

**DEPARTMENT OF SPORTS, ARTS AND CULTURE**

**NOTICE 1756 OF 2023**

**ANNEXURE A**

**DRAFT POLICY: WOMEN IN SPORT**

*Women united in advancing development and prosperity for all*

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## FOREWORD BY MINISTER OF SPORT, ARTS AND CULTURE

Sport is a cultural activity, which, if practiced fairly and equitably, enriches society and friendship between nations. Sport is an activity which offers individuals with whatever background, race, religion, sexual orientation the opportunity of multiple benefits for themselves, their communities and country. Although women and girls account for more than half of the world's population and despite the growing participation of women in sport and physical activity at all levels, there is still an uneven landscape for women in decision making and leadership roles. Women are significantly under-represented in management, administration, coaching and officiating, particularly at the higher levels. Women face multiple issues around safeguarding, including gender-based violence. Many factors, external to sport, affect women's levels of participation and other types of involvement in sport. In this regard, the situation at home, the role of physical education, their legal status in society and the media are key influences.

The National Development Plan indicates that the transformation for sports by 2030 is that participation in each sporting code begins to approximate the demographics of the country and that South Africa's sporting results are as expected of a middle-income country with historical excellence in a number of sporting codes.

The Department of Sports, Arts and Culture (DSAC) will continue to transform the delivery of sport and recreation by ensuring equitable access, development and excellence at all levels of participation, thereby improving social cohesion, nation building and the quality of life of all South Africans. Such a role of sport is enshrined in the Declaration of the 2030 Agenda for Sustainable Development Goals (SDGs). SDG 5 that focuses on achieving gender equality and empowerment of all women is cutting across all 17 SDGs, particularly where sport is utilised as vehicle for development. It states:

*"Sport is also an important enabler of sustainable development. We recognize the growing contribution of sport to the realization of development and peace in its promotion of tolerance and respect and the contributions it makes to the empowerment of women and of young people, individuals and communities as well as to health, education and social inclusion objectives."*

(<http://sdgs.un.org/goals/goal5>)

South Africa is also guided by other policy directives to which the country has been a signatory to ensure: (i) fair and equitable representation of men and women in all events and activities; (ii) capacity building of women in leadership (coaching, administration and

officiating); (iii) collaborative training, advocacy and awareness programs to educate the media on gender sensitive reporting; and (iv) develop and implement rewards and recognition initiatives that promote women empowerment and visibility including women and girls with disabilities.

DSAC has ensured that its programmes are largely mainstreamed, and the reports are indicative of the efforts. Our efforts to mainstream our activities across many programmes, such as Schools Sport, Youth Camps, Indigenous Games, Big Walk, National Recreation Day indicates that women and girls are given the opportunity to participate in sport and in some cases their representation exceeds those of boys and men. We took cognisance of the 'case for sport' being developed and of international declarations guiding the policy.

**Minister's picture to be inserted**

## EXECUTIVE SUMMARY

The full participation of women and girls in all aspects of life, forms the corner stone of development and prosperity in South Africa. Gender inclusion that fosters gender equity is a core value of human justice in any society and by recognising that their marginalisation in many aspects of their lives, and in all sport-related sectors undermines the realisation of taking up their rightful place in society and in sport. This policy is therefore developed to redress existing inequalities for girls and women in the South African sport ecosystem – particularly in participation, competition, coaching, officiating and leadership.

In alignment with global policy frameworks, trends and national development priorities, this policy addresses multiple challenges women and girls face in sport associated with race, disability, age, religion, culture, geographical location, and sexual orientation inclusive of those belonging to the LGBTQI+ population, transwomen, and women differences of sex development (DSD). The policy refers to women and girls' athletes, coaches, administrators, those who aspire to be or are already in leadership positions and those who influence practices for the inclusion and promotion of women to ensure they are on an equal footing as their male counterparts. This policy aims to promote gender equity and gender mainstreaming in alignment with global trends, as commitment to signed declarations and national priorities of the South African Government. It also features issues of safeguarding to protect girls and women from all forms of abuse and discrimination in sport settings.

South African women and girls, with and without disabilities in sport and recreation face multiple barriers that negatively affect their participation, promotion and access to decision-making power and transformation in sport. Barriers extend to include socio-cultural values stemming from entrenched patriarchal ideology (including gender-role expectations), biased and lack of media coverage and advertising, gender-based violence, the lack of role models and gender stereotyping. At all levels, the lack of access to resources include funding and sponsorships or equitable remuneration; opportunities for participation in different sports at schools and in communities, inclusive of the priority scheduling of male participation and inadequate programmes for talent identification and development, as well as opportunities for professional participation; inadequate facilities and equipment; and the under-representation of females in leadership positions reflect the realities of women and girls in South African sport. The COVID-19 pandemic affected all sport but widened the gender gap and exposed women to increased levels of gender-based violence. The roles and responsibilities of key policy actors and stakeholders feature in the implementation plan, guided by indicators to direct monitoring and evaluation as to track and ensure a transformed South African sport dispensation. A log frame and theory of change will guide

planning, implementation and strategic decision-making from the input to impact levels across priority areas.

## ACRONYMS

APP	Annual Performance Plan
AU	African Union
AUSC Region 5	African Union Sport Council Region 5
CGF	Commonwealth Games Federation
DBE	Department of Basic Education
DG	Director-General
DWYPD	Department of Women, Youth and Persons with Disabilities
DSAC	Department of Sports, Arts and Culture
FIFA	Fédération Internationale de Football Association
IAAF	International Association of Athletics Federations (from October 2019 known as World Athletics)
IOC	International Olympic Committee
IWA	International Women's Association
IWG	International Working Group on Women and Sport
LGBTQI	Lesbian, gay, bisexual, transgender, queer and intersexed communities
NACFWAS	National Council for Women and Sport
NDP	National Development Plan
NGO	Non-government Organisation
NSF	National Sport Federation
NSRP	National Sport and Recreation Plan
UNESCO	United Nations, Educational, Scientific and Cultural Organisation
SDG	Sustainable Development Goal
SAWSAR	South African Women Sport and Recreation
SASCOC	South African Sports Confederation and Olympic Committee (in 2022 renamed to Sport South Africa)
SDP	Sport for Development and Peace
SfD	Sport for Development
UN	United Nations
UNESCO	United National Educational, Scientific and Cultural Organization
UNICEF	United National International Children's Emergency Fund

WASSA	Women and Sport South Africa
WHO	World Health Organisation
WSI	Women Sport International

## 1. INTRODUCTION AND BACKGROUND

The introduction and background cover the following sub sections, namely, Policy issue identification; Background; Policy context and environment, links to other policies; and Brief overview of the policy process followed.

### 1.1 Policy issue identification

Gender equality implies that men and women<sup>1</sup> enjoy the same access to opportunities, resources, and have the same rights, obligations, and outcomes in all spheres of society. A just and democratic society protects and promotes gender equity and the empowerment of women as a human right. The latter is enshrined in the Universal Declarations of Human Rights (UDHR) of 1948 as stipulated in Article 27, stating that women have the right to fully participate in the cultural life of a community and share equally in societal benefits. It is also captured in Article 17(2) of the African Charter on Human and People's Rights (ACRWC) adopted in 1981 and as a fundamental principle of the Commonwealth (Wadesango, Malatji & Chabaya, 2020). DSAC's integrated approach for setting national agendas and for transformative actions is in alignment with the United Nations 2030 Sustainable Development Goals (particularly SDG 5) and with the African Union Agenda of 2063.

Since 1994, the South African government has outlawed gender inequality and put multiple measures in place to address all forms of discrimination against women in broader society. Under the guidance of Beijing Declaration and Platform for Action, the International Working Group on Women & Sport established in 1994 as the most influential 'women in sport movement', held seven international conferences to further the cause of gender equity in sport. As signatory, South Africa implemented various initiatives and report on social transformation, including on gender persistent inequalities and mainstreaming (Engh & Potgieter, 2018).

In 2014 a baseline study on gender, participation, and leadership in southern Africa, found a relatively high level of female sport participation (46%) but low levels of females in leadership and coaching (Fasting, Huffman & Sand, 2014). Matters have not improved for women in different sports in the AUSC Region 5 member countries. The 2021 (follow-up) study (Burnett, 2021a) show a decrease in women's participation across five countries

<sup>1</sup> The term 'women' refers to girls and women with and without disabilities.



