

PLANNING PERSPECTIVES ON

Advancing Women's Emancipation and Gender Equality

2021



**national planning
commission**

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The Presidency
REPUBLIC OF SOUTH AFRICA





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**ADVANCING
WOMEN'S
EMANCIPATION AND
GENDER EQUALITY
2021**

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Prepared for the National Planning Commission by Prof Vivienne Taylor | March 2021

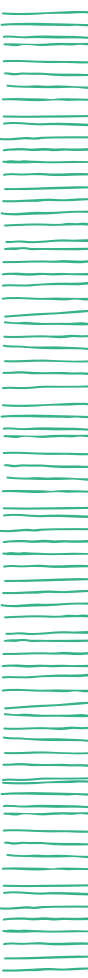


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INTRODUCTION

The National Planning Commission (NPC) was asked by President Ramaphosa to undertake a review of the status of implementation of the National Development Plan: Vision 2030 (NPC, 2012). His request to the NPC was made in 2018 and was underpinned by a concern that progress in implementing the country's National Development Plan (NDP) is slow and uneven. A critical area of the NPC's work that intersects with all aspects of development is that of the urgency for women's emancipation and gender equality. This urgency is not new and is built on an accumulation of struggles waged by many formations of women organising since the early days of social movement activism and liberation struggles from the 1950s through to recent decades. These historic and contemporary struggles for women's emancipation and gender equality while continuous had ebbs and flows as various oppressive regimes used state based violence and coercion to repress defiance and resistance especially from progressive women's formations. During the period of democracy, post 1994 there was an expectation that women's emancipation and gender equality would be high on the development agenda. This expectation was spurred by the contents of the Constitution of the Republic of South Africa, Act 108 of 1996. Section 9 of the Bill of Rights in Chapter 2 of South Africa's Constitution (1996) refers specifically to Equality and refers to what is meant by this. It spells out that:

9 (2) Equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality, legislative and other measures designed to protect or advance persons or categories of persons, disadvantaged by unfair discrimination may be taken.

Section 9 goes further in clause (3) *The state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth* (Constitution of RSA of 1996, Act 108:7).

These two clauses in section 9 provide explicit intent on what is understood by equality and how every person's right to equality ought to be protected by legislation and by the state. The Constitution further indicates that Section 9 on equality is Non-derogable and is protected (Constitution of RSA, Act 108 of 1996: 21). This means that the right to equality is so important that the framers of the Constitution did not want it to be limited, taken away or suspended under any circumstances. Drawing on the Constitution the NDP reinforces this and indicates that South Africa needs to build a more equitable society where opportunity is not defined by race, gender, class or religion. Given this Constitutional mandate the NPC and women's movements find that translating such rights into fundamental change for the majority of poor women, gender non-conforming persons and others who face extreme disadvantage and deprivations remains an obstacle to their emancipation and equality. The evidence of the social and economic deprivations that especially women experience every day in South Africa is overwhelming.

When Official data as well as the Beijing+25 Report of the Department of Women (2019a) submitted to the United Nations and the chapter produced by the Department of Women (2019b) for the 25-year review reveals progress and setbacks over the period. Increasing violence, hardships and new risks and vulnerabilities crafted onto existing apartheid structural fault lines prompted the National Planning Commission to take a deep dive into the structural conditions that influence women's development and issues affecting

gender equality. The NPC commissioned one of South Africa's foremost gender experts who undertook research both in South Africa and internationally on these issues, namely Debbie Budlender. As an independent researcher we requested her to take a critical cross cutting view of the chapters in the NDP and examine the plan against what has been achieved or not in women's development and gender equality. The Commission focused on the following questions to guide this assessment:

- *What does the NDP propose about women's development and gender equality?*

- *What progress has been achieved in terms of women's development and gender equality?*

- *What are the existing gaps on women's development and gender equality within the NDP?*

- *What needs to be done to ensure that goals and targets set integrate women's emancipation and gender equality in the NDP and what should be prioritised and achieved by 2030?*



METHODOLOGICAL ISSUES



The NPC's review report on women's emancipation and gender equality draws on the most recent official government documents on gender equality produced by the Department of Women in 2019. Particular use was made of the chapter the Department of Women produced for the 25-year review because it includes relevant statistical data that indicates trends for the period. It is worth noting that the Beijing+25 report identifies the top five priorities in respect of progress for women and girls over the period 2014-2019 as (a) job creation and sustainable growth; (b) access to education especially in the STEM (science, technology, engineering and mathematics) field; (c) women's health and in particular maternal mortality and high levels of HIV and AIDS in young women; (d) gender-based violence; and (e) economic empowerment of women with a focus on non-employee forms of employment. Out of these five two relate to the economy. The NPC's Technical Paper produced in 2020 focuses on employees because they account for the overwhelming majority (86% in the

third quarter of 2019) of those employed, and in particular of employed women. Although the country's Beijing+25 report refers to nine other issues on which South Africa focused the NPC's Technical Paper on Women's Emancipation and Gender Equality engages with only four of these, namely unpaid care work; social protection; basic services and infrastructure; and social norms and gender stereotypes. The Beijing+25 report does acknowledge that South Africa's progress in respect of women's empowerment has been limited and attributes this to poor economic growth since the global economic crisis of 2007/08, and to gendered barriers to women's entry into the formal sector. Both from a methodological and conceptual point these issues are interlinked and intersect with many other aspects that influence women's emancipation and gender equality directly. The structural roots of women's lack of freedoms and exploitation as well as obstacles to gender equality are rooted in economic, political and social systems and predate recent global economic crises.

