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Progress Report on Quarter 2 (July-September 2019)

on the

Sanitary Dignity Implementation Framework

Social Empowerment and Participation

30 September 2019

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1 INTRODUCTION

This document provides the progress in implementing the Sanitary Dignity Implementation Framework (SDIF) for the second quarter of 2019/20.

Progress is provided in two key areas of implementation of the programme, namely national progress with creating the enabling environment for the successful implementation of the SDIF, and secondly, progress by provinces in creating the enabling environment aligned with the SDIF and the roll out of the provincial Sanitary Dignity Programmes (SDPs) in line with the SDIF.

Progress at a national and provincial level is reported against a suite of key performance areas which are aligned to SDIF prescripts. Within each key performance area are a number of indicators, which emanate from the SDIF Monitoring & Evaluation (M&E) Framework. The Quarter 2 report is thus aligned with the provisions of the SDIF as well as with the quarterly reporting provisions of the SDIF M&E Framework.

The report also addresses the Social Empowerment and Participation Chief Directorates Annual Performance Plan Key Performance Indicator: *Number of progress reports on national rollout of the Revised Sanitary Dignity implementation Framework in quintiles 1-3 schools produced*. To be able to report on this indicator, the progress report is required to report on the following indicators (the relevant sections in the report for the indicators are shown in square brackets):

- Level of integration and coordination in the provinces with regards to Sanitary Dignity implementation framework (SDIF)
 - Amount of budget available per province, disaggregated by national allocation and provincial allocations [see Figure 1]
 - Amount of budget spent against provincial targets [see Figure 2]
 - Lead department for the provincial sanitary dignity programme identified [see Section 3.2.1 – Indicator P1.3]
 - Number of Provincial Sanitary Dignity Committees (PSDC) established [see Section 3.2.1 – Indicator P1.1]

- Level of compliance of the PSDC and National Task Team to SDIF requirements [see Section 2.1.1 – Indicator 2.1 and Section 3.2.1 – Indicator P1.1]
- Number of advocacy and awareness campaigns conducted [see Section 2.1.4]
- Percentage of compliant product being provided to indigent girls [see Section 3.1 – Indicator 3.1 and Section 3.2.1. – Indicator P2.1]
- Percentage of identified girl learners reached, disaggregated by school quintile, special schools and farm schools [see Section 3.2.2 – Indicator P3.1]
- Extent of progress with implementation of the programmes in the provinces includes:
 - Planning and implementation of the Menstrual Health and Hygiene (MHM) value chain (i.e. manufacturing; procurement, packaging and distribution) according to SDIF [see Section 3.2.1 and Section 3.2.2]
 - Provision of product (i.e. delivery of free pads) [see Section 3.2.4];
 - Education and awareness (i.e. conducting MHM awareness campaigns) [see Section 3.2.3];
 - Ensuring girl-friendly Water supply, sanitation and hygiene (WASH) (i.e. conducting WASH assessments and assisting with planning to address gaps by implementing departments) [see Section 3.2.6]

2 PROGRESS WITH THE NATIONAL IMPLEMENTATION OF THE SANITARY DIGNITY IMPLEMENTATION FRAMEWORK

2.1 PROGRESS WITH CREATING AN ENABLING ENVIRONMENT (NATIONAL)

2.1.1 Key Performance Area 1: An integrated and coordinated responsive government programme for the provision of free sanitary products to indigent girls and women

To achieve an integrated, coordinated and responsive governance of the Sanitary Dignity Implementation Framework (SDIF) in the country requires the development, approval and implementation of the SDIF framework; governance structures being in place and implementation and M&E guidelines developed and shared with the programme and M&E managers.

In Quarter 2 the following progress was achieved for the SDIF enabling environment indicators:

Indicator 1.1: The SDIF has been approved by Cabinet

The implementation of the sanitary dignity programme is guided by the Sanitary Dignity Implementation Framework (SDIF). The SDIF was taken through a process of finalisation in order to be formalised as an official document.

The initial cabinet memorandum on the SDIF was approved by Cabinet on 18 October 2017, with the condition that certain amendments would be addressed. Between October 2017 and September 2019, the Department addressed the Cabinet recommendations and reported back to Cabinet.

In this quarter, on 10 September 2019, the revised SDIF with the requested amendments was presented to the Social Protection, Community and Human Development (SPCHD) Cabinet Committee. The framework was further revised and reflected on and systematically addressed the resolutions made by Cabinet of 18 October 2017 and 10 September 2019.

The SDIF was subsequently presented to Cabinet on 18 September 2019 where it was approved, becoming an official document to guide the implementation of the sanitary dignity programme as a constitutional right for indigent women and girls.

Indicator 1.2: A M&E Framework is developed and approved

One of the key requirements of ensuring cooperative and integrated implementation of the SDIF is the need for an integrated, results-based M&E Framework at a national and provincial level. The Department of Women, Youth and Persons with Disabilities (DWYPD) has drafted a national and provincial M&E Framework, which integrates the causal value chain and LogFrame from provincial to national. During quarter 2, the draft M&E Framework was shared with a number of provinces and at the National Task Team (NTT) for comment. The framework was presented to national stakeholders from the Department of Social Development, the Department of Planning, Monitoring and Evaluation, as well as United Nations Population Fund.

Three provinces, namely Mpumalanga, Free State and Limpopo were also visited during this quarter to share and gather inputs into the M&E Framework. The other provinces will be visited in the next quarter, after which the M&E Framework will be finalised with the Department of Performance Monitoring and Evaluation.

It should be noted however, that application of M&E Framework is already being tested, in that it provided the framework for this quarterly report.

2.1.2 Key Performance Area 2: Provision for interdepartmental and inter-governmental cooperation

For a SDIF that is responsive to individual and national needs, enablers such as needs-based budgeting and a system of identifying the needy beneficiaries also need to be in place.

