



FRAMEWORK ON GENDER-RESPONSIVE PLANNING, BUDGETING, MONITORING, EVALUATION AND AUDITING

DECEMBER 2018

Acronyms

9PP	Nine Point Plan
AU	African Union
BBBEE	Broad-Based Black Economic Empowerment
CGE	Commission for Gender Equality
CSI	Corporate Social Investment
CSO	Civil society organisations
DOW	Department of Women
DPME	Department of Planning, Monitoring and Evaluation
ESEID	Economic Sectors, Employment and Infrastructure Development
GEWE	Gender Equality and Women's Empowerment
GRB	Gender Responsive Budgeting
GRPB	Gender Responsive Planning and Budgeting
GRPBMEA	Gender Responsive Planning, Budgeting, Monitoring, Evaluation and Auditing
ICT	Information and Communication Technology
NDP	National Development Plan
NPC	National Planning Commission
NT	National Treasury
PME	Planning, Monitoring and Evaluation
PPPFA	Preferential Procurement Policy Framework Act
SADC	Southern African Development Community
SAHRC	South African Human Rights Commission
SDG	Sustainable Development Goals
SEFA	Small Enterprise Finance Agency
SMME	Small Medium and Macro Enterprises
StatsSA	Statistics South Africa
STEE	Social Transformation and Economic Empowerment
SOC	State-Owned Companies
TOC	Theory of Change
UNDP	United Nations Development Programme

UNWomen	United Nations Entity for Gender Equality and the Empowerment of Women
WEF	Women Empowerment Fund

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1. Background and introduction

Persistence of gender inequality

Despite notable advances in gender equality and women's empowerment since the inception of democracy in South Africa, the majority of women and girls still suffer from multi-dimensional poverty, inequality and discrimination on the basis of gender. This is compounded by multiple deprivations and deep-seated social problems such as gender-based violence.

While women's representation in political organisations, public service employment and institutions such as parliament has improved considerably since 1994, women continue to face political, social and economic exclusion. The Commission for Employment Equity (2018) reports that, while women constitute 46,6% of professionally qualified employees within designated employers, only 22,9% of top management are women. In government 32,6% of top management are women, while in the private sector, just 21,6% are women (CEE, 2018).

The country's triple challenge of poverty, inequality and unemployment has a disproportionate impact on women and serves to further entrench gender inequality and women's powerlessness. Close to 42% of females live below the lower-bound poverty line, compared to 38% of males (Stats SA 2015).

While women in general face gender-based discrimination, it should be noted that women are not a homogenous group and that women's inequality and deprivation is compounded by race, class, spatial location and other dimensions. Young, African women are worst affected by poverty and unemployment.

Women's exclusion from the mainstream economy and lack of access to economic opportunities is further underpinned by *inter alia*:

- Patriarchy and unequal gender relations;
- A legacy of racial oppression and marginalisation;
- Unequal access to, ownership and control of the economy and productive resources, including land;
- Women's unequal burden of unpaid care work.

Paradigm shift

Gender-responsive planning, budgeting, monitoring, evaluation and auditing (GRPBMEA)¹ is an imperative in achieving the country's constitutional vision of a non-sexist society. It is aimed at ensuring better outcomes for women and girls and more tangible gender impacts in South Africa. Investing in women's empowerment

¹ The acronym GRPB will be used interchangeably with GRPBMEA.

and reducing the gender gap is an important driver of inclusive economic growth and development and will benefit both women and men, boys and girls.

Gender-responsive budgeting as an important component of GRPMBEA and aims to bring gender mainstreaming to public finances, which eventually results in gender responsive budgets. Gender responsive budgets are not separate budgets for women but are general budgets that are planned, approved, executed, monitored and audited in a gender responsive way. The primary objective of gender responsive budgeting is to ensure that resources are raised and spent to eliminate gender disparities.

Recent research undertaken by the International Monetary Fund and the World Bank has clearly shown that a reduction in gender inequality is also beneficial for economic growth. This research provides strong evidence that inequality between women and men is costing the world billions a year in lost economic growth. The IMF suggests that countries should use their annual budgets to ensure that public money is spent to reduce the gender gap. The World Bank argues that empowering female entrepreneurs has the potential to create jobs, increase incomes, lift millions out of poverty, and lead to greater economic and social transformation (2014).

GRPBMEA is therefore a critical strategy in harnessing the gender dividend and ensuring a paradigm shift towards gender mainstreaming across the state machinery and taking forward the country's efforts:

- To achieve our Constitutional vision of non-sexist society and gender equality;
- To ensure women's empowerment and gender equality are at the centre of public policy priorities, results-based planning and budgeting and accountability;
- To ensure allocation of adequate resources for women's empowerment and gender equality linked to broader public finance reforms;
- To enhance the country's overall levels of inclusive growth, development and the broader political and socio-economic transformation agenda.

Background

South Africa was previously seen as leading globally on Gender Responsive Budgeting (GRB) initiatives and provided support to a number of African countries in developing their GRB systems. Over 100 countries globally have or are currently implementing GRB initiatives (UNWomen 2015), across all regions of the world including countries in Africa, such as Uganda and Rwanda, as well as BRICS countries such as China and India.²

² For more information on country experiences in implementing GRB, see <http://gender-financing.unwomen.org/en>.

While past South Africa attempts have tended to focus on GRB, it is widely recognized that GRB is less effective in the absence of gender-responsive planning as well as monitoring, evaluation and auditing components of the overall evidence-based policy and results-based performance management cycle.

This draft Framework on GRPBMEA aims to ensure a more sustainable, comprehensive and multi-sectoral approach to gender mainstreaming within the country's planning, monitoring and evaluation and public financing systems. It therefore focuses on closing the gap between plans and budgets through an overall approach of mainstreaming gender through the planning, budgeting, monitoring, evaluation and audit cycle.

The Framework has been developed through collaboration with key government partners, including the Department of Planning, Monitoring and Evaluation – the DOW's sister department – and National Treasury. It has also been enhanced through consultation with civil society stakeholders. It is intended that, following consultations with stakeholders, the Framework will be submitted to Cabinet for consideration.

2. Mandate of the Department of Women

The DOW is 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 and equal enjoyment of all human rights and fundamental freedoms. This mandate derives from multiple global normative frameworks: the Convention on the Elimination of All Forms of Discrimination against Women (1979); the Beijing Declaration and Platform for Action (1995); Sustainable Development Goals (SDG) Agenda 2030, and is aligned with regional and national instruments, including: the African Union (AU) Agenda 2063, the AU Gender Strategy (2018), the Solemn Declaration on Gender Equality in Africa (2004) and other relevant instruments; Southern African Development Community (SADC) Protocol on Gender and Development; National Development Plan, 2030; National Policy Framework for Women's Empowerment and Gender Equality.

The Department of Planning, Monitoring and Evaluation (DPME) has overall responsibility for ensuring government delivery on development objectives. The DPME and DOW both sit within the Presidency at the centre of government. This provides an opportunity to collaborate on gender responsive planning, monitoring and evaluation to improve performance and outcomes on gender equality and the

empowerment of women and girls. Other centre of government, entities and Chapter 9 institutions have key roles to play in GRPB particularly the National Treasury, Commission on Gender Equality, Department of Public Services and Statistics SA. Overall, all government departments, public entities, provinces and municipalities have a mandate to deliver on the Constitutional vision to build a non-sexist society and ensure gender equality and women's empowerment (See Figure 1)

3. The need for GRPBMEA

3.1 High-level problem statement

South Africa faces development challenges, critical inequalities and social problems which have a negative impact on the lives of women and girls. The high-level problem statement which gives rise to the need for GRPBMEA is discussed at two levels: (i) gender inequality and the exclusion and subordination of women at a political, economic and social level; (ii) weaknesses in the institutionalisation of gender mainstreaming across the state machinery, which prevent state actors from addressing these problems.

3.1.1 Political, economic and social exclusion

Women's participation, representation, voice and agency at all levels of society has improved since the inception of democracy. However, the prevalence of patriarchal norms, compounded by women's economic and social exclusion, means that women remain subordinate and under-represented in many spheres of social life, including those related to decision-making at a political and governance level, as well as within important social institutions such as faith-based organisations. The country's legislative framework and justice system continues to disadvantage most women, particularly those from vulnerable sectors. Women and girls continue to suffer from harmful practices and discrimination in relation to inheritance rights.

The majority of women are more adversely affected by unemployment, income inequality and unequal pay compared to their male counterparts. In 2018, the female labour force participation rate was at 52,9% compared to 65.5% for men. They often lack access to quality skills development and tertiary education and are generally confined to the lower-paid and vulnerable sectors of the economy. In addition, women bear a disproportionate burden of unpaid care work, which further constrains their participation in the broader economy. Women and girls continue to suffer from harmful practices and discrimination in relation to inheritance rights. They have been excluded from ownership and control of the economy and access to productive resources, including land. The November 2017 Land Audit Report showed that women own just 17% of land compared to 46% owned by men.

Additionally, women, particularly women in rural areas and in poor urban and informal settlements, face inadequate access to basic services such as water, sanitation, energy and transport. Women are often worst affected by a lack of access to decent education (from primary to tertiary education), quality health care, public safety and information and communications technology. The prevalence of gender-based violence is perpetuated by patriarchal norms and practices, a legacy of structural violence and weaknesses in the criminal justice system. Together these factors compound women's subordination.