CONCEPTUAL AND THEORETICAL FRAMING

This paper on planning perspectives while using the evidence on progress and setbacks from the Technical Paper (Budlender, 2020) frames its conceptual and theoretical analysis within an intersectional and political economy approach. South Africa is shaped by a colonial and neocolonial history that draws on pre-existing social and economic systems whose survival and accumulation of benefits depend on producing divisions and inequalities. It is important to understand how these systems evolved over time to ensure that we are able to address the structural causes of women's exploitation and inequalities. Nancy Folbre finds that these divisions can and often do morph into forms of structural inequality that are both unfair and inefficient (Folbre, 2020). From an African feminist perspective it is also important to recognize that when we look back over time

and space, with few exceptions such divisions are reinforced by deeply embedded forms of patriarchy and become institutionalized. Such patriarchal institutions and processes intersect, overlap, and interact with hierarchical institutions based on other dimensions of collective identity (Folbre, 2020) and lend themselves to abuses of collective power in many forms that lead to socially constructed inequality.

Folbre's analysis of collective identity and conflict builds on three propositions that emerge from feminist theory and seemed, initially, to pertain only to inequalities based on gender but also relates to conflict and collective identities. She refers to 3 theoretical propositions that enable an understanding of conditions that determine women's structural location in society. They are:

1

Women have some common interests.

2

These common interests arise from their historical specialization in socially reproductive activities, which is understood as the production and maintenance of human capabilities and often referred to as "care."

3

The burden of care or women's obligations to care for dependents help society reconcile tensions between individual and group welfare—and, between self-interest and altruism - in ways that are particularly costly to women and undermine women's development and gender equality (Folbre, 2020).

These theoretical propositions are part of a continuing narrative of women's roles in producing human beings and maintaining their wellbeing through care. Significantly it reveals that the foundations of societies rest on the assumptions that women are obligated to care for members of the family and community and will do so at a cost to their own wellbeing. Historically black women in South Africa were deprived of resources required to develop and

maintain human capabilities. The distribution of wealth, assets and income was based on race, geographical location, language, gender and access to health care, education, social protection, and productive employment. Today, South Africa's social spending and distribution and redistribution of benefits and services that enhance human capabilities are slowly widening opportunities for those who remain disadvantaged.

Yet structural inequities remain a feature that leave women's roles as care givers and as workers insulated from benefitting from such institutional changes whether these are in the policy, legislative, organizational and economic spheres.

An intersectional analysis allows policy makers and planners to look back through the rearview mirror to understand how to develop pathways in the future that address systemic conditions that continue to exploit women's labour with

impunity and undermine their rights to achieve equality. Planning in immediate, medium and long term to address systems that reproduce inequalities and undermine women's human development requires an understanding of how economic, political, social and cultural systems intersect with systems of patriarchy and adapt over time. The adaptive nature of patriarchy and the power to influence change has tremendous impact, especially on the lives of poor women in South Africa.

APPROACHES TO ADVANCING WOMEN'S EMANCIPATION AND GENDER EQUALITY

The core priorities of the NDP are to eliminate poverty, reduce inequality and unemployment through growing an inclusive economy, building capabilities so that people can lead lives they value, enhance the capacity of the state, and promote leadership and active citizenship throughout society. NDP Vision 2030 included aspects that would promote the transformation of the socio-economic lives of women. Since the launch of the National Development Plan in 2012 some progress in women's political participation is noted however the conditions that shape and influence women's emancipation and their human development continue to intersect with social, economic, political and cultural factors in multiple ways and because of the persistence of patriarchy and the new forms that it takes in contemporary contexts obstacles to women's development remain.

In drafting the National Development Plan the NPC took a gender mainstreaming approach

to addressing women's development and the need for gender equality in its various chapters. Conditions affecting women, gender inequities, youth and persons with disability were understood to be cross cutting or transversal and these would be addressed as part of the overarching goals of the NDP in every chapter.



The assumption being that the core priorities of the NDP would also prioritise women's emancipation and that the promotion of NDP Vision 2030 included aspects that would promote the transformation of the socio-economic lives of women. However the NPC finds in its detailed Technical Paper on the Gender Review of the NDP (Budlender, 2020) and in the NPC Paper on Gender Based Violence in South Africa: A Working Document from a National

Development Planning Perspective (Taylor, 2020) little has changed for the majority of poor women. Women continue to have multiple burdens as the 2017 Poverty Trends Report (Statistics South Africa, 2017) finds. Black African females are disproportionately affected by poverty. Black African females, children (17 years and younger), people from rural areas, and those with no education suffer the most.

- *The findings show that in 2015 a higher proportion of females (41.7%) were living below the Lower Bound Poverty Line compared to males (38.2%). Women's poverty levels are higher than the national or country level.*

- *Individuals living in female-headed households also continue to account for shares in poverty that are larger than their shares in the population. A household headed by a female has a 48% probability of being poor compared to a 28% probability for a household headed by a male.*

- *The expansion of social assistance was the primary cause of the decline in income poverty in the 2000s. For example in 1994 about 2.4 million people received social pensions or grants and policy and planning changes led to more than 17 million people receiving such grants by 2018. The majority of grant recipients are women. In 2017, 50.4% women were receiving child support grants; 64.9% of women were in receipt of the old age grant; and 50.7% women were in receipt of the care dependency grants. This shows that the social grant and social protection system is gender responsive.*

- *Gender based discrimination and occupational specific segregation in the labour market, as well as issues with implementing regulations in these markets have served to confine women to jobs that are low paid and of poor quality with unsafe working conditions and no access to social security, such as unemployment insurance benefits.*