In Quarter 2 of the 2019/2020 budget year the following progress was achieved for the SDIF interdepartmental and intergovernmental cooperation key performance area.

Indicator 2.1: Governance structures are in place

For effective management and coordination of sanitary dignity programmes, section 10.1 of the SDIF indicates that it is necessary for government to introduce specific measures and structures at national and provincial level that accept responsibility for sanitary dignity at the schools or other institutions, as contemplated in the framework.

According to section 10.1.1 of the SDIF, the Director-General (DG) of the Department of Women, Youth and Persons with Disabilities (DWYPD) must establish a Sanitary Dignity Oversight Committee (SDOC) consisting of three senior officials from the DWYPD designated by the DG. It further recommends one senior official from each of the following national departments, designated by the Directors-General of such departments - Basic Education; Health; Higher Education, Science and Technology; National Treasury; Public Works and Infrastructure; Small Business Development; Social Development; Trade, Industry and Competition; Human Settlements, Water and Sanitation; Cooperative Governance and Traditional Affairs; Environmental, Forest and Fisheries and one senior official from Statistics South Africa designated by the Statistician-General. The functions of the SDOC include, amongst others, assisting the DWYPD with the monitoring of the implementation of the framework and promoting compliance with the provisions of the framework.

To address the above, a National Task Team (NTT) consisting of the above departments was established in 2016. The NTT has so far met the provisions of the SDIF having met twice this quarter and having more than five members at the meetings to constitute a quorum (see Annexure 1A – attendance register and minutes of meeting for 3 July 2019 and Annexure 1B – Attendance register for 20 September 2019).

To monitor progress on implementation of the programme and to guide and ensure that provinces comply and align their programmes to the SDIF, both meetings were extended to representatives of the implementing departments and the offices of the Premier as the coordinator of the programme in the provinces.

It must however be noted that the departments of Basic Education, Higher Education, Science and Technology, Public Works and Infrastructure, Human Settlements, Cooperative Governance and Traditional Affairs have not been active in the NTT. One

major concern which has also been raised by the provincial implementing departments of Education is the absence of the national Department of Basic Education and lack of guidance and leadership in as far as implementation and integration is concerned. It was resolved at the NTT meeting of 20 September 2019 that the DWYPD will seek political intervention in this regard.

The Cabinet SPCHD Committee also advised that there needs to be strengthening collaboration between the Ministers of Basic Education, Small Business Development and other relevant departments. Previously the Inter Ministerial Committee (IMC) on Population Policy provided the platform to engage on related matters. However since it no longer exists, it is important for the Department of Social Development to fast track the re-establishment of the IMC. In the meanwhile the Acting Director General of DWYPD should sensitise her counterparts on the Cabinet outcome and recommendations. This is to ensure that there is buy-in from the aforementioned departments. Further the department is in the process of signing a memorandum of understanding with the Department of Small Business Development to ensure that the economic inclusion of women, youth and persons with disabilities is promoted.

Indicator 2.2: A national needs-based budget has been approved

All provinces have received their provincial allocation letters outlining the amount allocated for the sanitary dignity programme in the implementing departments (see Annexure 2 for all provincial allocation letters).

The national treasury allocation letters that were sent to the heads of provincial treasuries specified that the provincial SDP intervention must be aligned to the parameters of the sanitary dignity framework. This was to ensure that the intervention yields positive results. To date most provinces have implemented the programme without alignment to the sanitary dignity framework. This will be highlighted in other sections of the report.

Figure 1 below shows the 19/20 budget allocation for the sanitary dignity programmes by province. In addition to the allocation of the budgets shown in Figure 1 from the national fiscus, three of the nine provinces have allocated additional provincial budgets for the sanitary dignity programme, namely Free State, (R 1 572m); Gauteng (R 52 124m) and Western Cape (R 11 222m).

