of dependency of those women who continue to be marginalised and who remain vulnerable.

The nature of vulnerability that women face in 2019 is markedly different to the vulnerability women faced in 1994. It is therefore safe to say that the journey travelled for women’s emancipation, empowerment and gender equality in South Africa has been a promising, but difficult one. However it remains evident that when one compares the trends in progress over the years there is much to be proud of in the strides that have been made in realising the rights of women in South Africa.

## ANNEXURE 1: SOUTH AFRICAN SDG INDICATORS LIST

**SDG 1: End Poverty in all its Forms**



- 1.1.1 Proportion of population below the international Poverty Line, by sex, age, employment status and geographical (urban/rural)
- 1.2.1 Proportion of population living below the national poverty line, by sex
- 1.2.1.A Number of social grants (additional indicator)
- 1.2.2 Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- 1.3.1.D Percentage of population covered by social protection systems, distinguishing children, older persons, and people with disabilities (Domesticated indicator).
- 1.4.1.D The proportion of the population living in households with access to basic services (Domesticated Indicator)
- 1.4.1.D Number of deaths, missing persons and directly affected persons attributed to disasters per 100 000 population
- 1.5.3 Number of national and local disaster risk reduction strategies adopted by South Africa (13 strategies)
- 1.A.2 Proportion of total government spending on essential services, education, health, and social protection

**SDG 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture**

- 2.1.2.D Prevalence of moderate or severe food insecurity in the population
- 2.2.1 Prevalence of stunting among children under 3 years of age
- 2.2.2 Prevalence of malnutrition among children under 5 years by type
- 2.5.1.D Number of plant and animal genetic resources for food and agriculture secured in either medium or long-term conservation facilities (domesticated indicator)
- 2.5.2 Number of producers benefitting from animal improvement schemes
- 2.A.2 Total official flows (ODA plus other official flows) to the agricultural sector

**SDG 3: Ensure healthy lives and promote well-being for all at all ages**

- 3.1.1 Maternal mortality ratio
- 3.1.2 Proportion of births attended by skilled health personnel
- 3.1.2.A Percentage of mothers and children who receive post-natal care either at home or in a facility and within 6 days of delivery (additional indicator)
- 3.2.1 Under 5 mortality rate
- 3.2.2 Neonatal mortality rate
- 3.2.2.A.1 Infant mortality rate (additional indicator)
- 3.2.2.A.2 Still birth rate (additional indicator)
- 3.3.1 Number of new HIV infections per 1000 uninfected population by sex, age and key population
- 3.3.1.A.1 HIV prevalence (additional indicator) (new infections per 1000)
- 3.3.1.A.2 The number and percentage of people living with HIV exposed to ARTs by age and sex (additional indicator)
- 3.3.2 TB incidence
- 3.3.3 Malaria incidence
- 3.3.4.D Mortality due to Hepatitis B (domesticated indicator)
- 3.4.1 Mortality rate attributed to cardiovascular disease, cancer, diabetes or chronic respiratory disease
- 3.4.2 Suicide mortality rate
- 3.5.2 Harmful use of alcohol
- 3.6.1 Death rate due to road traffic injuries
- 3.7.1 Proportion of women of reproductive age (15-49 years) who have their need for family planning satisfied with modern methods
- 3.7.1.A Couple year protection rate (additional indicator)
- 3.7.2 Adolescent birth rate (aged 10-14 years; 15-19 years) per 1000 women in that age group
- 3.9.3 Mortality rate attributed to unintentional poisoning
- 3.A.1 Age-standardized prevalence of current tobacco use among 15 years and older
- 3.B.1 Proportion of the target population covered by all vaccines, including in their national population
- 3.B.3.D Proportion of health facilities that have a core set of relevant essential machines available and affordable on a sustained basis (domesticated indicator)
- 3.D.1 Strengthen capacity for early warning risk reduction and management of national and global health risks

**SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all**

- 4.1.1.D Proportion of children and young people (a) in Grades 2/3 (b) end of 10 and (c) end of lower secondary achieving at least minimum proficiency level in (i) reading (ii) mathematics by sex
- 4.1.1.A.1 Percentage of children in population who complete (a) Grade 7, (b) Grade 9, (c) Grade 12 (Additional indicator)
- 4.1.1.A.2 Percentage of youth aged 15-24 years and XXXX (additional indicator)
- 4.2.2 Percentage of children attempting Grade 1 in the current year, after attending Grade R/0 in the previous year
- 4.2.2.A Number of children accessing registered ECD programmes (additional indicator)
- 4.3.1.A.1 Percentage of youth aged 15-24 years attending educational or training institutions in the past 12 months by sex (additional indicator)
- 4.3.1.A.2 Percentage of adults aged 35-64 years attending educational or training institutions in the past 12 months by sex (additional indicator)
- 4.4.1 Percentage of youth and adult university graduates by field of study (domesticated indicator)
- 4.4.1.A.1 Number of graduates in private higher institutions (additional indicator)
- 4.4.1.A.2 Number of graduates in public higher institutions
- 4.5.1 Gender Parity Index (a) tertiary education (b) for enrolment in tertiary education by population groups (additional indicator)
- 4.5.2.A Percentage of 7-18 year olds with disabilities who are attending educational institutions (Additional indicator)
- 4.6.1.D Proportion of population in a given age group achieving a least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex (domesticated indicator)
- 4.7.1 Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in (a) national educational policies, (b) curricula, (c) Teacher education and (d) student assessment
- 4.A.1 Proportion of schools with access to (a) electricity (b) the internet for pedagogical purposes (c) computers for pedagogical purposes (d) adapted infrastructure and materials for students with disabilities (e) basic drinking water (f) single-sex basic sanitation facilities and (g) basic hand-washing facilities (additional indicator)