3.1.2 Weak institutionalisation of gender mainstreaming across the state machinery

Within the state machinery, among the most important factors of relevance to the high-level problem statement relating to GRPBMEA are the following:

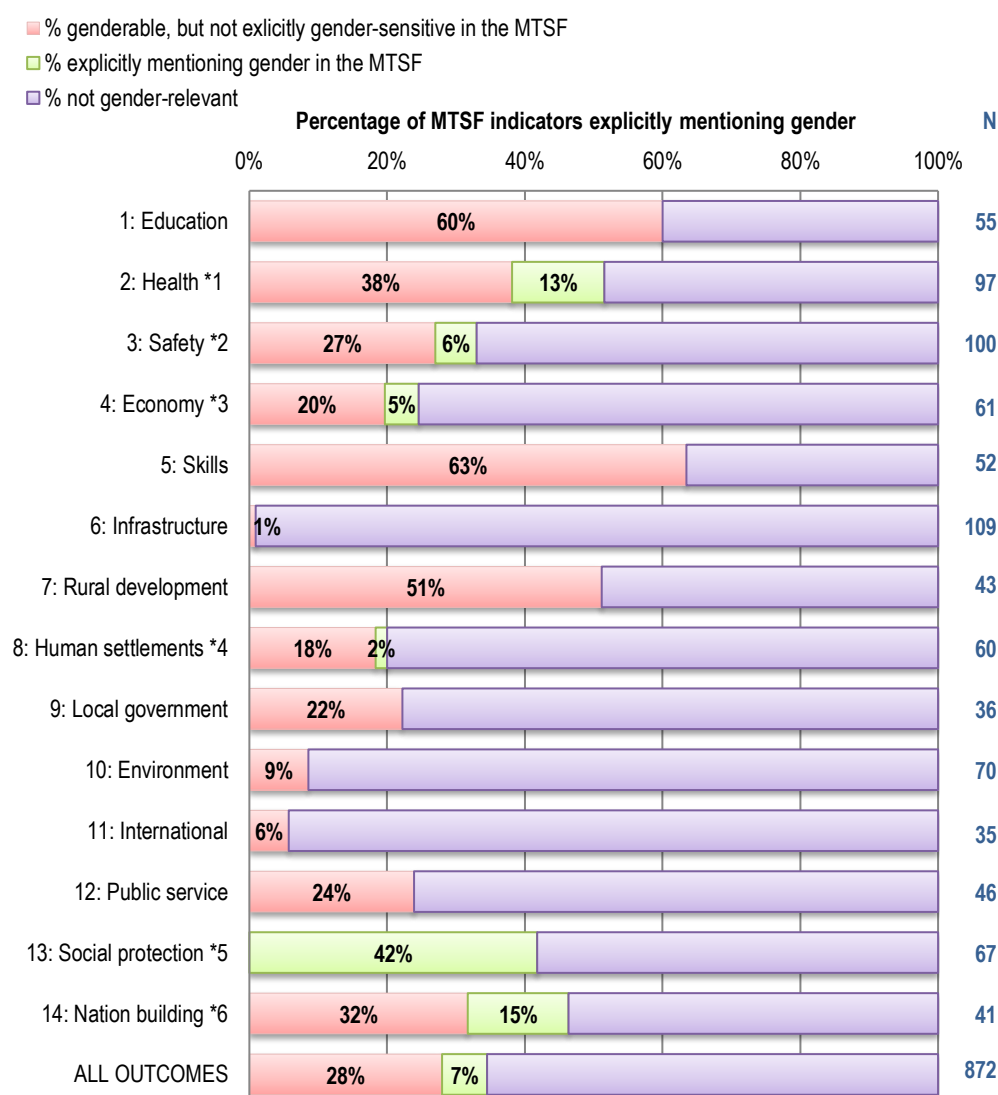
- Following advances in first phase of democracy in gender policy, planning and budgeting (GRPB), more recently, South Africa has experienced regression in relation to gender mainstreaming. There are numerous examples of this and is particularly evident in the lack of gender targets within government's planning and monitoring systems and the weakness of the National Gender Machinery.
- Despite policies, commitments and obligations, there is limited evidence of gender mainstreaming in practice across the democratic state. Gender equality and women's empowerment is often an after-thought or relegated to a sector or specific outcome rather than being seen as an integral component across all sectors, outcomes and spheres of government and the state as a whole. An example of this is the Budget Prioritisation Framework (Mandate Paper) released in 2018, which is virtually gender blind.
- Many national, sectoral, provincial and local policies, plans, budgets and practices are gender blind or even gender negative, resulting in negative outcomes that aggravate or reinforce existing gender inequality and norms.
- There is generally a lack of explicit gender-responsive indicators within national development planning as well as planning and monitoring instruments at sectoral, provincial and institutional levels. An analysis of the 2014-2019 Medium Term Strategic Framework (MTSF) showed that only 7% explicitly mention gender, 65% were gender silent and 28% could be gender disaggregated but made no reference to gender (see figure below).
- There is poor accountability for performance, outcomes and results relating to gender equality and women's empowerment performance across the state

sector, including public entities, which are responsible for a significant proportion of public expenditure in the country.

- A number of important gender equality and women's empowerment policies and systems are outdated, with a lack of implementation and monitoring of implementation. For example, South Africa's National Policy Framework for Women's Empowerment and Gender Equality, dates back to 2000. While the Department of Women has made a number of important interventions over the past year, there is limited evidence of the monitoring of gender programmes within national monitoring and reporting systems or by parliamentary oversight committees. Oversight on women's empowerment and gender equality tends to be limited to the Portfolio Committee on Women rather than as a transversal responsibility of all committees.
- There is a lack of coherent policies, programmes, systems and procedures to promote gender-responsive policy, research, planning, budgeting, monitoring, evaluation and auditing in South Africa.
- While the DPME introduced the Budget Prioritisation Framework (Mandate Paper) in an effort to ensure that budget allocations are informed by government's policy priorities, the mandate paper is silent on gender priorities. This effectively translates into a perpetuation of the status quo or regression with regard to women's empowerment and gender inequality.
- While various initiatives exist to drive the gender agenda, including with regard to gender-responsive planning, budgeting and policy, these are often fragmented and lack coherence and broad-based political support.
- There is little evidence of gender-responsive budgeting, gender-sensitive resource allocation or efforts to ensure that adequate resources are allocated towards programmes aimed at ensuring gender equality or that women benefit equitably from delivery.
- Despite efforts by Statistics SA, gender statistics and performance data remains inadequate, with uneven sex-disaggregated data at impact, outcome and programme performance level. This makes it difficult to make evidence-informed assessments on the effect of interventions and measures intended to advance gender equality and women's empowerment.
- There are various pockets of knowledge and evidence production on gender across the state and non-state sector but these are often inaccessible and no single gender evidence repository exists.

- There are limited evidence-based national and sectoral evaluations relevant to gender equality and women's empowerment to inform interventions, policy and programming.
- There is an under-resourcing of the National Gender Machinery in general. This includes a mismatch between the resources of DOW and its government-wide mandate, especially when compared to other centre of government departments such as DPME, DPSA, National Treasury and Stats SA. This lack of human and financial resources constrains the role of DOW in carrying out its government-wide mandate in relation to gender planning, budgeting, monitoring and evaluation and driving the gender agenda more broadly.
- There is a lack of institutional mechanisms for the coordination of GRPBMEA across government and across spheres of government.
- While inroads are being made, there is insufficient high-level buy-in on the importance of GRBPMEA, including at the level of critical role-players such as cabinet, the Minister of Finance and parliament.

Figure: Gender analysis of MTSF indicators



Source: Twende Mbele, 2018

3.2 Policy and legislative context and commitments

This section provides an overview of the policy and legislative commitments relating to gender mainstreaming and the related components of gender-responsive budgeting and planning, at a global (United Nations), continental (African Union), regional (Southern African Development Community) and national level.

Commitments on financing for gender equality and the empowerment of women have been made by governments at an international level, including at the Fourth World Conference on Women (1995), the twenty-third special session of the General Assembly (2000), and more recently as part of the 2030 Agenda for Sustainable Development and the Third International Conference on Financing for Development

(FfD). These have often been linked to the need for gender responsive policy, planning as well as monitoring and evaluation. Global and regional commitments to financing gender equality are presented in Table 2 below.

Table 2: Global and regional normative agreements

Normative Framework	Main commitments re: financing gender equality and/or gender mainstreaming
Global	
<i>CEDAW (1979)</i>	CEDAW addressed financing in its general recommendations on “Effective national machinery and publicity” (No. 6), “Women and health” (No. 24) and “Political and public life” (No. 23). The Committee encouraged state parties to provide adequate resources to national machineries for the advancement of women to enable them to work effectively for the promotion of gender equality and the enjoyment of women’s rights. It encouraged political parties to provide financial resources to overcome obstacles to women’s full participation and representation. In a number of recommendations, the Committee calls on State parties to allocate necessary resources to undertake appropriate measures to improve women’s health, to increase educational opportunities for girls, to combat all forms of violence against women and to improve the situation of rural women. The Committee called on State parties to monitor the effects of macro-economic policies, including trade agreements, on women, to ensure that all national development policies, plans and programmes explicitly promote women’s equality and empowerment, and to seek innovative sources of funding and assistance for the promotion of gender equality, including in partnership with the private sector.
<i>Beijing Declaration and its Platform for Action (1995) & Corresponding Reviews (2000; 2005;2010; 2015; 2020 (forthcoming))</i>	The principle of financing for gender equality is grounded in the Beijing Declaration and Platform of Action. It emphasizes that its full implementation demands “a political commitment to make available human and financial resources for the empowerment of women. This requires the integration of a gender perspective in budgetary decisions on policies and programmes, as well as the adequate financing of specific programmes for securing equality between women and men” (para 345).The Beijing Platform for Action calls for sufficient resources to be allocated to national machineries for the advancement of women as well as to all institutions, as appropriate, that can contribute to the implementation and monitoring of the Platform for Action. Governments are also called upon to create a supportive environment for the mobilization of resources by non-governmental organizations, particularly women’s organizations and networks, feminist groups, the private sector and other actors of civil society, to enable them to contribute towards this end.