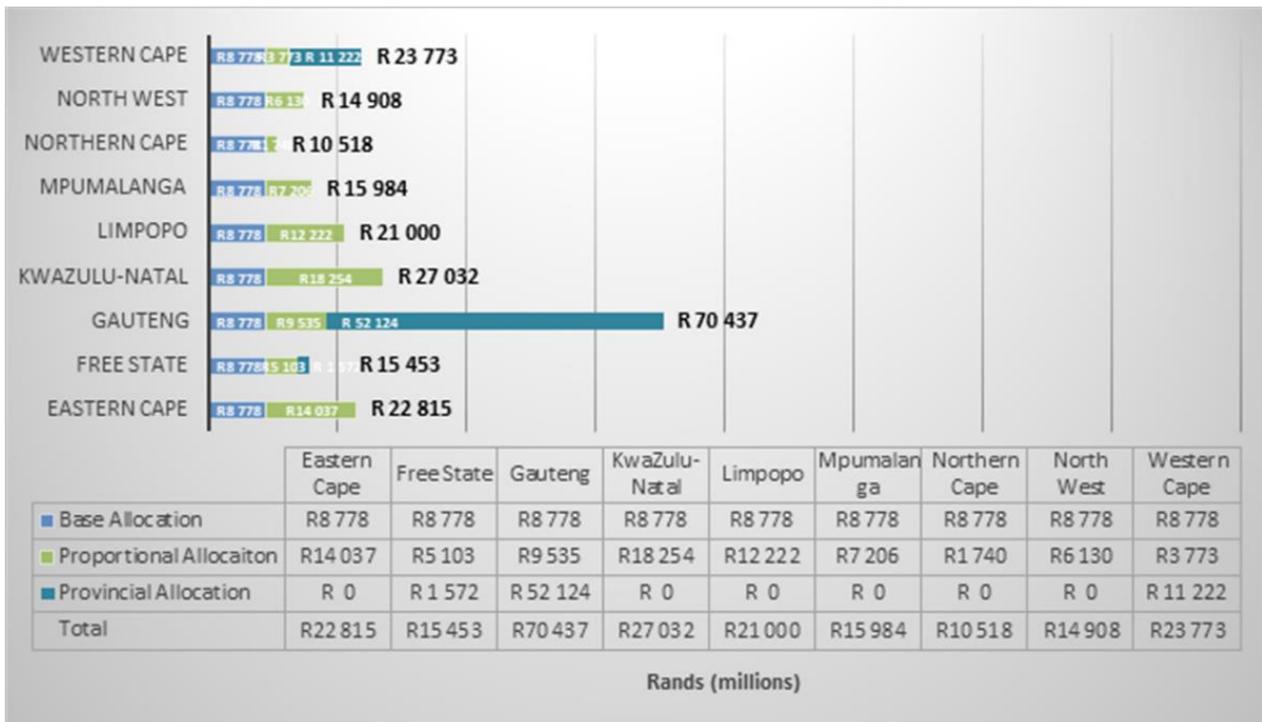


Figure 1: National and provincial budget allocations for the sanitary dignity programme, by province.

National Treasury has however raised a concern about the delay in the roll out of the programme especially for provinces left behind such as the Northern Cape that has not started the process, and that a majority of the provinces have not started to utilise the budget allocated for 2019/20 in this quarter. Provinces were also alerted to be mindful of the budget process, that if they underspend on the allocated budget, the roll over process would have to be followed where they would have to prove that the funds are committed.

Indicator 2.3– Budget spent per province

Figure 2 shows that only two provinces reported budget spent up to 20 September 2019. Mpumalanga had already utilised the majority (73%) of the budget, with R4 309 524 remaining in the budget to provide a second delivery of 3 months of pads to girls in Quintile 1 schools. The distribution plan is to reach 68 081 girl learners.

North West, shown in Figure 2, has dispersed 24% of their budget to 186 schools, for the schools to procure sanitary pads for 35 792 learners.

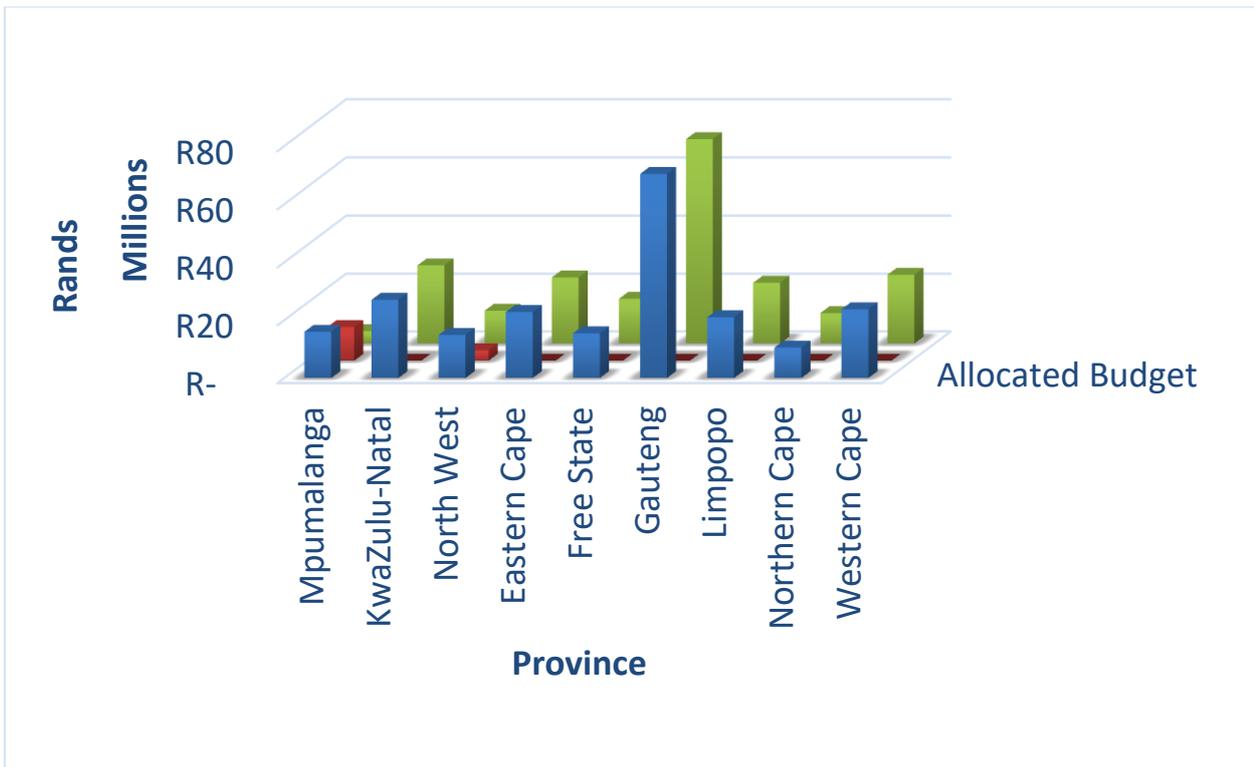


Figure 2: Budget allocation, spent and remaining per province, as of 20 September 2019

2.1.3 Key Performance Area 3: Provision of acceptable national norms and standards

Section 7 of the SDIF indicates that the aim of the framework is to promote sanitary dignity and to provide norms and standards in respect of the provision of sanitary products to indigent persons. This is also one of the strategic objectives of the framework. This includes providing minimum norms and standards in respect of implementation of the SDIF itself, through the development of standardised guidelines for the SDIF implementation, for the MHM value chain and related matters.

In Quarter 2 of 2019/2020 the following progress was achieved for the norms and standards indicators of the SDIF.

Indicator 3.1: South Africa National Standard (SANS) 1043 for disposable sanitary pads up to date

According to the SDIF, government will only work with manufacturers or service providers whose products are South African Bureau of Standards (SABS) approved. This is in order

to avoid women and girls being placed at risk due to provision of inferior products, raising health concerns and exposing government to costly and unnecessary litigation and controversy.