(Lesotho, Malawi, South Africa, Zambia, and Zimbabwe) and across five sports (athletics, basketball, boxing, judo and football) by 9.8% to measure 8.2% in 2020. The outlier is netball with an average female participation rate of 98.1% pushing up the overall female participation across all sports (previous five and netball) to be 70%. A similar situation prevails at grassroots level among the lower quintile schools (Quintile one, two and three) where physical education is not implemented and 43.8% of these schools offer one sport, or at best three sports such as football for boys, netball for girls and athletics for a short period at the beginning of the year (Burnett, 2018 & 2020).

Many influences contributed to this situation as communicated by stakeholder representatives during multiple consultative road shows/sessions for informing this policy development. The lack of participation and development pathways for athletes, coaches and referees in many sports, the lack of suitable equipment, facilities (including facility management that prioritises male participation), the lack of professional leagues for women-only teams, disparity between men's and women's remuneration and rewards, cultural perceptions that contribute to negative stereotyping, and lack of support in creating an enabling environment, contribute to the under-representation of women as leaders and their full participation at all levels of South African sport. South Africa is still to follow the global trend set at the Tokyo 2020 Olympic Games of having 49% women competing. Team South Africa that competed at the Tokyo Olympic Games, 66% were male, whilst 56.9% men competed for South Africa at the Tokyo Paralympic Games.

At the global and national leadership levels, women are yet to gain ground. In the IOC, female representation shows the discrepancy between participation and leadership (*The Conversation*, 2021) as women hold about a third (37.5%) executive board membership at that level. Although in South Africa, gender transformation has accelerated across multiple sport and management structures since the 2004 report on the status women in sport, participation and leadership inequalities are still prevalent (SRSA, 2017). Women continue to trail behind men in sport leadership, despite Sport South Africa and the government sector that spearheaded gender transformation. Sport South Africa has 58% women at the executive level and 53.9% at sub-committee level (Burnett, 2021a). Female leadership among NOCs are only 24.1% with men also dominating sub-committees with a representation rate of 62.2% as measured across the five countries in AUSA Region 5 (Burnett, 2021a).

Globally and locally, remaining barriers relate to cultural influences, lack of multiple resources, hegemonic male structures, and practices from playground domination by boys to leadership positions occupied by men (Murray, Lord & Lorimer, 2020; Ogunniyi, 2015). This policy speaks to national and local realities, whilst showing an alignment with global and

national policies. This policy aims to guide meaningful social transformation within and through sport whilst informing strategic decision-making and an equitable dispensation for women inclusive of the most vulnerable where race, class and disability add layers contributing to their level of disadvantage.

## 1.2 Background

Sport is still a male-dominated sphere where women face exclusion and discrimination, particularly in traditionally male sports like rugby, football/soccer and boxing (Ray, 2016; Ogunniyi, 2015). South African society is largely patriarchal where the domestic role of a woman (as mother and wife) is a prevailing cultural belief voiced during the provincial consultations. Such culture also exists in sport and in sport organisations that negatively affect women's inclusion, engagement and participation.

Although women's participation in sport continues to rise, the *European Institute for Gender Equality (2017)* found that men are still dominating, which is particularly the case in the coaching environment (Carson, McCormack, & Walsh, 2018; European Institute for Gender Equality, 2017). A similar trend exists in southern Africa where only 22% of women coaching competitive sport and only 18% acting as head coach which is only up 2% from a baseline reported in 2014 (Burnett, 2021a).

The Women in Sport Movement globally and in Africa has been growing over the last two decades, spearheaded by the Women in Sport Association (AWISA) and International Working Group on Women and Sport (IWG). However, the lack of functional sport structures limits collaboration and perpetuates discriminatory processes that impact negatively on women and sport in South Africa (Report on Africa session at the IWG World Conference on Women and Sport, Helsinki, Finland. 2014; <https://cge.org.za/>).

In the history of South Africa, sportswomen played a major role in the resistance movement and struggle to liberate the country from apartheid. During the 1980s and early 1990's South African sportswomen used sport as a site of resistance against racism and sexism contributing to the emergence of the new democratic political dispensation (Hargreaves, 1997; Jones, 2001; Roberts, 1993). Unity talks in South African sport that took place between 1988 and 1994, led to the synchronisation of all South African sport codes across the racial divides and prioritised racial redress.

Since the birth of democracy in 1994, and guided by the South African Constitution of 1996, gender inequality in sport and recreation in South Africa has been legislated against by several constitutionally binding acts followed by structural reform. The Women and Sport South Africa (WASSA) structures and National Advisory Council for Women were established in 1996 and the government committed itself to support women's equality in sport and recreation. In 1997, workshops were held in every province, culminating in the then Minister of Sport and Recreation, the late Mr Steve Tshwete, launching the WASSA National Steering Council made up of representatives from every province, and representatives from the National Sports Council, National Olympic Committee and Disability Sport South Africa.

In 1999 in the new administration with changes in executive authorities and the establishment of the South African Sports Commission, the WASSA structure and its responsibilities were phased out. In order to continue the work of WASSA, the South African Sports Commission instituted a delivery mechanism to ensure the participation of women, people with disabilities and people from rural areas. This gave birth to a programme called South African Women, Sport and Recreation (SAWSAR) in 2003. The programme was a sub-component of Equity with the then provincial desks under the auspices of the Provincial Departments of Sport and Culture.

### **1.3 Policy context and environment, links to other policies**

#### **1.3.1 Legislative Context**

- a) Constitution of the Republic of South Africa, Act 108 of 1996
- b) National Sport and Recreation Act, 1998 (Act 110 of 1998 as amended)
- c) White Paper on Sport and Recreation, 2012
- d) National Sport and Recreation Financial and Non-Financial Support Policy, revised approval 2017
- e) National Sport and Recreation Plan, 2012 and the Transformation Charter
- f) Promotion of Equality and Prevention of Unfair Discrimination Act (PEPUDA), Act No 4 of 2000
- g) The Integrated Strategy National Disability Strategy, White Paper, November 1997
- h) Employment Equity Act no 55 of 1998
- i) Commission on Gender Equality Act 1996
- j) Universal declaration of Human Rights (UDHR) in 1948 (United Nations Gender Assembly resolution 217 A)
- k) African Charter on Human and People's rights set up in 1987
- l) Solemn Declaration on Gender Equality in Africa adopted by AU Assembly in 2004
- m) National Policy Framework for Women's empowerment and Gender Equality, 2000

- n) The basic conditions of employment act, 1997 (act no. 75 of 1997 as amended by its 2018 amendment act (hereinafter referred to as "the BCEA"). *The BCEA regulates minimum conditions of employment for both men and women and does not differentiate between the two genders and promotes the equal rights of persons with disabilities*
- o) Promotion of equality and prevention of unfair discrimination act, 2000 (act no. 4 of 2000) (hereinafter referred to as "the PEPUDA") *PEPUDA has an equal bearing on both men and women and does not differentiate between the two genders aside from specific instances relative to women as indicated hereunder*
- p) Gender mainstreaming framework

### 1.3.1 International Context

Globally, the policy will endorse:

- a) The Convention of the Elimination of All Forms of Discrimination against Women (CEDAW)
- b) The United Nations Convention on the Rights of persons with Disabilities (2006)
- c) The United Nations Convention on the rights of the Child (1989)
- d) The international Covenant on Civil and Political rights (1966)
- e) The international Covenant on Economic, Social and Cultural rights (1966)
- f) The Beijing Declaration and Platform for Action (1995) and outcome documents associated with follow up meetings Beijing + 5 (2005), Beijing + 10 (2005), Beijing + 15 (2010), Beijing + 25 (2020).
- g) The United Nation Security Council Resolutions 1325 (2000) and 1820 (2008) on Women, Peace and Security (2000).
- h) International Women's Group (IWG).
- i) United Nations Sustainable Development Goals (UN SDGs).
- j) International Olympic Committee (IOC) Olympic Agenda 2020 and Olympic Agenda +5.
- k) The Brighton Declaration on Women and Sport signed in 1994 by 250 signatories, and other declarations emanating from the various World Conferences on Women and Sport between 1994 and 2018.

