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**GOVERNMENT'S EMERGENCY RESPONSE ACTION PLAN (ERAP)
ON GENDER BASED VIOLENCE & FEMICIDE
CGE Review of ERAP Implementation**

**Presentation to the Portfolio Committee on Women, Youth &
Persons with Disabilities**

8 February 2022



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INTRODUCTION/BACKGROUND

- ❑ **Presidential Announcement of ERAP initiative on 18th September 2019.**
 - ❑ **Amidst background of heightened violence against women in the country.**
 - ❑ **Mounting pressure from civil society and women's organisations for urgent action.**
- ❑ **President pledged total budget of R1.6bn to fund the government's ERAP.**
- ❑ **ERAP was a six-months national initiative, with 5 key Thematic/Outcomes Areas:**
 - ❑ **Access to Justice for Victims and Survivors**
 - ❑ **Change Norms and Behaviour Through High Level Prevention Efforts**
 - ❑ **Urgently Respond to Victims of GBV**
 - ❑ **Strengthen Accountability and Architecture to Adequately Respond to the Scourge of GBV**
 - ❑ **Prioritise Interventions that Facilitate Economic Opportunities To Addressing Women's Economic Vulnerability.**



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INTRODUCTION/BACKGROUND

- ❑ ERAP implementation commenced in October 2019 for a period of six months, ending on 31st March 2020.
- ❑ Responsibility for coordination and oversight placed on the Interim Steering Committee on GBVF (Leadership of Presidential Special Adviser on Health and Social Policy).



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APPROACH AND METHODS

- Aim of the study – assess/evaluate the extent of progress in the implementation of ERAP interventions and targets.
- A post-hoc review and assessment of ERAP initiative after implementation/completion (i.e., end of 6-months)
- Auditing approach: Assessment of performance information from implementing agencies (i.e., Government Departments, related agencies and other state institutions) against ERAP responsibilities and targets:
 - Total of 39 Specified Interventions
 - Total of 80 Specified Targets
 - Total of 22 Government Departments
 - Other entities such as labour unions, political parties, non-state actors, etc. were assigned responsibilities



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APPROACH AND METHODS

- ❑ The review/assessment was information intensive.**

- ❑ Dependent on reliable and accurate performance information collected and compiled by government departments and related entities (i.e. official reports; documents, etc.).**

- ❑ Other alternative sources utilised (i.e. online sources, media reports, documents and reports by independent institutions)**

- ❑ Interim Steering Committee on GBV released a report (update) on ERAP in April 2020, which was an important source of information for this assessment.**



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SOME OF THE CHALLENGES

- ❑ Review/assessment exercise carried out amidst national emergency/lockdown restrictions related to Covid 19 pandemic.**
- ❑ Access to government departments/officials for information affected by lockdown restrictions.**
- ❑ Reluctance/delays by officials from some government departments in providing information.**
- ❑ Issues of reliability and accuracy of information provided by departments.**
- ❑ Abolition of the Interim Steering Committee on GBVF also affected access to vital information on progress relating to ERAP initiatives.**



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ERAP: OVERVIEW OF IMPLEMENTATION

- ❑ ERAP was a timely, necessary and crucial national response to an urgent national crisis.**
- ❑ Responsibilities for implementation interventions programmes and related activities assigned to various government departments and other entities.**
- ❑ ISC had overall responsibility for ensuring coordination, oversight and accountability of implementing agencies.**
- ❑ ISC also had responsibility for key decision-making such as goal setting, prioritisation, determining strategic direction, focus and funding levels for programme interventions/activities.**
- ❑ ISC also responsible for liaisons with funders/donors, CSOs and for reporting/accounting to parliament.**



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ERAP: OVERVIEW OF IMPLEMENTATION

- ❑ Overall, implementation of ERAP was characterised by inadequate operational coordination of departmental activities across thematic areas, interventions and targets.**
- ❑ Thematic areas placed greater emphasis on long-term qualitative policy outcomes for the country (for dealing with gender-based violence/violence).**
- ❑ However, accompanying targets tended to place greater emphasis on short-term quantitative outputs (easily measurable/quantifiable & observable) without clear linkages to long term qualitative outcomes implied in the five Thematic areas.**
- ❑ Many of the ERAP targets seemed not based on clear assessments of existing institutional capacity needs of responsible departments/entities.**



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ERAP: OVERVIEW OF IMPLEMENTATION

- This resulted in many targets not achieved because the scope of the work involved exceeded existing institutional capacity.**

- Original ERAP document did not make provision for systematic, on-going monitoring and evaluation/assessment of progress in the implementation of Interventions and targets.**
-
- ERAP planners did not provide mechanism for post-implementation impact assessment regarding the 39 interventions and 80 targets relating to the thematic areas.**