In the previous National Task Team (NTT) meeting of 3 July 2019, the SABS reported that there was currently no sanitary pad product manufacturer in the country with SABS approval. The cost of achieving the SABS mark of approval was raised as an issue of concern, with reports that the process of gaining SABS approval costing R50-100 000. To achieve the SABS mark of approval requires a manufacturer to ensure that their product undergoes a number of laboratory tests, as well as auditing of their production process, quality processes etc. Manufacturers were also required to pay +/- R20 000 a year to maintain the standard.

To address this SDIF alignment issues, the Department of Trade, Industry and Competition (DTIC) is currently engaging the SABS to assist sanitary pads manufacturing cooperatives and Small Medium and Micro Enterprises (SMMEs) to achieve SABS approval/compliance.

As an interim measure, the SABS advised manufacturers/suppliers that they could still obtain a certificate for disposable pads from a SABS accredited laboratory, stipulating that their product met all SANS 1043 requirements and are safe and hygienic to use.

Some of the activities undertaken for this indicator during the quarter include:

(a) Making the SANS 1043 standard mandatory

It was noted during the discussions at the NTT meeting on 3 July 2019, that the SABS SANS 1043 are currently voluntary standards and thus not mandatory for all product manufacturers. To address this issue and to make the standards mandatory, a letter signed by the DWYPD Acting Director General (ADG) was sent to the Chief Executive Officer of the National Regulator for Compulsory Specifications (NRCS) with a request for the regulator to make it mandatory for sanitary products in the country to be SABS approved. This will also contribute to addressing the SDIF issues of eliminating the proliferation of illicit and substandard sanitary products in the country. The department will follow up and continue to engage with the NRCS in this regard.

(b) SABS gap analysis of local sanitary pads manufacturers

One of the recommendations of the NTT meeting held on 3 July, 2019 was for the SABS to consider an advocacy drive for cooperatives & SMMEs that manufacture sanitary products, as most of the organisations were not aware of the functions of the SABS and compliance requirements for sanitary products in the country. As part of ensuring that localisation is realised in the sanitary dignity programme's economic value chain, the DWYPD together with the DTIC and the Department of Small Business Development (DSBD) requested SABS to conduct an analysis of the gaps in compliance of local manufacturers to SANS 1043:2010. SABS drew up a schedule (Table 1) for visiting local black and women owned manufacturing sites in the country, with the purpose of assessing the status and readiness of these manufacturers for achieving SABS approval for disposal sanitary pads. The visits were conducted between August and September 2019.

Table 1: Schedule, data and manufacturer, of visit by SABS, DWYPD, Dtic and DSBD to assess the status and readiness of manufacturers to achieve SABS mark of approval for disposal sanitary pads.

Province	Manufacturer	Date visited
Eastern Cape	Ntombam group	27 August
Free state	Klear vision	19 August
KwaZulu-Natal	Cottony Pads	2 September
	Access Medical	3 September

Emerging from these visits was the serious concern that some of the manufacturers' products bore the SABS approval mark, despite the manufacturer not having undergone the SABS approval and compliance assessment. These manufacturers were reprimanded and informed that it was illegal, whether willful or not, to place the SABS mark on a product without undergoing the approval process and being given an SABS approval certificate. Manufacturers were commanded to recall products which bore such labeling.

Samples of the sanitary pads from each of the manufacturers/producers visited were also collected and would be tested at the SABS laboratories and feedback would be given to all manufacturers.

It must be noted that the list above is not exhaustive and more manufacturers have been discovered in the provinces such as the Eastern Cape and Western Cape. DWYPD-SEP would continue to collaborate with SABS, Dtic and DSDB to ensure that comprehensive assessments of SABS compliance in all the local manufacturing sites are completed in order to ensure product safety.

Indicator 3.2-SANS standard for washable/reusable sanitary pads published

The draft washable/reusable pads standard was released for public comments on 25 July 2019 (see Annexure 3), with the closing date for public comments being 25 September 2019. The Chief Director tried to access the standard immediately upon publication on the Government Gazette of 2 August 2019 but SABS did not send the standard. A follow up was made two weeks later by the director (13 August, 2019). The contact at SABS sent the standard on 27 August, 2019. Hereafter DWYPD distributed the standard for comments to local manufacturers of reusable pads, the African Coalition on Menstrual Health Management (ACMHM) and the NTT members. Following this, the SABS also had interviews and awareness raising on the standard on various media platforms. For example, these were reported on the following links (<https://www.news24.com/SouthAfrica/News/sabs-looks-to-standardise-reusable-sanitary-pads-20190831>; <https://www.iol.co.za/news/south-africa/western-cape/public-urged-to-comment-on-draft-for-manufacturing-reusable-pads-31425935>; <https://citizen.co.za/news/south-africa/general/2173547/sabs-looks-to-standardise-reusable-sanitary-pads/>).

Indicator 3.3 – National guidelines to align with the SDIF are available and approved

The SDIF implementation guidelines have been developed to ensure that there is standardisation of programme implementation in schools (see Annexure 4).

A results-based SDIF Monitoring and Evaluation (M&E) framework has also been developed to support the monitoring and reporting on the progress towards achieving the outcomes of the SDIF. The approach taken to developing and the subsequent implementation of the M&E Framework is:

- guided by the Policy Framework for the SDIF, Government wide M&E Framework for South Africa, which requires results-based M&E initiatives and interventions in the country;
- conceptualised based on the SDIF of the country; and
- part of gender responsive planning, budgeting, monitoring, evaluation and auditing (GRPBMEA), linked to the implementation of the DWYPD mandate.

Linked to the M&E Framework is a set of M&E Guidelines. The development of these guidelines is currently in progress and will be finalised, after consultation with relevant stakeholders, concurrently with the finalisation of the M&E Framework.

