



Commission for Gender Equality
A society free from gender oppression and inequality

Government's Emergency Response Action Plan (ERAP) on Gender-based Violence and Femicide

**Commission for Gender Equality
Review of Implementation**

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FOREWORD & ACKNOWLEDGEMENTS

This exercise sought to provide a rapid assessment of government's Emergency Response Action Plan (ERAP) on gender-based violence and femicide. The ERAP initiative came about in mid-2019, as a response by government to widespread public calls for urgent action against what was perceived as a national crisis – the brutal killings of women and girls, and heightened violations of their rights in South Africa. These calls were part of a chorus of societal appeals from the gender sector for the authorities to act urgently and decisively to combat the high rates of domestic violence, intimate partner violence, rape, assaults and murder of women and girls that were perceived as spiralling out of control.

As is the case with any serious government initiative to deal systematically with matters of public concern, it is critical that the Emergency Response Action Plan is subjected to a thorough assessment by stakeholders, including the Commission for Gender Equality (CGE), in terms of its effectiveness in meeting its objectives and addressing stated goals.

This report was compiled by the CGE within the context of the Covid-19 pandemic restrictions. This led to limited availability of vital performance information from the various government departments and entities assigned the task of implementing the ERAP. The report identifies some of the achievements made, and the numerous challenges that impacted on the success of the plan. Many of the challenges remain daunting, implying the need for continued efforts and resources to strengthen the capacity of government, civil society, and the private sector to respond effectively to the needs of victims of gender-based violence.

It is hoped that the contents of this report, including the recommendations, hold value to those with the responsibility to respond to the urgent needs of victims of gender-based violence. We express our gratitude to officials and staff from various government departments and entities who provided relevant information necessary for compiling this report.



EXECUTIVE SUMMARY

It is a well-known fact that South Africa has one of the world's highest rates of gender-based violence. Violence against women and children is a gross violation of human rights. It is a social issue that cuts across boundaries of financial, cultural, religious, age and sexual orientation. There are numerous interventions by the South African government to try and curb the scourge of GBV, yet they have not yielded fruitful results over the years. After numerous killings of women and children in South Africa in 2019 (and far earlier too), women from all walks of life said, 'enough is enough' and marched to the Johannesburg Stock Exchange (JSE) where they handed over a memorandum of demands. They demanded swift action from private businesses, as well as the state, to end GBV. They asked for sexual offences courts to be built, legislation holding perpetrators accountable to be drafted, public awareness campaigns to be held, and more. As the result, the President commissioned the Interim Steering Committee on Gender-Based Violence and Femicide (ISC-GBVF) to prepare an Emergency Response Action Plan (ERAP) that would be implemented over six months (October 2019 – March 2020). The ERAP covered five key areas of intervention:

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

This report is an outcome of an assessment carried out by the Commission for Gender Equality (CGE) on government's implementation of the ERAP on gender-based violence and femicide. The assessment of the implementation of the ERAP by the relevant departments was based on issues covered by the action plan. It is important to state that this assessment was conducted within the context of the Covid-19 pandemic restrictions, which resulted in staggered or lack of cooperation from relevant institutions with vital performance information. Nonetheless, this report identifies some of the achievements, the progress made, and the challenges that impacted negatively on the success of the plan.

The approach employed in this exercise mirrors the auditing approach as it involved obtaining performance information to measure actual performance against stated targets as specified in the government's original ERAP document. In other words, the approach used involved the assessment of the performance information provided by relevant parties against the goals set out in the ERAP. This approach is an information-intensive approach that relied on access to and/or the availability of complete, accurate and reliable information from government departments and related entities. While access to such information was difficult, the majority of government departments and related entities whose ERAP activities were covered in this report did provide some of the information requested, even if it was not complete in many instances. However, the CGE encountered significant reluctance and/or very limited cooperation from some of the departments in terms of providing the necessary information. Among these were the South African Police Service (SAPS),



Government Communication and Information System (GCIS), the South African Broadcasting Corporation (SABC), National Treasury, the Department of Public Service and Administration (DPSA), the Department of Public Works and Infrastructure (DPWI), the Presidency and the Department of Rural Development and Land Reform (DRDLR).

The five thematic areas of the ERAP covered various policy and programmatic imperatives for fighting the scourge of GBV. Each thematic area was assessed individually alongside its targets. For area one: *Access to justice for victims and survivors*, much was left to be desired by the relevant departments with scanty information and poor reporting mechanisms. Nevertheless, success was achieved with the drafting of three bills. Thematic area two: *Changing norms and behaviours through high-level prevention efforts* inherently requires more time and could not be fully achieved within six months. The Department of Basic Education (DBE) and the Department of Higher Education and Training (DHET) were the most responsive and illustrated some progress in implementing their aspects of the ERAP with regards to work on the prevention of GBVF. The changing of workplace norms regarding the prevention and elimination of violence and harassment were drafted too, although only seven months after the implementation of the ERAP.

Thematic area three: *Urgently respond to victims of GBV* was aimed at short-term interventions to improve systems, processes, practices and the institutional capacity to respond urgently to GBV victims' needs through relevant and appropriate services. This thematic area uncovered that targets were only partially met without clear and convincing evidence and reasons. The fourth thematic area was to *Strengthen accountability and architecture to adequately respond to the scourge of GBV*, which was a medium to long term goal that was primarily the role of the Department of Women, Youth and Persons with Disabilities (DWYPD) and the now defunct Interim Steering Committee of Gender-Based Violence (ISC)¹. This assessment found that not one target in this thematic area was satisfactorily met. It would appear that the interventions and their time frames were unrealistically formulated alongside poor coordination and collaboration, poor resource allocation and an unclear accountability process.

The last thematic area was *Prioritise interventions that facilitate economic opportunities to addressing women's economic vulnerability*. This is clearly a long-term and potentially complex economic policy goal as it seeks to address the deep-rooted and structural causes of the economic vulnerability of women as a group and finding concrete ways of addressing them. Notably, the DWYPD had begun formulating long-term structural and systematic gender-responsive budgeting plans. While this is an important intervention, it may have been misplaced by the ISC as national resource reallocation and distribution cannot be achieved over the six-month period stipulated by the ERAP. Out of 81 targets across five thematic areas only 17 targets (21.25%) were achieved within the ERAP's six-month time frame, and 12 targets (15%) were only partially achieved. The majority, 51 targets (63.75%) were not achieved within the six months.

¹The words 'Interim Steering Committee on Gender Based Violence and Femicide' (SC-GBVF) and 'Interim Steering Committee' (ISC) will be used inter-changeably throughout this report.



ACRONYMS & ABBREVIATIONS

BBC	Black Business Council
BLA	Black Lawyers Association
BLSA	Business Leadership South Africa
BUSA	Business Unity South Africa
CARA	Criminal Asset Recovery Account
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEE	Commission for Employment Equity
CGE	Commission for Gender Equality
CJS	Criminal Justice System
COGTA	Department of Cooperative Governance and Traditional Affairs
CPF	Community Police Forum
CSE	Comprehensive Sexuality Education
DAC	Department of Arts and Culture
DBE	Department of Basic Education
DCS	Department of Correctional Services
DEL	Department of Employment and Labour
DHET	Department of Higher Education and Training
DOH	Department of Health
DOJ	Department of Justice
DOJ&CD	Department of Justice and Constitutional Development
DPME	Department of Planning, Monitoring and Evaluation
DPP	Director of Public Prosecutions
DPSA	Department of Public Service and Administration
DPWI	Department of Public Works and Infrastructure
DRDLR	Department of Rural Development & Land Reform
DSD	Department of Social Development
DWYPD	Department of Women, Youth and Persons with Disabilities
EPWP	Expanded Public Works Programme
ERAP	Emergency Response Action Plan
FCS	Family Violence, Child Protection and Sexual Offences
FSL	Forensic Sciences Laboratory
GBVF	Gender-Based Violence and Femicide
ISC-GBVF	Steering Committee on Gender-Based Violence and Femicide
GCIS	Government Communication and Information System
GRPBMEA	Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing
HIV & AIDS SYNDROME	Human Immunodeficiency Virus & Acquired Immune Deficiency Syndrome
HR	Human Resources
ILO	International Labour Organisation
ISC	Interim Steering Committee of Gender-Based Violence
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual and Other
NDA	National Development Agency
NEDLAC	National Economic Development and Labour Council
NGO	Non-Government Organisation
NPA	National Prosecuting Authority
NPF SO	National Policy Framework on the Management of Sexual Offences
NRSO	National Register for Sex Offenders
NSP	National Strategic Plan
NT	National Treasury
PEP	Post-Exposure Prophylaxis
PVC	Post-Violence Care
RRI	Rapid Results Initiation



RRT	Rapid Response Team
SABC	South African Broadcasting Corporation
SABCOHA	South African Business Coalition on Health and Aids
SALGA	South African Local Government Association
SAPS	South African Police Service
SEDA	Small Enterprise Development Agency
SLPs	Scripted Lesson Plans
SOC	Sexual Offences Court
SRHR	Sexual and Reproductive Health Rights
TCC	Thuthuzela Care Centre
TVET	Technical and Vocational Education and Training
TWG	Technical Working Groups
UNODC	United Nations Office on Drugs and Crime



1. INTRODUCTION

On 18 September 2019, President Cyril Ramaphosa confirmed the country's commitment to addressing gender-based violence and femicide. He announced the immediate roll out of measures in the six months that followed the announcement (October 2019 to April 2020) to fast-track a programme of urgent interventions to address gender-based violence and femicide in the country with a budget allocation of R1.6 billion. These urgent interventions were articulated in an official document labelled "Emergency Response Action Plan on Gender-Based Violence and Femicide in South Africa, October 2019" (henceforth referred to as ERAP). It should therefore be understood that implementation of ERAP interventions officially commenced in October 2019 and proceeded for a period of six months until 30 March 2020. Incidentally, the six-month period of the implementation of ERAP came to an end in the same month (end of March 2020) that the President proclaimed a national state of disaster due to the Covid-19 pandemic. The significance of this is that many government departments that appeared to have failed to meet targets outlined in the ERAP, identified the Covid-19 lockdown as the reason for this failure. This was despite the lockdown occurring only after the six months of ERAP implementations had ended.

Soon after the six-month period of ERAP implementation lapsed, the Interim Steering Committee on (ISC-GBVF) compiled and released a progress report labelled "Gender-Based Violence and Femicide Consolidated ERAP report – Update". The release of the report was done through a public presentation convened by the Presidency on 30 April 2020, outlining the progress and achievements made by the various implementing agencies during those six months.

The CGE is therefore conducting a review and assessment of the progress, achievements and outstanding work against the targets outlined in the original/official government ERAP document. The CGE's review contained in this report will focus on the five key thematic areas of interventions, including stated targets.

These areas of urgent interventions were identified in the official ERAP document as follows:

1. Access to justice for victims of crime and survivors
2. Change norms and behaviours through high-level prevention efforts.
3. Urgently respond to victims and survivors of GBV
4. Strengthen accountability and architecture to adequately respond to the scourge of gender-based violence.
5. Prioritise interventions that facilitate economic opportunities for addressing women's economic vulnerability.

This review falls within the CGE's mandate as outlined in Section 187 of the Constitution of South Africa, Act 108 of 1996, to promote respect for gender equality and the protection, development,



and attainment of gender equality. The powers and functions of the CGE are outlined in the Commission for Gender Equality Act 39 of 1996. It includes “monitoring and evaluation of policies and practices of state organs, state agencies, public bodies and the private sector in order to promote gender equality and the rights of women”, and to prepare and submit reports to Parliament containing recommendations on the protection, development, attainment and promotion of gender equality. The CGE has additional powers and functions prescribed by national legislation, for example power to subpoena, impose sanctions and the power of search and seizure.

The aim of this report is to establish the extent to which lead government departments and other agencies as identified in the ISC's ERAP² document have attained the objectives set for them to deal with GBVF in the country within the allocated period. This exercise was aimed at determining the extent to which the responsibilities and activities outlined in the ERAP Plan have been carried out with a specific focus on the achievement of the targets of each of the five thematic areas as outlined above.

This report starts with the introduction section, followed by subsections on the research approach and methods used for the study, and an outline of the constraints experienced during this exercise. The findings will be presented in the main section, followed by an overview analysis of the five thematic areas with conclusions and recommendations at the end.

1.1. RESEARCH APPROACH AND METHODS

This exercise was a largely a post-hoc review and assessment of the performance of state entities given the responsibility to implement a complex set of urgent/emergency programme and project interventions. These were outlined by government and civil society partners to address the scourge of gender-based violence in South Africa within a limited six-month period. It was vital to access accurate and reliable information from all the identified implementing agencies to determine the extent to which the targets outlined in the official ERAP document were achieved by them.

The approach taken in this exercise mirrors the auditing approach as it involves obtaining performance information to measure actual performance against stated targets as specified in the government's original ERAP document. The ERAP document specified a total of 39 interventions, which contain a total of 81 targets across five thematic areas. One of the targets (i.e. 2.3.g (1) Establish five new Thuthuzela Care Centres by March 2021) falls outside the six-month time period of the ERAP. This means that 80 targets fall within the six-month period of the ERAP. Some 22 government departments and other state entities were assigned specified roles, functions and responsibilities under each of the interventions as outlined in the ERAP. This is in addition to several other non-state entities such as civil society organisations, political parties and others that were also identified to execute specific responsibilities in the implementation of the ERAP.

²ISC (2019), Emergency Response Action Plan (prepared by the Interim Steering Committee on Gender-Based Violence)



Given that various government departments and other related executive/state agencies identified in the original ERAP document are responsible for collecting, storing and managing the performance information necessary to determine progress against ERAP targets, this exercise became highly dependent on accurate and reliable government sourced performance information. This review was therefore based on performance information collected by the various state departments, related agencies and other state and non-state entities in relation to their performance against ERAP interventions linked to specific targets. In many instances, the targets were time-bound (i.e. to be achieved on specified dates), while in others the targets were quantitative (i.e. certain numerical outputs to be achieved by specified dates).