	The Beijing+5 Outcome document reiterated that “(l)imited resources at the state level makes it imperative that innovative approaches to the allocation of existing resources be employed, not only by governments but also by non-governmental organizations and the private sector.” One such innovation is the gender analysis of public budgets, which emerged as an important tool to assess the impact of expenditures on women and men to help ensure the equitable use of existing resources. More recently, the Secretary General’s report on the twenty-year review of the Platform for Action (2015)³ identified underinvestment in gender equality and women’s empowerment as a major factor for slow and uneven progress in all 12 critical areas of concern. The upcoming Beijing +25 will provide additional reflections and evidence of the current state of financing gender equality.
<i>UN Commission on the Status of Women</i>	At its 52nd session in 2008, the Commission on the Status of Women issued <u>agreed conclusions</u> on financing for gender equality and women’s empowerment. The <u>UN Secretary-General’s report</u> for the session defined financing for gender equality as the process of “ensuring adequate resource allocations to translate commitments on gender equality and women’s empowerment into action, including financing of critical stakeholders within national women’s mechanisms, and women’s organizations.” In 2012, the Commission reviewed implementation of the 2008 agreement and <u>highlighted progress</u>, as well as continuing challenges, in integrating gender in national budgets, development cooperation and the United Nations.
<i>International Conferences on Financing for Development</i>	The Monterrey Consensus adopted at the International Conference on Financing for Development in March 2002 in Mexico, highlighted the importance of a holistic approach to financing for development, including gender-sensitive development, and encouraged the mainstreaming of a gender perspective into development policies at all levels and in all sectors. It stressed the critical need for reinforcing national efforts in building capacity for gender budget policies. The Doha Declaration (2008) reiterated the commitments to financing gender equality, in particularly in paragraphs 4, 10, 11, 13, 19 and 41. The Addis Ababa Action Agenda, adopted at the Third International Conference on Financing for Development (July 2015), recognizes the centrality of financing for gender equality and women’s empowerment to achieve sustainable and inclusive development. It identified a set of critical actions, including: • To increase transparency and equal participation in the budgeting process and promote gender responsive budgeting and tracking (para 30).

³ E/CN.6/2015/3

	• To track and report resource allocations for gender equality and women's empowerment. • To reinforce national efforts in capacity-building in developing countries in such areas as public finance and administration, social and gender responsive budgeting (para 115).
<i>Sustainable Development Goals</i>	In the UN General Assembly resolution Transforming our world: 2030 Agenda for Sustainable Development (A/RES/70/1), all countries agreed to "work for a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels. All forms of discrimination and violence against women and girls will be eliminated, including through the engagement of men and boys. The systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial." (para 20)
<i>Continental & Regional</i>	
<i>African Union Solemn Declaration on Gender Equality in Africa (2004)</i>	Member States of the African Union (AU) are committed to report annually on progress on gender equality, in line with the Solemn Declaration on Gender Equality (2004).
<i>Optional Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)</i>	The African Women's Protocol, as it is commonly known, reinforces the articles outlined in CEDAW and the principles underpinning the Beijing Platform for Action on the need for adequate and appropriate funding for achieving women's empowerment and gender equality in AU member states. Article 19 on the Right to Sustainable Development states that: "Women shall have the right to fully enjoy their right to sustainable development. In this connection, the States Parties shall take all appropriate measures to introduce the gender perspective in the national development planning procedures".

<i>African Union Agenda 2063</i>	Aspiration 6 entitled “[a]n Africa whose development is people-driven, relying on the potential offered by African people, especially its women and youth, and caring for children” identifies full gender equality in all spheres of life as the critical factor and women and girls empowerment as a priority. Aspiration 7 identifies “Africa tak[ing] full responsibility for financing her development” as a critical factor and that the priority must be “fiscal systems and public financing”.
<i>The African Union Strategy for Gender Equality and Women’s Empowerment (2017-2027)</i>	Adopted in May 2018, the Strategy states that at the national level, governments are expected to ensure the advancement of women is vested in the highest possible level of government and ensure that there are sufficient resources in terms of budgets and professional capacity. It describes Gender Responsive Budgeting as a process of conceiving, planning, approving, executing, monitoring, analysing and auditing budgets in a gender-responsive way. This involves analysis of actual government expenditure and revenue on women and girls as compared to expenditure on men and boys. One of the enabling principles identified in the AU strategy is that of “Accelerating financing”. Pillar 3 of the strategy refers to gender-responsive governance, which involves taking deliberate measures to transform institutions through gender governance systems including gender responsive budgeting. In the subsection on Budgets and Finance Arrangements, the strategy provides for gender audits of budgets to determine the extent of gender-responsive budgeting,
<i>SADC Protocol on Gender and Development, as amended in 2016</i>	Explicitly calls for gender responsive budgeting. Article 15 on Economic Policies and Decision Making in the Protocol, section 2 calls on State Parties to: “...ensure gender sensitive and responsive budgeting at the micro and macro levels, including tracking, monitoring and evaluation.”

3.2.1 National policy commitments

The Women’s Charter of 1954

One of the earliest documents setting out a vision of a non-sexist society in South Africa was the Women’s Charter, which was adopted in 1954. The preamble to the Women’s Charter states: “We the women of South Africa, wives and mothers, working women and housewives, African, Indians, European and Coloured, hereby declare our aim of striving for the removal of all laws, regulations, conventions and customs that discriminate against us as women, and that deprive us in any way of our inherent right to the advantages, responsibilities and opportunities that society offers to any one section of the population”.

The Women's Charter for Effective Equality, 1994

The 1954 Women's Charter was followed by the 1994 Women's Charter. Developed by a coalition of women at the dawn of democracy in South Africa, it staked women's claim to equality in a democratic South Africa.

The preamble to the 1994 charter states: "As women, citizens of South Africa, we are here to claim our rights. We want recognition and respect for the work we do in the home, in the workplace and in the community. We claim full and equal participation in the creation of a non-sexist, non-racist democratic society.... Recognising our shared oppression, women are committed to seizing this historic moment to ensure effective equality in a new South Africa... As women we have come together in a coalition of organisations and engaged in a campaign that has enabled women to draw on their experience and define what changes are needed within the new political, legal, economic and social system...."

In Article 1: Equality, the Charter states: "Equality underlies all our claims in this Charter. We recognise that the achievement of social, economic, political and legal equality is indivisible. Our struggle for equality involves the recognition of the disadvantage that women suffer in all spheres of our lives. As a result similar treatment of women and men may not result in true equality. Therefore the promotion of true equality will sometimes require distinctions to be made... The principle of equality shall be embodied at all levels in legislation and government policy. Specific legislation shall be introduced to ensure the practical realisation of equality. The state shall establish appropriate institutions to ensure the effective protection and promotion of equality for women. These institutions shall be accessible to all women in South Africa.

Constitution of the Republic of South Africa, 108 of 1996

Section 9(2) of the Bill of Rights in the Constitution guarantees the full and equal enjoyment of all rights and freedoms by people of all genders. It furthermore provides that legislative and other measures designed to protect or advance persons or categories of persons disadvantaged by unfair discrimination, may be taken to promote the achievement of equality.

Section 9(3) states that "the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth"; and section 10 states that "everyone has inherent dignity and the right to have their dignity respected and protected".

National Development Plan 2030

The NDP acknowledges that women make up a larger percentage of the poor, particularly in rural areas. The plan also takes gender along with race and geographical location into account, proposing a range of measures to advance women's equality. In line with this, the NDP proposed recommendations that focus on women's empowerment as follows:

- Public employment should be expanded to provide work for the unemployed, with a specific focus on women and youth;
- Transformation of the economy should involve the active participation and empowerment of women;
- The role of women as leaders in all sectors of society should be actively supported;
- Social, cultural, religious and educational barriers to women entering the job market should be addressed. Concrete measures should be put in place and the results should be evaluated over time. Access to safe drinking water, electricity and quality early childhood education, for example, could free women from doing the unpaid work and help them seek for jobs;
- By 2030, people living in South Africa should have no fear of crime. Women, children and those who are vulnerable should feel protected;
- Security of tenure should be created for communal farmers, especially women.
- The DOH should design and pilot a nutritional intervention programme for pregnant women and young children;
- Coverage of the ARV to all HIV positive persons requiring such drugs should be expanded, alongside treatment of high risk HIV negative persons. Effective microbicides should be offered routinely to all women 16 years and older.

