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GENDER-RESPONSIVE PLANNING, BUDGETING, MONITORING AND EVALUATION & GENDER AUDITING

**Women's Dialogue on
Institutionalising Gender
in a Democratic State
26 August 2018**



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WOMEN UNITED IN MOVING
SOUTH AFRICA FORWARD

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Introduction



- **Despite advances, majority of women and girls still subject to poverty, unemployment, inequality, gender discrimination, gender-based violence and many other social problems**
- **Triple challenge of multi-dimensional poverty, inequality and unemployment which has direct, negative impact on women and entrenches women's powerlessness and gender inequality**
- **41,7% of females live below lower-bound poverty line (2015),**
- **Black African women worst affected by poverty and unemployment**



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Introduction



- **Women's exclusion from mainstream economy and lack of access economic opportunities underpinned by**
 - **Patriarchy and unequal gender relations**
 - **Legacy of racial oppression and marginalisation**
 - **Unequal access to, ownership and control of the economy and productive resources, including land**
- **Women facing social and political exclusion**



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Introduction



- **Gender-responsive planning and budgeting (GRP)**
 - A global imperative and policy arising from international instruments incl. at UN, AU, SADC level
 - To ensure women’s empowerment and gender equality goals are at the centre of public policy, planning and budgeting
 - To ensure allocation of adequate resources to achieve gender equality and women’s empowerment goals
 - Linked to institutionalization of gender mainstreaming across the state machinery
- **Around 100 countries globally implementing GRPB initiatives, incl. in Africa (Uganda, Rwanda etc.) India, China etc.**
- **SA previously leading on GRB on the continent but regressed**
- **DOW has more recently been driving the process forward**



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Introduction



- **GRPB linked to:**
 - **Institutionalization of gender mainstreaming and gender-responsive governance**
 - **Broader political and socio-economic transformation agenda**
 - **Outcomes and results-based approach**
 - **Broader public finance and budget reform**
 - **Performance-based budgeting**
 - **Policy, planning and prioritization of government**



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Mandate



- **DOW responsible for leading and coordinating the fulfillment of South Africa's mandate to realise gender equality and the empowerment of women and girls and their full & equal enjoyment of all human rights and fundamental freedoms**
- **Mandate derives from multiple instruments at global, regional and national level, including the following**
 - **SDGs Agenda 2030, Beijing, CEDAW etc.**
 - **AU Agenda 2063, AU Gender Strategy, Solemn Declaration on Gender Equality in Africa etc.**
 - **SADC Gender and Development Protocol**
 - **National Development Plan 2030**
 - **SA National Policy Framework for women's empowerment and gender equality**



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Beijing Declaration (1995)

(e) Restructure and target the allocation of public expenditures to promote women's economic opportunities and equal access to productive resources and to address the basic social, educational and health needs of women, particularly those living in poverty;



Mandate



- DPME responsible for overall country PME system, delivering on development objectives and improved quality of life for all
- Both DPME and DOW located within the Presidency and have unique opportunity to collaborate on
 - Building a gender responsive planning, budgeting, monitoring and evaluation system and gender auditing
 - Improving country performance on gender equality, women's empowerment and overall development goals
- Centre of govt departments, entities and Ch 9 institutions (NT, CGE, DPSA, Stats SA)
- All government departments, public entities, provinces and municipalities have mandate to deliver on women's empowerment and gender equality (WEGE)



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Why is there a need for GRPB?



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High-level problem statement (1)



- Following advances in first phase of democracy in gender policy, planning and budgeting (GRB), more recently SA has experienced a gender mainstreaming “recession”
- Despite policies and prescripts, WEGE an after-thought or relegated to a sector or specific outcome rather than integral component across all sectors, outcomes, spheres of govt
- Poor accountability for WEGE performance across state sector
- Key WEGE policies and systems outdated
- Weak institutionalization of gender mainstreaming
- Lack of coherent gender-responsive policy, research, planning, budgeting, monitoring and evaluation and gender auditing policies, programmes and systems
- Many policies gender blind/ silent >> status quo or regression



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High-level problem statement (2)



- Lack of gender-mainstreaming within Mandate Paper, the budget prioritization framework for 2019
- While various initiatives exist, these are often fragmented and even duplicate each other
- Pockets of knowledge and evidence production on WEGE but no single repository
- Weak sex-disaggregated data curtails understanding of programme performance, outcomes and impact on WEGE
- Limited evidence-based national and sectoral diagnostic on WEGE to inform interventions, policy, programming, budgeting
- DOW extremely limited human and financial resources
- Insufficient high-level buy-in incl. cabinet, Minister of Finance, parliament etc.