While the CGE relied and placed great emphasis on documented information and official records to obtain the details necessary to assess actual performance against ERAP targets, the accuracy and reliability of such information remains the responsibility of the state departments and agencies responsible for collecting such information and reporting on their progress. However, where documented information was limited or unavailable, the CGE sought to augment it by searching for alternative sources such as online databases, and interviews with departmental and other officials who were willing to be interviewed to provide further information and clarity on the work of their departments and agencies.

1.2. LIMITATIONS OF THE STUDY

The review exercise faced several practical and intangible limitations that caused delays in the speed with which it was carried out, as well as limits to the amount of information necessary to carry out the review.

Firstly, when the review commenced (during April and May 2020), the government had just declared a national state of disaster due to the Covid-19 pandemic, which was accompanied by severe lockdown levels (levels 5 and 4). During this period, most staff working for government departments and agencies assigned ERAP responsibilities were inaccessible or unable to respond to requests for performance information.

During the first round of requests for information during April and May, out of a total of twenty-two government departments and related entities, the majority (13) initially failed to respond. However, as the lockdown levels were reduced during the months of June and July, more government departments and agencies began to respond to requests for information, even though many still took too long to respond, and often with limited, outdated or inaccurate information.

Secondly, those officials that were able to respond to such CGE requests for performance information, took too long to respond. In many cases, such responses yielded very limited information compared to what was requested. This was due mainly to the fact that many



government officials are still reluctant to share internal departmental/agency generated performance information with outside institutions, including the CGE.

Thirdly, as indicated above this exercise is information intensive. Given that the information needed for the review of performance against stated targets is effectively departmental/agency information, the CGE had to rely on the cooperation and collaboration of departmental and agency officials. This included their willingness to share such information with outside institutions. In many instances, officials were not willing to share such information. In cases where the officials shared information, the CGE can only rely on their good faith to provide accurate, reliable, and up-to-date information on their ERAP related programme activities.

Fourthly, many of the ERAP targets cut across various departments and agencies. This meant that in several instances more than one department/agency were responsible for performance information on cross-cutting targets, without one department/agency taking the lead. In such instances, requests for performance information become caught up in inter-agency or interdepartmental red tape, contributing to slow responses or lack of responses.

Finally, the Interim Steering Committee on Gender-Based Violence and Femicide disbanded soon after the release of the ISC's ERAP progress report in April. This meant that its members were no longer available or willing to assist with facilitating access to departmental and agency performance information, including a massive amount of information in the possession of the ISC at the time when it was still operational.



2. FINDINGS OF THE STUDY

2.1. THEMATIC AREA 1: ACCESS TO JUSTICE FOR VICTIMS AND SURVIVORS

Intervention	Indicator	Target	Lead department
2.1.a Clear backlog of all DNA samples at forensic laboratories related to GBVF especially sexual offences cases	Number of backlog cases cleared	Reduce GBV-related forensic cases backlog from 16,000 to 5,000 by 31 March 2020	SAPS (Forensic services)
	Forensic Science Laboratory (FSL) System enhancement	FSL System enhancement to track the processing of GBV-related cases to be developed by 31 March 2020	SAPS (Forensic services)
	Percentage (%) of routine case exhibits (entries) finalised	75% of routine case exhibits (entries) processed within 35 calendar days	SAPS

According to SAPS presentation³ a total of 23,750 GBV-related exhibits were addressed by the SAPS Forensic Science Laboratory (FSL) during the period 1 October 2019 to 30 June 2020. The findings that were submitted to the Interim Steering Committee (ISC) which was tasked with overseeing the implementation of the ERAP. The SAPS FSL demonstrated that 1,821 GBV-related cases were finalised which represented about 8% of all backlog cases during the period of the compilation of the ERAP report. According to the ERAP report⁴ 25,572 GBV-related cases were in progress at the time the report was compiled; while 22,495 cases which were over 35 days old were backlogged. However, it is not clear if the 22,495 backlogged cases are part of the 25,572 cases mentioned above. In terms of target three, 61.28% (27,727 from a total of 45,245) of routine case exhibits (entries) were finalised within 35 calendar days.

The ISC ERAP report indicates that Crime Index (CI) and Reference Index (RI) lanes⁵ were negatively impacted by inadequate consumables for the processing of exhibits and contractual problems with supply. The report notes that problems relating to the maintenance and servicing of DNA analysis equipment created a hindrance in the processing of DNA samples, which in turn was exacerbated by budget cuts that were imposed on all departments. This apparently led to the introduction of manual analysis procedures, which in turn slowed the output rate of analysis of forensic samples.⁶

To expedite the efficiency in dealing with the backlog, the National Prosecuting Authority (NPA) is working with SAPS and the FSL in reducing the sexual offences backlog cases while waiting for the results on the outstanding DNA analysis. According to the ERAP report, currently the GBVF backlog

³ SAPS, PowerPoint presentation on gender-based violence (Presented during the CGE webinar on GBV during the lockdown period).

⁴ ISC (2019), ERAP, p.13

⁵ These are indices used by the SAPS to monitor cumulative trends/patterns of crime in the country.

⁶ ISC (2019), ERAP, Op. cit.



stands at 28,465.⁷ Weekly feedback on the progress of the GBVF-related cases were reported on Mondays to FSL management.

The SAPS FSL received a total of 152,317 routine samples for analysis during the period 1 April 2019 to 31 December 2019. Currently, the backlog associated with the analysis of samples is at 21.63%. External factors such as water interruptions and power outages including load shedding⁸ have contributed as hindering factors affecting progress in addressing the backlog of cases. In a presentation to a webinar convened by the CGE on 28 August 2020, the SAPS outlined some of the challenges as follows:

- Delays in the allocation of criminal justice system (CJS) funding, affecting the procurement of consumables.
- Rotation of members in forensic laboratories, due to Covid-19 restrictions.
- Self-isolation and quarantine due to positive Covid-19 cases.
- Closing of laboratories for de-contamination due to Covid-19.

The last three points related to a period after the implementation of the ERAP, implying that these factors could not explain the failure of the SAPS to meet the stated target. Target one under this intervention was therefore not achieved as only 8% of the backlog of cases was finalised. Target two under this intervention was achieved as per the ISC's ERAP report. The CGE however, did not obtain relevant information to substantiate much of these claims, particularly because the SAPS was unable to provide such information. Target three under this intervention was partially achieved (61.28% of the target was met).

Intervention	Indicator	Target	Lead department
<i>2.1b Setting up a laboratory for DNA testing in the Eastern Cape</i>	<i>Procurement of services approved</i>	<i>Procurement process completed by 31 March 2020</i>	SAPS

Available information relating to this target was obtained from the ISC's ERAP report. According to the report, only the bid specification was completed for the procurement of the manual and automated DNA analysis equipment to enhance the DNA analysis capability of the Eastern Cape's Forensic Sciences Laboratory (FSL). It is clear that completing the bid specification is only one aspect of the entire procurement process. This means that this target was not achieved.

⁷ Ibid
⁸SAPS (2020), Presentation, Op. cit.



Intervention	Indicator	Target	Lead department
2.1.c Strengthen Family Violence, Child Abuse and Sexual Offences (FCS) Units with a quick injection of human resources and capital for effective response	Human resources (HR) plan for Family Violence, Child Abuse and Sexual Offences (FCS) capability developed	Develop HR plan to improve and strengthen the capacitation of the FCS units by 31 October 2019.	SAPS (Organisational development / detective service)
		SAPS to communicate the personnel requirement to the DPSA, to bolster capacity of the FCS units by 31 October 2019	
	Percentage (%) of current (2019) new entry intake allocated to the FCS capability	6.24% of 5,000 new entrants (312) currently under training to be allocated to the FCS capability by 31 December 2019.	SAPS (Human resource management)

In terms of capacity building, the feasibility study on the required skills for capacitation of the FCS units was completed. The ISC report indicates that a strategy to phase in implementation of the restructuring and capacitation of the FCS units will be implemented during 2020/2021. This as a result is indicative that so far there is no specific plan in place, and that the progress in terms of capacitation of the FCS units will only be part of the deliverables of 2020/2021 financial year.

Out of the 312 trained FCS personnel, the Free State placed 21 FCS staff. The report indicates that letters were drafted and signed to ensure placement of more constables at FCS units. The identified constables were undergoing the workplace exposure programme, from January to June 2020. Members were required to undertake a workplace skills programme, which was completed in July 2020. It could not be independently verified whether those officials were deployed after completion of their training as SAPS were not forthcoming with the information during the compilation of this report.



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

It is reported in the ISC's ERAP report that the detective services unit of the SAPS had established a database of outstanding GBVF-related cases. The cold case task team was established on 1 October 2019 and has been extended to all provinces. During the mentioned period 20,331 dockets were analysed, of which 6,653 were referred for further investigation and 88 arrests were made. The Division: Detective Service has included the reduction of outstanding case dockets for crimes against women and children in the SAPS's Annual Performance Plan 20/21.

The NPA has commenced with a project (implemented in phases) to address long outstanding sexual offences backlog cases due to the current unavailability of DNA reports. It targets sexual offences courts (SOCs) and hybrid courts. The goal is to reach 34 courts in phase one of the project. Information collated on 235 cases shows that they are currently on court rolls and decision dockets in which the DNA reports are essential to determine the identity of the alleged offender. This was collated from six divisions and is only a selection of long outstanding cases due to the DNA report not being submitted.

Prioritisation of sexual offence cases in all divisions has been added in the NPA strategic plan as an activity to enshrine the already concerted focus on GBVF matters. The NPA submitted a communication to the SAPS National Commissioner, to prioritise challenges regarding outstanding DNA reports and to ensure continuous and adequate availability of rape kits at all SAPS stations. It is also reported in the ISC's ERAP report that a National Justice Emergency Response Task Team was established in October 2019. This task team comprised senior management drawn from the DOJ&CD, Regional Court Presidents Forum, Chief Magistrates Forum, NPA and SAPS. Its function appears to be the acceleration of the implementation of ERAP-related responsibilities including



reducing case backlogs with a focus on sexual offences and domestic violence matters. It is also reported that the DOJ&CD had introduced a 100-days rapid results challenge at selected courts with the purpose of doing the following:

- Clearing the backlog of cases of sexual offences and domestic violence matters
- Improving the effectiveness and efficiency of protection orders in domestic violence matters
- Improving victim support services in domestic violence matters

In addition, the ISC's ERAP report alludes to the establishment of multi-functional teams at the selected courts to work together under the co-leadership of the regional court presidents and chief magistrates towards creating a victim-centric justice system. The following provinces were targeted: Eastern Cape (Mthatha, Lusikisiki and Motherwell), Free State (Welkom), Gauteng (Palmridge), Limpopo (Nkawkawa and Sibasa), Mpumalanga (Nelspruit and Evander), and North West (Temba). The targets under this intervention were partially accomplished in that a lot has been done by the respective lead departments to ensure that they prioritise the sexual offences cases. It is therefore reasonable to state that the inventory seems to be in place even though it is still work in progress.

Intervention	Indicator	Target	Lead department
2.1.e Review and act decisively within a specific timeframe on pending complaints against police officials, and prosecutors in matters related to GBVF cases	Reviewed National Instruction on and Standard Operating Procedure on Service Complaints against the police officers	Review national instruction on and standard operating procedure on service complaints by 31 March 2020.	SAPS (Civilian secretariat)
	Complaints against prosecutors relating to GBVF prioritised	100% of complaints related to gender-based violence prioritised for immediate intervention within seven working days	NPA
	Backlogs on pending complaints against police, prosecutors and magistrates especially related to GBVF cases	80% of service complaints related to gender-based violence investigations finalised within 14 working days.	SAPS (Inspectorate)
		80% of domestic violence-related cases finalised within 3 working days	
	24-hour complaints call centre for service complaints, including GBVF-related service complaints (0800 333 177). Provincial complaints call centre numbers and e-mail addresses available at www.saps.gov.za . National service complaints e-mail – complaintsnoalpoint@saps.gov.za .		



In terms of target one under this intervention, information obtained through the ISC's ERAP report indicates that a review of the national instruction and the standard operating procedure was still under way, even though this activity should have been completed by 31 March 2020. Target two under this intervention lacks clarity as to what needs to be done. It is not clear whether it requires all complaints received to merely be given priority over other types of complaints, rather than being prioritised and resolved. If the target is for complaints to be prioritised and resolved, then this would likely be impossible as some complaints, depending on their nature, could take months or even years to resolve, despite being prioritised.

Nonetheless, the ISC's ERAP report appears to imply that complaints received were being prioritised and resolved, although evidence to substantiate this was not provided. For instance, the report indicates that during the six months period of the ERAP initiative, 96 GBVF-related complaints were received, and that all were addressed within seven working days. In addition, the SAPS also reported that 445⁹ cases were dealt with within seven working days as required under the ERAP initiative. However, this creates some level of confusion as to whether or not reference to 'cases' means the same thing as 'complaints'. On the face of it, it appears as if the target was achieved in line with the ERAP requirement that 100% of cases be prioritised for immediate attention within seven working days.