- The ISC issued its own ERAP report in April 2020, this was a progress update, not an M&E report**



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ERAP: THEMATIC AREA OVERVIEW

1. Access to Justice for Victims and Survivors

- ❑ This thematic area is about improving access to justice for victims and survivors (both short- and long-term goals)**
- ❑ The following departments/entities assigned responsibilities under this theme: DOJ & CD, DSD, DWYPD, NPA, Presidency & Parliament.**
- ❑ Overall, performance information for interventions and targets under this thematic area was largely characterised by issues of accuracy and reliability.**
- ❑ Many of the claims of achieved targets could not be verified based on information provided by departments, especially departments such as SAPS.**



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ERAP: THEMATIC AREA OVERVIEW

- Even information contained in the ISC ERAP report was significantly limited for assessing claims of progress and achievements**

- key highlights under this thematic area:**

- DOJ&CD (3 bills developed)**
 - Sexual Offences/Criminal Law Amendment Bill;**
 - Domestic Violence Bill;**
 - Criminal Matters (Bail and Sentencing) Amendment Bill**

- SAPS (Liquor establishment compliance inspections)**
 - 84,023 establishments inspected.**
 - 1,310 illegal outlets closed down.**



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ERAP: THEMATIC AREA OVERVIEW

- ❑ Some of the key targets not achieved under this thematic:**
- ❑ Establishment of the national coordinating structure on GBV.**
- ❑ Vetting of all state personnel working directly with children and the mentally disabled (only a small number of personnel vetted).**
 - ❑ The focus of this intervention was vetting against the sexual offences register.**
 - ❑ Lack of focus on other threats (lack of skills training, expertise, care & funding).**
- ❑ Many targets under this thematic area were not achieved.**



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ERAP: THEMATIC AREA OVERVIEW

2.Change Norms and Behaviour Through High Level Prevention Efforts

- ❑ This thematic area places greater emphasis on changing behavioural norms in areas such as the workplace, schools, etc., in the long term.**
- ❑ Such long-term behavioural changes are more likely to happen over longer time frame beyond the ERAP six-month period**
 - ❑ Change in behaviour through campaign programmes and related activities.**
- ❑ Departments/entities involved: GCIS, SABC, DBE, DHET, SALGA, NEDLAC, DPWI & DEL.**



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ERAP: THEMATIC AREA OVERVIEW

- ❑ Some departments such as DHET & DBE provided comprehensive information on progress achieved, especially educational campaigns in schools around prevention.**
 - ❑ Such campaigns in schools need to be sustained over longer time horizons to be effective and for greater impact in the long term.**
- ❑ Similarly, campaign interventions to change behavioural norms in the workplace (e.g. by DEL) also need longer time-frames than six months to take effect and be sustainable in the long term.**
- ❑ This Thematic Area was also characterised by claims based on inadequate information from some of the departments/entities.**



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ERAP: THEMATIC AREA OVERVIEW

3.Urgently Respond to Victims of GBV

- The central focus in this Thematic area was on short-term urgent interventions & responses to the needs of Victims of GBV.**
 - By providing access to emergency support services through improved responses.**
 - Improving effectiveness of support systems, processes and practices aimed at urgent needs of victims of GBV.**

- These departments were central to this Thematic area: DoH, NPA, DPWI, DPSA, CoGTA and SAPS.**

- Many of the responsible departments provided insufficient information on their progress on ERAP target achievements.**



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ERAP: THEMATIC AREA OVERVIEW

- ❑ Many of the targets were only partially achieved.**
- ❑ Available performance information provided insufficient explanations as to why targets were only partially achieved or not achieved at all (lack of accountability).**
- ❑ Example:**
 - ❑ DSD & DPSA target to recruit 650 social workers by 1st December 2019.**
 - ❑ Only 200 Social Workers recruited later than the stated timeline (30th March 2020)**
- ❑ The NPA's recruitment of 74 Prosecutors was a highlight that exceeded the target of 50.**
- ❑ However many targets under this Thematic area were not achieved.**



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ERAP: THEMATIC AREA OVERVIEW

4. Strengthen Accountability Architecture to Adequately Respond to The Scourge of GBV

- This Thematic area entailed medium to long term goals (Lead Departments: DWYPD & ISC).
- The performance against identified targets was poor.
- Not a single target was met satisfactorily.
- Generally, many unrealistic targets and time frames set.
- Lack of interdepartmental collaboration/coordination and poor resource allocation played important role.