### 1.4 Brief overview of the policy process followed

There is no denying that the development of women in all aspects of life, is the corner stone of development and integrated in the core values of any society. However, women are still

unsupported and marginalised in many aspects of their lives including in sport, on, and off the field. This policy thus aims to redress issues raised by delegates at a Women's breakfast hosted by the former Minister of Sport and Recreation in August 2018 and many follow-up consultations in the form of road shows with key stakeholders within the sport sector such as the provincial road shows. The draft policy document was presented to the MINMEC meeting comprised of the Minister and the Provincial MECs for Sport and Recreation. Since the merger in 2019 of Sport and Recreation South Africa (SRSA) and the Department of Arts and Culture (DAC), the Department of Sport, Arts and Culture (DSAC) was established. It is under this banner that the Deputy Minister, Ms Mafu continued with consultations with the relevant stakeholders during roadshows for example in those provinces.

Stakeholders consulted in the provinces consisted of provincial MEC's, government officials such as HODs, other government officials within the provinces, sport federations, sports academies, recreation bodies, NGOs (e.g., Lovelife), media group and university sport representatives. Wider consultations included discussions with relevant departments such as the Departments of: Social Development, Women, Youth and People with Disabilities, Planning, Monitoring and Evaluation including the Presidency, National Department of Transport, Cooperative Governance and Traditional Affairs (CoGTA) and Basic Education. The last group that was consulted was representatives of national sport federations included SASCOC. Due to COVID-19 restrictions, the consultation process was delayed and restricted and some of the consultations were done virtually.

## **2. PROBLEM STATEMENT**

### **2.1 Underlying policy statement**

There is gender inequality in the field of sport between women including women with disabilities and men (abled and non-abled bodied) manifests at all levels of participation and plays out in the coaching, technical officiating, and administrative areas. There is a ripple effect from lack to access, talent development and transitioning into different sport-related roles, as pathways do not exist, or multiple factors limits such progression. Women particularly face an uphill battle to excel in traditionally male sport and find similar opportunities to benefit from taking part in professional sports. In addition to existing barriers to participation, women do not receive equal pay, access to funding and sponsorship, media exposure and multiple other resources that make up an enabling environment. On the contrary, women must battle against male-dominated ideologies, cultural beliefs, male-biases, and hegemonic structures whilst overcoming various forms of discrimination, prejudices, stereotypical normative prescriptions and in some cases have to prove that they

are 'real women' or undergo hormonal treatment to fit the pre-scribed binary view of being either classified as a man or a woman. Women in sport and recreation also face gender-based violence.

## **2.2 Nature, history, and scope of the problem (including trend identification and assessment-use of evidence)**

There is gender inequality which to a large extent emanates from cultural influences and patriarchal ideology in the field of sport which negatively affects women including women with disabilities and men (abled and non-abled bodied) manifests at all levels of participation and plays out in the coaching, technical officiating, and administrative areas. Sport is still a male-dominated sphere where women face exclusion and discrimination, particularly in traditionally male sports like rugby, football/soccer and boxing (Ray, 2016; Ogunniyi, 2015).

There is a ripple effect from lack of access, talent development and transitioning into different sport-related roles, as pathways do not exist, or multiple factors limit such progression. Women particularly face an uphill battle to excel in traditionally male sport and find similar opportunities to benefit from taking part in professional sports. In addition to existing barriers to participation, women do not receive equal pay, access to funding and sponsorship, media exposure and multiple other resources that make up an enabling environment. On the contrary, women must battle against male-dominated ideologies, cultural beliefs, male-biases and hegemonic structures whilst overcoming various forms of discrimination, prejudices, stereotypical normative prescriptions and in some cases have to prove that they are 'real women' or undergo hormonal treatment to fit the pre-scribed binary view of being either classified as a man or a woman. In terms of leadership, SASCOC has 58% women at the executive level and 53.9% at sub-committee level (Burnett, 2021a).

In 2021 it was reported that less than one out of four leaders to be female other sectors and only 27.7% women lead in national sport federations across six sports in five southern African countries (Burnett, 2021a). Female leadership among NOCs are only 24.1% with men also dominating sub-committees with a representation rate of 62.2% as measured across the five countries in AUSC Region 5 (Burnett, 2021a). In Eminent People's Report of 2019/2020 women are under-represented as presidents of sport federations, CEOs, full-time appointees, coaches, technical officials and in under-age and senior high-performance teams.

### 3. POLICY VISION AND OBJECTIVES

#### 3.1 Vision

The vision of the policy is to promote gender equality relevant to equal access to resources for men and women in the field of sport. This policy further aims to inform current national programmes and initiatives focusing on addressing gender equity as an outcome within and through sport.

The policy expresses the dedication to women in sport and the contribution in building a creative and inclusive nation.

DSAC recognises the meaningful work by people, institutions, and society in the promotion of gender equality and equity in and through sport. Through the implementation of this policy, it will identify and ensure opportunities for multiple stakeholders to place gender on the agenda for socio-political and economic transformation.

DSAC's vision for women in sport is to ensure equal opportunities for the optimal development and equal opportunity for all women to achieve full participation and development. It strives to provide equity as outcomes for women in sport that may lead to life-long involvement and a healthy lifestyle.

#### 3.2 The rationale for a policy intervention and policy options

The rationale for policy intervention and policy options is to promote gender equality and fight the scourge of gender-based violence in the field of sport and recreation. policy is aimed to address the issue of gender inequality and gender-based violence women in sport are faced with. Policy option 1 will be to implement alignment of all related policies speaking to human rights, gender (non)discrimination and the equitable inclusion of women. The limitation here is that the implementation of aligned policies may invite all relevant stakeholders national and internationally to collaborate services which may be a bit difficult due to insufficient resources Option 2 has to do with the mainstreaming gender and address women's equity across all structural arrangements and programmes linked to DSAC.

#### 3.3 Strategic linkages

The proposed policy will contribute to following national priorities, as outlined in the Medium-Term Strategic Framework (2019-2024):

**Building a capable and ethical and developmental state:** Gender equality will promote women empowerment which in turn will contribute to the implementation of human rights as they will be educated about addressing GBV, financial management, leadership, active

living, and female role modelling. Sport organisations should adhere to good governance, gender diversity in management and good governance.

***Economic transformation and job creation:*** The promotion of gender equality and equity will increase economic growth and unearth currently untapped human resources in the formal and informal economy. As such it will contribute to economic transformation (including the expansion of industries), job creation and an expanded female labour force with equal access to resources such as salary/wage, sponsorships/funding that will stimulate income-generation, independence, and employment within the sport sector.

***Education, skills and health:*** Education, training, and optimising health-related practices in sport and through sport (e.g., active living) serve as cornerstone and engine for economic growth. Qualified individuals will attract more women into the national workforce and strengthen the South African sport system. Sport as 'medicine' saves public health costs, boost productivity and contribute to the quality of life. Women are key caregivers to promote health-optimising activities for their children, volunteering, and role modelling.

***Consolidating the Social Wage through reliable and quality Basic Services:*** Providing resources to abled and disabled women (including access to social grants) will generate income at the community level. It may provide capacity for public work projects, public service provision and increase employability for youth by acquiring a skill set in sport transferable to other sectors. Engaging women in sport increase service provision to social institutions like schools, improve self-reliance and prevent deviant behaviours and teenage pregnancies

***Spatial integration, home settlement and local government:*** Gender equality will necessitate the optimal use of local sport facilities for community-based sports. Sport facilities may have multi-purpose usage for providing community services (e.g., health clinics, delivering grants and school sport competitions). The placement and development of accessible and well-placed sport facilities will enable sustainable human settlements and special integration across different sectors of a community under the auspices and management of local government entities.

***Social cohesion and safe communities:*** Playing sport at community level (at schools and clubs) promotes social cohesion, social integration, solidarity, and inclusion that contribute to the reduction of inequality and exclusion for women. It bridges the disparities and stratification of women further disadvantaged by labels of ethnicity, class, nationality, age,



disability, or any other distinctions that may cause divisions, competition and conflict. Promoting women's inclusion is underpinned by the Constitution of the Republic of South Africa, (1996), National Development Plan, (2011) and Sport and Recreation South Africa White Paper, (2012).