According to the ERAP report, progress relating to target three under this intervention included a total of 67% (57) GBVF complaints finalised within 14 working days. Below is a provincial breakdown of the figures:¹⁰

- Eastern Cape - (2 out of 6) = 33%
- Free State - (3 out of 5) = 60%
- Gauteng - (23 out of 27) = 85.1%
- KwaZulu-Natal - (6 out of 7) = 86%
- Limpopo - (4 out of 4) = 100%
- Mpumalanga - 0
- Northern Cape - 0
- North West - (5 out of 7) = 71%
- Western Cape - (14 out of 29) = 48%

The CGE approached the SAPS on numerous occasions to request additional information regarding progress on its ERAP related responsibilities, without much success. The CGE wanted to use this to substantiate what was contained in the ISC's ERAP report. Available information on this target shows clearly that some progress was made, with targets partially achieved and a lot of work still left to be done.

⁹ SAPS (2020), Presentation, Op.cit.

¹⁰ ISC (2019), ERAP, Op.cit.



Intervention	Indicator	Target	Lead department
2.1.f Procurement of evidence-collection kits (Paediatric rape kits, adult rape kits and buccal sample kits);	Number of DNA reference kits	First delivery for the rape kits, will be 14 October 2019. The delivery dates for the DNA reference kits are as follows: <ul style="list-style-type: none"> • 26/08/2019 to 30/08/2019 – 2,970 • 16/09/2020 to 20/09/2019 – 4,000 • 7/10/2019 to 11/10/2019 – 27,000 • 2/12/2019 to 8/12/2019 – 30,000 • 8/12/2019 to 13/12/2019 – 30,000 • 15/12/2019 to 20/12/2019 – 27,000 • 2029/12/23 – 4,523 	SAPS (Supply chain management)
	Number of paediatric sexual assault evidence kits distributed	The delivery dates for the paediatric sexual assault evidence kits: <ul style="list-style-type: none"> • 14/10/2019 to 18/10/2019 – 3,000 • 4/11/2019 to 8/11/2019 – 12,500 • 11/11/2019 to 15/11/2019 – 4,500 	SAPS
	All designated health facilities supplied with evidence collection kits	Evidence collection kits available in all designated health facilities daily	SAPS
	Distribution process/system codified	The delivery and distribution of evidence collection kits are updated on the PAS ¹¹	

¹¹ PAS is an internal SAPS information management system.



In line with the ERAP requirement for the SAPS to ensure delivery of rape kits on specified dates (see table above), the ISC's ERAP report provides the following information relating to progress achieved:

- Number of DNA reference collection kits delivered (DB): 358,552
- Number of adult sexual assault evidence kits delivered: SAEC (D1) 49,800
- Number of paediatric sexual assault evidence kits delivered: SAEC (D7) 48,190

The report also states that all provincial commissioners had confirmed that all stations had D1, D7 and DB kits available, as illustrated below:

- D1 adult evidence collection kit:
 - Quantity ordered: 98,491
 - Value ordered: R 17,941,120.56
 - Quantity delivered: 54,470 (53.3%)
- D7 paediatric evidence collection:
 - Quantity ordered: 67,997
 - Value ordered: R 13,113,901.42
 - Quantity delivered: 49,400 (72.6%)
- DB buccal swabs:
 - Quantity ordered: 645,959
 - Value ordered: R 162,684,774.15
 - Quantity delivered: 409,548 (63.4%)

The ISC's ERAP report points out that evidence collection kits are not kept at hospitals. Instead, they are brought in by SAPS as and when they are needed, while some facilities can arrange to keep a few kits for after hours and weekends. The report also claims that no complaints had been registered regarding shortage of evidence kits during the period of ERAP implementation. The ISC's ERAP report also states that the evidence collection kits had been made available at all primary facilities where victims entered the criminal justice system to promote efficiency in terms of identification of the offenders. It states that information on the delivery and distribution to the SAPS of all evidence collection kits was updated on the SAPS's PAS information system which also notifies local sexual offences court practitioners of the dates of expiry of the kits in storage to enable replacements and disposals where applicable.

However, many of the claims and statements contained in the ISC's ERAP report could not be independently verified by the commission due to lack of up to date, reliable and accurate information. Also, given that DNA analysis of the samples collected continues to be affected negatively due to systemic and institutional weaknesses as indicated earlier, it is plausible that some of these claims and statements on progress and achievements could be open to challenges of reliability and validity.



Based on available information, mainly from the ISC's ERAP report, it can reasonably be concluded that the three targets under this intervention were all achieved.

Intervention	Indicator	Target	Lead Dept
2.1.g Upgrade regional courts into sexual offences courts (SOCs) with full staff capacity and resources for victim-support services	Number of regional courts upgraded into SOCs	11 SOCs by 31 March 2020	DOJ&CD Judiciary NPA

This is an intervention for which the DOJ&CD was responsible. The ERAP report states that the DOJ had managed to upgrade the following 11 regional courts into sexual offences courts:

- Eastern Cape: Bityi (1 court)
- KwaZulu-Natal: Pinetown (2 courts)
- Limpopo: Giyani (1 court)
- Limpopo: Sibasa (2 courts)
- Mpumalanga: Nelspruit (1 court)
- Mpumalanga: Middleburg (1 court)
- Mpumalanga: Evander (1 court)
- North West: Christiana (1 court)
- North West: Bafokeng/Tlhabane (1 court)

Based on information from the ISC's ERAP report, the target was achieved.

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



From the information contained in the ISC's ERAP¹² report, the Presidency had made available the "Guidelines for the Management of Survivors of Sexual Violence". The SAPS was to be responsible for the roll out of the guidelines at police station level. Yet, it would appear that this was not achieved. The ISC's ERAP report is also silent on vital details such as whether or not training was conducted on the "Guidelines for the Management of Survivors of Sexual Violence" to all police stations by 31 March 2020. The SAPS was not able to share any more insights into this.

Intervention	Indicator	Target	Lead department
<i>2.1.i Enforce current legislature on alcohol including withdrawal of licenses from those who do not comply</i>	<i>Not provided</i>	<i>Closure of illegal liquor outlets through visible policing</i>	<i>SAPS</i>

According to the ERAP¹³ report, the number of compliance inspections of licensed liquor premises was 84,023 and the number of illegal liquor outlets closed was 1,310. While there is no doubt that the SAPS did close many illegal liquor outlets during this period, the target was not based on information regarding how many illegal liquor establishments existed in the country, and the targeted proportion that the police had to close down. Therefore, while any closures of illegal liquor establishments are to be commended, the extent to which the closure of 1,310 illegal liquor establishments contributed towards reducing the scale of the problem across the country is not clearly explained.

Intervention	Indicator	Target	Lead department
<i>2.1.j Victim support service legislation</i>	<i>National policy guidelines for victim empowerment victim survey's report</i>	<i>Submission of the Victim Support Service Bill and Policy to Cabinet by 31st March 2020</i>	<i>DSD</i>

The ISC's ERAP¹⁴ report states that the Victim Support Service Bill and Policy were approved by Cabinet on 10 December 2019 for publication in the government gazette, meaning the target was achieved. In addition, a copy of the bill is also available online.¹⁵

¹² ISC (2019), p. 20

¹³ ISC (2020), Op.cit., p. 21.

¹⁴ Ibid.

¹⁵ South African Government (2020), Victim Support Services Bill 2019: Publication for draft and memorandum on objects of Bill Victim Support. (July 2020) https://static.pmg.org.za/Victim_Support_Services_Bill.pdf.



Intervention	Indicator	Target	Lead department
2.1.k Revisit and tighten legislation on GBVF in matters relating to the granting of bail, imposition of sentences, and the protection afforded by the National Register for Sex Offenders (NRSO)	Bills developed for consideration by Parliament by target date	Bills developed by 31 March 2020	DOJ&CD DCS Presidency Parliament

Based on information obtained from an official¹⁶ of the DOJ&CD, the drafting of the three bills was finalised in January 2020, followed by a workshop involving an expert reference group to consider the draft bills. In February 2020, the three bills were submitted to the Interim Steering Committee on GBVF. The official indicated that the department subsequently published the bills for public inputs and comments to be received between 31 March and 24 April 2020. Following public inputs and comments, the bills were scheduled to serve before the DevComm¹⁷ on 25 June 2020 before submission to Cabinet. The DOJ&CD official insisted that once Covid-19 pandemic restrictions have abated, the bills would be introduced to Parliament. This target was achieved, and copies of the bills were made available online as evidence of this achievement.¹⁸

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

Information provided in the ISC's ERAP report indicates that the draft amended National Policy Framework on the Management of Sexual Offences Matters (NPF SO) was developed to align it with the Presidential Summit Declaration against GBVF, 2019. The draft inter-departmental implementation plan for the amended NPF SO has also been developed. The department was in the process of introducing both documents to Parliament, shortly before the announcement of the Covid-19 lockdown.

¹⁶ DOJ&CD (Information provided via email, 27 July 2020).

¹⁷ Integrated Justice System Development Committee of the Department of Justice

¹⁸ DOJ&CD (Information provided via email, 27 July 2020).



The official from the DOJ&CD indicated that due to the impact of the Covid-19 pandemic on the country's economy, a decision was taken to review the recently drafted inter-departmental implementation plan for the NPFSSO to ensure that it accounts for the expected deep budget cuts for the next few years.¹⁹ It would appear that the DOJ&CD had rescheduled this process for completion in August 2020 instead of the original target date of 31 March 2020. A reviewed document still in draft phase was provided by the department to the above effect.²⁰ In other words, the target was not achieved. The impact of the Covid-19 pandemic was given as the cause of the non-achievement, which is implausible given that the impact of the Covid-19 pandemic lockdown became consequential after the stated target date.

Intervention	Indicator	Target	Lead department
<i>2.1m Undertake a comprehensive audit of all police stations and courts, with a view to making recommendations that will facilitate victim-centric buildings</i>	<i>Number of audits undertaken on police stations and courts, with a view to making recommendations that will facilitate victim-centric buildings</i>	<i>50 audits undertaken on police stations and courts, with a view to making recommendations that will facilitate victim-centric buildings</i>	<i>DPWI</i>

With regards to performance information on this target, information was only obtained from the ISC's ERAP report²¹ which stated that the SAPS had established victim-friendly services at 1,154 police stations. However, it is not clear if this meant that the target of 50 audits of police stations and courts were carried out and completed as required in terms of the ERAP. On the face of it, it appears as if the target was met. However, no additional information was made available to substantiate these statements. In the absence of such information to prove that the target was achieved, this report will conclude that the target was not achieved.

Intervention	Indicator	Target	Lead department
<i>2.1.n Development of legislation governing the establishment and management of a GBVF Council</i>	<i>Bill prepared for consideration by Parliament by target date</i>	<i>Bill considered by 31 March 2020</i>	<i>DWPD Presidency</i>

The DOJ&CD was tasked with drafting legislation in line with the declaration that sets out the powers, functions and operations of the Council. A draft bill on the Council for Prevention and Combating GBVF was developed and submitted to the Department of Women, Youth and Persons with Disabilities (DWYPD).

¹⁹ DOJ&CD (Information provided via email, 24 June 2020).

²⁰ DOJ&CD (2019), Amendment of the National Policy Framework: Management of Sexual Offences Draft.

²¹ ISC (2019), ERAP, Op.cit., p. 22



According to the DWYPD,²² due to the urgency to eradicate GBVF, government intended to prioritise the establishment of the national Council on GBVF rather than pursue the development of the necessary enabling legislation. Based on information obtained from the DWYPD, it would seem that this decision was the result of a cabinet resolution, although no evidence was provided to substantiate this. According to the DWYPD, the rationale for this resolution was based on the following considerations: Firstly, there are structures such as the South African National Aids Council (SANAC) that are functional, effective and efficient even though they were not legislated into existence. Secondly, there were other structures that were legislated but with limited efficiency and functionality. Thirdly, the legislative process would be lengthy and take approximately 24 months to complete, which would slow down and impede the urgency to establish the multisectoral structure on GBV. This target was therefore not achieved.

Intervention	Indicator	Target	Lead department
<i>2.1.o Vetting of government personnel working directly with children and mentally disabled persons</i>	<i>DOJ&CD, NPA, FCS police officials vetted</i>	<i>Vetting completed by 31 March 2020.</i>	<i>FCS (police officials and educators) DOJ&CD SAPS DBE</i>

This target is broad and lacks vital details. For instance, it does not clarify the nature of the vetting that needs to be carried out. Vetting could be for various categories of information, including criminal records, qualifications, work experience, sexual predation, etc. The ISC's ERAP report seems to indicate that the vetting was carried out only in relation to sexual offences. The report states that since November 2019, 12,747 government officials had been vetted against the National Register for Sex Offenders. Presumably, the focus is on ensuring that sex offenders and paedophiles are identified and removed from service points directly working with children and mentally disabled persons. The breakdown of the 12,747 government officials was not provided despite requests to this effect.

The DOJ&CD insisted that those government employees that were vetted included family advocates, maintenance officers, children's court clerks, intermediaries, prosecutors, SAPS officials attached to the FCS units, and personnel in the private sector. However, it would be difficult to determine if all personnel working directly with children and people with mental disabilities were vetted, especially if the number achieved (i.e. 12,747) is not placed against the total number of personnel in the country working directly with children and people with mental disabilities, in both the public and private sectors. Such information was not provided. It is also not clear what proportion of the total number of personnel working directly with children and people with mental

²² DWYPD, Response to a formal written request for information on ERAP by the CGE (24 July 2020)



disabilities would be accounted for by the 12,747²³ personnel that were vetted. It would therefore be difficult to determine whether the target was achieved, assuming that the aim was to vet all government and private sector personnel working directly with children and people with mental disabilities.

2.2. THEMATIC AREA 2: CHANGE NORMS AND BEHAVIOUR THROUGH HIGH LEVEL PREVENTION EFFORTS

Intervention	Indicator	Target	Lead department
2.2.a Launch a 365-day sustained campaign to prevent and condemn GBVF driven by a multi-sectoral team, including civil society.	Communication toolkit with list of key messages and targeted sources of media.	Launch of a visible and sustained multimedia campaign to prevent and condemn GBVF by November 2019	GCIS SABC ISC-GBVF TTL ²⁴ DAC All implementing government departments
	Various media used such as newspapers, billboards, TV, radio, social media, dialogues – to communicate GBVF messages.	Media campaigns that reach at least 65% of the population confirmed follow-up surveys by 31 March 2020.	
	Media, dialogues – to communicate GBVF messages.		