South African National Policy Framework for Women's Empowerment and Gender Equality (2000)

This Gender Policy Framework attempts to ensure that the process of achieving gender equality is at the very center of the transformation process in South Africa within all the structures, institutions, policies, procedures, practices and programmes of government, its agencies and parastatals, civil society and the private sector.

In subsection 1.4.1 "Challenges Facing South Africa" in the Policy Framework, it is stated that: "South Africa is faced with many challenges. To achieve a society free of racism and sexism the country must undergo a paradigm shift with regard to how resources are allocated and how people relate to each other. The challenges facing South Africa have been translated into national priorities. All of these priorities have compelling gender dimensions which need to be addressed if the country is to advance towards gender equality."

The Policy Framework goes on to add that “the national machinery must not only aim but also show progression towards the... allocation of resources for the benefit of women in rural and urban areas and mechanisms ensuring that these resources reach them.” In addition, the Policy Framework in Section 1.8 on “Resource Allocation” states that “[w]hile South Africa has designed a most comprehensive National Machinery, it must also support it to ensure that it achieves its optimal potential. In this light, the Gender Policy Framework encourages serious consideration and application of the following premises: (i) The allocation of resources by various executive and legislative structures is crucial to ensuring that the policy on gender equality is implemented; (ii) Co-ordination, capacity building, communication, networking and collaboration towards the implementation of the Gender Policy Framework require various types of resources including information technology and personnel; (iii) Regular technical advisory services need to be made available to the national, provincial and local structures for the mainstreaming of gender equality; and (iv) Adequate staffing, institutional infrastructure, monitoring and evaluation, disseminating information, maintaining active partnerships and capacity building all require strategic interventions to enable the machinery to work effectively towards the goal of women’s empowerment and gender equality. Institutional support mechanisms will have to be put in place in order to assist in realising these strategic goals. The need to proceed with proper resourcing of the national machinery is affirmed by the findings of the National Audit.”

Public Sector 8 Principle Plan for Heads of Departments on Women's Empowerment and Gender Equality (DPSA, 2007)

The HOD Principles intervention was endorsed by Cabinet and implemented by the Minister of Public Service and Administration and made part of the KPIs of Accounting Officers in National and Provincial Departments. Principle 7 refers to “providing adequate resources” to advance women in society in general, and not just as public servants. This meant that GRB was expected to be taking place within each department in the public service.

3.3 Previous GRPB initiatives in South Africa and key lessons⁴

South Africa initiated a number of Gender-Responsive Budgeting initiatives after the democratic breakthrough in 1994 and was seen as leading on the continent and even globally in developing and implementing GRB initiatives. While many of these subsequently collapsed, there are important lessons to learn from these experiences.

⁴ Most of the information in this section is drawn from the paper produced by UN Women on South Africa’s Experience in Gender Responsive Budgeting (2012)

3.3.1 Women's Budget Initiative

Among the best-known initiatives was the Women's Budget Initiative (WBI) which started in 1995, in the early years of the post-apartheid government, and was driven by research-oriented non-governmental organisations and the Joint Standing Committee on Finance in the national parliament. The overall aim was to ensure that "the demands of the anti-apartheid struggle for race and gender equality would be reflected in the policies and programmes and related budgets of the post-apartheid Government. In its first three years the initiative produced in-depth analysis of the budgets of all departments of the national sphere of Government, as well as analysis of several related issues. The Women's Budget Initiative attracted widespread attention both within South Africa and beyond. It helped put GRB on the local and international agenda. It also played a part in revision of some policies and related budgets. At a practical level it helped develop a framework for GRB analysis that was subsequently used in many other initiatives in South Africa and beyond" (UN Women 2012). The initiative continued in various forms, with the parliamentary Joint Monitoring Committee on the Improvement of the Quality of Life and Status of Women playing a role, but later disappeared. Parliamentary activities subsequently focused on workshops to reflect on the gender prioritisation of budgets.

3.3.2 Commonwealth Secretariat

While the WBI was linked to parliament, a GRB initiative supported by the Commonwealth Secretariat was located in the then Department of Finance (National Treasury). Apart from one consultant, the participants in the initiative were all civil servants. The overall aim was to "engender" government budget publications. This was done through inserts in the budget documents tabled on Budget Day which followed the style of the publications at that time. Inclusion of the "gender text" in these documents rather than production of a separate document was seen as a way of mainstreaming and highlighting gender issues for all readers. Despite the decision to build and use national capacity while drawing on international technical expertise, the initiative collapsed after the Commonwealth project ended, lasting for only two years – 1998 and 1999.

3.3.4 Provincial initiatives

Provincial initiatives in the Western Cape and Gauteng provinces involved government initiatives that required Government officials in line departments to account for how their policies, programmes and related budgets advanced gender equality.

The core of the activity was the production of gender budget statements. The hope was that this exercise, in addition to promoting accountability, would open the eyes of the officials concerned and encourage them to increase the gender-

responsiveness of their policies, programmes and budgets. In both provinces the legislatures played a role as key audiences for the information provided. For each province tailored reporting formats were developed that matched the style of the “mainstream” budget reports. The initiatives lasted for some years in both provinces and, at the least, succeeded in increasing the understanding of officials of what gender-responsiveness meant in relation to the programmes for which they were responsible.

The following initiatives were recorded:

- Western Cape Provincial Government introduced GRB in 2001 and again in 2007-2012
- In Gauteng, the Office of the Premier initiated gender budgeting together with the provincial treasury in 2003 and 2004, linked to the introduction of a provincial gender policy
- A further Gauteng gender-responsive planning and budgeting programme was undertaken in 2011-2016 and entailed gender-responsive planning and target setting linked to a requirement for provincial departments to demonstrate gender programmes and budgets
- The Free State Provincial Treasury initiated a GRB project in 2017, using consultants to develop a framework and approach.

3.3.5 Departmental initiatives

In addition to the interventions referred to above, a number of individual departments have introduced GRB at various times. This includes the Department of Trade and Industry, the Department of Social Development (2008/2011), the Department of Land Affairs (2008), Department of Justice and Constitutional Development (2005).

Most of these initiatives were driven by individual champions at a political or administrative level, including gender focal points or gender units. However, as fragmented and isolated initiatives, most were not sustained and eventually petered out. The absence of directives by cabinet, National Treasury, the Presidency and parliament were seen as fatal gaps contributing to the lack of sustainability.

3.3.6 Key lessons from previous GRPB experiences

A number of lessons can be drawn from the previous GRPB experiences in South Africa. These include:

- The lack of sustainability of the initiatives was due to a lack of full buy-in at both a political and administrative level;
- Individual stakeholders, champions and technical experts have a key role to play in kick-starting GRPB interventions but sustainability requires that the

GRPB is embedded and institutionalized across multiple institutions and sectors of society. This includes the public administration, parliamentary committees, the Commission for Gender Equality, other state institutions, political parties and civil society;

- The need for strong legal requirements for GRB integration into budgets support implementation and institutionalization across government;
- The importance of active participation of stakeholders inside and outside of government, specifically parliaments, academia and civil society. While NGOs can play a support and watchdog role, the initiative must be driven by the executive and the administration;
- Multi-stakeholder engagement across government is critical. This requires leadership from the Ministry of Finance, strong coordination by the National Gender Machinery under the leadership of the Ministry responsible for Women and full integration of gender equality into sectoral plans and corresponding budgets.
- Success requires a combination of political support at the highest level as well as technical capacity across the administration and across spheres of government;
- Critical roles include:
 - The Minister in the Presidency responsible for Women, as the overall champion, supported by the Department of Women
 - The Minister of Finance and National Treasury to drive the GRB-specific components, including the provision of guidelines and instructions to integrate gender into budgets and monitoring line ministries budget compliance with guidelines;
 - DPME to facilitate gender responsiveness of PME systems together with DOW;
 - Parliament, which must play a critical oversight role in holding Executive Authorities and Accounting Officers accountable. While all Portfolio Committees should exercise this role, the Parliamentary Finance Committee and Women's Committee will have key roles to play.
- While external expertise is of value, there is a need to avoid an excessive reliance on consultants which results in a collapse once the experts leave. This requires putting in place systems and procedures as well as skills transfer from consultants to public service officials;
- There is a need to build technical capacity across the system, including through ongoing and targeted capacity building and change management;
- There is a need for robust sex-disaggregated data which is used to inform plans and budgets;

- Putting in place and enforcing accountability mechanisms is key, including through cabinet, parliament, the Commission on Gender Equality and the Auditor General;
- A comprehensive approach is required which ensures gender-responsiveness across the entire public policy cycle. This means not just budgeting but also policy, planning, budgeting, monitoring and evaluation and gender auditing.
- Voluntary systems tend to lack teeth and sustainability. A voluntary approach may be of value in the early, inception phase. However, full implementation requires a mandatory approach, including possible legislative measures to enforce compliance. Consideration should also be given to other mechanisms to incentivize compliance.

3.4 Global experience

Over 100 countries globally have implemented various forms of Gender-Responsive Budgeting. An illustrative set of country experiences are listed below to demonstrate strategies employed globally to support implementation of gender responsive budgeting. These include legislative changes, budget directives, tracking systems and accountability mechanisms.