**SDG 5: Achieve gender equality and empower all women and girls**

- 5.1.1 Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex
- 5.2.1.D Percentage of ever partnered women and girls aged 18 years and older subjected to physical or sexual violence by any partner in the previous 12 months, by form of violence and by age (domesticated indicator)
- 5.2.2.A.1 Number of women and girls aged 15/18 who have accessed victim empowerment centres in the previous 12 months by age and place of occurrence (Additional indicator)
- 5.2.2.A.2 Incidence of human trafficking for sexual purposes brought to police attention (additional indicator) (per 100 000)
- 5.3.1 Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18
- 5.3.1.A Percentage of early marriages experienced by girls before the age of 15 years (additional indicator)
- 5.4.1.D Percentage of time spent on unpaid domestic and care work, by sex, age and location (domestic indicator)
- 5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments
- 5.5.2 Proportion of women in managerial positions
- 5.A.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure

**SDG 6: Ensure availability and sustainable management of water and sanitation for all**

- 6.1.1 Percentage of population using safely managed drinking water services (percentage of population)
- 6.2.1 Percentage of population using safely managed sanitation services, including a hand-washing facility with soap and water
- 6.3.1.D Percentage of water containing waste safely treated and lawfully discharged (domesticated indicator)
- 6.3.2.D Percentage of bodies of water that comply to South African water quality objectives (domesticated indicator)
- 6.4.1 Change in water-use efficiency over time
- 6.4.2 Level of water stress: freshwater withdrawal as a proportion of available freshwater resources
- 6.5.1 Degree of integrated water resources management implementation (0-100\_
- 6.5.2 Proportion of trans-boundary basin area with an operational arrangement for water cooperation

- 6.6.1.D.1 Extent in the spatial extent of water related ecosystems at a point in time, including wetlands, reservoirs, lakes and estuaries as a percentage of total land area
- 6.6.1.D.2 Change in the national discharge of rivers and estuaries over time
- 6.A.1 Amount of water- and sanitation- related official development assistance that is part of a government-coordinated spending plan
- 6.B.1 Proportion of local administration units with established and operational policies and procedures for participation of local communities in water and sanitation management

**SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all**

- 7.1.1 Proportion of population with access to electricity
- 7.1.2.D Percentage of the population that uses solar energy as their main source of energy (domesticated indicator)
- 7.2.1 Renewable energy share in the total final energy consumption
- 7.2.1.A.1 Amount of renewable energy at annual operating capacity (additional indicator)
- 7.2.1.A.2 Annual amount of electricity produced from renewable sources (additional indicator)
- 7.3.1 Energy intensity measured in terms of primary energy and GDP

**SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all**

- 8.1.1 Annual growth rate of real GDP per capita
- 8.2.1 Annual growth rate of real GDP per employed person
- 8.3.1 Share of informal employment in non-agriculture employment by sex
- 8.4.2 Domestic material consumption, domestic material consumption per capita, and domestic material consumption per GDP
- 8.5.1.D Average hourly earnings of women and men employees, by occupations, age and persons with disabilities (domesticated indicator)
- 8.5.2 Unemployment rate, by sex, age and persons with disabilities
- 8.5.2.A Youth (aged 15-34 years) unemployment rate (additional indicator)
- 8.6.1 Percentage of youth (aged 15-24 years) not in education, employment or Training (NEET)
- 8.6.1.A Percentage of youth (15-34 years) not in education, employment or training (additional indicator)
- 8.7.1.D Percentage of children aged 7-17 years engaged in child labour, by sex and age (domesticated indicator)
- 8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status
- 8.9.1 Tourism direct GDP as a proportion of total GDP and in growth rate
- 8.10.1 (a) Number of commercial bank branches per 100 000 adults and (b) number of automated teller machines (ATMs) per 100 000 adults

**SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation**

- 9.1.2.D Passenger and freight volumes, by mode of transport (domesticated indicator)
- 9.2.1 Manufacturing value added as a proportion of GDP and per capita
- 9.2.2 Manufacturing employment as a proportion of total employment
- 9.5.1 Research and development expenditure as a proportion of GDP
- 9.5.1.A Business expenditure on R&D (BERD) as a percentage of gross domestic expenditure on R&D (GERD)
- 9.5.2 Researchers (in full-time equivalent) per million inhabitants
- 9.B.1 Proportion of medium and high tech industry value added in total value added
- 9.C.1 Percentage of population covered by a mobile network, by 3G and LTE

**SDG 10: Reduce inequality within and among countries**

- 10.1.1 Growth rate of household expenditure or income per capita among the bottom 40% of the population and the total population
- 10.2.1 Proportion of people living below 50% of median income, by sex, age and persons with disabilities
- 10.4.1 Labour share of GDP, comprising wages and social protection transfers
- 10.6. D The number of international organisations in which South Africa has membership and voting rights
- 10. C.1 Remittance costs as a proportion of the amount remitted

<b>SDG 11:</b>	<b>Make cities and human settlements inclusive, safe, resilient and sustainable</b>
11.1.1.D1	Percentage of urban population living in informal dwellings (domesticated indicator)
11.1.1.D2	Percentage of urban residents having access to basic services within informal dwellings (domesticated indicator)
11.1.1.A	Number of home-loans granted by DFIs to households in the affordable housing market (additional indicator)
11.3.1	Ratio of land consumption rate to population growth rate
11.6.1D	Percentage of municipal waste generated and recycled (domesticated indicator)
11.6.2	Annual mean levels of fine particulate matter (e.g. PM2.5 and PM10) in cities (population weighted)
11.B.2.D	Number of national and local disaster risk reduction strategies adopted by South Africa (domesticated indicator)
<b>SDG 12:</b>	<b>Ensure sustainable consumption and production patterns</b>
12.2.2	Domestic material consumption, domestic material consumption per capita and domestic material consumption per GDP
12.4.1.D	Percentage of international multilateral environmental agreements on hazardous waste, and other chemicals that South Africa has committed to
<b>SDG 13:</b>	<b>Take urgent action to combat Climate Change and its impacts</b>
13.1.2.D	Number of national and local disaster risk reduction strategies adopted by South Africa (domesticated indicator)
<b>SDG 14:</b>	<b>Conserve and sustainably use the oceans, seas and marine resources for sustainable development</b>
14.5.1.D	Proportion of marine and coastal ecosystem types that are well-represented in protected areas (domesticated indicator)
14.5.1.A	South African Marine Protected Areas (MPA) as a percentage of the Exclusive Economic Zone (additional indicator)
14.A.1.D	Marine sciences funding as a proportion of total government funding and GERD (domesticated indicator)
<b>SDG 15:</b>	<b>Protect, restore and promote sustainable use of terrestrial ecosystems, sustainable manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss</b>
15.1.1	Natural forest and woodland area as a percentage of total land area
15.1.2.D	Percentage of important sites for terrestrial and freshwater biodiversity that are covered by protected areas, by ecosystem types (domesticated indicator)
15.2.1.D	Percentage of forest within formally proclaimed protected areas (domesticated indicator)
15.4.1.D	Percentage of mountain ecosystem types that are well-represented in protected areas (domesticated indicator)
15.5.1	Red List Index
15.6.1	Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits
<b>SDG 16:</b>	<b>Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</b>
16.1.1.D	Number of murder victims per 100 000 population (domesticated indicator)
16.1.3.A.1	Incidence of rape brought to the attention of police per 100 000 population (additional indicator)
16.1.3.A.2	Incidence of sexual assault per 100 000 population (additional indicator)
16.1.4.A	Percentage of household heads' perceptions on trends of crime (additional indicator)
16.2.3.D	Proportion of learners in grades 8-11 who self-reported to having ever been forced to have sex (domesticated indicator)
16.3.1.D	Proportion of the population 16 years and above who were victims of crime in the past 12 months (domesticated indicator)
16.3.2	Un-sentenced detainees as a proportion of overall prison population
16.A.1	Existence of independent national human rights institutions in compliance with the Paris Principles

**SDG 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development**

- 17.1.1 Total government revenue as a proportion of GDP, by source
- 17.1.2 Proportion of domestic budget funded by domestic taxes
- 17.6.2 Fixed internet broadband subscriptions per 100 inhabitants, by speed
- 17.8.1.D The percentage of households who used the internet from any location
- 17.10.1 Worldwide weighted tariff-average
- 17.11.1 Developing countries” and least developed countries’ share of global exports
- 17.18.3 Number of countries with a national statistical plan that is fully funded and under implementation, by source of funding
- 17.19.2 Proportion of countries that (a) have conducted at least one population and housing census in the last 10 years; and (b) have achieved 100% birth registration and 80% death registration

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