Sport participation and active living keep people occupied and away from destructive behaviours such as drug-taking and teenage pregnancies. In this way it contributes to community-safety and crime prevention. Sport participation teach pro-social values such as compassion and peaceful co-existence. It provides the glue that keeps communities together.

**A better Africa and world:** As signatory to multiple human right conventions and in adherence to the African Union's 2063 vision (the Africa we Want), facilitating sport participation and mobilising the sector to fully include women at all levels, will deliver on this vision. It is up to South Africa to ensure that 'nobody is left behind' – not as a UN prerequisite but a mandate for all sectors and stakeholders (SDG 17) to make this a reality.

### **3.4 Theory of change, Policy objectives and expected outcomes**

#### **3.4.1 Theory of Change (See Annexure)**

#### **3.4.2 Policy objectives and expected outcomes**

The objectives of the policy are as follows:

- To promote active participation, to increase the number of women actively participating in sport and physical activity in order to reduce the gender gap at all levels. To implement pathway development for girls within different sports. To reduce the drop-out rate of women in sport at all levels.
- To increase the area of coaching, officiating and support. For example, to increase the base of qualified female coaches from grassroots to the highest competitive levels across all sports. To increase the number of women in technical officiating roles and support staff.
- To have 50/50 gender leadership: To implement a gender balance at all leadership levels of funded organisations. To provide a pathway and mentorship for women to become leaders at all levels. To implement good governance and gender parity (gender-balance structures). To provide equal opportunities for women to participate and occupy leadership positions in sport
- To increase visibility, framing and advocacy as follows: To increase the visibility of sport women and female role models. To promote fair representation of all women in

the public media. To engage in advocacy for women to participate, receive fair recognition and rewards in sport

- To implement safeguarding policies and mechanisms to protect women in sport
- To ensure safe spaces for participation, coaching, officiating and support
- To implement mechanisms to ensure pro-social behaviours and values in sport (e.g. anti-doping and violence-prevention).
- To implement sport as a tool for development for women at all levels.
- To promote peaceful co-existence and address gender-based violence in and through sport.
- To use sport to address health, education, and socio-economic development for women.
- To avail and mobilise appropriate resources in relation to identified needs to women
- To ensure a safe and enabling environments for all women to participate in sport
- To ensure gender-neutral communication and positive portrayals of women

Expected outcomes are as follows:

- Women in sport system strengthened and good governance to ensure the inclusion and empowerment of women at all levels. Adequate policies, strategies to safeguard and ensure equitable gender practices in sport and related sectors.
- Strategic alignment, service integration and stakeholder collaboration
- Equitable access to participation opportunities for women at all levels (e.g., community, club, and national levels)
- Equitable access for women in leadership at all levels (e.g. community, club and national levels) such as qualified coaches, technical officials and administrators
- Effective implementation of safeguarding measures to address issues of abuse for women
- Gender-neutral communication and portrayal of women in sport
- Equitable access to resources including physical (facilities and equipment), financial, information and human resources for women at all levels

#### **4. BARRIERS TO PARTICIPATION**

Issues contributing to gender inequality, include socio-cultural and biological factors, the lack of access or differential access to multiple resources, limited access to leadership positions, issues around gender-verification measures, GBV (especially during Covid-19 lockdowns) in and through sport, the lack of role models and gender stereotyping. Cultural influences and patriarchal ideology remain main undermining influences as it plays out in sport and society

in different ways (Burnett, 2021b). It extends to the lack and biased media representation and advertisement, poorly developed sport structures at school and grassroots levels, limited access to high performance sport, clothing issues, safety aspects in sport and related to transport and the lack of capacity. The next section will expand on the different factors and influences.

#### **4.1 Gender inequality and discrimination**

In South Africa, patriarchal ideology informs the dominance of men over women at household, institutional and community levels (Adom-Aboagye & Burnett, 2019; Burnett, 2018). Girls from a young age are socialised in a particular subservient gender role and due to an average superiority of male physicality, women are pigeonholed into feminine types of sport. This presents stereotypes that creates obstacles for many to enter sport regarded as a bastion of male domination evidenced in sports like football, rugby, cricket and boxing (Burnett, 2021a; Engh & Potgieter, 2015; Pelak, 2005 & 2010).

According to DSAC (SRSA, 2012) sport plays an important role to redress gender and race inequalities as well as discrimination against people with disabilities and marginalised populations. Accommodating diversity across gender, race and class and inclusive sport and recreation practices contribute to the building of social cohesion, community integration, active citizenships, and nation building (Burnett, 2021b).

Women with disabilities in sport face a level of exacerbating discrimination, stereotyping and stigma as society attach multiple meanings to 'disability'. Gendered inequalities thus intersect with different aspects of oppression resulting in identifiable labels or characteristics such as race, sexuality, ability, age, social class, marital status or position as a citizen with reference to an indigenous person or refugee as examples (CITOFIELD, 2022). Such levels of marginality or double (even triple) levels of discrimination associated have been mentioned during the consultation process.

#### **4.2 Biological and socio-cultural factors and poverty**

A major socio-cultural and economic barrier is the manifest idea that sport is masculine, exclusive and elitist. It is a widely shared perception transmitted by men and women through traditions, beliefs, and social practices. This entails that women are not meant to be competitive, they should be heterosexual in appearance (hair, clothing and demeanour) and their body should not be muscular - also stated by roadshow participants (Engh & Potgieter, 2018). This societal expectation is seen as the main socio-cultural barrier as women themselves prioritise women-hood and domestic responsibilities that leave them little time (time-poor) for sport participation and/or leadership. Sport is rife with homophobia, and boys

are also labelled as gay for playing 'unmanly' sports, just as girls are often labelled as lesbians if they play almost any sport (apart from a few which are seen as particularly 'feminine'). Such beliefs contribute to dropout rates amongst teenage girls and discourage women from participating or excelling in sport (Burnett, 2018; Engh & Potgieter, 2018).

Despite recent progress, discrimination based on the real or perceived sexual orientation and gender identity of female athletes persists. Girls in sports may experience bullying, social isolation, negative performance evaluations, or the loss of their starting position. During socially fragile adolescence, the fear of being tagged "gay" is strong enough to push many girls out of the game (Engh & Potgieter, 2018).

Women is not a homogeneous population and ethnic minorities, girls from poor environments and in rural areas have different experiences and barriers to overcome. For example, rates of participation in sport amongst different ethnic minorities vary considerably and the gap between men and women's participation in sport may be greater amongst some minority ethnic groups. Ethnic or racial stereotyping exist and is perpetuated through religious or cultural practices such as among some sectors of Asian women who are not allowed to wear revealing swimsuits. During the provincial road shows, it was also mentioned that there are certain codes whereby black people are always selected for a certain position within a sport team that represent racial stacking (playing in non-decision making or central positions) in team sports like netball and rugby.

Media framing of the perfect (lean and sexy) female body contribute to girls and women not being confident to participate in sport due to their poor body image associated with their physical appearance and the fear of being judged for that (Kubayi, 2015). Women and girls in sport are regarded as inferior and their physique are perceived as not strong or suitable can take part in sport (Ogunniyi, 2015). During the provincial roadshow focus group discussions, the topic was raised that women tend to believe that they are weak and have a physical strengths-inferiority complex.

Women and girls from impoverished settings often have a low self-esteem and poor sense of self-worth coupled with diminished self-efficacy and belief in their potential to achieve (Ahmed et al., 2017). A national handball representative mentioned the lack of self-esteem stemming from negative experiences. Many high performing athletes (including females) struggle with mental health issues associated on the one hand with a sedentary lifestyle, and on the other hand with the stress of high performance (Purcell et al., 2020). The Covid-19 pandemic brought additional strain on the mental health of elite athletes (Mehrsafar et al., 2020).

### 4.3 Lack of funding, sponsorship and remuneration

Sponsorships mostly flow to dominant male team sports such as rugby, cricket and football that have highly established professional leagues. The argument offered for the under-representation of women in the public media (broadcasting, televised and printed media) is argued from this point of view and the fact that such sports have a large fan base. In a recent study about the accessibility to funds for women in South African sport (CITOFIELD, 2022). The latter study refers to the adoption of the amendments of the Employment Equity Act that guides legal redress for equal pay for work of equal value to counter unfair discrimination in the respect of remuneration. However, this has not been applied in the field of sport where even at the global level were female athletes earn less compared to their male counterparts and about 99% of all sponsorship money is directed to men's sport (Cox, 2018).