Morocco adopted a finance law in January 2014 which legally institutionalized gender equality throughout budget processes. It explicitly mentions that gender equality must be considered in the definition of objectives, results and indicators of performance of the line budgets. The organic law also institutionalizes the Gender Report as an official document that is part of the annual Finance Bill. Annually, Morocco produces a Gender Report that contains information on the work conducted by each sector disaggregated by gender (where data allows), which has become an important accountability and monitoring tool, advancing implementation of GRB from one year to the next.⁵

Uganda's 2015 Public Finance Management Act stipulates a mandatory Gender and Equity Certificate which each government agency at national and district level must obtain for their annual budgets. The certificate assesses whether budgets have integrated gender equality, using a set of performance measures and minimum standards. Budgets that fall short must be revised to obtain the certificate and be approved by the Ministry of Finance, Planning and Economic Development. Among other benefits, the certificate allows legislators to systematically hold government agencies accountable for their record of support for gender equality and women's empowerment.⁶

⁵ <http://gender-financing.unwomen.org/en/highlights/gender-responsive-budgets-case-of-morocco>

⁶ UN-Women Annual Report 2015-2016.

Rwanda has a budget call circular which requires all ministries and districts produce gender budget statements for sub-programmes selected using four prescribed criteria. The Rwanda experience demonstrates that gender budget statements can be part of the planning and prioritization process if strongly linked with instructions in the budget call and also serve as accountability documents.⁷

India develops gender budget statements which report on budgetary allocations for programmes/schemes deemed to be benefiting women. The report is presented in two parts – the first showing schemes targeting 100 per cent at women, and the second showing “gender neutral programmes”, for which 30 per cent or more of beneficiaries are estimated to be women. The Gender Budget Statement has helped women activists and civil society organizations place the call for better funding and provisioning for women’s rights on a much stronger ground.⁸

4. What approach should be adopted in South Africa today?

4.1 Multi-disciplinary approach

South Africa’s global innovation in the field of GRB is the development of a holistic and comprehensive approach in the form of GRPBMEA. The overall approach to GRPBMEA in South Africa today arises from an integration of theories, concepts and practices from multiple disciplines and approaches to public policy, budgeting and programming. These include the following:

- Gender studies and gender mainstreaming;
- Evidence-based policy making and implementation;
- Public management and results-based performance management;
- Public Finance and performance-based budgeting.

The overall approach works on the following core assumptions that the achievement of country gender outcomes and sustainable gender impacts requires the following:

- setting of clear, government-wide gender-responsive **policy priorities** based on electoral and legislative mandates, multiple evidence sources, gender needs assessments and stakeholder inputs;
- the translation of policy priorities into **programmes** and interventions with measurable programme outcomes and gender-responsive indicators and targets;

⁷ Ibid.

⁸ Budlender, D. (2015), “Budget Call Circulars and Gender Budget Statements in the Asia Pacific: A Review,” UN-Women.

- Performance frameworks of budget programmes integrate gender equality through the use of gender disaggregated indicators, by assessing budget and policy plans against actual allocations, and monitoring progress towards increased gender responsiveness;⁹
- ensuring the necessary **budget allocations** to achieve gender priorities as well as regular expenditure reviews/impact assessments/budget audits to assess the extent to which particular expenditures indeed resulted in the intended gender equality and women's empowerment outcomes. This needs to take into account both fiscal constraints as well as the potential economic benefits of investing in women's empowerment and gender equality.

The figure below shows the sequencing of the translation of gender policy priorities into programmes, which are costed and form the basis for gender-responsive budgets.

Figure: From gender policy priorities to gender-responsive budgets



4.2 Public policy cycle

The overall approach to GRPBMEA must be located within the evidence-based public policy cycle and public financing systems. While there are multiple versions of what is known as the evidence-based public policy cycle within public policy literature, a synthesis of these identifies at least the following components:

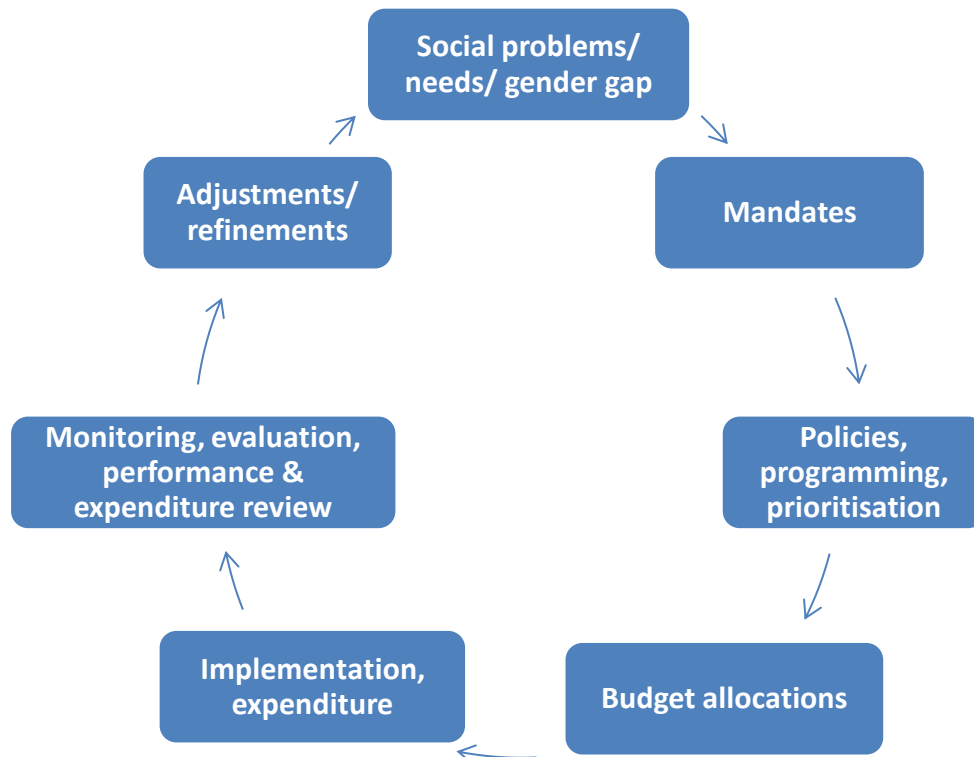
- **Situational analysis**, identification and diagnostic of social problem/s and/or needs assessment;
- Political/ electoral and legislative **mandate** and stakeholder perspectives;
- **Policy prioritisation** and policy development based on exploration of policy options;
- Policy priorities to inform **programme design** and development based on programme theory;
- **Budgeting** and allocation of resources based on policy priorities and evidence on the impact of expenditure;
- **Implementation** and expenditure in line with programme design and resource allocation;

⁹ UN Women and DFID. 2015.

- Generation of **evidence**, including through monitoring, evaluation, research, performance and expenditure reviews and assessment of the extent to which interventions are indeed resulting in intended outcomes and having a positive impact on the social problems and identified needs;
- Learning, adjustments, refinement and **adaptation** based on evidence.

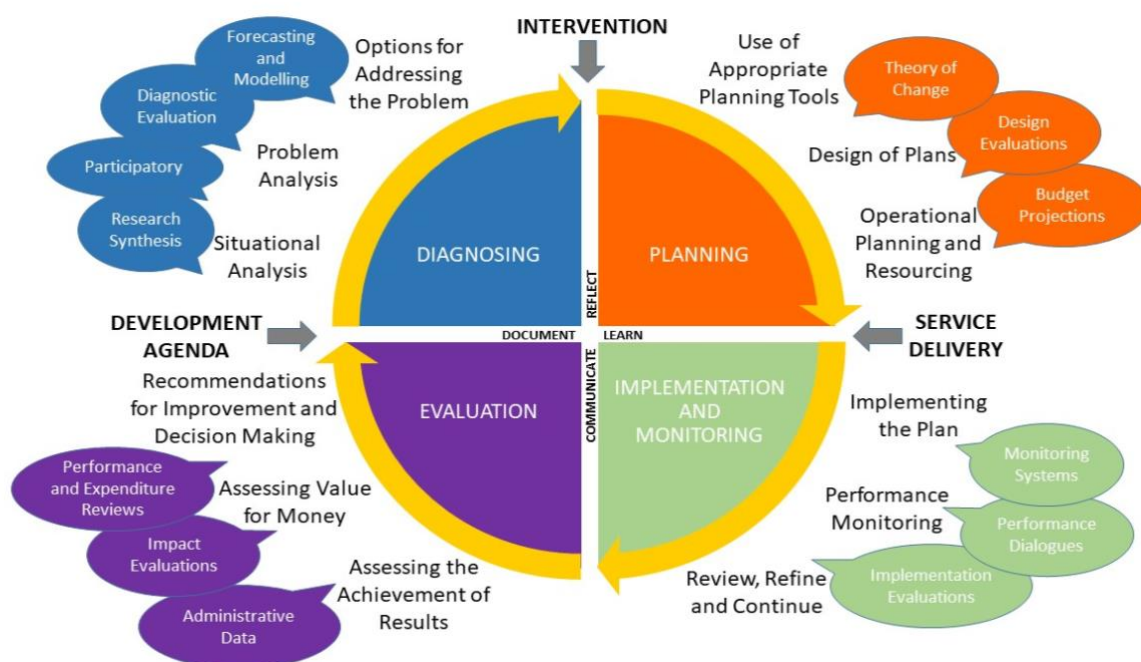
An example of a typical public policy cycle is shown in the figure below.

Figure: Example of public policy cycle



In the South African context, the overall approach to GRPBMEA is further informed by the DPME evidence-based policy management cycle which informs policy and programming, as reflected in the diagram below.