The ISC's ERAP report did not provide much useful information and insights into progress and achievements relating to ERAP targets under this intervention. Also, several lead institutions responsible for various targets under this intervention were approached during this exercise to provide additional information regarding their activities, progress and achievements. Among these were the Department of Arts and Culture (DAC), the South African Broadcasting Corporation (SABC), Government Communication and Information System (GCIS) and the ISC. These institutions failed to provide the information requested by the time this report was compiled. While the ISC's ERAP report states that the DWYPD had launched the 365-day sustained campaign to prevent GBV in partnership with the United Nations and a company called First for Women,²⁵ the details of this campaign are not clear. In addition, it is not clear whether this constitutes a multi-media campaign to prevent and condemn GBVF and if it was executed by November 2019, according to the targets outlined in the original ERAP document. No information was made available to determine if targets under this intervention were achieved satisfactorily.

²³ DOJ&CD, (Information provided via email, 24 August 2020).

²⁴ The full name for this abbreviation was never provided in the ISC ERAP Report where this information was obtained.

²⁵ ISC (2019), Op.cit, p. 23



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

According to the ISC's ERAP report,²⁶ the Department of Public Works and Infrastructure (DPWI) reported that it had unveiled an anti-GBVF billboard on Kgosi Mampuru Street, Pretoria. The proposed buildings were identified in Pretoria and the remaining list was due to be submitted as soon as possible. It was reported that the Minister was still in consultation with the National Treasury on how the department could partner with the private sector to install GBVF prevention billboards or banners with messages on state-owned buildings. Given that this exercise was still underway, it could be surmised that the target was not achieved.

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

²⁶ ISC (2019), Op.cit, p. 25



Intervention	Indicator	Target	Lead department
	Number of campaigns implemented to prevent GBV through programmes targeting workplaces (public)	Implement campaigns to prevent GBV through programmes targeting workplaces (public) by November 2019	DPSA SALGA
	Multi-faceted campaign to prevent GBV through programmes targeting workplaces (private)	Implement campaigns to prevent GBV through programmes targeting workplaces (private) by November 2019.	DEL NEDLAC

The Department of Basic Education (DBE) reported that schools in KwaZulu Natal, Mpumalanga, and the Western Cape benefited from the implementation of the Scripted Lesson Plans (SLPs) on Comprehensive Sexuality Education (CSE) during the piloting process over the review period.²⁷ These details appeared in the ISC's ERAP report released on 30 April 2020. It reported that the CSE addresses various learning areas including gender equality, bullying prevention, GBV, sexual abuse and sexual diversity. Other initiatives include the Adolescent Girls and Young Women Programme which aims to support and strengthen the retention of adolescent girls and young women through biomedical, behaviour change and structural interventions. These include health screening, health sessions, career guidance, home visits, peer education and access to sexual reproductive services. However, while the target was to implement visible campaigns, the ERAP report does not mention or speak to any of the campaigns. Therefore, it seems that the target was not achieved.

Information obtained from the Department of Higher Education and Training (DHET) states that, through HIGHER HEALTH (formerly HEAIDS),²⁸ the department has been involved in several initiatives relating to preventing GBVF. This included developing a fully-fledged reporting programme across all universities and technical and vocational education and training (TVET) colleges. It also published the final 'Policy Framework to Address Gender-Based Violence in the Post-School System' (policy framework) in July 2020 and established a ministerial task team on GBV and sexual harassment at universities. The information also states that HIGHER HEALTH²⁹ provides health and wellness programmes and services to students including those relating to gender equality and GBV. The seven key priorities of HIGHER HEALTH are GBV; sexual and reproductive health rights (SRHR); HIV, tuberculosis (TB) and sexually transmitted infections (STI); mental health services; disability services; alcohol and drug use prevention; as well as LGBTQIA+ (lesbian, gay, bisexual, transgender, queer, intersex, asexual and other) health and de-stigmatisation.

²⁷ DBE, Response to a formal written request for information from CGE, 29 July 2020

²⁸ DHET, Response to a formal written request for information from CGE, 24 July 2020

²⁹ HIGHER HEALTH has been mandated by the Department of Higher Education and Training to develop and implement an integrated model for health and wellness at university and TVET college campuses, including GBV awareness, prevention and support programmes and campaigns. HIGHER HEALTH also collects statistics on health and wellness on behalf of the department.



It is reported that HIGHER HEALTH implemented the '1st Curriculum' which integrates HIGHER HEALTH key priorities within the formal curriculum. It also implemented the '2nd Curriculum' which is a peer-to-peer education programme outside the formal academic programme. It did this through campus activities such as student clubs with a political, cultural, social, philanthropic, religious or sports focus and included a system of student volunteers to drive the HIGHER HEALTH agenda. The '2nd Curriculum' programme exists in all 400 campuses of universities and TVET Colleges with 1,000 mentors and 4,000 peer educators.

Information from the DHET also shows that in 2019 over 595,000 people had been reached through this programme. HIGHER HEALTH reported on the 'Future Beats Campaign' – a radio-centred health promotion and social awareness campaign implemented by student journalists. The stations create programmes that deal with student health, wellness, GBV and other social issues. HIGHER HEALTH stated that the 'Future Beats Campaign' involved 13 campus and community radio stations with a combined audience of 800,000. Moreover, HIGHER HEALTH has a signature programme 'First Things First' which includes GBV screenings and early risk assessments as a core package of services across campuses. The key purpose of the programme is to increase awareness campaigns and drive mass health screening through activations as well as to increase the psycho-social support services on the doorsteps of all young students as part of campus routine services.

Under this intervention, the target was to conduct three campaigns during the 16 days of activism against gender-based violence campaigns. In line with this, it would seem that the target was only partially achieved, due to some of the activities carried out by the DHET together with HIGHER HEALTH.

On the other hand, the Department of Employment and Labour (DEL) stated in its response³⁰ that in terms of Section 54 of the Employment Equity Act of 1998 (EEA) as amended, the Commission for Employment Equity (CEE) was mandated to develop or review codes of good practice related to the implementation of various provisions of the EEA. The DEL reportedly reviewed the existing code of good practice on the handling of sexual harassment cases in the workplace (although this was done in August 2015) and the section on harassment on 'the Integration of Employment Equity into Human Resource Policies and Practices' (August 2015) during the 2019/2020 financial year. The main objective of the review was to identify gaps in the existing employment equity policy instruments and develop a new 'Code of Good Practice on the Prevention and Elimination of Violence and Harassment in the World of Work' to ensure alignment with the provisions of the newly adopted International Labour Organisation's (ILO) Convention Number 190. The main scope of coverage in the code of good practice, includes prevention, elimination and management of violence and harassment such as sexual harassment; workplace bullying as a form of harassment; gender-based violence and harassment; racial discrimination; and domestic violence.

³⁰ DEL, Response to a formal written request for information from CGE, 14 July 2020



The DEL reports that a draft *Code of Good Practice on the Prevention and Elimination of Violence and Harassment in the World of Work* was developed and finalised by the CEE and submitted to the Minister of Employment and Labour on 24 June 2020. The CEE was reported to be waiting for the Minister's approval before the publication of the draft code for public comment.³¹ This target was achieved, but only seven months after the ERAP's six-month time period had ended.

Intervention	Indicator	Target	Lead department
2.2.d Implement social behaviour change programmes to influence changed behaviour for boys and men, while involving all sectors of society.	Number of social behaviour change programmes implemented in schools.	Implement four social behaviour change programmes in schools by March 2020.	GCIS SABC ISC-GBVF TTTL DAC

The intervention above relied on the work of several institutions, which included the SABC, the Department of Arts and Culture (DAC), GCIS, SC-TTTL and the former ISC-GBVF. In its ERAP report, government did not provide information on progress regarding this intervention. The CGE was also unable to obtain information from these institutions regarding progress and achievements in relation to this target due to their lack of response. Therefore, it was not possible to determine whether this target was achieved.

Intervention	Indicator	Target	Lead department
2.2.e Design a mass mobilisation programme of trained prevention activists to be deployed across the country to engage in household visits and community interventions focused on changing harmful social norms.	Number of prevention activists deployed in municipalities across the country to engage in household visits and community interventions focused on changing harmful social norms.	Prevention activists deployed in 278 municipalities across the country.	SALGA

The target under this intervention was the responsibility of the South African Local Government Association (SALGA). However, SALGA was unable to provide information on progress achieved, pointing out that the organisation did not take part in the development of the Emergency Response Action Plan (ERAP) and that it was not made aware of the responsibilities assigned to it by the ERAP. However, this claim could not be substantiated.

³¹ DEL, Response to a formal written request for information from CGE, 14 July 2020



From the above discussion, very few targets were achieved in line with the ERAP. For instance, three targets were partially achieved, involving the departments of Public Works and Infrastructure, Basic Education, and Higher Education and Training.

2.3. THEMATIC AREA 3: URGENTLY RESPOND TO VICTIMS OF GBV

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

The targets under this intervention were dependent on the work of the Department of Social Development (DSD) and the Department of Women, Youth and Persons with Disabilities (DWYPD). As such, the CGE approached these departments regarding information on progress in terms of these targets. In terms of target one, the CGE was unable to obtain sufficient information or relevant documentation on criteria for the funding of non-government organisations, including any document containing the funding guidelines as outlined in the ERAP document. However, the ISC's ERAP report states that an evaluation process was undertaken by a team consisting of officials from the National Development Agency (NDA), DSD and ISC who reviewed proposals from NGOs, leading to the shortlisting of 1 69 proposals from across all nine provinces.³² The report states that the review process, including scheduled site visits, was delayed due to Covid-19 restrictions.³³ However, the report left several questions unanswered. Firstly, it is not clear how the selection of NGOs was carried out given that there was no evidence of draft funding guidelines, including funding criteria to guide the exercise. Secondly, the target date for the completion of this exercise was 31 March 2020, which means that Covid-19 restrictions should not have caused any delays to the process unless it was not carried out on time. Therefore, the target was not met.

In terms of target two, a total of R200 million was to be transferred to NGOs by 31 March 2020. However, the ISC's own ERAP report states that only R130 million was set aside to fund the NGOs rendering services to victims and survivors of GBV.³⁴ In addition, a funding initiative, the Criminal Asset Recovery Account (CARA), was made available, by the DSD which appointed the NDA as an implementing partner for NPO projects funded under this initiative.³⁵ Out of the R130 million set aside, R45 million was committed by the DSD, with the balance allocated from the CARA funding.³⁶ The first

³² ISC (2019), ERAP, Op.cit, p.35

³³ ISC (2019), ERAP, Op.cit, p.35

³⁴ ISC (2019), ERAP, Op.cit, p.35

³⁵ ISC (2019), ERAP, Op.cit, p.35

³⁶ ISC (2019), ERAP, Op.cit, p.35



tranche payment of R45 million was transferred to the NDA³⁷ and according to the DWYPD's response³⁸ only R80 million and not the balance of R85 million was authorised from CARA funds to the NDA. Based on this information, only a total of R125 million was eventually disbursed to fund NGO activities related to the rendering of services to victims and survivors of GBV. This leaves a shortfall of R75 million. Therefore, this target was not achieved because only R125 million was transferred to the NDA and not the R200 million as stated in the ERAP document. In addition, there is no clear evidence that the NDA did disburse the funds to the NGOs by 31 of March 2020 as intended. Hence, this target was also not met.

Intervention	Indicator	Target	Lead department
2.3.b. Immediate roll out of training on victim-centric, survivor-focused services, with a specific drive to train police, prosecutors, magistrates, and policy makers	Number of police, trained on proactive interventions (Children and Youth at Risk, Domestic Violence Learning Programme; Vulnerable Children Course; Domestic Violence and Vulnerable Groups Learning Programme; National Victim Empowerment Learning Programme; First Responder to Sexual Offences Learning Programme; Human Rights in Policing)	100% of targeted trainees fully trained by 31 December 2019. Conduct training on proactive interventions targeting 2,238 officers by 31 March 2020. Conduct training on reactive interventions targeting 3,338 officers by 31 March 2020.	SAPS
	Number of police trained on reactive interventions (Resolving of Crime Skills Programme; Sexual Offences for Investigators Learning Programme; Family Violence, Child Protection and Sexual Offences Learning Programme.)		
	Percentage (%) of prosecutors trained.	50 prosecutors trained	NPA
	Number of health professionals trained.	One (1) health professional trained in 246 health facilities providing post-violence care (PVC) by 30 March 2020	DOH

³⁷ ISC (2019), ERAP, Op.cit, p35

³⁸ "Responses to issues raised by the CGE", DWYPD (2020)



Intervention	Indicator	Target	Lead department
	<i>Number of social service practitioners trained on trauma debriefing</i>	<p>90 social service practitioners trained on trauma debriefing (10 per province)</p> <p>Train 60 social service practitioners on trauma debriefing across provinces.</p>	DSD

Target one under this intervention called for training of SAPS members on a range of issues (for example, domestic violence, sexual offences, child protection and victim empowerment), although it does not specify the target number of SAPS members to be trained during this period. It appears that such a target was not based on any prior needs assessment exercise that would have quantified the number needed across the country. Also, this makes it unclear as to what the impact of achieving this target would be. In terms of training, information obtained from the ISC's ERAP report³⁹ as well as from a presentation by the SAPS⁴⁰ during the webinar convened by the CGE on 28 August 2020, points to the existence of an integrated sexual offences and GBV action plan by the SAPS. The action plan seeks to train SAPS members on GBV-related programmes. The ISC's ERAP report states that under target one of this intervention a total of 8,222 SAPS members were trained and competent in the areas of competency outlined under the first indicator of this intervention.