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ERAP: THEMATIC AREA OVERVIEW

- ❑ Key intervention not achieved: establishment of a national coordinating mechanism on GBV (to serve as an accountability mechanism on combating GBV).**
- ❑ The goal of establishing a multi-sectoral coordinating structure on the national agenda for 5/6 years, not much progress.**
- ❑ Some of interventions sought to forge greater inter-agency collaboration by establishing Task Teams at national & provincial levels.**
- ❑ Inter-agency Task Teams were aimed at facilitating provision of urgent support services for victims of GBV.**
- ❑ Such inter-agency Task Teams appeared to have had limited success.**



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ERAP: THEMATIC AREA OVERVIEW

5. Prioritise Interventions that Facilitate Economic Opportunities to Address Women's Economic Empowerment

- The central goal here was provision of economic opportunities (short-term goal) for women and girls.
- Also, address underlying structural economic causes (long term goal) to empower women and girls.
- Several departments identified as role players (i.e., NT, DEL, DRDLR), organised business (i.e., BUSA, BLSA, BBC), and other entities such as labour unions, and political parties.
- Short-term targets specified included:
 - Verify existence of relevant policies in the workplace (sexual harassment).
 - Creating job opportunities for women and girls.
 - Introducing preferential procurement policy quotas (40%) in favour of women.



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ERAP: THEMATIC AREA OVERVIEW

- ❑ Also key long-term interventions and targets to secure economic empowerment for women and girls:
 - ❑ Land reform programme.**
 - ❑ National budget re-orientation (Gender responsive budgeting).****

- ❑ Land reform programme entails potentially complex policy, legal and administrative processes (beyond the ERAP six months Lifecycle).**

- ❑ The Gender Responsive Budget Framework initiative was already on the agenda of the DWYPD.**

- ❑ GRBF also needs greater cooperation of all key national ministries and greater national political will/leadership.**



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ERAP: THEMATIC AREA OVERVIEW

- ❑ For gender responsive budgeting to take effect, it needs a significantly longer time frame to introduce and institutionalise across government.
- ❑ The performance of departments under this Thematic Area was unsatisfactory (both in short-term and long-term interventions).
- ❑ The GRBF process is still under way, experiencing difficulties. CGE has conducted a study in this regard.
- ❑ Similarly, not much evidence of progress achieved in terms of the land reform programme during the ERAP six months lifecycle.



ERAP: THEMATIC AREA OVERVIEW

❖ Summary: Achievement of Targets

Total Targets	Targets Achieved	Targets Partially Achieved	Targets Not Achieved
80	17	12	51
	(21.25%)	(15.0%)	(63.75%)



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CONCLUSIONS

- ❑ The ERAP was a timely and appropriate response to an urgent national crisis but its implementation faced many obstacles on the ground.**
 - ❑ Problems of lack of effective coordination.**
 - ❑ Ineffective oversight and accountability.**
 - ❑ Lack of ongoing programme monitoring and evaluation mechanisms.**

- ❑ As a result, many of the interventions and targets were not achieved.**

- ❑ The ISC's coordinating role was crucial, but it was undermined by significant operational issues, including lack of role clarification, poor accountability and limited capacity.**

- ❑ A large number of departments involved in the implementation of ERAP interventions were without effective operational coordination and collaboration across thematic areas.**



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RECOMMENDATIONS

- ❑ 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 identify the challenges encountered during implementation of the plan. The findings of this review and evaluation should be made public.

- ❑ The review and evaluation of the ERAP, as contemplated above, should be carried out by a competent and independent service provider, with the view to identifying key challenges, lessons learned and prospects for continued implementation of some of the key interventions and critical targets with potentially long-term time frames and positive consequences in the fight against gender-based violence.



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RECOMMENDATIONS

- ❑ 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 programmes of intervention to deal with GBV be placed under a competent institutional structure or department that will oversee such national programmes including the process of establishing the national multi-stakeholder body on gender-based violence.

- ❑ It is recommended that priority, including the necessary resources, be given to the current process of establishing the national multi-stakeholder body on gender-based violence. It is further recommended that the necessary legislative process be initiated to ensure that such a multi-stakeholder national coordinating body on gender-based violence has the requisite legal standing and access to regular funding. The Commission for Gender Equality, 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 national multi-stakeholder coordinating body on GBV.



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RECOMMENDATIONS

- ❑ The National Strategic Plan (NSP) has been approved by Cabinet. Implementation of the NSP should be the responsibility of the national multi-stakeholder coordination body that is still to be established. Therefore, while the process of establishing the multi-stakeholder coordinating body on GBV 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/budgeting, implementation, 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.



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RECOMMENDATIONS

- ❑ 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 should continue to assess government's implementation of national policy and legislative frameworks, including national strategies (e.g. NSP, GRPB, etc.) and programmes of action (e.g. Presidential Summit Declarations, ERAP) to combat gender-based violence. This should be done, among others, through direct and regular engagements between the leadership of the Commission and relevant government departments.



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THANK YOU

**HAVE A GENDER RELATED COMPLAINT ????
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