The lack of funding dedicated to women in sport limits their chances to travel internationally for competitions as lucrative endorsement deals are often presented to male athletes and national teams represent the 'male version' of a sport. According to several participants at the road shows from different provinces, sponsors favour male sports and teams which also attracts a high level of media exposure.

The issue of remuneration received by the South African national women and men's football teams was raised in a parliamentary in 2019. It was reported that Banyana's players receive a match bonus of **R5 000** for a win in an official match, and **R4 000** for a win in a friendly match. 2019 it was reported that Bafana Bafana players earn as much as **R60 000** for a win, **R40 000** for a draw. Banyana players are paid a daily allowance of **R400** per day when training with the team while in the country which will be increased to **R500** per day to be in line with Bafana Bafana. The payment for tournaments is handled differently, and the payment structure is negotiated with the team depending on the tournament. The payment structure for Banyana Banyana is based on the available resources and funding from the relevant sponsors and supplemented by SAFA (South African Football Association). DSAC utilised various instruments including the Grant Framework Conditions and direct dedicated funding as well as conditional funding as instruments to promote the development of female sport," (Sport 24, January 2019). The Departments financial investment in the establishment of a professional football league over 3 years and the exposure on television has attracted them sponsorship.

#### 4.4 Lack of women in leadership positions

The socio-cultural influences contribute to the ideology that defines women as inferior to men who led women to be assigned minor positions in both public and private spheres of life (National Policy for Women, 2017). Globally and locally, remaining barriers relate to cultural influences, lack of appropriate resources, hegemonic male structures, and practices from playground domination by boys to leadership positions occupied by men. In June 2020, the Eminent Persons Group on Transformation (SRSA, 2019) reported on the progress of 18 sporting codes on transformation as per Charter and Barometer (self-projected) targets.

According to the study conducted by African Union Sport Council (AUSC) Region 5, in 2014 the number of women occupying leadership positions in sport is very low within the region. Compared to the number of female athletes participating in sports, women were reported to be underrepresented in leadership positions in the school sport organizations and the sport associations. The follow-up study seven years later, show improvement across the government entities, but less than one out of four leaders to be female other sectors and only 27.7% women lead in national sport federations across six sports in five southern African countries (Burnett, 2021a).

#### 4.5 Transgender, Intersex athletes, Sex-verification and Testosterone levels

Female athletes face many obstacles to compete internationally because of transgender and, intersex issues. They are banned from competing internationally due to their natural high production of testosterone. They are forced to take medication to lower the level that would make them qualify for the women's races. They are forced to undergo sex-verification which is against human rights.

Intersex is a person born with a combination of male and female biological traits. Transgender women athletes are athletes whose gender identity are different from the sex (male or female) they were assigned to at birth. Such athletes may experience gender dysphoria and may transition to the gender of choice. This process commonly includes hormone replacement therapy and sometimes sex reassignment surgery, which can bring relief and resolve feelings of gender dysphoria.

Current international decisions guide the current inclusion of male-to-female transgender athletes, whilst LGBTQ rights groups actively contest exclusionary measures and deem them 'discriminatory', 'harmful' and 'unscientific' it remains a contentious issue.

#### 4.6 Gender-Based Violence (GBV) in sport

GBV is defined as the violence that is directed at a person based on his/her biological sex or gender identity. It includes physical, sexual, verbal, emotional and psychological abuse,

threats, coercion and economic or educational deprivation, whether occurring in public or private (DWYPD, 2020). Women are disproportionately harmed by gender-based violence. In the sport sector, it may occur in different forms.

**Sexual harassment:** Well document cases mostly entail male coaches and men in positions of power to be the perpetrators and women to be the victims, although it also happened to male athletes (European Institute for Gender Equality, 2017; European Commission, 2014). Prominent cases in US Gymnastics had the medical doctor successfully brought to justice and spurred a global debate (Kwiatkowski, 2021).

The findings from the focus groups which indicated that there were few policies and mechanisms that protect women from sexual abuse. Women representatives at various road shows said female athletes are often coerced in using banned performance enhancers under pressure from male coaches do not report such matters for fear of retaliation.

**Sexual assault:** Women and girls face the barriers in the form of physical and sexual harassment (European Institute for Gender Equality, 2017). According to the focus group discussions during the road shows, the bullying of athletes seems to be rife.

**Victimisation:** Gender-based discrimination contribute to women falling victim to acts of marginalised, isolated or exposed to violence. Women in sport encounter various forms of discrimination including sexual victimisation and that they were less likely to report that. The positive actions regarding gender equity and women empowerment are blocked by gender-based discrimination based on stereotypes of women's physical abilities and social roles (<https://www.womeninsport.org/>). During focus group discussions, issues mentioned include the role of religion (e.g., Muslim) and traditional culture relating to dress codes.

The silence of sexual abuse and multiple forms of violence needs to be addressed by creating safe spaces and mechanisms of reporting as such practices arise from a combination of factors such as weak organisational controls within sport clubs, dominating and controlling behaviour by coaches, and vulnerability, low self-esteem, and high ambition amongst athletes (Engh & Potgieter, 2018). COVID-19 has negatively impacted on women and girls especially in the field of sport on gender-based violence and would require special strategies to address emerging (The Policy Brief called "COVID-19, Women, Girls and Sport: Build Back Better, 2020). During a consultation session, Sailing South Africa proposed a culture of zero tolerance regarding sexist behaviour, whilst the representative from the South African Rugby Union proposed safeguarding measures for players, coaches, and staff. Several representatives suggest the implementation of a whistle blowing programme that will

have reporting mechanisms and protection of the identify of those who may report transgressions.

#### **4.7 Lack of role models and gender stereotypes**

History and socio-cultural associations between sport and masculinity contribute to the persisting male dominance in being considered as role models for athletes, coaches, and decision-makers in many parts of the world (Picariello & Waller, 2016). Patriarchal ideology perpetuates the culture of males being preferred leaders and role models as framed in the sport fraternity and public media. This was confirmed during road show discussions where it was stated that there is a dire need of female role models.

The domination of men in journalism and the sport medial space does not only reflect patterns of marginalisation but has an influence of promoting male role models and mediate the ideal characteristics of athletes and leaders to be admired and copied (Geertsema-Sligh, 2018). This situation is also evident in the lack of female sports anchors that does little to address issues around the objectification of the female body and celebrate heterosexual framing of women as mothers, wives and girlfriends.

Much activism and resistance against such stereotypical framing of female athletes and potential role models are emerging (Ogunniyi, 2015). The public debates awareness campaigns and activists are vocal and increasingly act in a quest for radical change in terms of acknowledging and accepting alternative ways of doing gender and promoting female role models (Engh & Potgieter, 2018).

#### **4.8 Lack of media representation and exposure**

South African media are biased towards publishing and broadcasting international and national male dominated and highly commercialised sports such as football, rugby and cricket that maintain and support masculine domination (Engh & Potgieter, 2018). Women from less commercial and professional sports receive relatively less media exposure and 'respectful covering' as they are often portrayed to project a feminine ideal and gender role confirmation (Cooky, Messner & Hextrum, 2013).

During the consultative process, several provincial stakeholder representatives said that this is also the case in the South African media and that women sport is not well marketed, portrayed as athletes or that women's sporting achievements were downplayed in favour of feminising and hetero-sexualising women in sport (Fink, 2015; Villalon & Weiler-Abels, 2018). Media representation of gender for women during the 2016 Olympic Games, were



very much about the heterosexual discourse of 'brides to be' or 'supermoms' (Dashper, 2018).

Elite athletes with disability receive less media visibility than their non-disabled counterparts and female athletes received less than male athletes, whilst the media also favour different types of disabilities (e.g., blade runners) and although the stories include a focus on athleticism, it was underpinned by a 'supercrip' narrative and medicalised description of disability (Rees, Robinson & Shields, 2019). The lack of media exposure was confirmed during provincial consultations.