Target two of this intervention was to conduct the training of 2,238 officers on proactive interventions. In this regard, the SAPS reported that 3,994 SAPS members were trained during the period (1 April 2019 to 31 March 2020).⁴¹ Similarly, the SAPS reported on its performance regarding target three under this intervention, which called for the training of 3,338 officers on reactive interventions by 31 March 2020. The SAPS reported having provided training to 2,105 SAPS members⁴² on reactive interventions, which means that the SAPS fell short of the target by 1,233 officers that would still need to be trained to meet the target. However, this would only occur subject to availability of financial resources in the wake of the Covid-19⁴³ pandemic. The SAPS did not provide supporting documentation to verify this much of this performance information. This means that the CGE had to rely on the SAPS for the accuracy of this information.

On the fourth target under this intervention, the NPA was obligated to provide training to 50 prosecutors (date was not specified), in which case the last month of six-month ERAP period would automatically become the target date. The ISC's ERAP report⁴⁴ notes that the NPA surpassed the targeted number of 50 trained prosecutors by training 74 prosecutors, focussing on child justice,

³⁹ ISC (2019), ERAP, Op.cit, p.37

⁴⁰ SAPS (2020), Presentation at a CGE Webinar on Gender Based Violence During the Lockdown.

⁴¹ ISC (2019), ERAP, Op.cit, p.37,

⁴² ISC (2019), ERAP, Op.cit, p.37

⁴³ ISC (2019), ERAP, Op.cit, p.37,

⁴⁴ ISC (2019), ERAP, Op.cit, p.38



domestic violence and sexual offences.⁴⁵ As indicated, this information was contained in the ISC's ERAP report. The NPA did not provide supporting documentation for the CGE to verify this information. Regarding target five under this intervention, one health professional was to be trained in each of the 246 health facilities providing post-violence care (PVC) by 30 March 2020. The CGE relied on information contained in the ISC's ERAP report which indicates that the provinces that did not report any training were KwaZulu Natal, Eastern Cape, Mpumalanga, and Western Cape. For the North West province, the ERAP report⁴⁶ provides contradictory details of performance, indicating initially that the province had not done any training for health professionals, then also stating that 39 healthcare professionals in the province had received training. Nonetheless, it would appear that this target was only partially achieved in that only four provinces (Gauteng, Free State, Northern Cape, and Limpopo) had met the target as stated.

Target six under this intervention called for the training of 90 social service practitioners on trauma debriefing. The DSD, which is identified as the leading department in this regard, reports having trained 200 social workers on trauma debriefing and psychosocial support. However, while the target refers to 'social service practitioners', the DSD refers to 200 social workers. It is not clear if these are the same. The CGE's understanding is that 'social service practitioners' is a broader category that includes not only social workers but also other professionals in this category. This would suggest that the target was only partially achieved.

Target seven under this intervention was not mentioned or reported on at all in the ISC's ERAP report. In addition, the CGE was unable to obtain independent information related to actual performance on this target, leading to the conclusion that it was not achieved. Although most of the targets under this intervention seem to have been achieved, it is worth reiterating that many departments did not provide supporting documentation for the CGE to use to verify the claimed performance in relation to the stated targets.

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

The target under this intervention called for the establishment of an emergency fund to enable rapid responses to the needs of survivors of gender-based violence at community level. No information has been obtained regarding whether such a fund was established or not. The DSD was approached for information and none was provided in line with this request. In the absence of such information, the CGE is unable to determine whether an emergency fund was established in line

⁴⁵ ISC (2019), ERAP, Op.cit, p.38

⁴⁶ ISC (2019), ERAP, Op.cit, p.39



with the target. The ISC's ERAP report provided information that was incongruent with what is stated in terms of this target and was therefore unhelpful in terms of determining whether or not an emergency fund was established.

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

The target in this intervention demanded that 650 social worker posts be approved and filled by 1 December 2019. However, the ISC's ERAP report stated that the process of hiring social workers was only concluded by 31 March 2020, and that only 200 social workers were appointed (by 1 April 2020) and not the 650 in line with the target. This means that the target was not achieved, and the appointment of 200 social workers on 1 April 2020 was too little too late.

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

Although the intention behind this target is unclear, the CGE assumes that the objective is the establishment or designation of shelters for the benefits of LGBTQIA+ persons and those with disabilities in three provinces where such persons experience the most violations. While the ISC's ERAP report⁴⁷ states that the Department of Public Works and Infrastructure (DPWI) had handed over buildings to the DSD in the Western Cape and Gauteng during December 2019, it does not indicate how many buildings were handed over to the DSD. Also, the fact that the buildings were in only two

⁴⁷ ISC (2019), ERAP, Op.cit, p.40



provinces (Gauteng and Western Cape), implies that these are the areas with a high prevalence of violations. The CGE has not obtained any supporting documentation or information to substantiate if the two provinces are indeed areas of high prevalence in line with the target. CGE is therefore not in the position to determine if this target was achieved as originally intended.

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

Two targets are specified under this intervention. The first target specifies 43 professional nurses and 43 medical officers to be approved and allocated by 31 October 2019 and that 25% of the posts (approximately 11 nurses and 11 medical officers) were to be filled by March 2020. Moreover, the statement of the target is clearly conditional, as it states that these appointments could only be carried out "provided funds are available". Information provided in the ISC's ERAP report states that "in December 2019 posts were advertised for Thuthuzela Care Centres (TCCs), 12 case managers, 9 site coordinators."⁴⁸ However, this seems inconsistent with the statement of the target for approving the allocation of 43 professional nurses and 43 medical officers. The target was not met, and it plausible that the conditionality of the target provides a readily available excuse to justify, on financial grounds, why the target was not met.

The second target relating to a National Drug Master Plan approved by March 2020 appears, on the face of it, to suggest that it was achieved. The ISC, in its ERAP report, points out that a workshop was held on the development of an implementation and risk management plan for the National Drug Master Plan. Assuming that the plan had been approved, it would make sense that an implementation and risk management plan was being developed. Once again, this analysis and conclusion is based only on the interpretation of performance information contained in the ISC's ERAP report. The lead departments failed to provide supporting documents to enable the CGE to verify the statements contained in the ISC's report.

⁴⁸ ISC (2019), ERAP, Op.cit, p.40



Intervention	Indicator	Target	Lead Department
2.3.g. Strengthen the functioning of the Thuthuzela Care Centres (TCCs) through the injection of human and capital resources for effective response	Number of new Thuthuzela Care Centres established	Establish five (5) new Thuthuzela Care Centres by March 2021 Conduct a resource audit of the existing TCCs.	NPA DOH
	Number of NPA, SAPS and DSD personnel allocated to existing designated health facilities.	Each designated health facility to be allocated at least one (1) forensic professional nurse by March 2020	NPA SAPS DSD DOH
	Number of professional forensic nurses in the public health system.	Number of trained forensic nurses available in the public sector verified and deployed to designated health facilities by March 2020.	DOH
	Number of professional nurses in training for Diploma in Forensic Nursing.		
	All health facilities (including clinics and community health centres) to provide basic package of care including PEP for survivors of GBV.	Implementation of the new PEP guidelines in all health facilities by March 2020	DOH

There are several targets under this intervention, involving several lead departments as indicated in the table above. In terms of the first target, the target date for achievement is stated as March 2021. This is inconsistent with the limited ERAP time-period of six months, ending on 31 March 2020. Therefore, it is possible that this was a typing error. Nonetheless, the ISC's ERAP report states that the



NPA received R16 million from the CARA funding for its Thuthuzela Care Centre (TCC) project over a three year period.⁴⁹ The report states that some of this money would be used to establish six new sites as well as to upgrade or maintain existing sites⁵⁰. Although the target calls for only five new Thuthuzela Care Centres to be established by March 2021, the NPA seems to have set a goal of establishing six new sites over the period of three years. If indeed the target date is March 2021 as stated in the original ERAP document, then the CGE would, at this stage, be unable to determine whether the target will be achieved.

Regarding the resource audit of existing TCCs as per target two of this intervention, information provided in the ISC ERAP report⁵¹ notes that an audit of the resources of the TCCs was conducted and finalised in all provinces. Target three was not reported on in the ISC's ERAP report. The CGE was unable to obtain any other information from alternative sources to determine performance on this target, thus leading to the conclusion that the target was not achieved.

In terms of target four of the intervention, an audit of forensic nurses and doctors was reportedly finalised for the North West, Northern Cape, Gauteng, Mpumalanga and Free State.⁵² The information is, however, incomplete and does not provide clarity on the performance of Limpopo, Western Cape, KZN and the Eastern Cape in terms of verifications and deployments of forensic nurses by March 2020. This target was not achieved.

With regards to the fifth target, information obtained from the ISC's ERAP report states that "post-exposure prophylaxis (PEP) guidelines were approved in December 2019 to provide a basic package of care for survivors of GBV for implementation by all health facilities".⁵³ Yet, the ISC report appears to show that the implementation of the new PEP guidelines in all health facilities had not commenced by the deadline date of March 2020. Therefore, this target was not achieved.

⁴⁹ ISC (2019), ERAP, Op.cit, p.41,

⁵⁰ ISC (2019), ERAP, Op.cit, p.41

⁵¹ ISC (2019), ERAP, Op.cit, p.41,

⁵² ISC (2019), ERAP, Op.cit, p.42

⁵³ ISC (2019), ERAP, Op.cit, p.43



Intervention	Indicator	Target	Lead Department
2.3.h. Link and strengthen all existing services (police stations, health facilities, social work services and shelters) that deal with criminal cases and provide for early intervention	Number of nodal points management forums	Minimum 10 nodal points management forums established (local) (made up of police stations, health facilities, social work services and shelters in each local municipality)	DOH SAPS DSD NPA COGTA
	Weekly case management meetings at local level	Number of weekly case management meetings at local level	Not available
	Number of new shelters established.	Two (2) new shelters/ white door spaces of hope for victims of gender-based violence	DSD
	Concept document on the white door safe spaces of hope for victims of gender-based violence.	Monitor 12 existing white door safe spaces by 31 March 2020	DSD
	Number of people accessing psychosocial support services through gender-based violence command centre.	90,000 calls received by the GBV command centre by 31 March 2020.	DSD
		Waiting period (while ringing/ on hold) of less than 20 seconds per call. Benchmark of Three (3) minutes is set for responding to SMSs and USSDs by 31 March 2020	
	50% of callers connected to service provider (rape crisis centre, therapist, police, etc.) within first 10 minutes of the call by 31 March 2020		



This intervention also specifies several targets under the responsibility of several lead departments, including the Department of Health (DOH), SAPS, NPA, DPWI, the Department of Cooperative Governance and Traditional Affairs (COGTA) and the DSD, with the bulk of the targets falling under the DSD.

In terms of target one, the NPA reported that “stakeholder management is a priority point in all the Director of Public Prosecution (DPP) divisions, which include stakeholder meetings with the Department of Justice and Constitutional Development (DOJ&CD, DOH, SAPS, DSD and applicable NGOs.”⁵⁴ This information appears inconsistent with the statement of the target, thus making it difficult to determine if the target was achieved. Similarly, the report refers to “a similar structure at local level for stakeholder management per TCC, hence, the structure exists at local and provincial level.”⁵⁵

In discharging its responsibility under target one of this intervention, the NPA had initially planned to undertake visits to pilot project sites in five provinces aimed at improving reporting on gender-based violence. However, these planned visits were cancelled and would be rescheduled on account of the Covid-19 lockdowns.⁵⁶ The ISC ERAP report also points to a request (submitted to the National Community Police Consultative Forum on 13 March 2020) for Community Police Forums (CPFs) to be assisted in determining barriers to reporting gender-based violence and mobilising communities to improve services to victims.⁵⁷ This will apparently be part of the work of gender-based violence desks to be establishment in all CPFs.⁵⁸

In terms of target three, which calls for the establishment of “two new shelters/white door spaces of hope for victims of gender-based violence”, the ISC reports that two facilities were launched in October and December 2019. It is not clear where these were established and what state of functionality the new facilities are currently in.

Target five under this intervention calls for “90,000 calls received by the GBV command centre by 31 March 2020”. The following information was provided by the DSD regarding the number of calls received by its GBV Command Center, including USSD and SMS messages, and the CGE presents it as it is: 97,906 calls; 11,479 USSD and 14,534 SMS. These were received between 1 October 2019 and 31 March 2020.

The CGE was unable to find relevant performance information regarding the following targets under this intervention:

- Target two: Number of weekly case management meetings at local level
- Target four: Monitor 12 existing white door safe spaces by 31 March 2020.
- Target six: Waiting period (while ringing/ on hold) of less than 20 seconds per call. Benchmark of three minutes is set for responding to SMSs and USSDs by 31 March 2020

⁵⁴ NPA, Response to a formal written request for information from the CGE.

⁵⁵ NPA, Response to a formal written request for information from the CGE.

⁵⁶ ISC (2019), ERAP, Op.cit, p.43,

⁵⁷ ISC (2019), ERAP, Op.cit, p.43

⁵⁸ ISC (2019), ERAP, Op.cit, p.43



- Target seven: 50% of callers connected to service provider (rape crisis centre, therapist, police, etc.) within first 10 minutes of the call by 31 March 2020.

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

This intervention is the responsibility of the DPWI and calls for public buildings to be made available as shelters and interim arrangements for survivors. Based on information contained in the ISC's ERAP report,⁵⁹ only eight properties were made available although they had not yet been handed over to the DSD to serve this purpose at the time the report was compiled. The target was therefore not achieved.