Figure: Evidence-based policy and programming cycle



Source: DPME, 2016

A synthesis of the principles and concepts relating to gender mainstreaming and gender responsiveness with the evidence-based policy cycle and results-based approach then leads to the development of an overall conceptual approach and theory of change which explains the manner in which GRPBMEA is expected to lead to better outcomes for women and girls, men and boys and greater levels of gender equality.

Key components and sequencing in this regard are the following:

- Gender situational analysis, diagnostic, needs assessment, consultation, prioritisation
- Gender planning, development of theories of change/ programme theory, programme planning and design, development of gender-sensitive indicators, baselines, targets and budgets based on policy priorities and evidence
- Implementation and expenditure in line with programme theory
- Generation and analysis of gender-relevant data and performance information, implementation monitoring and reporting on gender-relevant outputs and outcomes
- Programme and sector evaluations, including value for money assessments expenditure and performance reviews, analysis of good practice and what works and development of database

- Learning, adaptive management and corrective action including improved programme design and implementation
- Improved performance, better outcomes and impacts for women and girls, men and boys and improved gender equality.

This overall approach is depicted in the diagram below.

Figure: Graphic depiction of gender-responsive planning, budgeting, monitoring and evaluation framework



4.3 Gender conceptualisation, impact and results

4.3.1 Gender as a social construct

The main goal of GRPBMEA is to achieve gender equality and the full realisation of the rights of women and girls, men and boys.

Gender concerns social relations between the sexes, including the power relations which determine gender relations and which sustain patriarchy. It refers to socially constructed roles, behaviours, attitudes, attributes and social norms which are normalised by society and which act as signifiers for men and women, boys and girls.

Gender and the attendant social roles assigned to men and women are buttressed by a strong ideological apparatus which underpins patriarchal relations and unequal gender relations. Patriarchy is not just about power relations dominated by men but also about systemic, institutional and ideological machinations that legitimate the subordination of women by men.

If the country is to achieve its goal to build a non-sexist society and achieve gender equality and women's empowerment, systems of unequal gender relations and oppression against women have to be dismantled. This includes setting clear policy goals, ensuring deliberate strategic interventions at the macro and micro levels and the mobilization of strategic partnerships and active citizenry towards women's empowerment and gender equality goals.

At the policy level, there is a need to ensure that gender-responsive legislative and policy instruments and commitments, including international, continental and regional conventions to which South Africa is a signatory, are effectively translated into appropriately designed programmes and budgets across government and public entities. This requires the development and implementation of government-wide gender-responsive planning, budgeting, monitoring and evaluation systems in order to achieve gender impacts and gender equality.

4.3.2 Institutionalisation of gender mainstreaming

GRPBMEA is directly linked to the institutionalisation of gender mainstreaming and the GRPBMEA approach therefore seeks to promote:

- Women's empowerment and gender equality as not just a social sector issue but one that cuts across all sectors and desired outcomes, especially economic empowerment, political participation and representation at all levels.
- A comprehensive, integrated, sustainable and multi-institutional approach
- Stronger institutional accountability to gender equality commitments and gender-responsive institutions and system of public administration
- 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.

A number of different terms are used to describe efforts to mainstream gender within policies, programmes and systems. These include gender-responsiveness, gender perspective, gender sensitivity and gender lens, with varying definitions.

4.3.3 Gender results and impact

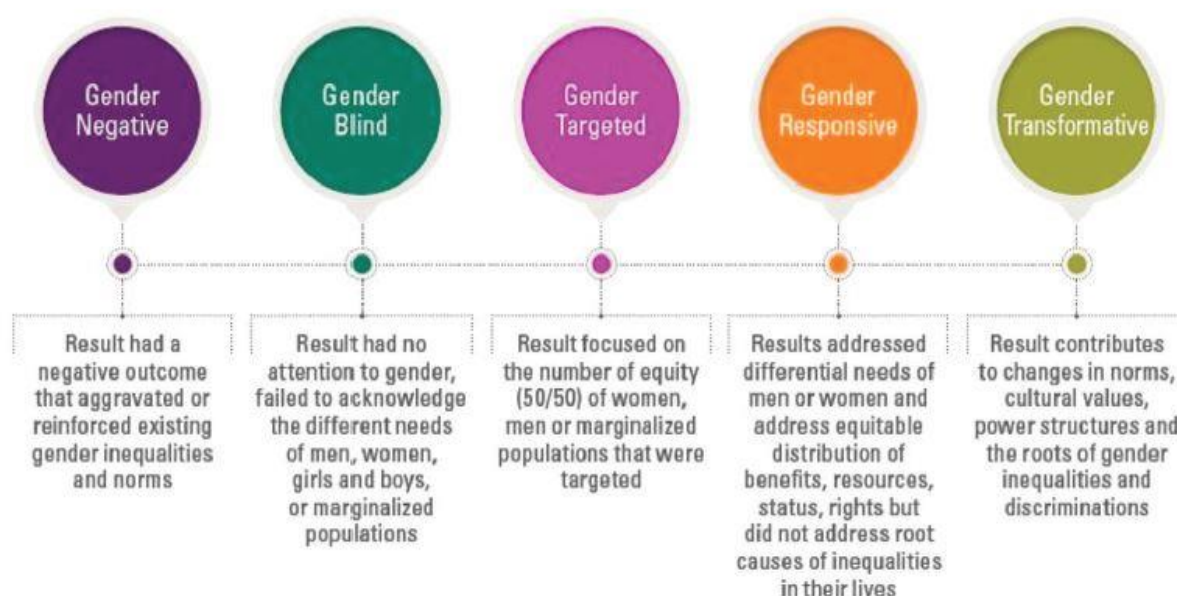
While the overall goal of the GRPBMEA framework is to achieve better results for women and girls towards the goal of gender equality, the question arises as to how these will be assessed. At least two main perspectives will be adopted in this regard:

- Impact and outcome planning with measurement of performance against women's empowerment and gender development indicators and targets. This will take into account gender indicators derived from multiple instruments at global, continental, regional and country level.
- The Gender Results Effectiveness Scale (GRES), which was developed by the UNDP (2015). The GRES spans a scale from gender negative to gender blind, gender targeted, gender responsive and finally, to gender transformative, as shown in the figure below. The scale enables an assessment of the extent to which interventions are indeed contributing towards the transformation of gender power relations, which are seen as the root causes of gender inequality.

As discussed above, South Africa's planning and monitoring tools, including the 2014-2019 MTSF, are largely gender blind. The challenge and vision for the GRPBMEA framework is to shift from gender blind instruments and interventions towards those which are gender targets, gender responsive and ultimately gender transformative.

Linked to this is a distinction between what is referred to as categorical versus transformative thinking. Categorical thinking refers to that which simply disaggregates interventions into men and women, often with a focus on women. Transformative thinking, on the other hand, refers to the transformation of gender relations more broadly.

Figure: Gender Result Effectiveness Scale



Source: UNDP 2015

4.4 Contextual considerations

In addition to the contextual factors referred to above as part of the problem statement, a number of critical factors within the implementation context should be taken into account in designing and implementing the GRPBMEA framework. These include the following:

- Unlike in the past when the GRB was introduced in the early post-apartheid years, the GRPBMEA framework is not going to be introduced on a blank slate but in the context of existing government-wide policies, programmes, systems and procedures, particularly those relating to planning, budgeting, monitoring and evaluation.
- While DOW in the Presidency is the overall driver of GRPBMEA, its adoption and implementation is a government-wide responsibility, with key roles envisaged for the legislative arm of the state.
- Experience in South Africa and elsewhere has shown that the introduction of sustainable, effective system-wide changes in the public sector can take a minimum of five years to take root and be embedded into day-to-day practices.

Taking into account these and other factors, a pragmatic, multi-pronged strategy is required which focuses on the following:

- Mainstreaming gender within existing national PME systems

- Mainstreaming gender within existing budgeting systems, procedures and performance-based budgeting initiatives
- A country gender indicator framework linked to normative frameworks
- Accessing multiple evidence and data sources including from within government, civil society and academia
- Both mainstreamed and targeted interventions and programmes relating to gender equality and gender transformation
- Piloting in different contexts to test both the conceptual and implementation theories behind the framework.

Further, the implementation strategy should be informed by the need for pragmatism based on a range of factors, including contextual analysis, political priorities, available resources and capacity and risk analysis etc.

The development and implementation of the GRPBM&E strategy should be unpacked in short, medium and long-term phases as outlined below. This also takes into account that the current government term of office ends in 2019 and that the next five-year government term runs from 2019 to 2024.

4.5 Gold Standard on GRPB

In developing and implementing its GRPB system, South Africa should take into account global standards, with a specific focus on SDG 5.

SDG Indicator 5.c.1 measures the proportion of countries with systems to track and make public allocations for gender equality and women's empowerment. It assesses progress towards Target 5c of the SDGs to "adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels". As such, it links the policy and legal requirements for gender equality with resource allocations for their implementation.

The indicator methodology was developed by UN-Women, together with UNDP and the OECD and in consultation with 15 national government partners. It measures three main components of a gender responsive public finance system:

- intent of a government to address gender equality by identifying whether policies, programmes and resources are in place;
- existence of mechanisms to track resource allocations towards these policy goals; and
- existence of mechanisms to make resource allocations publicly available to increase accountability to women.