2.1.4 Key Performance Area 4: Ensuring that the provision of sanitary products is not exploited commercially

The sanitary products provided in the sanitary dignity programme are expected to be provided to the neediest beneficiaries and to minimise the practice of re-sale of the product for monetary gains. Commercial exploitation of products can be prevented by ensuring that the sufficient quality, quantity and type of products are being provided and used by identified needy individuals. The following indicator demonstrates progress in addressing this key performance area.

Indicator 4.1 – Provide product based on needs

The products provided by the programme need to reach the intended beneficiaries in the desired quantities to encourage maximum use of the product (i.e. quantity not too high or too low to meet their needs).

Provinces are using a demand-driven approach in the provision of sanitary products to beneficiaries at schools. Two approaches are currently utilised for this purpose, (1) the provinces utilise the Education Information Management System (EMIS) to determine the number of girls in each Quintile 1-3 schools in the province, or (2) beneficiary schools compile and submit a register of needy girls to the Department of Education. Based on these lists of girls, the provincial implementation department can plan and procure the quantity of product required to address the sanitary dignity needs for these girls.

The quantity of product and the number of girls that can be reached in each province is currently constrained by the provincial budget allocations.

Indicator 4.2 – Branding and packaging

To align with SDIF requirements, the sanitary products need to be packaged in government branding and in a manner that discourages re-sale of products for monetary gains. KwaZulu-Natal has branded the packs indicating that they are not for sale. In the case of the Mpumalanga and North West programmes, the product that is procured is 'off-the-shelf' products as local manufacturers are not secured in this year's procurement process i.e. due to either lack of local manufacturers; local manufacturers not qualifying a part of the list of service providers or the responsibility for procurement being devolved to the individual schools.

2.1.5 Key Performance Area 5: Advocacy and awareness campaigns conducted

There were no Menstrual Hygiene Management-specific advocacy and awareness campaigns conducted during this quarter, however, DWYPD participated in an African Coalition on Menstrual Health Management (ACMHM) webinar on Menstrual Hygiene Management as part of Sexual and Reproductive Health and Rights (SRHR), has conducted awareness around the SDIF itself and has assisted SABS with their site visits and awareness raising with manufacturers of the process and procedures for pursuing SABS approval for sanitary products in the country.

2.1.6 Key Performance Area 6: Girl-friendly Water Supply, Sanitation and Hygiene Infrastructure

To achieve sanitary dignity in the country, girls and women will need to have access to girl-friendly water supply, sanitation and hygiene infrastructure. To this end, the first step in these efforts will be to conduct a WASH assessment; followed by the assessment being utilised to assist with planning to address gaps by implementing departments). The DWYPD is currently developing a WASH assessment tool for this purpose of determining the status of girl-friendly WASH in schools benefiting from the programme. The tool will be

guided by the WASH guidelines developed in collaboration with the Water Research Commission in 2018.

3 PROGRESS ON PROVINCIAL IMPLEMENTATION OF THE SANITARY DIGNITY IMPLEMENTATION FRAMEWORK

3.1 PROGRESS ON CREATING AN ENABLING ENVIRONMENT (PROVINCIAL)

3.1.1 Key Performance Area P1: An integrated and coordinated responsive government programme providing for the provision of free sanitary products to indigent girls and women

Indicator P1.1: - Provincial Sanitary Dignity Committees (PSDC) established

According to section 10.2 of the SDIF each provincial government must designate a Member of the Executive Council (MEC) and Head of Department (HOD) to take responsibility for the sanitary dignity programme in the province. The HOD, so designated, has a responsibility to establish a Provincial Sanitary Dignity Committee (PSDC) in the province, with the purpose of providing oversight of the implementation of the SDIF within the particular province.

To date only the Limpopo province has a PSDC that is in line with the provisions of the SDIF. This PSDC has however, not met in this quarter. Although the Western Cape Province has established a PSDC, but this committee was established by the Department of Social Development (DSD) HOD and therefore does not align to the provisions in 10.2 of the Framework. The Committee has however met once this quarter.

The Eastern Cape has established a PSDC, as of 20 September 2019. A request to appoint committee members is in progress.

The remaining provinces do not have PSDCs in place. A number of these provinces (Mpumalanga, North West and Free State) do however; have provincial task teams in place that are led by the implementing departments. These task teams engage on an ad hoc basis, with meetings sometimes coordinated by the office of the Premier.

The establishment and role of the provincial government needs to be strongly emphasised in the provinces, with an urgent need for a MEC and HOD be designated to take responsibility for sanitary dignity in the province.

A resolution was taken at the extended NTT meeting of 20 September 2019 that the DWYPD should not only write letters to the Premiers regarding the programme, but that the SDIF should also be presented to the Provincial Executive Committee to ensure buy in at a higher level.

Indicator P1.2: - Number of provincial coordination mechanisms governing the implementation of the SDIF established or strengthened with DWYPD's support

One of the main objectives of the SDIF is to provide for an integrated and coordinated, responsive government programme. The SEP Chief Directorate has a responsibility to give support to the leading provincial departments in the implementation of the provincial sanitary dignity programme. As part of the mechanisms to fulfil this objective, letters signed by the ADG were sent to the Directors General of all provinces. The purpose of the letters was to request the DGs to facilitate the DWYPD team's engagements with the provinces. The focus of the engagements would be to assist the provinces to align their programmes with the SDIF, to provide implementation support to the provincial programmes and to support and carry out monitoring, evaluation and reporting on the sanitary dignity programme. The provincial visits are planned for September and October 2019 (see Annexure 5 of a sample letter to one of the provinces).

Indicator P1.3 – Lead Provincial Department for the sanitary dignity programme has been identified.

The National Treasury allocation for provincial budgets indicated that four provinces, namely Eastern Cape, Gauteng, Mpumalanga and Western Cape, would implement the provincial programme via the Department of Social Development. The remaining five provinces, namely Free State, KwaZulu-Natal, Limpopo, North West and Northern Cape are implementing the programme via the Department of Basic Education.