2.4. THEMATIC AREA 4: STRENGTHEN ACCOUNTABILITY AND ARCHITECTURE TO ADEQUATELY RESPOND TO THE SCOURGE OF GBV

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

The responsibility of establishing a multi-sectoral coordination and accountability structure on GBVF was assigned to the Department of Women, Youth and Persons with Disabilities (DWYPD) as well as the Interim Steering Committee on Gender-Based Violence and Femicide (ISC-GBVF). This task had not yet been completed by 31 March 2020. The mandate to develop this coordinating body was initially assigned to the ISC in line with the declaration emanating from the 2018 Presidential Summit on GBV. The ISC comprised a range of organisations such as government departments and entities, civil society organisations, academic institutions, research institutions and development agencies.⁶⁰ Initially, the ISC had a six-month target (28 March 2019 to September 2019) to establish this

⁵⁹ ISC (2019), ERAP, Op.cit, p.47

⁶⁰ Declaration of the Presidential Summit against Gender-Based Violence and Femicide (2 November 2018).



coordinating structure and this target was also not achieved. In other words, the task of establishing the multi-sectoral coordinating body on GBVF was given to two different institutions on two separate occasions, each with a six-month time period to complete the task, and on both occasions, the target was not achieved.

Intervention	Indicator	Target	Lead Department
2.4.b. Capacitate the rapid response teams (RRT)/technical working groups (TWGs) at national level within the interim structure to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability	Functional rapid response team at national level team consisting of ISC-GBVF	Set up a functional team consisting of ISC-GBVF to respond to key service delivery emergencies, address wider systemic challenges and enforce	DWYPD ISC-GBVF
	Training conducted for the RRT	Capacity development of the RRT	DWYPD ISC-GBVF

Very little information was provided by the lead institutions responsible for performance information on this target. Nevertheless, the DWYPD reported that work was in progress to pilot a rapid response initiative (RRI) as a potential vehicle for building and expanding rapid responses within the service delivery system relating to GBV. However, it is not clear how the department aims to achieve this given that the ISC, as a key structure under this intervention, was disbanded. Furthermore, a clear deadline was not indicated for the target, but given that the ERAP was allocated a lifespan of six months, it can be surmised that the target date would coincide with the end of the six-month period of the ERAP.

The data provided by the DWYPD indicates that the crafting and approval of the terms of reference of the rapid response team (RRT) was the only concrete task accomplished for this target.⁶¹ For example, the report alluded to the ongoing initiative that seeks to strengthen and establish provincial emergency teams whereas the target is specific and focuses on the setting up of a functional team of the ISC to respond to key service delivery emergencies and to address wider systemic challenges and enforce accountability at the national level. It is clear, based on the evidence presented, that this target was not met. Available performance information on this target⁶² was vague and incomplete, suggesting that very little was accomplished. For instance, the information does not provide insights into aspects such as the capacity development of the RRT. This might either be an oversight or an indication that the target was not achieved.

⁶¹ DWYPD, Responses to a formal written request for information from the CGE (24 July 2020)

⁶² *ibid*



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

Data obtained from the DWYPD⁶³ indicates that by July 2020, the department was still working on the establishment of provincial emergency teams to provide rapid and comprehensive responses to all forms of violence against women. The teams would comprise officials from the SAPS, DSD, DOH, DOJ&CD, DBE as well as members of civil society organisations. The report also refers vaguely to work being carried out to strengthen the provincial approach with the Premier's Office in the Eastern Cape. There was however no clarity regarding progress made by the other eight provinces. This leads to the conclusion that the target was not achieved.

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

⁶³ Ibid



This intervention makes provision for the establishment of a multi-sectoral GBVF fund to fund the activities of civil society organisations providing relevant services on the ground. The responsibility for this rested with the DWYPD, National Treasury and the ISC which was subsequently disbanded in April 2020.

Based on the information obtained from the DWYPD,⁶⁴ on 13 December 2019 the department approved the appointment of a private sector-led initiative called the South African Business Coalition on Health and Aids (SABCOHA) as the agency to establish and be in charge of a fund account into which funds were to be donated by the private sector as part of this intervention. Based on information obtained from multiple sources from both government and civil society organisations, it seems that SABCOHA was to operate this fund in line with the terms of reference crafted by the ISC. The CGE also became aware that this account was intended to receive funds donated by private sector donors towards ERAP-related activities. However, it is not clear whether or not this account was indeed established, if funds were donated by the private sector into the account, and what the balance of funds in the account was by the time the ERAP came to an end in March 2020.

It is not clear if the SABCOHA fund bore any relationship to the target (multi-sectoral GBVF fund) as stated under this intervention, given that the responsibility to establish such a fund was assigned to the National Treasury, the DWYPD and the erstwhile ISC. Also, the issue of which institution (between NT, DWYPD and ISC) was ultimately accountable for the ERAP-related funds donated by the private sector into the account administered by SABCOHA remains unanswered.

Observations on the ground reveal that the entire process relating to the setting up of the GBVF Fund was marred with controversy as the appointment of SABCOHA had caused divisions among key civil society organisations and saw the National Treasury seeming to distance itself from the process. Some of the disgruntled members of civil society organisations cited what they perceived as irregularities in procedures undertaken to appoint SABCOHA, while others dismissed SABCOHA on the grounds of lack of experience in dealing with GBVF issues. Some of the critics pointed out that SABCOHA was more established on issues of HIV/AIDS rather than GBV. In addition, the National Treasury argued that existing legislative provisions could not permit it to disperse state funds through a voluntary agency like SABCOHA.

It is, however, still unclear how the R1.6 billion funds committed by the President towards the ERAP were to be raised and dispersed for the implementation of the plan. Conflicting statements from key role players on the ground made it impossible for the CGE to obtain clarity on this issue. The ISC's ERAP report states that once the national coordinating structure on GBV is established, the matter of the GBVF fund will be placed on its agenda for finalisation.⁶⁵

⁶⁴ Ibid
⁶⁵ ISC, ERAP, Op.cit, p. 41



In terms of whether the target was achieved or not in this regard, a close look at the target reveals that the GBVF fund was meant to be multi-sectoral and was expected to support civil society and grassroots organisations providing GBV services by 31 March 2020. While an account was set up through SABCOHA, the status and functionality of the fund cannot be vouched for, leading to the conclusion that the target was not met.

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

Available information, including the ISC's ERAP report, shows that the training of legislators had not yet been carried out at the time the report was compiled. The DWYPD also indicated in July 2020 that the process was at the planning stage and that the department was working in partnership with the United Nations Office on Drugs and Crime (UNODC) to roll out the training. Further details pertaining to the training and related plans were not shared with the CGE.⁶⁶ Therefore, this target was not achieved.

2.5. THEMATIC AREA 5: PRIORITISE INTERVENTIONS THAT FACILITATE ECONOMIC OPPORTUNITIES TO ADDRESSING WOMEN'S ECONOMIC VULNERABILITY

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

This intervention is about providing economic opportunities for all survivors of gender-based violence, and therefore appeared daunting as a target, especially for the DWYPD, COGTA and the Department of Employment and Labour (DEL). This is because the provision of economic opportunities might need to involve other departments such as the departments of Trade, Industry and Competition; Small Business Development; Rural Development and Land Reform; and Tourism. In addition, the private sector is usually expected and supposed to play a greater role in the creation of economic opportunities while government is expected to play a greater role in creating a conducive legislative and policy framework for such economic opportunities to flourish.

⁶⁶ DWYPD, Response to a formal written request for information from the CGE (24 July 2020)



In response to CGE requests for its performance information regarding this target, the DEL stated that its legislative mandate entails the development and implementation of policy on the prevention and elimination of violence and harassment, including sexual harassment, in the workplace. The DEL⁶⁷ was adamant that the creation of economic opportunities for survivors of GBVF do not fall within its mandate. It would appear therefore that this was a misalignment of responsibility in relation to the target.

Intervention	Indicator	Target	Lead department
2.5.b. Setting up workplace structures, strategies and services to respond to and prevent sexual harassment and other forms of violence in the workplace	Sexual harassment policy in line with existing codes of good practice, and recent ILO convention on harassment and violence in the workplace	Sexual harassment policies verified through quarterly inspections conducted by the Department of Employment and Labour	DEL BLSA BUSA BBC Trade unions Political parties
	Workplace strategies in every workplace to have sexual harassment policy in line with the convention.	Sexual harassment policies verified through quarterly inspections conducted by the Department of Employment and Labour	DEL BLA BUSA Trade unions Political parties

This intervention is about ensuring the existence of sexual harassment policies in the workplace, a responsibility clearly placed under the DEL through quarterly inspections. The DEL insisted that this target could only be achieved once the final 'Code of Good Practice on the Prevention and Elimination of Violence and Harassment in the World of Work' is published in the fourth quarter of the 2020/2021 financial year. Therefore, the target was not achieved.

The DEL also pointed out that its labour inspectors have no legislative powers or jurisdiction over enforcement of unfair discrimination cases, including sexual harassment, because Chapter 2 of the Employment Equity Act of 1998 (EEA) as amended only gives legal powers for the handling of all unfair discrimination cases to the Commission for Conciliation, Mediation and Arbitration (CCMA) and the Labour Court (in line with section 10 read with section 11 of the EEA). The DEL argues that labour inspectors can only advocate for and advise employers and employees on how to eliminate unfair discriminatory policies and practices such as sexual harassment in the workplaces. This therefore seems to be a misaligned responsibility in relation to the target.⁶⁸

⁶⁷ DEL, Response to a formal written request for information from the CGE (14 July 2020)

⁶⁸ DEL, Response to a formal written request for information from the CGE, (14 July 2020)



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

This intervention also entails a complex process of land distribution, as it calls for land to be made available for economic opportunities for young women, especially within the six-month time-period of the ERAP. Such a process can be potentially lengthy, bureaucratic and dependant on the availability of viable land suitable for economic activity, including whether or not those allocated the land have the necessary skills, training and resources to turn the land into economically viable and productive assets in the long term. Attempts to obtain the necessary information from the Department of Rural Development and Land Reform (DRDLR) regarding performance in this regard failed to produce any results.

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

This intervention calls for the Extended Public Works Program (EPWP) to create 100 job opportunities for community care workers, with focus on women, to provide psychosocial support services and appears to incorporate a training component. The CGE was unable to obtain relevant performance information from the DPWI in relation to this target. In the absence of such information, we conclude that the target was not achieved.



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

Under this intervention, the target calls for all government departments (without specifying whether national, provincial, or local government) to set a 40% target for procurement of services through government tenders to be awarded to women. The CGE was unable to obtain information on progress in terms of this target. The National Treasury indicated that it was not involved in the drafting of the ERAP document and was thus unable to assist in this regard.⁶⁹ There is insufficient information to determine whether this target was achieved or not.

Intervention	Indicator	Target	Lead department
2.5.f. All government departments should implement the Gender-Responsive, Budgeting, Planning, Monitoring, Evaluation and Auditing (GRBPMEA) framework in their strategic and annual performance plans and should also form part of Ministers' performance agreements.	Number of departments that have incorporated the GRBPMEA framework in their strategic plans and annual performance plans.	100% of the three (3) spheres of government (national, provincial and local) implementing the GRPBMEA by 31 March 2020	DWYPD DPME NT
	Number of Ministers' performance agreements that are incorporated the implementation of the GRBPMEA framework.	100% of the three (3) spheres of government (national, provincial and local) implementing the GRPBMEA by 31 March 2020	Presidency DPSA

⁶⁹ National Treasury, Response to a formal written request for information from the CGE (17 July 2020)



Target one under this intervention calls for all the three spheres of government (national, provincial and local) to be implementing the government's gender-responsive budgeting framework by 31 March 2020. The CGE confirms that this target was not met. The CGE is currently conducting a study to assess the implementation of this framework, which was only formally scheduled for implementation from 1 April 2020, based on information from the DWYPD. This did not happen; hence the target was not achieved. At this stage, the DWYPD has only published a set of guidelines to guide departments to prepare for implementation of the framework at a later stage. In terms of target two under this intervention, the Presidency did not respond to requests for information relating to the performance agreements of Ministers in relation to the implementation of the GRBPMEA as outlined in the ERAP document. There was therefore no relevant information to determine if this target was achieved.



3. OVERVIEW, DISCUSSION AND ANALYSIS OF KEY ISSUES

This section provides an analytical overview of the Emergency Response Action Plan (ERAP), focusing on the five thematic areas and identifying insights into progress achieved and some of the challenges encountered.

One of the key issues that emerged from a review of the ERAP is the clear lack of thematic coordination. For instance, each thematic area entailed a set of interventions and specified targets assigned to numerous so-called lead departments. However, in most of these interventions, lead departments did not necessarily imply responsibility for institutional coordination, leadership and accountability for performance and achievement of the targets and objectives of the intervention. The notion of lead department merely implied involvement in the performance of specific tasks tied to specified targets under stipulated interventions. There was no assignment of overall institutional responsibility for leadership and coordination of the work of departments and institutions assigned responsibilities under each thematic area.

Secondly, the role of the interim steering committee (ISC) was not operational. It was largely strategic, involving setting the agenda and priorities for the ERAP, assigning administrative and operational responsibilities to other entities, determining overall resource or funding allocation decisions, discharging oversight responsibilities and ensuring that departments reported on their ERAP operational activities. This left a vacuum at operational level, in terms of ensuring operational coordination and leadership within each thematic area. This led to disjointed and uncoordinated activities by the various departments, and failure to ensure accountability at operational level, which often saw some departments or institutions claiming lack of knowledge of responsibilities and tasks assigned to them under specific thematic areas.