- *Significant numbers of women remain in low-productivity jobs, often in informal sector enterprises with poor access to technology.*

- *Feminisation of poverty is related to women being relegated to informal or casual labour or being burdened with unpaid household and community care responsibilities.*

- *Women are more likely than men to be involved in unpaid work, with about 55.2% of those involved in non-market activities being women as measured in the second quarter of the 2018 Labour Force Survey (Taylor, 2020).*

The persistence of these social and economic trends exposes the cracks in the assumptions made in the NPC's approach to gender mainstreaming in planning. Mainstreaming gender in development planning requires deliberate policy and planning attention to gender redistributive processes, through Gender Responsive Planning and Budgeting Systems. It requires annual gender audits that provide accurate data on women's representation and voice

in planning and decision making at national, provincial and local levels in government and wider governance and changes in the social and economic conditions that determine their lived experiences. It requires institutional change through National Gender Machinery and processes of monitoring and accountability and the requisite resources –financial and human to implement planning priorities in the medium and long term.

MAIN FINDINGS OF THE GENDER REVIEW OF THE NDP & PLANNING

It is important to note that the Gender Review of the NDP focuses on selected topics related to Vision 2030. While all of the topics selected fall within the scope of selected chapters, several of the topics are not in Vision 2030 despite their importance for women's emancipation, development and gender equality. The review finds that gender issues are not sufficiently highlighted while other topics are covered in some detail in Vision 2030, but performance against Vision 2030 targets has overall been poor. In addressing the issues that influence women's emancipation and gender equality and integrating these into planning processes it is necessary to note that women and girls are not a single homogeneous group. The issues raised in the technical paper affect certain categories of women more than others. The paper highlights in particular how Black African women living in ex-homeland areas are often especially disadvantaged. It also highlights how lone mothers bear an extra-heavy burden. Significantly it highlights

challenges girls who are not yet adult women, for example experience in relation to school sanitation. The Review finds that Government has policies and laws in place to address some of the issues highlighted. However, implementation of these policies and laws is often lacking. In some cases civil society actors have resorted to court challenges in an attempt to get implementation. However, even when courts have ruled in favour of those challenging government, implementation has not always followed in line with the court rulings.

From a planning perspective and the use of evidence for long range planning the gender review paper provides new or less well-known data on women and gender issues. It also points out the contradictions and unreliability of available data that is currently in use and highlights the lack of available data. Monitoring and holding government and state and non-state actors to account is not possible without reliable data.

Specific findings that require further planning attention in the medium and long term.

7

Unpaid care work as key and recurring issue

Vision 2030 does not adequately emphasise the extent to which the unfair distribution of unpaid care work underlies women's overwhelming dominance in paid domestic work and other related issues. South Africa was one of the first developing countries to conduct a national time use survey. Statistics South Africa conducted the first such survey in 2000. The method it developed to accommodate the circumstances of a developing country has since been used in a range of other countries, including Brazil, Jamaica, Mauritius, Pakistan, and Tanzania. Statistics South Africa also committed to conducting follow-up surveys every ten years. The 2010 survey was conducted shortly before the period of assessment for this paper commenced, and the third survey should be conducted in 2020. However, time use patterns change slowly enough for the 2010 data to be useable for our purposes. Unfortunately the data produced by these surveys is not used in policy-making processes.

Time use surveys explore how different categories of the population spend the 24 hours of their day. Analysis of the data from the South African time use surveys reveals that women do far more unpaid care work than men. Men do more work that is counted in State National Accounts (SNA) than women, but the amount by which men's SNA work exceeds women is less than the amount by which women's unpaid care work exceeds that of men. As a result, women tend to work longer total hours than men. In 2010 the value of the unpaid care work done predominantly by women would have added 30,4% to South Africa's GDP if unpaid care work had value imputed based on the median wage for all employees in the market (Budlender, 2010: 89).

The gender differences in unpaid care work are particularly noticeable in respect of child care. Women with children younger than seven years of age living in the same household spend an average of 80 minutes a day on child care, compared to an average of 13 minutes spent by the far smaller number of men living with their own children of this age. Women with children younger than 18 years living in the same household spend an average of 56 minutes each day on child care. Men in the same position spend only 8 minutes – the same number of minutes spent by women with no children of this age of their own (Statistics South Africa, 2013, table 4.4). Women aged 30-49 years do nearly 57% of all unpaid care work in the economy. Many of these women are lone mothers who must provide for children in both material and emotional terms. These consequences – and the work and time burden they represent – affect women's ability to engage in paid employment as well as their ability to focus on their own educational and economic development or simply to care for themselves.

Unpaid care work is today recognised as an essential part of economic activity and fundamental to social reproduction of society. It needs to be recognised as an economic issue. It can be addressed in three broad ways – recognition, reduction, and redistribution. Government policies need to incorporate strategies that incorporate these approaches. Not addressing the disproportionate burden of unpaid care work on women through planning will continue to exploit their time, labour, and human development opportunities.