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Previous GRB initiatives in SA (1)



- **Women's Budget Initiative (1995/2001/2007)**
 - In depth gender analysis of national dept budget statement
 - Driven by Parliamentary Joint Standing Committee on Finance in collaboration with NGOs
 - Annual Women's Budget publication
 - Attracted international attention and model for other countries
 - In context of major transformation agenda incl. new Constitution
 - Shift from Finance Committee to Joint Monitoring Committee on the Improvement on the Quality of Life and Status of Women
- **Commonwealth secretariat (1998 & 1999)**
 - Located in National Treasury
 - International consultants
 - Reference to gender in budget book



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Previous GRB initiatives in SA (2)



- **Provincial initiatives**
 - Western Cape (2000 & 2007-2012)
 - Led by Premier's Office/ Departmental gender statements produced
 - Gauteng (2003)
 - Led by Premier's Office/ Alongside provincial gender policy
 - Departmental gender budget statement
 - Free State (2018)
 - Pilot project with consultants
- **Departmental initiatives**
 - DTI, DSD (2008/2011), DLA (2008), DOJCD (2005), NT incl. gender-responsive budgeting implementation guidelines
 - Fragmented initiatives by gender units or gender focal points
 - Poor sustainability in absence of central directive by National Treasury



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Key SA GRPB lessons (1)



- **Previous initiatives lacked sustainability & full buy-in at political and technical level**
- **Individual role-players key but need to embed GRPB across multiple institutions, incl. public administration, parliament, CGE, other state institutions**
 - **Roles of Parliamentary Finance Committee vs Women's Committee**
- **Need political support at highest level as well as technical capacity across the administration**
- **Critical roles**
 - **Minister in the Presidency responsible for Women as overall champion and coordination**
 - **Minister of Finance and National Treasury to drive GRB**
 - **DPME to facilitate gender responsiveness of PME systems with DOW**



Key SA GRPB lessons (2)



- **Avoid excessive reliance on consultants and build technical capacity across the system**
- **Accountability mechanisms key (cabinet, parliament, AG etc.)**
- **Critical to focus on entire public policy cycle – not just budgeting (planning, budgeting, monitoring and evaluation, gender auditing)**
- **Consideration should be given to**
 - **legislative mechanisms to enforce compliance**
 - **other mechanisms to incentivize compliance**





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What approach should be adopted now?