These components should be taken into account in designing South Africa's GRPB system.

4.6 Strategic objectives

Based on the above considerations, the main strategic objectives of the GRPBMEA framework can therefore be synthesised as follows:

- To serve as a catalyst to effect a system-wide paradigm shift towards gender mainstreaming across the state machinery
- To ensure women's empowerment and gender equality are at the centre of public policy priorities, results-based planning and budgeting and accountability;
- To ensure the allocation of adequate resources for women's empowerment and gender equality linked to broader public finance reforms;
- To enhance the country's overall levels of inclusive growth, development and the broader political and socio-economic transformation agenda.
- To contribute to the achievement of our Constitutional vision of a non-sexist society and gender equality.

The overall strategy towards the development and implementation of the GRPBMEA focuses on gender mainstreaming within the existing PME and budgeting systems in the short term, with a more fundamental review and system reform and redesign in the medium to long-term.

4.5.1 Short-term strategy

In the short-term (2018/19), the focus is on gender mainstreaming within existing government-wide planning, monitoring and evaluation systems and institutions for implementation with effect from 2019/20. This should prioritise the most impactful interventions with a focus on relatively simple changes that, if implemented, will achieve system-wide changes and big impacts. For example, if every government entity were to include both targeted and mainstreamed gender programmes, indicators and targets in their Strategic Plans and Annual Performance Plans, this would have a system-wide effect.

Such interventions may appear to be piecemeal. However, if they are deliberately and appropriately conceptualised and designed to achieve system-wide impact, then they will be advancing the gender transformation agenda. The focus should therefore be on micro-macro transformational mechanisms, where individual micro actions are able to generate macro-level outcomes.

Among the short-term interventions include improving the gender-responsiveness of

- Policy priorities, including the Mandate Paper
- Planning instruments and legislation, including the Draft Integrated Planning Bill, the NDP Five-Year Implementation Plan and the MTSF 2019-2024
- The Short to Medium Term Planning Framework as well as institutional plans for 2019-2024, particularly Strategic Plans and Annual Performance Plans
- Monitoring and reporting systems, including assessments of gender performance within existing plans and reporting to the cabinet system
- Budgeting systems
- The National Evaluation system
- Other PME system components such as FSDM, CBM, MPAT and Phakisa.

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

A more comprehensive strategy is required in the medium to long term. This covers the next government term of office from 2019 to 2024 as well as the period to 2030 in line with the NDP.

This phase should focus on a more fundamental reconceptualisation, redesign, and implementation and institutionalisation, including the following components:

- A comprehensive, evidence-based diagnostic and gender audit of government. This should include a more thorough investigation of the extent to which key government entities are indeed gender responsive as well as the key enablers and obstacles to implementation.
- Comprehensive country-wide programme theory development and design.
- A more detailed exploration of implementation models and systems, with recommendations on the most appropriate model for South Africa.
- Further development of a plan for the institutionalisation of the model, including the appropriate mechanisms and resources and the identification of appropriate incentives and disincentives to engender behaviour change.
- Legislative review to amend existing legislation or legislative proposals or introduce new legislation.
- Clear assignment of roles and responsibilities including the Department of Women, DPME, parliament, the Commission on Gender Equality etc.
- Development of a detailed implementation plan, including change management and capacity development.
- Development of a monitoring and evaluation plan.

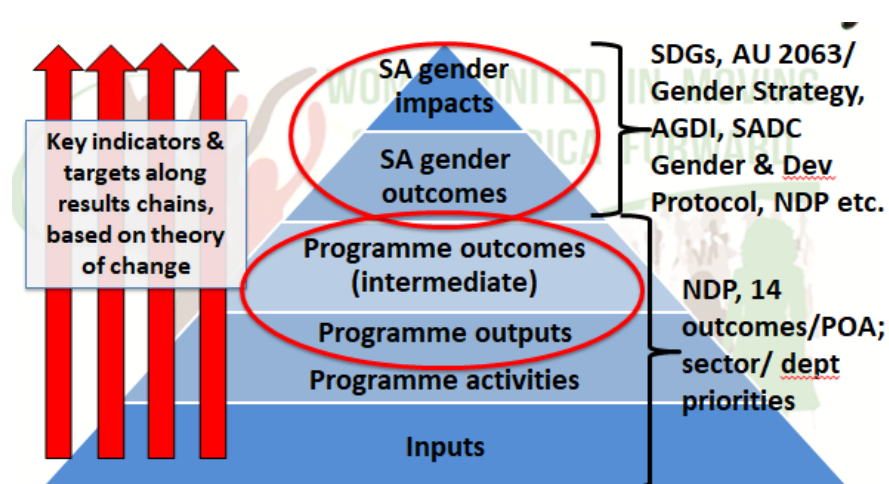
A more detailed elaboration of the key activities envisaged across four different phases from 2018 to 2021 is provided in the table below.

4.6 Gender indicator framework

The development of a Country Gender Indicator Framework (CGIF) forms a key component of the GRPBM&E framework. The CGIF should draw from a range of existing indicator frameworks at a global, continental, regional and national level, many of which were discussed above in the section on the policy and legislative context.

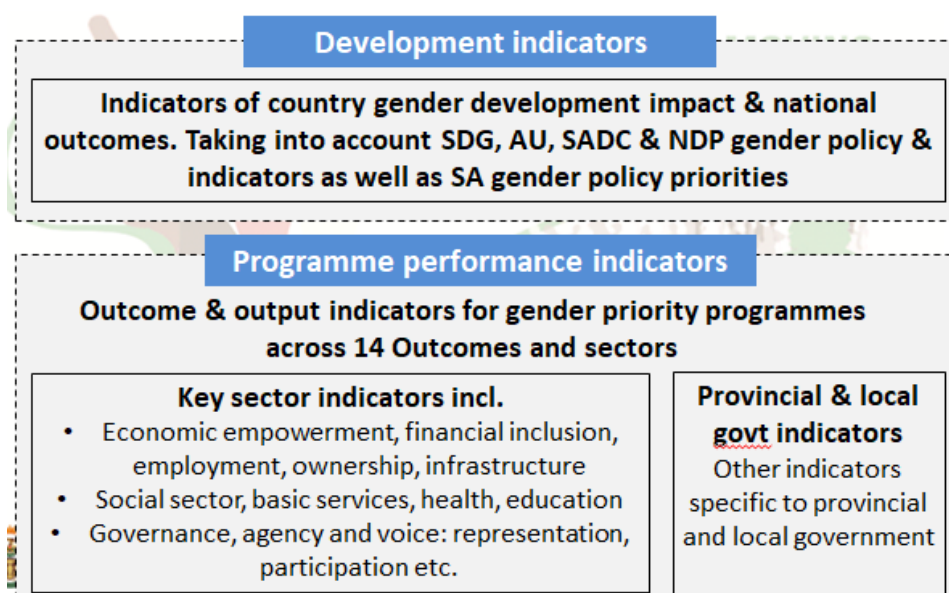
The indicator framework is based on an overall theory of change which positions programme outcomes as contributing towards gender outcomes and impacts at a country level. The latter should be aligned with the relevant gender indicators across the SDGs, the AU Gender Strategy, the African Gender Development Index, the SADC Gender and Development Protocol, the NDP and other relevant policy frameworks, as reflected in the figure below. The programme performance indicators will be drawn from multiple sources, including sectoral policies and the NDP outcomes.

Figure 3: Gender Indicator Framework pyramid



For the sake of simplicity, the Gender Indicator Framework can be seen as consisting of two main domains, development indicators and programme performance indicators, as depicted below.

Figure: Country Gender Indicator Framework



The development of the country gender indicator framework is being undertaken as a sub-project within the overall GRPBMEA initiative. The process is being led by the Department of Women in collaboration with DPME, Statistics South Africa, CGE and other government departments.

4.7 State-wide institutionalisation

Unlike in the past, when GRB initiatives were implemented in a fragmented manner and were unsustainable, it is essential that the current approach should have buy-in across the state machinery and the institutions of democracy, at both a political and administrative level.

The institutionalisation of GRPBMEA across the Executive, parliament, legislation and Chapter 9 institutions should be seen as a critical success factor. At the level of the Executive, this requires the support and approval of the President and Cabinet; the Minister of Finance and National Treasury; the Minister in the Presidency responsible for Women; the Minister in the Presidency responsible for Planning, Monitoring and Evaluation and DPME, the National Planning Commission and indeed all government departments and public entities.

The implementation of GRPBMEA will not succeed unless it is institutionalised across the administration. This will require the development of incentives and disincentives to change behaviour and ensure that Accounting Officers and managers across the government system regard gender mainstreaming in general and GRPBMEA as part of their core responsibilities and mandate. Further, this should not translate into assigning responsibility for GRPBMEA to gender focal points, but embedding it across all programmes and management responsibilities.

Parliament has a critical role to play in holding government accountable to the effective implementation of the GRPBMEA system. In this regard, it is desirable that the system is supported by all political parties in parliament. Key players will be the Multiparty Women's Caucus, the Portfolio Committee on Women and the Portfolio Committee on Finance. All Portfolio Committees should hold government entities to account in relation to the implementation of GRPBMEA, the achievement of better outcomes for women and girls and gender equality results.

Chapter 9 institutions such as the CGE, CRL, SAHRC and the Auditor General also have a key role to play in ensuring the implementation of the system.