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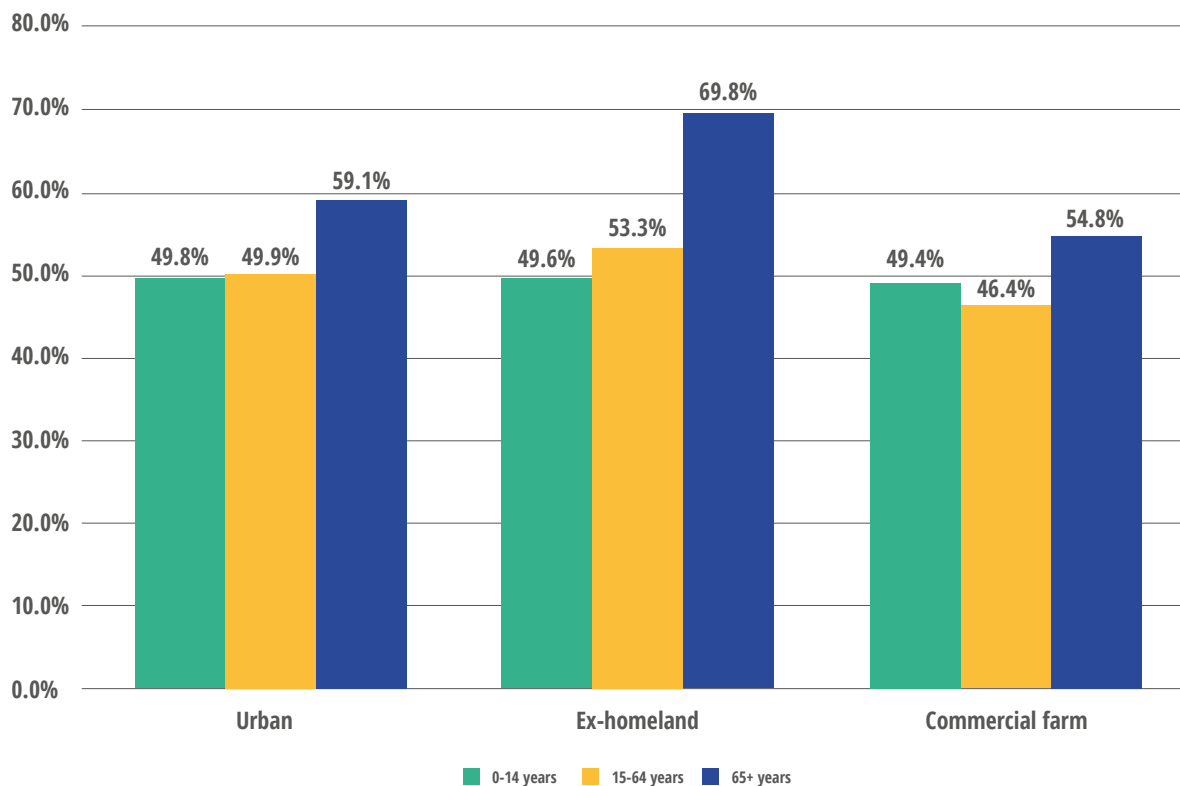
Demographic trends

The Community Survey of 2016 shows some differences in the gender composition of three spatial areas – urban, ex-homeland and commercial farms – even at the aggregate level. Women and girls account for 50,4% of the population in urban areas, 52,8% in ex-homeland areas, and 47,6% in commercial farming areas. For Black Africans, the percentages are 49,9%, 52,8% and 47,2% respectively. The fact that the percentage for ex-homeland areas is constant reflects the fact that more than 99,5% of the ex-homeland population remains Black

African, as compared to about 72% of the urban population and 67% of the commercial farming area population.

If we overlay these spatial population trends with income the analysis of data from the general household survey (GHS) of 2018 shows a mean per capita monthly income of R5415 in urban households, compared to R1949 in ex-homeland areas, and R3984 in commercial farming areas.

Figure 1. Female percentage of population by age and geographical area type



Source: Budlender, 2020. Calculations using data from the 2016 Community Survey

Statistics reveals that while the male and female population are of similar size among children, for the working-age population women outnumber men in the ex-homeland areas while men outnumber women in commercial farming areas. Women outnumber men in all three types of areas among those aged 65 years and above, reflecting their greater longevity. However, the imbalance is largest by far in ex-homeland areas. In all three types of area, the oldest group accounts for 5% of the total population. Children account for 37% of the population in ex-homeland areas as compared to 27% of the population in urban and commercial farming areas. Regardless of the type of area, adult women are noticeably more likely than adult men to be living in households that contain children. However, women and men in ex-homeland areas are most likely to be living in households with children.

Older people in ex-homeland areas – shown above to be overwhelmingly women – are thus much more likely than those in other areas to do unpaid care work in the form of child care given the relative absence of working-age people. These same older women will experience difficulty in obtaining care and other services

for themselves due to relative scarcity of available and affordable services. For example, travel time to the nearest health facility is more than 30 minutes for 31% of households in ex-homeland areas, as against only 8% in urban areas (own calculations using GHS 2018 data).

For planning purposes, especially with regard to social service provision, another important demographic indicator relates to children. In South Africa, only about 35 per cent of children live with both their mother and father, with a greater number (41% in 2017) living only with their mother. If household composition is examined from the perspective of children – excluding households that do not include members under 18 years of age – in 2016 only 25% of children lived in nuclear families consisting of a couple and their child/ren and no other members, 10% lived with one parent and no other members, 62% in extended households where all members were related but there were members other than parent/s and their child/ren, and 2% lived in households which included non-relatives. These indicators point to the large number of lone mothers living in extended households.

3

Economy and employment

Vision 2030 states that:

Achieving full employment, decent work and sustainable livelihoods is the only way to improve living standards and ensure a dignified existence for all South Africans... This will be achieved by expanding the economy to absorb labour and improving the ability of South Africa's people and institutions to respond to opportunities and challenges.