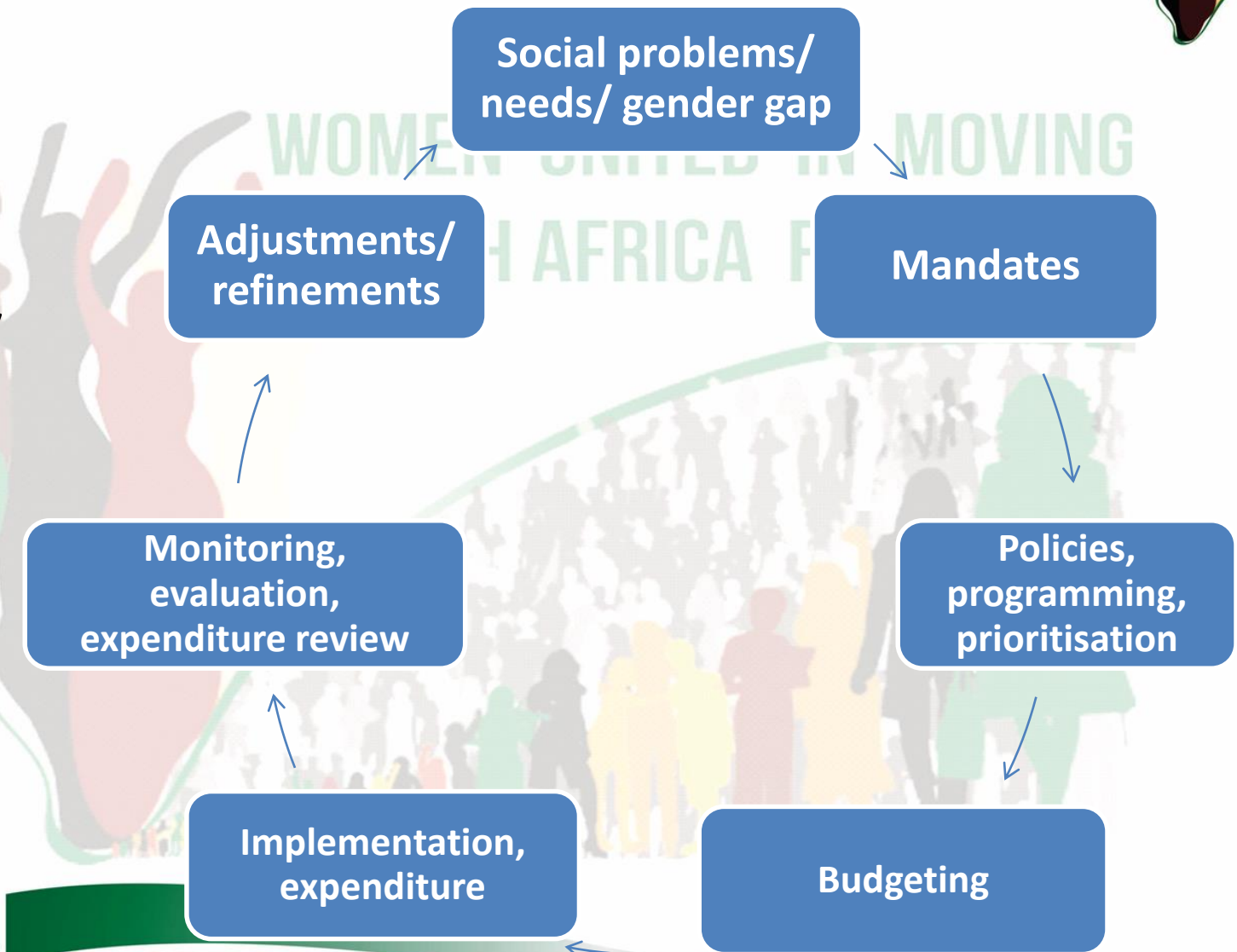
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