The over-representation of male reporters and presenters, in addition to editorial preferences contribute to the under-representation, marginalisation and biased representation of female sports and athletes on radio and television broadcastings. The gender-bias is also present in social media portrayals and communication (Adá Lameiras & Rodríguez-Castro, 2020).

#### **4.9 Lack of access to grassroots level sport**

The most recent report from the Eminent Persons' Group (2020) refers to a dysfunctional school sport system in South Africa and over-reliance on former Model C (or higher quintile schools) to produce sporting talent at the junior levels. One of the findings from the Report on the Implementation Evaluation of the National School Sport Championship (SRSA, 2016) was that there were no sport competitions within schools. The lack of school and community-based sporting infrastructure, lack of qualified coaches at the grassroots levels and regular competitions and leagues undermine long-term athlete development pathways in most sports (Burnett, 2020a & 2020b; Mkebe, 2015). There is also limited opportunities to take part in a variety of sports which limits the pool of talent for sporting codes and for the country.

According to DSAC (SRSA, 2012), grassroots sport focuses on the "poorest of the poor" in predominately disadvantaged and rural areas. If school and community sport are not taking place at grass roots level, the children's potential cannot be realised at an early age. The current national mass participation programmes (school sport and community sport) do not produce high levels of activity needed to produce a functional sport system and combat disease patterns such as obesity associated with sedentary lifestyles (Draper et al., 2019).

#### **4.10 Lack of access to high-performance sport**

Women's participation in sport has increased significantly as evidenced by the high level of competitions for females at the 2020 Tokyo Olympic Games where women made up 49% of

competing athletes. However, in Team South Africa only 62 (34.4%) were women compared to 118 (65.6%) men.

Less women take part in competitive sport, particularly as they do not have the same access to professional leagues and earnings in South Africa's main commercial sports like cricket, rugby, and football – sport that still must establish highly functional domestic leagues (Sikes & Adom-Aboagye, 2017). In this respect, South Africa trails countries such as England and Australia where there are professional leagues set for women for cricket, rugby, and football.

The White Paper on Sport and Recreation, promotes the inclusion of priority groups of which women are one of them, whilst the Transformation Charter of South African Sport identifies women as marginalised group and to avoid that there should be increased access, representation, and opportunities in sport. Equality between men and women have not been achieved.

#### **4.11 Inadequate infrastructure as a means of access and lack of childcare facilities**

According to the inputs from the provincial road shows, the standard of infrastructure in the provinces especially in rural areas due to lack of high performance is not conducive for sport activities in general. It further stated a need to upgrade facilities to be women-friendly and for facilities to be used by schools. For women with disabilities, current challenges relate to accessible and user-friendly infrastructure such as entrances, reception areas, changing rooms and sports facilities, lack of accessible transport and parking amongst other limiting factors. During roadshows, the lack of infrastructure in impoverished communities and schools were discussed as a main stumbling block for women to participate at community level.

Lack of safe spaces and safety at sport facilities at the community level are detrimental to the number of girls participating in sport and structured physical activity and reflect in the relatively low levels of retention. According to the stakeholders during the roadshows, current management practices prioritise a more favourable scheduling of male sports and leagues at the community level. This is particularly relevant in traditionally male sports where established clubs and male-only teams are allocated the best fields for their games and the most favourable time slots.

#### **4.12 Lack of Equipment and Attire**

Clothing for women and girls in sport and recreation are expensive and outside the means of impoverished households, particularly in view of widely advertised and prestigious brands

(Kubayi, 2015). Some sports clothing is also quite revealing, which create problems for women and girls who have some problems dealing with a less than ideal body image, must adhere to a more conservative or prescribed dress code. The representative from SARU indicated that female players often must dress clothing that are too large and balls not of the appropriate size.

According to the group discussions that took place during the road shows, women with disabilities do not have equipment to suite their challenge/disability. This includes a variety of equipment – from wheelchairs suitable for sport and smaller items required for different sports.

#### **4.13 Safety issues**

The scheduling of matches during later afternoons or over weekends, unsafe facilities, and lack of public transport are being acknowledged as barriers for women's participation in sport in most communities. This issue was also raised at the roadshow group discussions where it was mentioned that school going girls must make use of pre-arranged public transport after school that prevents them to take part in school sport practices. Although the conditional grant makes such provision for transport, the budget allocated is too limited to answer in the need for such a service (Focus group inputs during the provincial road shows).

The lack of well-trained coaches in particularly traditionally male sports may cause harmful practices as women cannot be conditioned or trained the same as male players. Several representatives from sport federations advocated for implementing adapted sports to accommodate younger players and women.

#### **4.14 Lack of skills and capacity development**

The Sport and Recreation Transformation Charter (2012), acknowledges that there is lack of skills and capacity development which hampers transformation in sport. The document reports on human resource development; equitable resource allocation; eradication of all forms of inequality; increased access to participation opportunities; skills and capacity development at all levels and in all areas of activity; and empowerment of people.

According to feedback from the road shows, there is an inadequate number and types of educational programmes that would meaningfully equip women and girls to access and take advantage of existing opportunities in sport - from participation to coaching, officiating and leadership.

**4.15 Lack of parental support**

Various national studies into physical education and school sport of public schools in South Africa, teachers and learners indicated that the lack of parental support is a limiting factor for children's participation in sport (Burnett, 2020a & b). In some environments, parents by have unrealistic expectations of their children's sporting abilities as they want to 'bask in the glory' and feed off the status that sporting success can bring. In environments of poverty, parents may not have the means to support their children, do not see the benefits and require girls to share the heavy burden of domestic work leaving little free time for sport participation.

**5. ACTIONS/INTERVENTIONS****5.1 Gender equality and discrimination against women and girls in sport**

National Sport Federations and other relevant stakeholders should have safeguarding and gender equality policies and/or frameworks and strategies, as well as a monitoring system in place. Organisations should give women a full range of activity and programme choices that meet the needs, interests and experiences of women and girls. Women in sport should be empowered through the conscious and committed provision of equal opportunities for sustaining full participation, recognition, and development, irrespective of disability, race, class, sexual preference, religious beliefs, and cultures. All relevant stakeholders should ensure that there is a conducive organisational culture, an increase in the participation of women at all levels of sport to achieve gender equality, equity and mainstreaming within their organisation and reach transformation targets as a matter of reform and compliance. Sport federations should develop clear pathways, capacity building and an enabling environment for women in different roles at all levels.

Governmental and Non-Governmental Sports Organisations should provide equal opportunities to women to reach their sport performance potential by ensuring that all activities and programmes relating to performance improvement take account of the specific needs of female athletes and female role players.

All women, regardless of skills or experience should get the chance to be an active part of activities and teams. Where competition is a key component of an activity or sport, ensure women and girls have the chance to play at appropriate levels against teams or individuals of a similar standard.

Policy coherence is key. For instance, the IOC has also taken a prominent role in promoting gender equality to be 37% by the end of 2020 in decision-making and 50% for participation and medal events (The Policy Brief called "COVID-19, Women, Girls and Sport: Build Back

Better", 2020). All members of the Olympic Movement such as Sport South Africa and national sport federations of Olympic sports should align their gender transformation targets of the Transformation Policy and strive for a 50-50 gender parity across all levels of participation and leadership (Eminent People Group, 2019/2020). Strategic plans, activities and reporting should be in place to measure progress made on key gender equity and mainstreaming indicators.

## **5.2 Socio-cultural, biological factors and poverty**

National Sport Federations should develop empowerment (including education, training, and mentorship) programmes to ensure that women are recognised, have equal opportunities as their men counterparts. Measures should be put in place to advocate for full participation and recognition and ensure that discriminatory socio-cultural and biological issues are addressed.

## **5.3 Funding and sponsorship**

National Sport Federations should develop guidelines that encourage equal funding and sponsorship to both women and men. The latter refers to leagues, teams and athletes. Women and girls should get access to funding and sponsorships in the same way as their male counterparts (Provincial consultative road shows). Sport federations should adhere to the amendments of the Employment Equity Act that guides legal redress for equal pay for work of equal value to counter unfair discrimination in the respect of remuneration. There should be a concerted effort and plans to professionalise women's leagues within existing professional structures of cricket, rugby and football, including addressing remuneration packages (day fees, match fees and prize money) for women teams and athletes.