Especially in a country such as South Africa economic inequality cannot be defined simply in terms of market income; it must be defined more broadly in terms of differential access to financial, human, natural, and social resources (Folbre, 2020). The Gender Review Technical Paper on the NDP explores how the low value

attached to unpaid care work impacts on wages paid to workers doing tasks similar to those involved in unpaid care work. It thus engages with the question as to whether women workers have the same opportunity as men workers to earn sufficient money to enjoy a decent standard of living.

4

Equal pay for work of equal value

The Employment Equity Act of 1998 came into being in 1998. It was seen by many as key to ensuring gender (and race) equality in the South African workforce by countering the predominance of men and white people at the upper levels. There has been some progress over time for women, especially in relation to higher-skilled occupations such as professionals. The Department of Women (2019b), based on reports of the Commission for Employment Equity (CEE), records an increase in the female percentage of top management from 13,0% in 2001 to 22,9% in 2017, and of senior management from 20,0% to 38,8%. However, the CEE (2018) cites econometric research that confirms that women tend to earn less than men with the same education levels. From the start, the Employment Equity Act included provision for reporting of income differentials among workers in each workplace. This provision presents the opportunity to record and explore race and gender differentials between workers in similar jobs in the same workplace, as well as the differential between lowest and highest paid workers in a workplace.

The Review finds that designing a reporting format that exploits the opportunity offered by the income differentials provision but does not place an unmanageable burden on employers is not a simple task. Budlender (2019) uses Statistics South Africa's survey data from 2017, which spans employees in many different workplaces, to explore the extent to which there appears to be discrimination between workers in the same occupation. The analysis focuses on an occupational category in the middle of the international standard occupational classification hierarchy in terms of skills, namely service and sales workers. This is the second largest of nine categories in terms of numbers of workers. The only other larger category is elementary ("unskilled") workers. More than 2

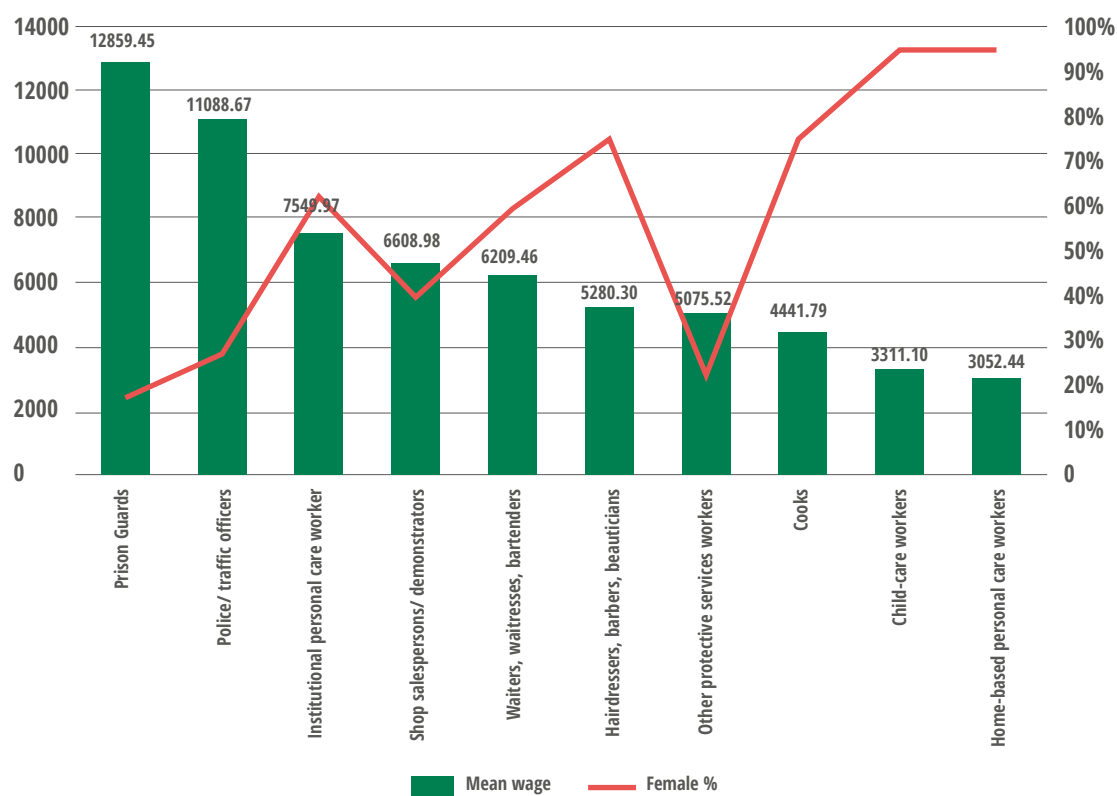
million employees (16% of all employees) were categorised as service and sales workers in 2017 – 1,2 million men and 1,0 million women.

The focus on a services category seems especially apt given the Vision 2030 observation that three-quarters of all new employment opportunities in middle- and high-income countries are in services. It is not only low-skilled people who are employed in services. The Department of Women's draft 25-year review (2019b) notes that two service-oriented industries, namely community, social and person services and finance and business services, employ nearly 80% of high-skilled women in South Africa (Department of Women, 2019b).

Importantly for planning to correct inequities in occupational categories and equal pay for work of equal value the analysis of available data reveals that the educational profiles of male and female service and sales workers are very similar. However, the mean wage for women workers (at R5 028) is only 72% of the mean wage for men workers (R6 943). This pay differential requires attention.