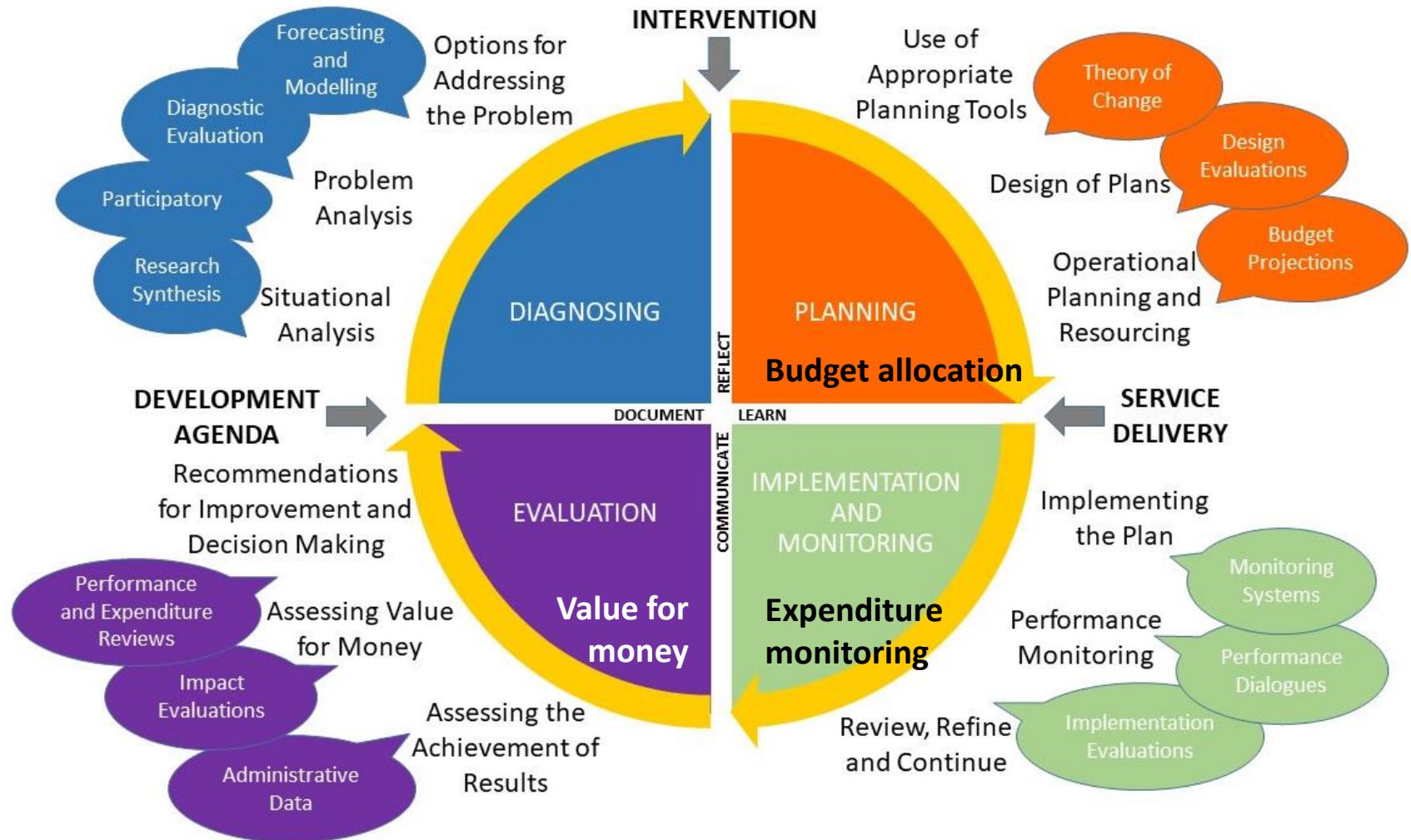
Public policy cycle