Thirdly, while the five thematic areas and all the interventions under these thematic areas placed great emphasis on long-term qualitative outcomes and impacts, all the targets were output oriented. In other words, the performance targets under all the interventions tended to place more emphasis on numerical or quantitative outputs or specific time frames or dates by which the specified output had to be completed. While this emphasis on quantitative outputs made it easy to measure performance, the outputs did not necessarily guarantee long-term qualitative outcomes as implied in the thematic areas, which should be the more critical consequence of any public efforts to deal with gender-based violence.

Fourthly, it was noted that many targets appeared not to be based on a clear and thorough assessment of the existing needs and institutional capacity among those departments assigned the responsibility to carry out these tasks. As a result, many of the targets were not achieved simply because the scope of the work was far too much in relation to the existing capacity. For instance, the intervention to vet all personnel in the country working directly with children and people with mental disabilities (2.1.o) is just one example where the scope of the work was far more than the existing



capacity to carry out and complete this task within the six-month period. Similarly, the intervention on the training of legislators in the drafting of legislation aimed at combating GBVF and promoting gender diversity (2.4.e) could not realistically be achieved within the time allocated. This is due to the current number of legislators at national, provincial and local government level, the resources and capacity required to carry out such an exercise, and the timing of the training, amidst other routine responsibilities of legislators. Numerous other targets in the ERAP document faced similar challenges.

Finally, the ERAP planning document did not make provision for systematic monitoring and evaluation of progress in the achievement of all the targets stated in the original document. As indicated in this document already, the ERAP planning document presents a total of 39 interventions and 81 targets through five thematic areas. This many targets require effective coordination at operational level, preferably in line with the thematic structure of the ERAP. Also, it was critical that the evaluation of the achievement of these targets was carried out in way that linked it to thematic areas as outlined in the original ERAP document. The ERAP progress report produced by the ISC in April 2020 was a mere activity progress report, not an evaluation report. Such an assessment would have required a lengthier and more in-depth study, relying on accurate and qualitative administrative information coming from the various departments that implemented ERAP-related activities.

Below is a table that contains a list of the 81 targets that were contained in the original ERAP planning document, to be achieved within six months. The table summarises the assessment of actual performance information obtained from various government departments and other entities in terms of their achievements of ERAP targets. The table presents this information in three columns: Targets achieved, partially achieved and not achieved. The column on targets not achieved includes those targets where no information was made available by the relevant departments and entities.



Targets	Targets achieved	Targets partially achieved	Targets not achieved
2.1.a (1) Reduce GBV-related forensic cases backlog from 16,000 to 5,000 by 31 March 2020			X
(2) FSL system enhancement to track the processing of GBVF-related cases developed by 31 March 2020	X		
(3) 75% of routine case exhibits (entries) processed within 35 calendar days		X	
(4) Develop HR plan to improve and strengthen the capacitation of the FCS units by 31 October 2019			X
(5) SAPS to communicate the personnel requirement to the DPISA, to bolster capacity of the FCS units by 31 October 2019		X	
(6) 6.24% of 5,000 new entrants (312) currently under training to be allocated to the FCS capability by 31 December 2019			X
2.1.b (1) Procurement process completed by 31 March 2020			X
2.1.c (1) Establish database of all outstanding GBVF-related cases (including cold cases) by 31 December 2019		X	
(2) Develop an inventory of logged cases at prosecutorial levels not heard in court by 30 October 2019		X	
(3) GBVF backlog cases prioritised by 31 March 2020		X	
2.1.d (1) Review national instruction on and standard operating procedure on service complaints by 31 March 2020			X
(2) 100% of complaints related to gender-based violence prioritised for immediate intervention within seven (7) working days			X
(3) 80% of service complaints related to gender-based violence investigations finalised within 14 working days		X	



Targets	Targets achieved	Targets partially achieved	Targets not achieved
(4) 80% of domestic violence-related cases finalized with three (3) working days			X
(5) 24-hour complaints call-centre for service complaints, including GBVF-related service complaints (0800 333 177 – provincial complaints call centre numbers and e-mail addresses available at www.saps.gov.za , national service complaints e-mail – complaintsnoalpoint@saps.gov.za)	X		
2.1.e (1) First delivery for the rape kits, will be 14 October 2019. The delivery dates for the DNA reference kits are as follows: 26/08/2019 to 30/08/2019 – 2,970 16/09/2020 to 20/09/2019 – 4,000 7/10/2019 to 11/10/2019 – 27,000 2/12/2019 to 8/12/2019 – 30,000 8/12/2019 to 13/12/2019 – 30,000 15/12/2019 to 20/12/2019 – 27,000 2029/12/23 – 4,523	X		
(2) The delivery dates for the adult sexual assault evidence collection kits are as follows: 14/10/2019 to 18/10/2019 – 3,000 27/10/2019 to 01/11/2019 – 12,500 11/11/2019 to 15/11/2019 – 4,500	X		
(3) The delivery dates for the paediatric sexual assault evidence kits: 14/10/2019 to 18/10/2019 – 3,000 4/11/2019 to 8/11/2019 – 12,500 11/11/2019 to 15/11/2019 – 4,500	X		
(4) Evidence collection kits available in all designated health facilities daily	X		
(5) The delivery and distribution of evidence collection kits are updated on the PAS	X		
2.1.f (1) 11 SOCs by 31 March 2020	X		



Targets	Targets achieved	Targets partially achieved	Targets not achieved
2.1.g (1) Conduct training on the guidelines for the management of survivors of sexual violence to all police stations by 31 March 2020			X
2.1.h (1) Closure of illegal liquor outlets through visible policing		X	
(2) Submission of the Victim Support Service Bill and Policy to Cabinet by 31st March 2020	X		
2.1.i (1) Bills developed by 31 March 2020	X		
2.1.j (1) Amended NPF SO passed by Parliament by 31 March 2020			X
2.1.k (1) 50 audits undertaken on police stations and courts, with a view to making recommendations that will facilitate victim centric buildings	X		
2.1.l (1) Bill considered by 31 March 2020			X
2.1.m (1) Vetting completed by 31 March 2020			X
2.2.a (1) Launch of a visible and sustained multimedia campaign to prevent and condemn GBVF by November 2019			X
(2) Media campaigns reach at least 65% of the population based on follow-up surveys by 31 March 2020			X
2.2.b (1) Nine (9) public buildings utilised for education and awareness through outdoor advertising and signage in partnership with the private sector			X
2.2.c (1) Implement visible campaigns by 31 March 2020 in 12 schools in the identified provinces (KZN, MP, WC) including special schools			X
(2) Three (3) campaigns to prevent GBV through programs in higher education institutions targeting campuses during 16 days campaign by December 2019		X	



Targets	Targets achieved	Targets partially achieved	Targets not achieved
(3) Implement visible campaigns by 31 March 2020 in 12 schools in the identified provinces (KZN, MP, WC) including special schools			X
(4) Implement campaigns to prevent GBV through programs targeting workplaces (public) by November 2019			X
(5) Implement campaigns to prevent GBV through programs targeting workplaces (private) by November 2019			X
2.2.d (1) Implement four social behaviour change programmes in schools by March 2020			X
2.2.e (1) Prevention activists deployed in 278 municipalities across the country			X
2.3.a (1) Publish approved funding guidelines by 31 March 2020			X
(2) R200 million transferred by 31 March 2020			X
2.3.b (1) 100% of targeted trainees fully trained by 31 December 2019		X	
(2) Conduct training on proactive interventions targeting 2,238 officers by 31 March 2020	X		
(3) Conduct training on reactive interventions targeting 3,338 officers by 31 March 2020		X	
(4) 50 prosecutors trained	X		
(5) One (1) health professional trained in 246 health facilities providing post-violence care (PVC) by 30 March 2020		X	
(6) 90 social service practitioners trained on trauma debriefing (10 per province)		X	
(7) Train 60 social service practitioners on trauma debriefing across provinces			X
2.3.c (1) Emergency fund for rapid response to assist and meet immediate needs of survivors at the community level by March 2020			X



Targets	Targets achieved	Targets partially achieved	Targets not achieved
2.3.d (1) 650 social worker posts approved and filled by 1 December 2019 to provide psychosocial support services			X
(2) 650 post approve by 30 October 2019, social workers appoint/hired and commence work on 1 December 2019			X
2.3.e (1) At least three (3) LGBTQIA+ and persons with disabilities friendly shelters in three provinces with high prevalence of GBV			X
2.3.f (1) Approve the allocation of 43 professional nurses and 43 medical officers by 31 October 2020 with 25% of posts filled by March 2020 provided funds are available			X
(2) Approved National Drug Master Plan by March 2020 for implementation			X
2.3.g (1) Establish five (5) new Thuthuzela Care Centres by March 2021	-	-	-
(2) Conduct a resource audit of the existing TCCs	X		
(3) Each designated health facility to be allocated at least one (1) forensic professional nurse by March 2020			X
(4) Number of trained forensic nurses available in the public sector verified and deployed to designated health facilities by March 2020			X
(5) Implementation of the new PEP guidelines in all health facilities by March 2020			X
2.3.h (1) Minimum 10 nodal points management forums established (local) (made up of police stations, health facilities, social work services and shelters in each local municipality)			X



Targets	Targets achieved	Targets partially achieved	Targets not achieved
(2) number of weekly case management meetings at local level			X
(3) Two (2) new shelters/ white door spaces of hope for victims of gender-based violence	X		
(5) Monitor 12 existing white door spaces of hope by 31 March 2020			X
(6) 90,000 calls received by the GBVCC by 31 March 2020	X		
(7) Waiting period (while ringing/ on hold) of less than 20 seconds per call. A benchmark of three (3) minutes is set for responding to SMSs and USSDs by 31 March 2020			X
(8) 50% of callers connected to service provider (rape crisis center, therapist, police, etc.) within first 10 minutes of the call by 31 March 2020			X
2.3.i (1) 11 public buildings available for shelters and interim housing arrangement for survivors			X
2.4. a (1) Establish a multi-sectoral coordination and accountability structure in response to GBVF that will encompass prevention, care and support by 31 March 2020			X
2.4.b (1) Set up of a functional team consisting of ISC-GBVF to respond to key service delivery emergencies, address wider systemic challenges and enforce accountability			X
(2) Capacity development of the RRT			X
2.4.c (1) Establish provincial emergency teams including civil society, police, social development, health, justice and education personnel to provide rapid and comprehensive responses to all forms of violence against women by 31 March 2020			X



Targets	Targets achieved	Targets partially achieved	Targets not achieved
2.4.d (1) Establish a multi-sectoral GBVF fund for civil society and grassroots organisations providing GBV services by 31 March 2020			X
2.4.e (1) 100% of legislators trained in drafting of legislation aimed at combating GBVF and promoting gender diversity and equality by 31 March 2020			X
2.5.a (1) 100% GBV survivors linked to economic opportunities			X
2.5.b (1) Sexual harassment policies verified through quarterly inspections conducted by Department of Labour			X
(2) Sexual harassment policies verified through quarterly inspections conducted by Dept of Employment and Labour			X
2.5.c (1) 2,000 young women beneficiaries by 31 March 2020			X
2.5.d(1) 100 job opportunities created through EPWP non-state sector to train a cadre of community care workers that can support community psychosocial support services			X
2.5.e (1) All government departments must ensure 40% procurement target for awarding women state-related tenders by 31 March 2020			X
2.5.f (1) 100% of the three (3) spheres of government (national, provincial and local) implementing the GRPBMEA by 31 March 2020			X
(2) 100% of the three (3) spheres of government (national, provincial and local) implementing the GRPBMEA by 31 March 2020	X		
Total 80⁷⁰	17 (21.25%)	12 (15%)	51 (63.75%)

⁷⁰ As indicated under the section on Research Approach and Methods, one of the targets falls outside the six-month time-period of the ERAP, hence the total of 80 targets in this table.



The table above shows that overall, 17 targets (21.25%) were achieved within the six-month time period of the ERAP plan while 12 targets (15%) were only partially achieved. The majority of the targets (63.75%) were not achieved within the six-month period.

The implications of this for purposes of policy making and implementation are fairly significant, in that the government's emergency response plan to deal with what seemed, at the time, like a national crisis around the scourge of gender-based violence, requiring a national emergency response action plan, did not even achieve half of its stated targets.

3.1. ACCESS TO JUSTICE FOR VICTIMS OF CRIMES AND SURVIVORS

Much of this thematic area dealt with the South African Police Service (SAPS) together with other key institutions such as the Department of Justice and Constitutional Development (DOJ&CD); the Department of Social Development (DSD); the Department of Women, Youth and Persons with Disabilities (DWYPD); the National Prosecuting Authority (NPA); the Presidency and Parliament, among others. Much of the relevant performance information necessary for assessing progress under this thematic area was limited especially in the initial phase of the review. This was mainly due to the impact of Covid-19 lockdown restrictions on the ability and readiness of the relevant government departments to cooperate. Some of the necessary information was subsequently made available, especially from the DOJ&CD, the NPA and the DWYPD, as the lockdown restrictions were gradually relaxed. Our analysis of the information provided by the departments (including the progress report released by the ISC in April 2020) reflects on some of the achievements and challenges faced under this thematic area. It should be noted that, given the paucity of accurate and reliable performance information in many of the targets, many of the claims and statements of progress could not be verified especially for some of the departments such as the SAPS, where responses to requests for such information were limited or non-existent.