Figure 2: Mean monthly wages and female percentage of different categories of service and sales workers, 2017



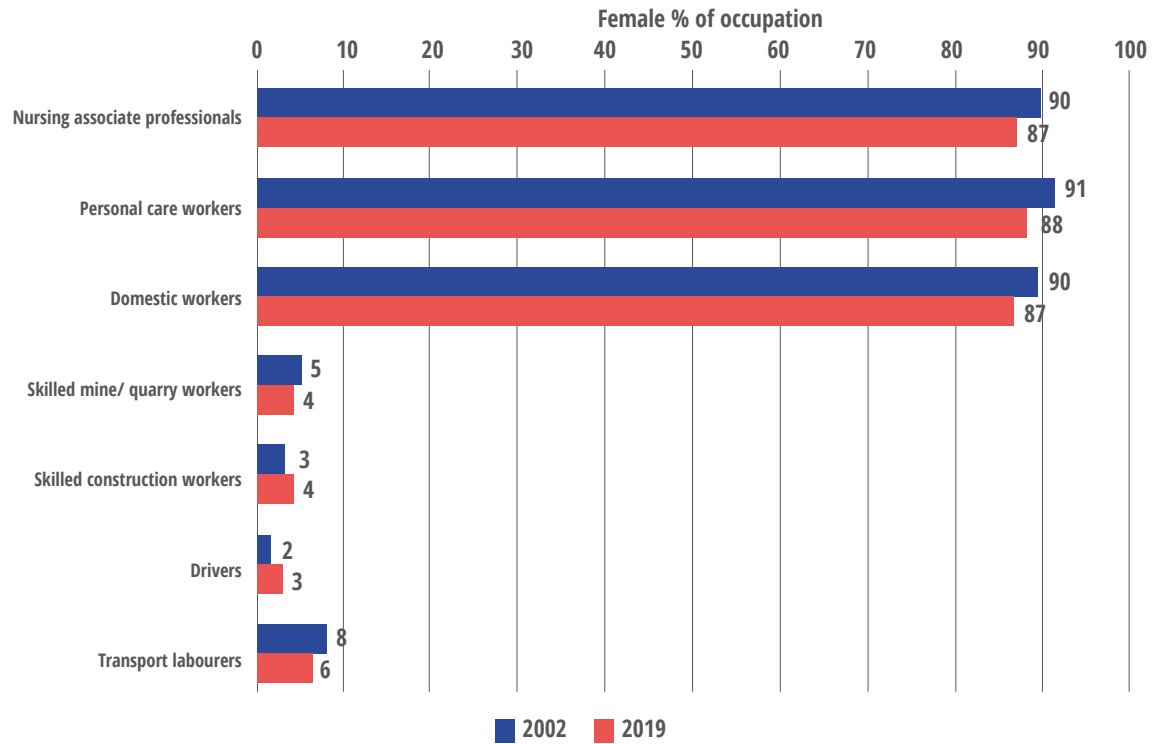
Source: Budlender, 2020. Calculated from Labour Market Dynamics Survey 2017.

Each occupational category is made up of smaller sub-categories. 0 shows all sub-categories of service and sales workers that account for 2% or more of the group. In the figure, the percentage of the sub-category which is female (shown by the black line) tends to increase as the mean wage (shown by the green bars) falls. At the extremes, the mean earnings of the home-based personal care workers, more than 90% of whom are women, is only about a quarter of the mean earnings of prison guards, of whom nearly 90% are men. The relatively low mean wage for the male-dominated “other protective services workers” is explained by this group consisting primarily of outsourced private security guards. Once outsourced, they lose the opportunity of bargaining together with other workers at the workplace for higher wages. The extremely low mean wage for the female-dominated personal care workers reflects, at least in part, that many are employed by non-profit

organisations (NPOs). In 2017, service and sales workers in NPOs earned, on average, R2444 per month, as against R5568 in private enterprises, R7482 in parastatals, and R8215 in government. NPOs also have an unusually large gender disparity in earnings for service and sales workers. The low earnings of the NPO workers are discussed further below in the section on “Welfare services”.

There is slow progress in terms of women (and black people) moving into higher-skilled occupations. However, it appears that there has been minimal reduction in the clustering of women and men in the most female- and male-dominated occupations. These patterns cast doubt on the viability of shifting the patterns of women’s and men’s employment distribution in occupational specific categories as a method of tackling inequality.

Figure 3: Female percentage of female- and male-dominated occupations, 2002 and 2019



Source: Budlender, 2020. Calculations using data from quarterly labour force survey 2019:3 and labour force survey of 2002

The CEE's Annual Report for 2018-2019 (CEE, 2019) includes a short section drafted by the CCMA which notes the jurisdictional change of 2014 increased their responsibility for cases of sexual harassment and unequal pay for work of equal value. The section notes that the number of cases of unfair discrimination referred to the CCMA after 2014 increased when compared to the period 2000-2002. Unfortunately, it does not provide a breakdown showing how many of these cases related to pay equity. The concluding section of the report notes the need for commitment from those in charge of workplaces to put policies and strategies in place to address the widespread existence of pay inequalities. These issues require more planning focus if pay equity and sexual violence in the workplace are to be addressed.

Addressing the issues related to pay equity, occupational categories and the conditions of work require more specific planning attention in the immediate term. As the Review notes the solution cannot be to try to get more women into "men's" jobs, because that would not address the undervaluing of care and the workers who continue to be needed for care work. Instead, we need to change the value attached to different types of work by, among others, giving appropriate weight to all the different criteria proposed for assessing the value of a job.

Non-employees

The Review Report notes that some gender advocates see women's economic empowerment mainly as an increase in the number and earnings of women entrepreneurs.