Indicator P1.4 - Integration into existing programmes

Section 9.1.2 of the SDIF envisages the sanitary dignity programme be implemented through integration with existing programmes and existing provincial menstrual health programmes. The recommendation is that the sanitary dignity programme should be integrated within such programmes as the Integrated School Health Programme (ISHP) or the Care and Support for Teaching and Learning Programme (CSTL).

In the Free State, the province is successfully aligning the sanitary dignity programme with the ISHP and a strategic decision was made to locate the provisioning of sanitary towels within the Sub-Directorate: Care and Support. All their plans are made in conjunction with ISHP. Other provinces especially the implementing departments of Education have an opportunity for integration into the ISHP. The North West and Limpopo provinces are also considering integration with the CSTL.

3.2 PROGRESS ON IMPLEMENTATION OF THE SANITARY DIGNITY VALUE CHAIN

Quarter 1 was identified as the planning phase particularly for the provinces in preparation for implementation whilst quarter 2 is the finalisation of planning and commencement of the roll out of the programme. Provinces were requested to provide an update on the status on implementation. Below is the progress on some of the activities undertaken in Quarter 2 to prepare for implementation.

3.2.1 Key Performance Area P2 –SDP procurement alignment to SDIF

Indicator P2.1 – Percentage of provinces that have developed a bid, advertised and awarded

Two provinces (KwaZulu-Natal and Mpumalanga) are already implementing the programme through a service provider process and one, North West, opting to not utilise a service provider process but rather dispersing the funds directly to schools for the school to purchase sanitary products for their girl learners. The schools then required to utilise a three quotations system for procurement. The remaining provinces are currently in the bid review process to award contracts to service providers.

There were three provinces with bid advertisements closing in September 2019. These are Eastern Cape, Western Cape and Limpopo (Table 2).

Table 2: Progress with the provincial bid processes

Province	Bid Developed	Advertised	Closed	Number of Bids received	Awarded	NT compliance (period)
EC	√	√	√		X	√
FS	√	√	√	104	X	X (3 years)
GP	X	X	X	X	X	X
KZN	Existing Transversal Contract Utilised				√	√
LP	√	√	√		X	X (3 years)
MPU	√	√	√		√	
NC	Bid Not Yet Advertised					
NW	Funds transferred to schools to procure sanitary products					
WC	√	√	√		X	
Total	6	6	6		2	2
% of Provinces	75%	75%	75%	0%	25%	25%

The provinces that are still in the process of awarding their bids indicated the following related to the way forward:

- The Limpopo bid closed on 17 September 2019. The province has indicated that the process to be followed includes:
 - appointment of a bid evaluation committee would be complete by 27 September,
 - the evaluation of the bids taking place between 30 September and 25 October.
 - the Bid adjudication Committee is scheduled for 28 October and 4 November.
 - Appointment of service providers on 12 November
 - anticipated roll out date of 18 November 2019.
- The Western Cape bid closed on 20 September 2019 with a total of between 70-90 bidders. The province is anticipating:
 - the bid evaluation process would take a two-week period.

- awarding the tender by the end of October.
- a planned date for roll out and complete the product supply is March/April 2020 that is why the tender is for five months. .
- The Eastern Cape bid closes on 25 September 2019.
- The Free State bid closed on 7 June 2019; however, the province has indicated that the procurement process is still not finalised. Plans going forward are:
 - the service provider would be appointed by end of September 2019.
 - plan to roll out by the beginning of the 4th school term (October 2019).

Gauteng indicated that they would pursue the three quotation system whilst the Northern Cape Province has not yet developed their bid document. **Urgent prioritisation of this province must take place and consultations are planned for the week of 30 September 2019.**

Indicator P2.2: Bids are aligned with the SDIF criteria

Section 9.5.1 of the SDIF indicates that the procurement of sanitary products as contemplated in the Framework must be done in accordance with the provisions of the Preferential Procurement Framework Act, 2000 , the Preferential Procurement Regulations, 2017 (Procurement Regulations). Similarly, Section 9.5.2 the SDIF indicates that sanitary products procured in terms of this Framework must be locally produced and sourced. Preference should be given to local businesses and/or cooperatives owned by black females, youth and persons with disabilities. Any business that is considered for providing the sanitary products contemplated in the Framework, must—

- (a) have at least 50% females (inclusive of women with disabilities) on its management and staff establishment;
- (b) have at least 70% people from the local community or communities on its staff establishment (inclusive of at least 7% persons with disabilities); and
- (c) must have skills development and transfer programmes in place.

Section 9.5.4 of the SDIF also outlines that the procurement procedures may allow for more than one supplier or manufacturer to be appointed. The appointment of a manufacturer or manufacturers per province is encouraged.

To ensure alignment with these SDIF criteria, it was expected that the provincial bid process include these provisions in their bidding processes. This was re-enforced by National Treasury in the budget allocation letter to provinces, with National Treasury directing the provinces to align their programme with the Sanitary Dignity Implementation Framework (SDIF).

The Department had an opportunity to analyse the bids advertised by provinces that shared their bid documents with the department i.e. Eastern Cape, Free State, Mpumalanga, Limpopo and Western Cape. Of major concern was that only one province obtained inputs from the DWYPD prior to advertising their bid, and as a result some provinces have not complied with the criteria of the SDIF. This is despite most of the provinces and departments being represented at the bid process workshop that was held on 11 April 2019.