Need to locate GRPB within overall public policy cycle and public financing systems



Evidence-based policy & programming



Overall approach



- **Inequality and deprivation based on race, class, gender, spatial location etc.**
- **Unpaid care work key source of gender inequality**
- **Women's empowerment and gender equality not a social sector issue but cuts across all sectors and desired outcomes esp. economic empowerment, political participation etc.**
- **Aim to ensure national planning and budgeting processes promote stronger institutional accountability to gender equality commitments incl.**
 - **Gender-responsive policy and programmes at national, sectoral and local level**
 - **Gender-responsive institutions and systems of public administration**
 - **Gender-responsive financing which is transparent and adequate**



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Overall approach



- **Sustaining gender-responsiveness requires**
 - Strengthening of MOW/DOW in Presidency to serve as overall nerve centre, provide leadership and drive coordination on GRPBM&EGA
 - DOW overall driver but govt-wide responsibility
- **Achievement of country gender outcomes requires:**
 - setting clear gender-responsive policy priorities across government
 - Translating policy priorities into programmes with clear programme outcomes and gender-responsive indicators and targets
 - Targeted interventions, mainstreamed interventions
 - Allocation of budgets to achieve gender priorities and expenditure review against gender outcomes



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Overall concept and approach



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Overall strategy & approach



- **GRPBM&E not introduced on blank slate but in context of existing government-wide planning, budgeting, programming, systems and procedures**
- **Overarching policy approach and strategy is gender mainstreaming and gender-responsiveness**
- **Need for pragmatism based on contextual analysis, political priorities, available resources and capacity, risk analysis etc.**
- **Sustainable, effective system-wide changes in government take minimum five years**
 - **Conceptualisation, design, planning, implementation theory, change management, embedding within material practices, monitoring, evaluation, intended/ unintended consequences, adaptive management etc.**



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Overall strategy & approach



- **Pragmatic, multi-pronged strategy required:**
 - **Mainstreaming gender within existing national PME systems**
 - **Mainstreaming gender within existing budgeting systems, procedures and performance-based budgeting initiatives**
 - **Country gender indicator framework linked to normative frameworks (From SDGs to programme performance)**
 - **Accessing multiple evidence and data sources including government, civil society, academia etc.**
 - **Targetted WEGE interventions and programmes**
 - **Piloting in different contexts to test both conceptual and implementation theory**



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GRPBME strategy & approach



- Short, medium and long-term strategy

Short-term strategy (2018/19)

Gender mainstreaming within existing systems and institutions:

- Focus on most impactful interventions rather than “trying to do everything”, incl small changes that achieve big impacts or system-wide changes
- Interventions which may appear “piecemeal” but are deliberately conceptualised and designed to achieve system-wide transformation and impact going forward
- Focus on micro-macro transformational mechanisms, where individual actions (micro) generate macro-level outcomes



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Overall strategy & approach



- **Short, medium and long-term strategy**

Medium to long-term strategy (2019-2024-2030)

More fundamental reconceptualisation, redesign, and implementation and institutionalisation

- **Comprehensive, evidence-based diagnostic, incl. current levels, indepth review of past attempts in SA, other country models, enablers and obstacles to implementation etc.**
- **Comprehensive country-wide programme theory development**
- **GRPB linked to performance-based budgeting reforms**
- **More detailed exploration of implementation models, design and recommendation on model for SA, institutionalisation, mechanisms, resources;**
- **Clear assignment of roles, responsibilities incl. parliament, CGE etc.**
- **Implementation plan**
- **Monitoring and evaluation plan**



Key phases in GRPBME process



Year	Phase	Key activities and outputs
2017/18	1	<ul style="list-style-type: none">• Initial consultation• Development of Draft GRBP framework
2018/19	2	<ul style="list-style-type: none">• Existing govt-wide PME policies, systems & procedures + budgeting and expenditure review systems engendered• Country Gender Indicator Framework developed• 25-year review on status of women completed• Women's Dialogues• Gender policy priorities for 2020/21 and 2019-2024 identified & form part of mandate paper• Gender-responsive Planning, Budgeting, Monitoring & Evaluation, Audit Framework• Free State GRB pilot completed
		<ul style="list-style-type: none">• NSG capacity building on GRPBMEA

Key phases in GRPBME process



Year	Phase	Key activities and outputs
2019/20	3	<ul style="list-style-type: none">• GRPBMEA announced by new govt• Gender indicators within SP, APPs, POA etc.• Quarterly Gender Performance Reports & Review• South Africa gender equality and women's empowerment policy framework developed• SA gender equality and women's empowerment 2019-2024 POA developed• Development of implementation plan and implementation of GRPBM&EAF<ul style="list-style-type: none">• Piloting: selected national Departments, provinces, Metro• Institutionalisation mechanisms: change management, systems development, guidelines, capacity building and training• Implementation evaluation

Key phases in GRPBME process



Year	Phase	Key activities and outputs
2020/21	4	<ul style="list-style-type: none">• Govt-wide rollout of GRPBMEA• Institutionalisation mechanisms: change management, systems development, guidelines, capacity building and training• GRPBME outcome evaluation (early outcomes)• Gendered sectoral policy reviews / development• Quarterly Gender Performance Reports and Review



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Key interventions to date



- **Improving gender-responsiveness of PME systems**

ENGENDERING NATIONAL PLANNING SYSTEM

- Extensive inputs on Integrated Planning Bill
- Extensive inputs on the Framework for Short to Medium-Term Planning incl. gender planning, monitoring and reporting
- Inputs on monitoring of the NDP and the gender content of POA
- Gendered analysis of selected 2018/19 APPs in economic cluster
- Inputs on review of Outcome 14