According to them this is especially important because women are more likely than men to work in the informal sector. However surveys show a more complicated situation with specific trends indicated below:

- *The overwhelming majority of employed people are employees (83% of men and 87% of women) rather than self-employed (i.e. employers or own-account).*

- *22% of employed men and 16% of employed women are in the informal sector.*

- *66% of women employers are in the formal sector vs 61% of men employers.*

- *9% of women own-account workers are formal sector vs 13% of men.*

- *In both formal and informal sectors, women are more likely than men to be own-account workers and less likely to be employers.*

- *Women tend to have lower turnover and earnings than men in all categories.*

From a planning and policy perspective these trends and evidence needs to take such patterns into account to promote women's

better integration into the economy and address barriers.

5

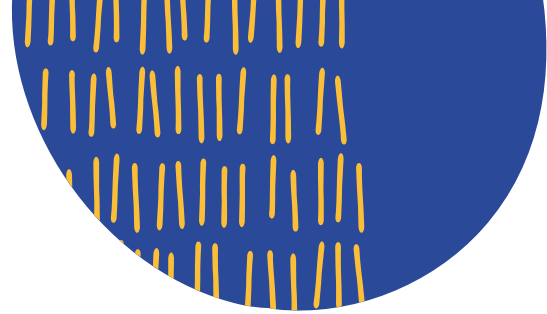
Economic infrastructure

Electricity

Vision 2030 envisages an energy sector that provides for economic growth alongside social equity and environmental sustainability. Social equity refers to expanded access for households and affordable tariffs and subsidies for households in need.

The NDP target of getting 95% of households on the grid by 2030 after an earlier 100% goal was not reached for a number of reasons including since 2007 have periodic electricity crises, with poor maintenance a key cause. The implications of this for poor women's care work responsibilities mean that they are especially affected. For example in 2010, in households with no appliances, women averaged 218

minutes per day on housework while men spent 93 minutes. In households with +5 appliances, women spent 161 minutes while men spent 69 minutes. Poorer women in this context are worst off. Women are also far more likely than men to collect water if it is not available on-site. The distances walked increased between 2000 and 2010 - perhaps reflecting a decrease in the availability of fuel over the decade.



Water and sanitation

Vision 2030 envisages all South Africans enjoying affordable access to enough safe water and sanitation to sustain health and dignity.

South Africa is designated as a water scarce country. Since 2012, almost all regions in the country have had water shortages. While Cape Town's Day Zero crisis attracted world-wide attention there are water problems in all parts of the country that attract less attention. Some areas have had no water at all. Surveys show small increases in households with tap water in dwelling or on site, from 72% in 2012 to 75% in 2018. For ex-homeland areas, the increase is from 34% to 41%. For commercial farming

areas, there is deterioration from 58% to 49%. In 2018, 38% of households reported interruptions in water supply in the last 12 months. 41% attributed the problem to general maintenance, 12% said the water was delivered only at fixed times. In ex-homeland areas, 30% said water was delivered only at fixed times. From a gender perspective women are especially negatively affected especially because much of the care work they undertake requires water.

6

Women's access to land

The Department of Rural Development and Land Affairs undertook a land audit in 2015. The findings in this audit illustrate the gender inequities in women's access to and ownership of land. The audit finds that individuals own 39% of the land in the country and of this land, 47% is recorded as owned by men, and 17% by women. The remaining 36% is co-owned, owned by both male and female, or has "other" types of ownership. Men own more land (in hectares) than women in all provinces except North West. However, nationally women own 50% of erven compared to men's 44%. This is because women tend to own smaller erven, and probably more often urban land. A 2010 survey of 3000 randomly selected women in 3 ex-homeland areas in North West, KwaZulu-Natal and Eastern Cape showed many single, married and widowed women being allocated land, including in cases where they did not have children. For single and widowed women the percentage who acquired the plot themselves was much higher after 1994 than before 1994. Local people in all 3 areas said this change in "living law" happened because of the 1996 Constitution, not because of other laws.



7

*Improving education, innovation and culture***School infrastructure**

Vision 2030 highlights the need to address infrastructure backlogs so all schools meet DBE's national standards.

While inadequate sanitation in schools affects all learners it is female learners who are especially affected because of the conditions that impact on their right to dignity and wellbeing. The Accelerated School Infrastructure Development Initiative (ASIDI) has assisted more schools with sanitation than with any other facilities, but performance is very uneven over the years, and numbers differ across sources. In 2019 there were no schools without toilets, but 16% still had only pit toilets. The 2013 Norms and Standards for school infrastructure required

that every public school have water, electricity, internet, working toilets, safe classrooms with a maximum of 40 learners, and security within 10 years. There was a 3-year deadline for the more basic facilities, and 2030 deadline for others. A 2018 judgement found that government could not justify failure to comply on the grounds that it did not have the necessary available resources. It said that access to (basic quality) education is an immediately recognisable right. These issues need to be monitored and slow implementation addressed.

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Social protection

The National Development Plan Vision 2030 says that most working-age South Africans will be employed by 2030 and that households which are not at or above the defined social floor will be assisted. People will be shielded from the negative impacts resulting from labour market failures and "[v]ulnerable groups such as poor women and people with disabilities [will] enjoy the full protection provided under the Constitution."The necessary services will be provided by public and private providers, but government bears ultimate responsibility for ensuring that services are delivered. The National Development Plan Vision 2030 says that most working-age South Africans will be employed by 2030 and that households which are not at or above the defined social floor will be assisted. People will be shielded from the negative impacts resulting from labour market failures and "[v]ulnerable groups such as poor women and people with disabilities [will] enjoy the full protection provided under the Constitution."The necessary services will be provided by public and private providers, but government bears ultimate responsibility for ensuring that services are delivered.