Following the analysis of the bids, the following concerns were identified:

- i. The SDIF procurement requirement that preference should be given to local businesses and/or cooperatives owned by 50% black females, 7% youth and persons with disabilities does not come out clearly in most of the bids with the evaluation criteria not specified in the Eastern Cape and Western Cape bids;
- ii. Limpopo and Free State provinces advertised their bids for a period of three years while the National Treasury allocation is for 12 months.
- iii. Some of the bids make no mention of the SABS standard SANS 1043:2010 and how it will be confirmed that the sanitary pads samples provided by the bidders are SABS tested. The only province that complied with this requirement is the Western Cape bid that indicates that a copy of the SABS test report must be submitted with the bid document.
- iv. It was also observed that the evaluation criteria for Limpopo is not in line with the requirements of the SDIF as it automatically disqualifies cooperatives and small, medium and micro enterprises (SMMEs) on financial capacity; a track record of similar services rendered while the sanitary dignity programme is a new project therefore cooperatives and SMMEs will not have any previous experience/track record; bidders that have a manufacturing plant with manufacturing equipment/machinery/packaging. This defeats the purpose of including service

providers who wish to procure products from retailers or manufacturers. Provinces were advised that the focus for the current financial year is on procurement while the department together with the departments of Small Business Development (DSBD) and Trade and Industry (DTI) are in the process of assisting women owned cooperatives and SMMEs to establish their own manufacturing plants and capacitate the existing ones to ensure that they are able to compete with international brands. In addition, in Limpopo the list of suppliers issued together with the bid document for sub-contracting purposes does not include the suppliers that attended the procurement capacity building workshops for women owned cooperatives and SMMEs held in the province on 21 June 2019.

Based on the above, the department felt that the criteria set by the Limpopo province was too stringent and would disadvantage women owned cooperatives and SMMEs as they would not be able to bid for this contract. This would be a setback for the SDIF objective of broadening economic participation in the sanitary dignity value chain to include the empowerment of women, youth and persons with disabilities. As a result, letters signed by the Acting Director General addressed to the Director General of the Limpopo province and the Superintendent General of the Limpopo Department of Education raising the above concerns were sent to the respective offices. To date, no formal response has been received from the province. A letter from the Minister of DWYPD was also sent to the Premier of the province alerting him of the concerns on the bid.

Lastly, there has been no consistency in the process to be followed in procurement. KwaZulu-Natal has spent the national treasury allocation on a transversal contract without any communication with DWYPD on the initiation of the roll out. Instead the Department was informed that the province has completed the project and has utilised its resources.

Way Forward

Urgent prioritisation of the provinces that are lagging behind i.e. Northern Cape and Gauteng. The North West implementation model requires further review and exploration as it does not follow the SDIF criteria for a sanitary dignity programme. The programme has however, aligned to the school's nutrition programme processes.

3.2.2 Key Performance Area P3 –SDP manufacturing and product alignment to SDIF

Indicator P3.1 – Products manufactured locally

Section 9.5.2 of the SDIF on procurement states that, subject to procurement regulations, sanitary products procured in terms of the framework must be locally produced and sourced. Section 9.5.5 further makes provision that all sanitary products that are procured for the purposes of the implementation of the framework must comply with the standards for such products as determined and approved by the SABS.

Out of the five bid specifications analysed, four provinces indicated locality on their bid. However there seems to be discrepancies in the understanding of the term/concept of locality, with some provinces indicating that service providers should be based in the provinces where the bid is advertised, while others indicated that service providers could bid for tenders anywhere in the country.

The issue of SABS approval has been covered extensively in the sections above. Key Performance Area P5 –SDP distribution alignment to SDIF.

Indicator P3.2 – Distribution plan to site

A distribution plan has been carefully planned and three provinces have started with the implementation, while others are still awaiting appointment of the service providers for their sanitary dignity programme.

In KwaZulu-Natal, the product is distributed to the schools by sub-contractors from the manufacturer. Sub-contractors are expected to be women SMMEs, as it was not possible, due to the transversal contract, to ensure that the product was procured from women, youth and persons with disabilities businesses. KwaZulu-Natal has not given an indication of the number of women sub-contractors included in the distribution. Quintile 1-3 and some Q4 schools are expected to place an order with the Department of Education for product to be distributed to a specific number of girls, and the department submits this list to the service provider. The department takes stock of the product in the centralised warehouse before it is collected for delivery to the school's sites.

In Mpumalanga, the Department of Social Development utilised the Education Information Management System (EMIS) to estimate the number of girls per school in Grade 7-12 Secondary Schools. Distribution was firstly to Quintile 1 schools in the province. The DSD issues a delivery request to the suppliers on their supplier database, per district. Suppliers deliver a 3-month supply to the schools, and the supply is stored onsite at the school.

In the North West distribution plan, schools were requested to submit, to the district office, a list of girl learners from grades 8 – 12 in their schools (with a clear indication of the learners' names & surname for verification process). Once this list is received the funds are dispersed to the school for procurement of the sanitary pads. The schools need to confirm receipt of funds. The schools can then procure and distribute sanitary pads – monthly, keeping records of procurement and disbursement to the girls for audit purposes.

The Free State has also compiled a comprehensive distribution plan, where a safe storeroom was identified in each school district and the product will be delivered by the service providers (one awarded the bids) to the respective district offices storeroom. The stock will be received by district ISHP coordinators, with the delivery checked and the delivery note signed by these individuals. The schools will collect the stock from district offices.

Indicator P3.3 – Distribution plan to beneficiaries

In Mpumalanga the service provider delivers the product to the school. It is expected that the political heads are present to monitor supply. The girls are issued with the pack and sign as they receive these. In KwaZulu-Natal pads are delivered at school by a contracted cooperative. The person designated by the school to issue the pads to the girls supplies these to those who have applied to be given the product.

In the North West, the sanitary dignity programme has adopted the same processes followed by the School Nutrition Programme. Once the products have been procured and delivered to the schools, the schools will keep a distribution register with authentic signatures of the beneficiaries, with a school stamp and report to the district via sub district manager monthly.

The Free State has also developed a dispersement plan, with the ISHP Coordinators or School Based Coordinators responsible for the distribution of the sanitary products to the girls. Girls will receive the product on a quarterly basis, at the beginning of each term.