ENGENDERING NATIONAL EVALUATION SYSTEM

- Inputs on gender mainstreaming within NES improvement plan incl. NEP, DEPs & PEPs
- Targetted WEGE evaluations
- WEGE evaluation questions within evaluation

INSTITUTIONALISATION

- Establishment of high-level Inter-Departmental Steering Committee on GRPBMEA



Key interventions to date



- **Improving gender-responsiveness of PME systems**

ENGENDERING NATIONAL POLICY & PME SYSTEMS

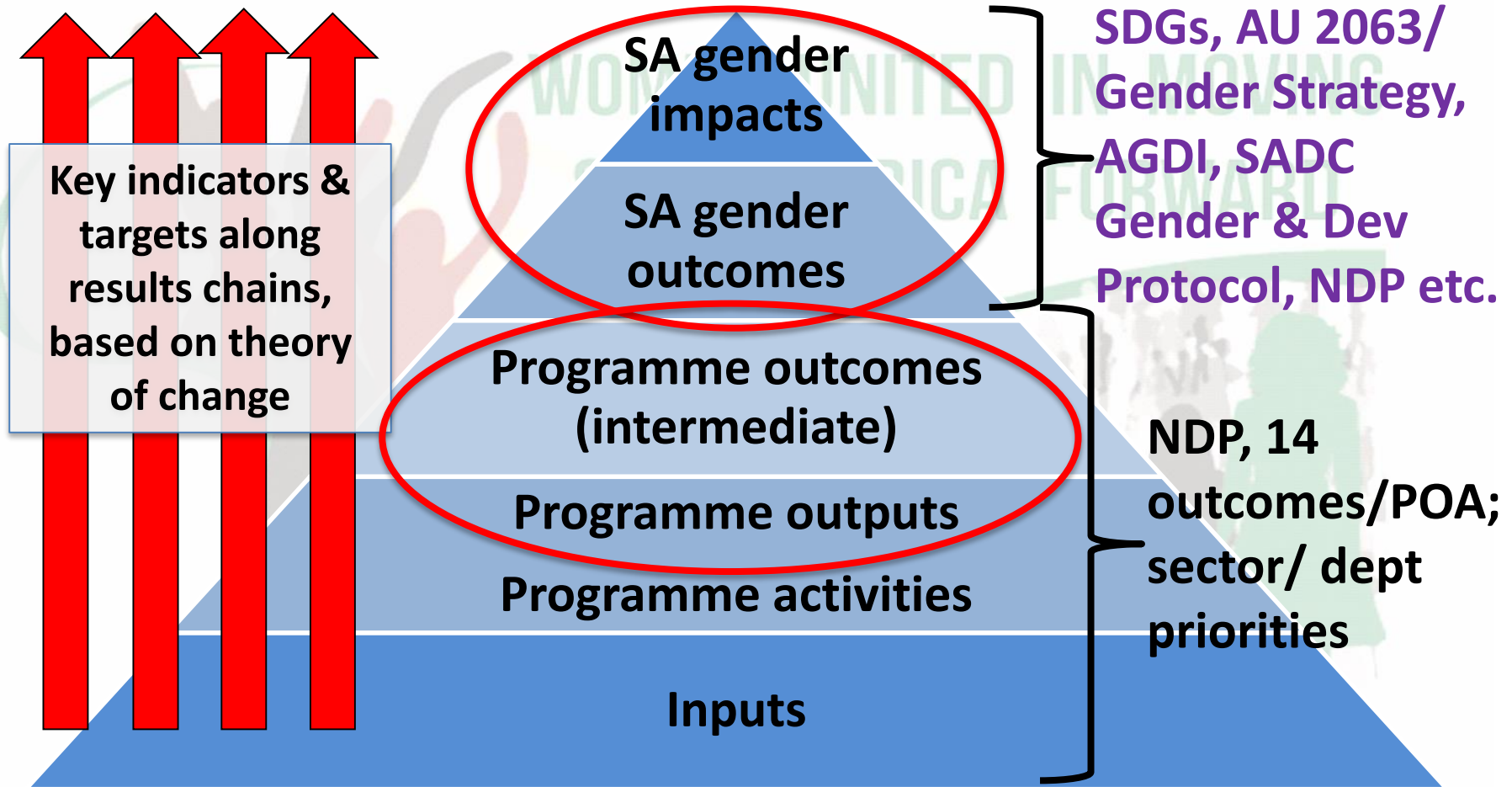
- Study on gender-responsiveness of national PME systems (with DPME)
- Post-CSW POA policy priorities on gender equality and women's empowerment
- 25YR to make recommendations on:
 - Overall gender policy priorities for 2019-2024
 - WEGE interventions within sectoral policies