Stakeholder engagement within the sport and recreation sector and across other sectors such as partnerships with private sectors is essential to alleviate the financial burden on government.

## **5.4 Leadership positions**

Sport federations/National Sport Federations should develop guidelines that encourage equal representation of women and men in decision-making structures. Strategies should be in place to ensure that at least 40% of executive boards will be comprised of female members – either elected or co-opted and females should head at least 50% of sub-committees within a sport governance structure. This will entail that such organisation should make changes to their constitutions to include actionable reforms to include women in leadership positions, based on timelines and indicators to be monitored and reported. DSAC needs to ensure that National Federations make these changes in line with the international bodies of each Federation.

Each National Sport Federation should ensure that it recruits, empowers and retains women in decision-making positions especially at national and international levels. Men should be co-opted to engage in gender reforms as it should not be considered a 'women's issue to be addressed by women alone'. Sport South Africa and National Sport Federations should develop capacity building programmes, training targeting women and placing them where those skills can be utilized – from the club to national levels.

National Sport Federations should recruit, appoint, train, mentor and assist women to campaign successfully for leadership positions. Set and trace targets to progress from 30% minimum female leadership in decision-making positions as starting point. Empower a gender commission and ensure inclusion, diversity and adequate resourcing of women athletes/teams and leagues.

#### **5.5 Testosterone, Intersex, gender verification and sex testing**

SASCOC and DSAC including other relevant structures should develop appropriate legislation to address the issue of gender verification and access on the grounds of human rights, whilst ensuring fair and equitable participation at all levels. Sport Federations should support a human rights agenda and acknowledge scientific evidence regarding transgender athletes and women with Hyperandrogenism.

#### **5.6 Gender-based violence in sport**

National Sport Federations and sport clubs should have a policy and/or constitutional reference to gender-based violence, specifically relating to sexual harassment in the sport sector. They should also have a safeguarding policy and measures to ensure clear procedural processes (including reporting mechanisms and punitive actions) in dealing with matters of GBV, sexual assault/harassment and sexism. Processes should be in place to follow cases from start (reporting) to the end and inform stakeholders of the potential repercussions of a guilty verdict.

National Sport Federations should develop a safeguarding policy, mechanisms for prevention and reporting, referrals, and support for victims. They should screen and ensure vetting of all staff before appointment. They should train safeguarding officers. Implement a code of conduct (ethical behaviour) and they should provide anti-doping education.

SASOC should have a system in place to monitor all legal procedures, whilst fostering of open discussion about issues of sexual harassment and abuse so that athletes, coaches, volunteers and administrators feel confident enough to speak out if they experience them. In alignment with Sport South Africa, National Sport Federation should have a structure in place as well as a process where cases of sexual harassment can be reported such as a hotline whilst the identity of all whistle blowers or victims should be protected. Organisations

should launch campaigns or spread awareness for safety and non-violence within their sporting code (IWG World Conference, Finland 2014-Sport without Fear, Plenary).

The focus should be on preventative measures such as:

- Creation of a platform to have more women coaches, mentors and officials in women related sporting codes to avoid harassment issues.
- Development of a process to safeguard women in sport.
- A code of conduct should be developed for all to ensure compliance and prevent harassment and violence against women.

The group discussions that took place during the roadshows, advocate for the development of educational tools that incorporate sport to fight against GBVF in broader society. In this regard, role models should speak out and act as examples, whilst public sporting events provide opportunities for advocacy.

The Presidential Gender Based-Violence Summit fights against the scourge of gender based-violence and femicide (GBVF). The Summit which encourages government and other relevant stakeholders to work together to eradicate GBVF. In Article 5, it has been stated that existing laws and policies applicable to GBVF should be reviewed to ensure that they are victim-centered and responsive.

### **5.7 Role models, gender stereotypes and media representation and advertisement**

According to the findings from the provincial group discussions during the roadshows, National Sport Federations should develop educational programmes for women and men to address issues of gender stereotyping and discriminatory practices. National Sport Federations should develop guidelines to promote role modelling and gender-neutral and gender-sensitive media reporting and exposure to change patriarchal mind sets and practices.

#### **Role models**

According to Women's Sport Foundation Report (2019), girls easily identify with and view a female coach as a mentor and as a role model, which, in turn, can help counter stereotypes and boost girls' confidence, self-efficacy, and sense of belonging.

According to the provincial roadshows feedback, National Sport Federations should create database, profile, and market successful women athletes with a view to increase girls' eagerness to emulate them. Athletes who are successful, should serve as role models for

young people, act as ambassadors and promote fair play. For social institutions like schools and clubs, role models should include those relevant to female staff, coaches, organisers and managers. There should be a database of women entrepreneurs and capacity building among women to access business opportunities.

### **Media coverage**

DSAC should find ways of highlighting women thus creating an influence in media to feature them. There should be more of women sports journalists and gender-training for all sport journalists. SASCOC and National Sport Federations should use press releases and good relations with the media (including editors, journalists, and commentators) to promote women's sports and female athletes' achievements. All stakeholders should encourage media houses to increase their covering of women's sport and female athletes in a gender-neutral way as to celebrate the athlete and his/her achievements.

The broadcasting regulations must make provision for dedicated broadcast of women's sport in prime time. National Sport Federations together with broadcasting should provide news packs and gender-sensitive/neutral stories to the media and train athletes/team for media exposure. They should pro-actively engage with the media to appropriately frame female athletes and teams. They should train athletes and staff to promote women through a gender lens on social media. They should invite media for information session and training to enhance female athletes and teams' visibility.

### **5.8 Scholl and Community Sport (at grass roots levels)**

National Sport Federations, DSAC and DBE should develop programmes specific to young girls familiarizing them with sporting codes. They should draw friendly, fun and exciting formats which interlink with community sport. They should invest in mass participation programmes in different sports for women at all levels. DBE and DSAC should have a standardization of all priority codes ensuring that they are all available to learners, whilst programmes such as sports weeks for schoolboys should be emulated. Every school should have sport facility even at district level. According to Kubayi (2015), female sport programmes should be developed and promoted in rural schools.

DBE must clearly indicate how young girls will be catered for in the integrated physical education and school sport approach (PESS) for public schools in South Africa and regularly report on the implementation through the regular monitoring and evaluation system. CoGTA



and municipalities should develop sport within schools and within communities that are also used friendly for women and girls including women and girls with disabilities.

**Physical Education and School Sport (PESS):** Education and sensitization of the entire teaching staff about the importance of physical education and school sport is key to maximize girls' participation in sports activities and that can be achieved by:

- Establishing a clear sport policy for 100% of learner participation
- Seeking girls' opinion to develop tailored programmes and enlarge girls' choice of sports activities – including same and gender-mixed activities
- Creating a code of conduct for teachers and coaches to safeguard all against violence and discrimination.

Physical education in school curricula should be strengthened as a key means for positive introduction to young girls of the skills and other benefits they can acquire through taking part in sport (NSRP, 2012). Teacher training programmes should include courses aimed at improving the inclusiveness of physical education for all girls and boys. Teachers of physical education in the Life Skills and Life Orientation programmes should be adequately qualified to implement quality physical education classes and ensure the optimal and equitable and safe participation of girls and boys. The link between physical education and school sport should be clear and ensure a flow of participants (particularly girls) from the classroom to the sports field (SRSA, 2016). By creating a sport culture at school and community levels, parents should be informed about the benefits of sport participation for the girl child. National Sport Federations should recruit junior female participants, engage parents and offer training on attrition, talent development and age-appropriate coaching to ensure for throughout to senior levels.

The school sport system should be functional and special attention should be given to offer a variety of sports like rugby, cricket and swimming to disadvantage schools and communities in addition to ensuring that facilities will be well managed and optimally utilised as many facilities built with Lottery funding are currently white elephants.

National Sport Federations should recruit female coaches, technical officials and support staff from established sport institutions/schools. Offer accredited training and experience under mentorship. They should host local events /camps for training. Offer incentives and enabling environment.

Community sport especially in rural areas should also be emphasised.

**High performance sport:** National Sport Federations should ensure equitable participation in leagues and events (including international competitions) for female athletes; ensure that the profile of South African women in sport is raised and high-performance sport for women should be recognized.