3.2.3 Key Performance Area P4 – Education and awareness (i.e. conducting awareness campaigns)

The current provincial funding allocations do not make provisions for these education and awareness campaigns, as the budget is only available for provision of free sanitary pads. Two provinces have however opted to include Menstrual Health Management awareness education through other budget sources. Mpumalanga was able to include a MHM brochure with their sanitary packs provided to girl learners, while the Free State is exploring the use of their sanitary dignity provincial budget to print MHM awareness booklets for beneficiary girls.

3.2.4 Key Performance Area P5 – Selection of beneficiaries aligned to the SDIF

Indicator P5.1: Cost of product per girl beneficiary

From the costing per child, per month and per pack of pads, Table 3 shows that the cost of a pack of disposal sanitary pads provided in Mpumalanga was R18, 17, while the amount of money dispersed to the schools in North West for a pack of pads was R16, 70. The cost of providing a month's supply of pads to each girl was R36, 34 (MP) and R33, 39 (NW). Costs are estimated based on the budget spend and girls reached, with the monthly cost and per pack cost being based on 2 packs of pads per girls.

Table 3: Number of girls service, cost per beneficiary, per month and per products estimated from budget spent as of 20 September 2019

	Mpumalanga	KwaZulu-Natal	North West	Eastern Cape	Free State	Gauteng	Limpopo
Number of Beneficiaries Served (20/09/2019)	107097	0	35729	0	0	0	0
Cost per Beneficiary	R 109.01		R 100.18				
Cost per Month	R 36.34		R 33.39				
Cost per Pack	R 18.17		R 16.70				

Indicator P5.2: Percentage of SABS approved product being provided to indigent girls

As mentioned, previously, no sanitary products in the country currently have SABS approval; hence this indicator is not applicable at this point in the programme.

Indicator P5.3: Percentage of identified girl learners reached, disaggregated by school quintile, special schools and farm schools

These indicators will be reported in the next Quarter of the programme, as the implementation in the provinces comes online.

3.2.5 Key Performance Area P6 –Disposal of Used Sanitary Products

Indicator P6.1 – Disposal at toilet and after collection at toilet

To ensure safe, successful and sustainable implementation of the SDIF the provinces need to determine the manner in which waste will be disposed both at the toilet and once it has been left in the toilet facilities.

In Limpopo and the Eastern Cape, the department of Education has reported that some of the schools are not ready for the project due to the condition of some of school infrastructure. Limpopo has indicated that the department of Economic Development and Environmental Affairs is working on a waste disposal mechanism and that the local

municipalities are part of the district committees and has been requested to share their contribution in disposal for both rural and urban.

Further information will become available on other provinces once they have started implementing the project

3.2.6 Key Performance Area 7: Ensuring girl-friendly WASH

To achieve sanitary dignity in the country, girls and women will need to have access to girl-friendly water supply, sanitation and hygiene infrastructure. To this end, the DWYPD will be developing a WASH assessment tool to be implemented by the provinces in future. The provinces will need, together with their implementing partners, discuss an agreed plan to ensure in future that WASH in schools are girl-friendly and address the MHM requirements of girls, to achieve sanitary dignity.

In the Northern Cape, the Department of Education has attended to the 3 year implementation plan of the Norms and Standards in terms of the provisioning of water to schools. All schools in the Northern Cape have infrastructure for water supply. Sanitation forms part of the Sanitation Appropriate for Education Initiative (SAFE) as launched by the Presidency. Although the Northern Cape does not form part of this initiative as we don't have schools that only have pit latrines, we are in the process of eradicating all pit latrines at schools in the Province (14 schools which is about 3% of schools).

The school is to use funding received from the department for utilities to make provision for girl friendliness, incinerators and disposal methods. This goes hand in hand with the provisioning of toilet paper, cleaning materials, sanitary bins etc. These are not part of the scope of work and therefore also not covered in the Norms and Standards.

4 OTHER ISSUES RAISED

One of the key challenges experienced by the national and provincial departments is the lack of commitment by some national departments (i.e. Department of Basic Education) to this process.

Provincial departments also experience challenges with political principles commitment to the programme as not all of these Principals are aware of the requirements of the SDIF and

the need for integrated, cooperative and responsive governance of the programme. As well as the alignment to the SDIF.

A second challenge or risk to the programme is that, in targeting the first group of beneficiaries, other members of the beneficiary households may also need sanitary products and may thus utilise the free products provided to girl learners. This would result in the girl beneficiaries running out of products before the next disbursement of them.

5 CONCLUSION

This is a very critical flagship programme for the Department of Women, Youth and Persons with Disabilities because it has two pronged outcomes, i.e. the first outcome will be the restoration of the dignity of indigent women and girls. The second outcome will be an economic intervention to beneficiate women, youth and persons with disabilities (the vulnerable) through the sanitary dignity's economic value chain wherein local entrepreneurs would participate in the manufacturing process and participate in provincial government tenders in line with one the seven priorities of government that puts an emphasis on the need to strengthen the manufacturing capacity in the country.

It cannot be overemphasised that the success of this programme depends on provinces' utilising the equitable share allocation in order to measure the impact and be able to go back to National Treasury for a further allocation. The true measure of the effectiveness of phase 1 of the programme which is intended for quintiles 1-3 schools will be a situation where a school learner is able to receive a sanitary pad in her hands at the right time and in the right quantity and a guaranteed safe product that complies with the appropriate South African Bureau of Standards (SABS) stipulations. That will signal the success of the programme when school girls are not constrained by a biological phenomenon which is no fault of theirs.

South Africa has been applauded for this initiative on numerous platforms and in particular UN institutions like UN Women and United Nations Population Fund (UNFPA). If the programme becomes a phenomenal success, South Africa will be one of the countries in the continent and beyond that will be counted amongst the most progressive when it comes to sexual and reproductive health rights of women and girls.