GENERATION OF GENDER-RESPONSIVE DATA & EVIDENCE

- Initial conceptualisation of Country Gender Indicator Framework, including gendering SDGs, NDP etc.
- 25YR incl. performance on SDGs, AU Agenda 2063, NDP, MTSF
- SDG Goal 5 Working Group with Stats SA, CGE, DPME etc.
- CGE country report on African Gender Development index (AGDI)
- Draft SDGEA report



SA Gender Indicator Framework



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SA Gender Indicator Framework



*Two **key domains** for Gender Indicator Framework*

Development indicators

Indicators of country gender development impact & national outcomes. Taking into account SDG, AU, SADC & NDP gender policy & indicators as well as SA gender policy priorities

Programme performance indicators

Outcome & output indicators for gender priority programmes across 14 Outcomes and sectors

Key sector indicators incl.

- Economic empowerment, financial inclusion, employment, ownership, infrastructure
- Social sector, basic services, health, education
- Governance, agency and voice: representation, participation etc.

Provincial & local govt indicators

Other indicators specific to provincial and local government



Mainstreaming gender within PBME



National component	Gender-responsive approach: PLANNING & MONITORING
Mandate paper	<ul style="list-style-type: none"> • Mandate paper to include country gender policy priorities, based on evidence, including ETR etc. to inform budget allocations
NDP	<ul style="list-style-type: none"> • Gendered revision of NDP in line with SDGs
NDP monitoring through the outcomes approach and POA	<ul style="list-style-type: none"> • Mainstreamed and targeted gender outcomes/ outputs etc. • Gendered analysis of POA data • Every outcome performance report to include analysis of gender performance (DOW-DPME) prior to submission to FOSAD and cabinet clusters
Integrated Planning Bill	<ul style="list-style-type: none"> • Mainstreaming gender throughout Planning Bill • Provision for roles of MOW & DOW



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Mainstreaming gender within PBME



National component	Gender-responsive approach: PLANNING & MONITORING
25 year review	<ul style="list-style-type: none">• DOW coordination of 25-year review on status of women and gender equality since 1994 with a specific focus on 2014-2019
	<ul style="list-style-type: none">• Performance 1994-2019<ul style="list-style-type: none">• Programme performance• Overall outcomes and development indicators• Diagnostic / Problem statement• Identification of gaps and priorities ahead• Inputs/ Dialogues by women in various sectors



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Mainstreaming gender within PBME



National component	Gender-responsive approach: PLANNING
Short to medium term planning framework / regulations	<ul style="list-style-type: none"> • Gender-mainstreaming in all institutional, sectoral, provincial and municipal plans and in implementation programmes, logframes etc. • Gender analysis in situational analysis • Every public entity 5-year and annual MTEF plans to include per programme: <ul style="list-style-type: none"> • Mainstreamed gender indicators & targets • Targeted gender intervention targets • TIDs to indicate how data collection will be sex-disaggregated
Medium Term Strategic Plan	2019-2024 MTSP to include gender policy priorities, outcomes, indicators and targets based on analysis of evidence
Short-term plans/ APPs (annual plans)	Gender analysis of APPs (first and second draft)/ provision of feedback to Depts & entities