All provinces should be the custodians of high-performance sport to ensure that elite women athletes have access to High Performance Centres (HPCs) with proper training facilities. The establishment of these HPCs should have qualified coaches and specialist services to build necessary programs for athletes in different sports. These HPCs should ensure that elite athletes remain in a province and a system is in place to provide pipeline access to emerging athletes.

Such specialised institutions should also pull resources by liaising with local municipalities and other relevant stakeholders, focusing on women programmes. Through this avenue, National Sport Federations should have a “Women focused talent identification programmes” utilizing specialized services in rural areas through multi-stakeholder engagement.

National Federations should have a “Women focused talent identification programmes” in rural areas utilizing Biokinetists and Physiotherapists.

## **5.9 Sport facilities, equipment, attire and transport**

Every school should have sport facility. CoGTA/Municipalities should develop sport facilities that are safe and appropriate for women. The existing sport facilities should be upgraded to be women friendly and include ablution facilities with showers according to a basic standard requirement. The Municipal Infrastructure Grant (MIG) and Urban Settlement Development Grant (USDG) should be used for the development of sport facilities for all (including elderly women) at the community level and not redirect for other use. Universal access is essential and norms to accommodate people with disabilities should be developed in collaboration with the Department of Public Works and Infrastructure (DPWI).

The scheduling of sport trainings and events should be equitable across sports and genders. Sport facilities for women should also ensure safety measures. Adequate equipment, including equipment for women with disabilities to suit their challenges should be provided for which adequate and safe storage should be made available.

National Federations should develop guidelines to allow girls and women to put suitable dress code/attire. Coaches, instructors, and community centre staff could wear casual clothing during activities. The clothing requirements should accommodate all body types, including being suitable for women with disabilities. Sport teams should have their own kit and the practice of women dressing in male attire should not be standard practice.

National Federations should explore partnerships with transport providers and explore universally designed and inclusive transport. National Federations should provide information about public transport. They should develop a system so that participants can organise share-a-ride systems. They should promote physical activity, which doesn't require transport, such as walking and running, that is universally accessible.

#### **5.10 Human resources**

##### **Screening**

National Sport Federations should adopt rigorous screening procedures and establish codes of conduct for all staff and volunteers, whether they work with adults or children. Those adults who found not complying will not be allowed to work with children and their names will be put in the offence register. All staff and volunteers who work with children should be trained in child protection. Focus group participants said that all coaches should be screened before they are employed.

##### **Sexism**

National Sport Federations should use multiple forums to challenge sexist assumptions and behaviour inside sport organisations, among participants and anti-social behaviours of spectators at sport events. Amongst strategies to consider should be events, programmes, social activities, or guest speakers addressing issues of body image, active lifestyles and human rights.

**Differentiate sport and exercise from other interests** by promoting (not preaching) the additional benefits. Sport programmes should be designed, implemented, and monitored to ensure multiple benefits for participants.

#### **5.11 Skills, capacity and economic development**

National Sport Federations should develop guidelines that have capacity building programmes and educational courses to empower women and men and inform them about gender-related issues (including ideology, myths and stereotypes). Those responsible for the education, scientific training and development of coaches and other sport personnel should

ensure that educational programmes, address issues relating to gender equality, equity and the needs of female athletes. There should be men's dialogue to encourage women to participate in sport and recreation and to promote gender equality.

There is also a need to provide education about the importance of men and women working together. Educational programmes and activities should provide new knowledge and facilitate transformative leadership guided by norms and standards set by National Sport Federations for the promotion of gender equality.

National Sport Federations should create mechanisms such as the creation of platform to allow women to speak without fear that ensure that young women have a voice in the development of policies and programmes that affect them.

Skills development courses should be offered by National Federations, to improve the technical leadership and training capabilities. There should be courses to capacitate women as leaders and decision-makers and ensure that women play meaningful and visible roles in sport at all levels. DSAC and SASCOC should monitor if the skills development courses offered by National Sport federations to empower women as leaders are accredited.

There should be accredited training courses on sport related matters conducted annually – from novice to elite level to close the gender gap. Women should be assisted to build their self-esteem and confidence by getting leadership courses and have access to support groups. National Sport Federations should promote the economic empowerment of women in and through sport.

National Sport Federations should ensure that their staff undergo regular gender-related (equality) trainings to keep them informed about ethical and inter-personal issues relating to the needs and experiences of women, sexual harassment, and abuse.

National Sport Federations should consult with the community, institution (e.g. club or school) to determine the needs and aspirations for sport to make a difference. They should determine the underlying reasons for gender-based violence, educational needs, and health issues to design and deliver impactful interventions. They should provide life-skill training, support and invite experts for sessions and referrals.

National Sport Federations including other relevant stakeholders should introduce economic development of women in sport and recreation. Women in sport and recreation should be trained to become entrepreneurs for major sporting events, school sport trainers, etc.

**5.12 Women's desk and government structures**

National Sport Federations should develop guidelines so that each sporting code should have women's desk, commission, or structure to address issues of gender.

**5.13 Government structures and stakeholder collaboration**

National Sport Federations should involve municipalities and local government in sport programmes. A Women's Committee or Commission should be established at all levels of governance structures - from municipal, regional, provincial as well as at national level. The latter structure and executive board should form meaningful partnerships and engage with different stakeholders to achieve their strategic objectives and outcomes.

**5.14 Research and development**

National Sport Federations should ensure that they facilitate and conduct research and development to establish the trends of women's participation and gender issues in their sports as to take informed strategic decisions and build on existing good practices.

**5.15 Family, community, and other Support**

Women taking part in sport and recreation should receive support from their parents, families, communities and support each other. Insights around such support should be disseminated through advocacy and targeted educational programmes. Marketing strategies should focus on such matters and ensure that audiences are convinced and mobilised for 'gender work' (Women's Sport Foundation Report (2019)).

**5.16 Sport psychiatry and mental health support**

Women taking part in sport and recreation should receive psychiatric and mental health support and other related medical support as and when needed.

**5.17 Language barrier**

All documents should be user-friendly and use simple and clear communication. During events or public speeches, sign language interpreters should be used.

**5.18 Racism in sport**

Racism in sport adds another layer of discrimination to gender for women in sport National Sport Federation should develop guidelines to ensure that women in sport do not experience racism.

## **6. IMPLEMENTATION**

The Policy will be implemented in collaboration with relevant stakeholders such as SASCOC, sport federations, provincial departments of Sports, Arts and Culture including other key stakeholders. Integration and collaboration of services will be encouraged. The implementation process will be part of the DSAC's APP and the APPs of the above-mentioned stakeholders. The agreed upon indicators will be used to measure progress during implementation phase.

### **6.1 Policy focus areas per problem statement**

This policy focused on redressing existing inequalities for 'women' (inclusive of women and girls of all ages, from different ethnic populations, socio-economic backgrounds, and abilities) as integral part of the South African sport ecosystem. It focuses on the competition, coaching, officiating, leadership, media portrayals, compensation, resourcing, visibility, safety, health, and well-being of all women.

In addressing the target areas, the DSAC in collaboration with SASCOC and sport federations should take actions in alignment with their principles, strategies, and envisaged outcomes for addressing gender in sport. To ensure policy implementation in planning, budgeting and gender auditing through a robust monitoring, evaluation, targeted research and a reporting system for evidence-based decision-making and action.

### **6.2 Target beneficiaries and stakeholders**

The policy on women in sport will benefit women and girls including women and girls with disabilities participating in sport n recreation. DSAC, provincial departments of Sport, Arts and Culture, sport federations, SASCOC, sport and recreation entities, relevant NGOs (such as lovelife) and other relevant departments are the key stakeholders in as far as the development and implementation of the policy is concerned.

### **6.3 Resource Allocation-Human, financial, equipment, system, etc**

The costing plan which will be developed after the policy has been approved, will have the resource allocation for example, budget, financial and other necessary resources for the implementation of the policy.

### **6.4 Roles and responsibilities**

Roles and responsibilities of the key stakeholders who will be implementing the policy will be finalised before the policy is approved.

Table 1 provides an overview of the roles and responsibilities of the main stakeholders to deliver outputs through key activities according to a specific time frame.