The Gender Review Report points out that there are contradictions when it comes to EPWP & Community Work Programme (CWP) targets. It also indicates that Public Works' 2019/20 budget vote reports achievements for 2017/18

that are lower than the lowest NDP target for 2015. Vision 2030 envisaged the CWP having 1 million workers active in all municipalities by March 2014.

But the 2019/20 national budget records just 264 041 “work opportunities” for 2017/18 and lower numbers for previous and future years. Vision 2030 sees social sector EPWP opportunities – in particular home-based care and ECD – expanding to 400 000 by 2014. A fundamental concern raised in the review from a gender perspective is that these and other essential “care” services are categorised as EPWP rather than “proper” work that enjoys the full protection of labour law when the need for these services will continue to exist indefinitely.

Non-profit organisations (NPOs) providing social services are a gender issue

Care work predominates in NPOs delivering welfare services in South Africa. Women are much more likely than men to work for NPOs. In 2017, 71% of people employed in NPOs were women. NPO earnings are low and unequal. In 2017 mean monthly earnings for NPO workers were R6321, lower than workers in all other types of enterprise except private households. Mean monthly earnings for male NPO workers were R10 349, more than double the female mean of R4 818. Yet 31% of male NPO workers were unskilled, but only 21% of female NPO workers. Government does not fund all NPOs that deliver welfare services. When it provides funding, it pays less than the full cost. The net

effect is that NPOs and those they employ subsidise government rather than vice versa. The funding of NPOs and the partnership agreements between government and the NPO sector requires urgent attention and the implementation of the planning recommendations made in the NDP require monitoring.

Welfare services

The National Association of Welfare Organisations and Non-Governmental Organisations (NAWONGO) challenged the government in a court case on the inadequacy of funding for welfare services. The NAWONGO judgment of August 2014 said that government must try its best to increase progressively the budget allocated for social welfare services. The judge calculated Free State DSD allocation for NPO transfers would need to be R387 million bigger to cover full basic costs of NPOs for services delivered in 2011/12. The judge believed DSD’s statement that it would strongly motivate for this. However, the % of DSD budgets allocated for NPOs has fallen since 2015/16. The decrease was largest in 2017/18, the year after Cabinet approved the proposals of the Ministerial Committee on the Review of the Welfare White Paper of 1997. The Committee’s proposals – which are not as yet implemented – include:

- *DSD funding of welfare services be doubled over five years*
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- *Inefficiencies in the NPO funding system be addressed immediately, and funding reforms implemented by 2017/18 latest.*
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The NPC needs to address the lack of implementation of these planning proposals and ensure that both the care work undertaken is adequately financed and that the social welfare services provided by NPOs are supported.

Minimum wages for NPO workers

A linked issue that requires planning and implementation is that minimum wages for NPO workers has not been set. In 2016, the National Minimum Wage Panel identified workers employed by the “welfare sector”/“care work” as “vulnerable”.

For the domestic and farm worker “vulnerable”, the Panel said the R20 hourly minimum must be phased in over 2 years. The Panel did not

make a specific proposal for welfare/care workers. Instead, it wrote:

A large number of workers, mainly female workers, are employed in welfare and care work, at low wage levels. At least some of this work is undertaken on behalf of Government, and the low wages are partly a result of low levels of Government subsidy. The Panel believes that an expert group should address the challenges in this sector.

To date, the expert group has not been established. NPO workers are theoretically covered by the standard national minimum wage unless employed under EPWP. NPOs can apply for an exemption. But the exemption is for only one year, and the NPO must still pay at least 90% of the minimum wage. This is una-

ffordable for many NPOs without an increase in the government subsidy. Using its convening powers and planning mandate the NPC can monitor the necessary implementation of the National Minimum Wage Panel's recommendation.

PLANNING TO ACHIEVE NDP VISION 2030 OF WOMEN'S EMANCIPATION & GENDER EQUALITY

The issues and conditions that shape women's emancipation and gender equality are complex, intersect with historic inequities and new risks and vulnerabilities that emerge in a global context of economic, environmental, social and epidemiological crises. In the midst of the current global COVID19 pandemic the impacts on poor women and those most economically deprived are worse. It is women and young girls whose resilience and coping mechanisms are being tested every day. Given that women are the majority of South Africa's citizens their development and human rights cannot be added onto existing plans and programmes. Future planning requires a focus on engendering institutional arrangements within and outside of state systems, ensuring

gender redistributive policy, legislation and planning structures.

Taking a deep dive into the NDP the Technical Gender Review Report highlights the need for political will at all levels, and adequate resources to implement plans to achieve women's development and gender equality. It also reinforces the lack of linkages between development planning, social conditions and needs of women and macro-economic policy and planning.



The use of techniques that focus narrowly on efficiency of outcomes without taking account of the impacts on gender equity also requires attention. The level of institutional fragmentation within government and between the different spheres of government has a serious impact on how gender plans are implemented

and monitored. The theoretical propositions that frame the analysis in this short paper on planning perspectives highlight the necessity to address gender inequities as fundamental to achieving a socially just and sustainable future for all who live in South Africa.



CONCLUSIONS

The findings in the Gender Review Paper of the NDP provide compelling evidence that shows how women's labour in the care economy is being exploited as an unpriced public good and it also shows that this work is vital for ensuring

the sustainability of the social and natural environment. This work needs to be valued and the contribution it makes to the GDP needs to be counted and factored into economic and social planning.

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