Mainstreaming gender within PBME



National component	Gender-responsive approach: POLICY PRIORITIES
Five-year gender policy priorities for 2019-2024	<ul style="list-style-type: none">• Five-year Gender Delivery Agreements (President-Ministers)• Annual gender priorities• Gender priorities integrated as part of Mandate Paper (Budget Prioritisation Framework)• Informs budget bids and allocations of Depts & public entities• Gender Budget Statement by Minister of Finance• Gender priorities and targets integrated within Dept Medium and Short-term Plans (Strategic Plans/ Annual Performance Plans)



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Mainstreaming gender within PBME



National component	Gender-responsive approach: EVALUATION, KNOWLEDGE AND EVIDENCE
National Evaluation System	<ul style="list-style-type: none">• Gender-responsive requirements included in improvement plan from NES evaluation• Gender-responsive guidelines and templates to be developed• NEP/ PEPs/ DEPs to include:• Targeted gender evaluations• Gender-responsive evaluation questions in each evaluation (where relevant)• Gender responsive analysis of concept notes and NEP proposals
Knowledge Repository	Collaboration on gender component of DPME Knowledge and Evidence Repository



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Mainstreaming gender within PBME



National component	Gender-responsive approach (FSDM & MPAT)
Frontline Service Delivery Monitoring and Citizen-Based Monitoring	<ul style="list-style-type: none">• Gendered assessments, interventions and improvement plans• Gender-sensitivity of services/sites etc. within rating system, incl. schools, health institutions, police stations, courts etc.• Prioritisation of women-specific service assessments
MPAT	<ul style="list-style-type: none">• Mainstreaming of gender and ratings across all KPAs• Gender-responsiveness key in review of MPAT• Consultation with DOW in review process



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Mainstreaming gender within PBME



National component	Gender-responsive approach (OTHER)
International Reporting	<ul style="list-style-type: none"> • Indicators arising from international obligations to be included in overall govt planning, M&E frameworks and data collection systems • Collaboration on international reporting
Phakisa	<p>Phakisa prioritisation to include:</p> <ul style="list-style-type: none"> • Intervention which will impact on improved GEWE • Mainstreaming of gender issues within other Phakisa projects
National and Provincial PME Forum	Gender planning, monitoring and evaluation issues as standing item on agendas of PME Forums
FOSAD/ Presidency	Revision of cabinet memo template and SEIAs to include gender requirements



Mainstreaming gender within PBME



National component	Gender-responsive approach (OTHER)
Statistics SA	<ul style="list-style-type: none">• Collaboration on gender-mainstreaming within the country SDG system incl. setting of gender indicators, data collection etc.• Collaboration on development of Gender Indicator Framework• Improving SDG indicators and data collection
National Treasury	<ul style="list-style-type: none">• Inclusion of gender perspective in MTEC process, budget guidelines and processes, ENE etc.• Inclusion of gender in MTBPS, national budget speech and budget book
CGE	<ul style="list-style-type: none">• Oversight, accountability and research
Parliament	<ul style="list-style-type: none">• Oversight and accountability of depts
Auditor General	<ul style="list-style-type: none">• Gender-responsive auditing of Dept plans and performance



Key roleplayers



- **Key partners on GRPBM&EA**
 - Central role by DPME, National Treasury and DOW
 - Other key centre of govt departments: DPSA, Stats SA, COGTA
 - Provinces – led by Offices of the Premier and Provincial Treasuries
 - Municipalities – led by Mayors offices
- **All govt departments and public entities**
- **Need for key centre of govt/ Presidency departments to ensure sustained engagement to ensure mainstreaming of gender across the planning, monitoring and evaluation system**
- **Ad hoc approach will be both inefficient and slow**
- **High-level interdepartmental Gender Responsive Planning, Budgeting, Monitoring and Evaluation Steering Committee**



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Conclusion



- **Almost 25 years into our democracy, women's empowerment and gender equality remains elusive**
- **Rising tide of discontent among women, esp young women**
- **Gender-responsive planning, budgeting, monitoring and evaluation and gender auditing provides critical opportunity to drive performance on gender equality and empowerment of women and improvement in lives of women and girls**
- **Need for broad-based support to ensure it becomes a reality**



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