Although some of the progress was documented in the ISC's ERAP report, the information was limited in relation to some of the target achievements under the SAPS. Nonetheless, some of the highlights under this thematic area came from the DOJ&CD. Most notable among these was the drafting of three bills by no later than 31 March 2020. These three bills (ie. Criminal Law (Sexual Offences and Related Matters) Amendment Bill (NRSO)(ii); Domestic Violence Bill, & (iii) Criminal Matters Amendment Bill (Bail and Sentencing) were drafted. The SAPS compliance inspections at licensed liquor premises were also noted, showing that 84,023 inspections were carried out and 1,310 illegal liquor outlets were closed. However, some key targets were not achieved, such as the development of legislation to govern the establishment and management of a GBVF council. Similarly, performance information on the vetting of government personnel working directly with children and mentally disabled persons was limited. It did not elicit confidence in terms of the statement of achievement (12,747 government officials successfully vetted) especially without contextual information on the total number of personnel performing this work. Also, the vetting appears to be



only in relation to the national register for sex offenders. Threats to the rights and safety of children and people with mental disabilities come from other areas as well, such as lack of appropriate social care resulting from not having the necessary skills, training, expertise, and qualifications among such personnel, both in the private and public sectors.

Overall, our assessment of performance against targets under this thematic area indicates that a lot of work remains to be done. Much of the work was clearly still underway for most of the targets that were not achieved by the end of the ERAP period in March 2020. In that sense, it would be difficult to determine the extent to which performance by the various departments against their stated targets contributed significantly towards improving access to justice for victims and survivors of gender-based violence.

3.2. CHANGE NORMS AND BEHAVIOUR THROUGH HIGH LEVEL PREVENTION EFFORTS

This thematic area placed a great deal of emphasis on interventions aimed at changing behaviour norms through public campaigns and programmes across society. By its very nature, this thematic area entails interventions with long-term goals, and thus unlikely to have visible and notable changes in behaviour norms within the six-month timeframe of the ERAP.

Numerous departments or entities were assigned responsibilities for specific interventions and targets under this thematic area. Among these were Government Communication and Information System (GCIS), the South African Broadcasting Corporation (SABC), the Department of Basic Education (DBE), the Department of Higher Education and Training (DHET), the South African Local Government Association (SALGA), the National Economic Development and Labour Council (NEDLAC), the Department of Employment and Labour (DEL) and the Department of Public Works and Infrastructure (DPWI). Some of these departments and entities did not provide adequate and detailed information on their activities and performance against stated ERAP targets. Others, such as the DBE, DHET, SALGA, DSD and DEL did provide some of the information on their progress relating to the ERAP. Both the DBE and DHET (through its HIGHER HEALTH and wellness programme) made available detailed information on campaign initiatives in the education sector, focusing on prevention efforts. Such campaigns in schools, places of learning and the education sector in general are potentially important if carried out effectively and consistently. However, given the limited time-period of six months for the ERAP, it would be too early to expect evidence of the impact and consequences of such campaigns on behaviour norms in the education sector in general and on schools in particular.

This thematic area also entailed interventions and targets that included campaigns to be conducted to change harmful behaviour norms in the workplace. However, lack of detailed information from the government departments and other entities assigned responsibilities under this thematic area made it difficult to verify progress and their impacts in relation to the goal of changing



norms and behaviour in the workplace. Nonetheless, this is also an area of critical importance, as some of the harmful behaviours leading to violations of the rights of individuals occur in the workplace.

3.3. URGENTLY RESPOND TO VICTIMS OF GBV

This thematic area seems to be a short-term goal to improve systems, processes, practices, and institutional capacity to urgently respond to the needs of victims and survivors of gender-based violence through relevant and appropriate services. However, there were many gaps and limitations in the information provided by the various government departments assigned responsibilities under this thematic area, including in the ERAP report released by the ISC in April 2020.

The Department of Social Development (DSD) was the lead institution in this thematic area, with others such as the Department of Health (DOH), NPA, the Department of Public Works and Infrastructure (DPWI), the Department of Public Service and Administration (DPSA), SAPS and the Department of Cooperative Governance and Traditional Affairs (COGTA). Together with the DOH, the DSD was one of the departments with which the CGE experienced significant problems obtaining relevant information regarding performance information on some of their interventions and targets under this thematic area. This assessment showed that, in many instances, targets were only partially met, without clear and convincing reasons for such limited performance. One key example of this was the target assigned to the DSD and DPSA to recruit and hire 650 social workers (intervention 2.3.d) by 1 December 2019. Only 200 social workers were subsequently recruited and hired, and this happened much later than was intended. There were limited cases where performance was better than expected though. For instance, the NPA's achievement in exceeding the target (intervention 2.3.b) by training 74 prosecutors instead of the requested 50 was one of those limited examples under this thematic area. However, several targets under this thematic area were not achieved at all, with many departments attributing this poor performance to the impact of the Covid-19 lockdown restrictions.

As indicated above, with limited information on departmental performance in relation to interventions and targets under this thematic area, it was not possible to obtain evidence to determine if institutional practices, processes, systems and services were significantly improved to enhance emergency responses to the needs of victims and survivors of gender-based violence.

3.4. STRENGTHEN ACCOUNTABILITY AND ARCHITECTURE TO ADEQUATELY RESPOND TO THE SCOURGE OF GBV

The goal of strengthening the accountability of the architecture for dealing with gender-based violence is clearly a medium to long-term goal assigned to the DWYPD and the now defunct ISC-GBVF. Our assessment of performance under this thematic area revealed a generally dismal picture. Not a single target was satisfactorily met. It is not clear what the major causes were for this lacklustre



performance. On the face of it, many unrealistic interventions and time frames were formulated, exacerbated by factors such as poor coordination and collaboration among key role players as well as poor resource allocation and lack of clear accountability processes.

The central intervention under this thematic area was the establishment of a multi-sectoral coordination and accountability structure to respond to the scourge of gender-based violence and femicide in the country. The goal of setting up this national structure has been on the national agenda for the past five years and does not seem anywhere near fruition. The task to establish this structure emanates from the 2018 Presidential Summit,⁷¹ which merely reiterated an imperative that goes back to the 2011 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Committee recommendation number 19 that called for the establishment of this structure. The ISC's failure to establish this structure was discussed and analysed in a report⁷² published by the CGE in 2020, explaining some of the complex factors that undermined the process. The ERAP initiative was the second unsuccessful attempt to establish this structure and it is plausible to conclude that similar factors that plagued the first attempt were also at play in the second attempt.

It is expected that the yet to be established multi-sectoral national coordination structure would serve as a key accountability and coordination structure in the implementation of national programmes, including the newly adopted National Strategic Plan (NSP), on gender-based violence and femicide. The repeated delays and/or failures in this process is therefore a setback in the country's attempt to strengthen accountability and architecture to adequately address gender-based violence.

Other interventions under this thematic area also sought to strengthen inter-agency coordination and collaboration by establishing short-term task teams to handle provision of vital and urgent response services on the ground. Based on available evidence (which was limited), these attempts were also largely unsuccessful, thus conforming to a familiar pattern of unsuccessful inter-agency collaboration involving state and non-state actors.

3.5. PRIORITISE INTERVENTIONS THAT FACILITATE ECONOMIC OPPORTUNITIES TO ADDRESS WOMEN'S ECONOMIC VULNERABILITY

This thematic area is broadly about economic empowerment for women, and therefore calls for the prioritisation of measures aimed at facilitating this. There were several key departments and other institutions with assigned responsibilities under this thematic area. Business organisations, government departments, trade unions and political organisations were included as key role players under this thematic area in acknowledgement of their important role in the economic policy sector. The business organisations included Business Leadership South Africa (BLSA), Business Unity South Africa (BUSA) and the Black Business Council (BBC). The government departments that were involved included National Treasury, the Department of Employment and Labour (DEL), and the Department of Rural Development and Land Reform (DRDLR).

⁷¹ Declaration of the Presidential Summit against Gender-Based Violence and Femicide (2 November 2018).

⁷² CGE (2020), Accounting for Progress



This thematic area is clearly a long-term and potentially complex economic policy goal, particularly as it seeks to address deep-rooted and structural causes of the economic vulnerability of women as a group and looks to find concrete ways of addressing these causes. A mixture of long and short-term targets and interventions were identified under this thematic area. The long-term targets focus on substantive structural goals like land reform and budget re-orientation. The more short-term, service-oriented targets address issues such as economic and job opportunities for women and verifying the existence of the internal organisational policies and practices including a 40% procurement quota, Extended Public Works Programme (EPWP) job opportunities, and the existence of sexual harassment policies in the workplace.

One important intervention with potentially long-term structural economic transformation consequences for women is the proposed gender-responsive budgeting framework was initiated by the DWYPD in 2017. The ERAP included the implementation of the gender responsive budget framework as a target to be achieved by 31st March 2020. However, this was not achieved mainly because, as an intervention under the ERAP initiative, it was not aligned with the DWYPD's current plan of unrolling the framework across government over a five-year period (2017 – 2021). Also, it should be noted that the successful introduction of this framework would depend on the entire government rather than only the few lead institutions (DWYPD, NT and ISC) identified in the original ERAP planning document. This intervention was very comprehensive as it identified among its potential beneficiaries all women, including young women and victims of GBV. Such a wide scope of beneficiaries was always going to be daunting to achieve within a six-month programme.

Similarly, the intervention calling for land to be made available for purposes of increasing economic opportunities for women is, administratively and legally, potentially a complex exercise that would take longer than the six-month time-period allocated for the implementation of the ERAP initiative. Therefore, realistically only those short-term targets such as the setting of the 40% procurement quota, the EPWP job opportunities and the verification of the existence of sexual harassment policies in the workplace could be achieved. Our review of performance against the long-term targets (the gender-responsive budgeting framework and land distribution) by the relevant lead institutions was understandably poor for the reasons outlined above. However, performance against the short-term targets was also poor, with many of the lead institutions failing to provide evidence of work done to meet the targets outlined in the ERAP document.



4. CONCLUDING REMARKS

The ERAP initiative was an emergency response to a national crisis of gender-based violence during the latter half of 2019. It sought to put in place a set of focussed and practical interventions to alleviate the plight of victims of gender-based violence in the short-term (within six months) while laying the foundations for long-term responses. Therefore, within the plan there was a mixture of short-term goals, interventions and accompanying targets that could be achieved within six months. The plan also included many long-term goals and interventions that needed more time, preparation, planning, budgeting, resources, capacity building and implementation.

Based on the discussions and review contained in this report, we conclude that while the rationale for the ERAP initiative was sound and the response to an urgent national crisis was timely, the implementation of the plan lacked the necessary preparation, coordination, effective oversight, and accountability. The Interim Steering Committee on GBVF had been assigned the overall responsibility of bringing together a range of public, private and civil society sector stakeholders to prepare, develop and oversee the implementation of the ERAP. However, there were severe inadequacies at operational level regarding role clarification and the coordination of implementation. Other weaknesses included ineffective mechanisms for monitoring performance and ensuring the accountability of key institutions across the various interventions contained in the plan. Given the large number of lead institutions assigned responsibilities under the various thematic areas, effective institutional capacity for on-going operational coordination, monitoring and evaluation of implementation was critical.



5. RECOMMENDATIONS

Considering the above, the following recommendations have been formulated for policy makers and relevant stakeholders.

- It is recommended that government undertakes a thorough review and evaluation of the implementation of the ERAP to identify achievement of the various targets and as well as the challenges encountered. The findings of this review and evaluation should be made public to inform citizens and stakeholders of some of the key challenges and lessons emerging out of the ERAP initiative.
- The review and evaluation of the ERAP, as contemplated above, should be carried out by a competent and independent service provider. It should identify key challenges, lessons learned and prospects for the continued implementation of some of the main interventions and critical targets including long-term time frames and the intended positive consequences in the fight against gender-based violence.
- Given that the Interim Steering Committee on GBVF was abolished in April 2020, it is recommended that in the short to medium-term, the overall responsibility to drive government's intervention programmes to deal with GBV be placed under a competent institutional structure or department. This entity will oversee such national programmes including the process of establishing the national multi-stakeholder body on gender-based violence.
- It is recommended that priority and the necessary resources be given to establishing the national multi-stakeholder coordinating body on gender-based violence. It is further recommended that the necessary legislative process be initiated to ensure that such a multi-stakeholder body has the requisite legal standing and access to regular funding. The Commission for Gender Equality (CGE), as a critical stakeholder, should engage with the Ministry for Women in the Presidency and other relevant stakeholders regarding planning processes and timeframes for the establishment of the multi-stakeholder body.
- The National Strategic Plan (NSP) has been approved by Cabinet. Implementation of the NSP should be the responsibility of the national multi-stakeholder coordinating body on GBV that is still being established. Therefore, while the process of establishing the multi-stakeholder body is still under way, it is recommended that the responsibility for the implementation of the NSP be placed under the Ministry for Women in the Presidency.




- It is recommended that the Ministry for Women in the Presidency should initiate a consultative process for planning, costing and budgeting, implementation, and the monitoring and evaluation of the NSP and report progress to Parliament. This responsibility should reside with the Ministry for Women in the Presidency until such time as the national multi-stakeholder coordinating body on GBV is ready to assume the role and execute these functions. It is further recommended that the Commission for Gender Equality engages with the Ministry for Women in the Presidency regarding planning processes and timeframes for implementation of the NSP.
- One of the key interventions identified in the ERAP was the implementation of the Gender Responsive Budget Framework introduced by the Ministry for Women in the Presidency and approved by Cabinet in 2019. It is recommended that this framework be widely disseminated and popularised across government (at national, provincial, and local government levels). It is further recommended that the National Treasury plays a leading role in ensuring that the framework is adopted and implemented.

As part of its constitutional and legislative mandate, the Commission for Gender Equality (CGE) should utilise the powers provided under the CGE Act number 39 of 1996 as well as other appropriate national legislations to hold government in general and specific departments accountable for the ongoing implementation of national policy and legislative frameworks. This includes national strategies (such as the NSP) and programmes of action (for example the Presidential Summit Declarations and the ERAP) to combat gender-based violence. This should be accompanied by, among others, direct and regular engagements between the leadership of the Commission, the Presidency, and relevant government departments and portfolio committees of the National Assembly.

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