In addition to accountability mechanisms within the institutions of democracy, the sustainability of GRPBMEA requires the support of civil society, which should hold government accountable for its implementation and outcomes.

5. Implementation plan

The implementation plan outlines key phases from 2017/18 to 2020/21 for incremental development and implementation and also identifies specific interventions relating to different PME components within the short-term.

5.1 Key phases

The four main phases are aligned to government financial years and cover phase 1 in 2017/18, phase 2 in 2018/19, phase 3 in 2019/20 and phase 4 in 2020/21 as detailed below.

5.1.1 Phase One

The initial work undertaken by the Department of Women on GRB in 2017/18 entailed initial consultation processes with key government stakeholders and resulted in the development of a Draft GRB framework.

5.1.2 Phase Two

Subsequently, a decision was taken to broaden the focus from GRB to gender-responsive planning and the entire public policy cycle, as discussed above. The following key activities and outputs are planned for completion in 2018/19 and by the end of the current government term office:

- Gender-responsive Planning, Budgeting, Monitoring, Evaluation and Auditing Framework finalized, approved and announced by the President;
- Existing government-wide PME policies, systems and procedures as well as public finance, budgeting and expenditure review systems engendered;

- Country Gender Indicator Framework developed;
- 25-year review on the status of women completed;
- Women's Dialogues undertaken to ensure women's voices are heard and as inputs on gender policy priorities;
- Gender policy priorities for 2020/21 and 2019-2024 are identified and form part of government Mandate Paper to inform budget prioritization;
- NSG capacity building on GRPB implemented;
- Free State GRB pilot completed. Share those documents with team

5.2.3 Phase Three

Phase Three, in 2019/20, is envisaged as the period for implementing the reforms developed and adopted in 2018/19 as well as undertaking a more indepth review and design process to finalise the GRPBMEA model for South Africa. Among the proposed key activities and outputs in this regard are:

- Plans for the rollout of GRPBMEA are announced by the Sixth administration in 2019.
- Gender indicators are mainstreamed within all key government planning instruments, including the NDP Five-Year Implementation Plan, MTSF, Strategic Plans and APPs.
- The Mandate Paper includes gender priorities.
- Quarterly Gender Performance Reviews are undertaken and tabled in cabinet system for consideration and corrective interventions.
- An indepth analysis of key government plans and policies is undertaken using the Gender Results Effectiveness Scale (GRES).
- Country GEWE Policy Priorities and Programme of Action for the period 2019-2024 are developed.
- The GRPBMEA model is finalized and implemented with piloting in selected national Departments, provinces and Metros. This includes institutional mechanisms as well as change management, further systems development, guidelines, capacity building and training.
- A formative evaluation for the GRPBMEA system.
- Initiation of a legislative review.

5.2.4 Phase Four

Phase Four, from 2020/21 onwards, entails a full rollout of the GRPBMEA system as well as further institutionalisation and capacity building mechanisms. These include the following:

- Government wide rollout of GRPBMEA at a national level.
- Further development and implementation of institutionalisation mechanisms, systems development, capacity building and training
- An evaluation of the implementation and early outcomes of GRPBMEA
- Further refinement of the Quarterly Gender Performance Reviews and corrective interventions.
- Gender policy reviews across different sectors.
- Tabling of legislative revisions.

5.2 Interventions to date

Given the imperative to implement GRPBME within existing national planning, monitoring and evaluation systems, a number of interventions have already been made in 2018, mostly in collaboration with DPME. These are summarised below.

5.2.1 Engendering the National Planning System

The following inputs have been made towards improving the gender-responsiveness of the National Planning System:

- Extensive inputs on the draft Integrated Planning Bill.
- Extensive inputs on the Framework for Short to Medium-Term Planning including on gender planning, monitoring and reporting.
- Inputs on monitoring of the NDP and the gender content of the Programme of Action.
- Gendered analysis of selected 2018/19 APPs in the economic cluster, which were incorporated as part of DPME's feedback to Directors General
- Inputs on the review of Outcome 14.

5.2.2 Engendering the National Evaluation System

The following inputs have been made towards improving the gender-responsiveness of the National Evaluation System (NES):

- Inputs on gender mainstreaming within the National Evaluation System improvement plan including in relation to the National Evaluation Plan, Departmental Evaluation Plans and Provincial Evaluation Plans.
- As part of the review of the National Evaluation Policy Framework, inputs were made on improving its gender responsiveness.
- The need for targetted GEWE evaluations across the NES
- The need for the inclusion of relevant GEWE evaluation questions within evaluations across the system.

5.2.3 Institutionalisation of GRPBME

Critical to the effective development and institutionalization of GRPBME is the development of appropriate institutional arrangements and mechanisms for consultation, coordination and to drive implementation and provide the necessary support at an administrative level.

To address this, the DOW has established a high-level Inter-Departmental Steering Committee on gender responsive policy, research and GRPBME.

5.2.4 Engendering national policy and PME systems

At a system-wide level, various interventions have been initiated to improve the gender-responsiveness of policy and PME systems as a whole, including the following:

- A study on the gender-responsiveness of national PME systems was undertaken by Twende Mbele through DPME, with detailed inputs from DOW.
- Based on the deliberations at the 62nd session of the United Nations Commission on the Status of Women, DOW developed a detailed report, undertook extensive stakeholder consultations and developed a programme of action based on policy priorities on gender equality and women's empowerment, particularly regarding women and girls living in rural areas.
- The DOW has initiated the development of a Twenty-Five Year Review on the Status of Women and Gender Equality in South Africa. This will serve as evidence to inform future GEWE policy priorities in the period 2019-2024 as well as GEWE interventions within sectoral policies.

5.2.5 Generation of gender-responsive data and evidence

The generation of gender-responsive data and evidence, including gender statistics, is an integral component of any successful GRPBME framework and system. To this end, the following has been undertaken:

- Initial conceptualisation of a Country Gender Indicator Framework (CGIF), including gendering SDGs, the NDP and integrating indicators from the African Gender Development Index (AGDI) and the SADC Gender and Development Protocol. The indicator framework, once completed, will serve as a basis for government-wide planning instruments as well as for data collection and performance reporting in the country and for reporting on international obligations.

- Collection of gender-relevant data as part of the 25-year review and performance on SDGs, AU Agenda 2063, NDP and MTSF etc.
- Production of a South African Country Report on AGDI by CGE.
- Production of a report on South Africa's progress in relation to the Solemn Declaration on Gender Equality in Africa.

5.3 Mainstreaming gender within existing planning, budgeting, monitoring and evaluation systems

The Gender-Responsive Planning Framework proposes the mainstreaming of gender across the country's planning, budgeting, monitoring and evaluation systems. The key interventions in this regard are outlined in the table below in the following key areas:

- Gender-responsive country planning and monitoring
- Gender-responsive institutional planning
- Gender-responsive policy priorities
- Gender-responsive evaluation, knowledge and evidence
- Gender-responsive monitoring and auditing
- Gender-responsive budgeting
- Improving the gender-responsiveness of other related systems
- Gender-responsive legislation
- Gender-responsive performance management.

While departments such as DPME, DOW and National Treasury are indicated as the lead departments, all Departments and public entities have an obligation to implement gender-responsive planning, budgeting, monitoring and evaluation and gender auditing.

Table: Gender Mainstreaming within Planning, Budgeting, Monitoring and Evaluation systems

National PME component	Key interventions	Lead
(i) GENDER RESPONSIVE COUNTRY PLANNING AND MONITORING		
Mandate paper	Mandate paper to include country gender policy priorities, based on evidence, including ETR etc. to inform budget allocations.	DPME, DOW
NDP	- Gendered revision of NDP in line with SDGs and South African gender priorities. - Gender-responsiveness of NDP indicator framework	NPC, DOW
NDP Five-Year Implementation Plan	The 2019-2024 implementation plan and MTSF to include gender policy priorities, outcomes, indicators and targets based on analysis of evidence, with mainstreamed and targeted gender outcomes and outputs.	DPME, DOW
Gendered NDP monitoring	Gendered analyses of POA data should be undertaken and every outcome performance report should include an analysis of gender performance undertaken jointly by prior to submission to FOSAD and cabinet clusters.	DPME, DOW
Integrated Planning Bill	- Mainstreaming gender throughout Planning Bill - Provision for roles of MOW & DOW	DPME, DOW
25 year review on women's empowerment and gender equality	- DOW coordination of 25-year review on status of women and gender equality since 1994 with a specific focus on 2014-2019 - Performance 1994-2019 including programme performance and overall outcomes and development indicators - Diagnostic / Problem statement - Identification of gaps and priorities ahead - Inputs including Women's Dialogues in various sectors	DOW
(ii) GENDER-RESPONSIVE INSTITUTIONAL PLANNING		

Short to medium term planning framework / regulations	• Gender-mainstreaming in all institutional, sectoral, provincial and municipal plans and in implementation programmes, logframes etc. • Gender analysis in situational analysis of plans • 5-year and annual MTEF plans of every Department and public entity to include per programme: • Mainstreamed gender indicators and targets • Targeted gender intervention targets • TIDs to indicate how data collection will be sex-disaggregated	DPME, DOW
Short-term plans/ APPs (annual plans)	• Gender analysis of APPs (first and second draft) • Provision of feedback to Departments and entities	DPME, DOW
(iii) GENDER RESPONSIVE POLICY PRIORITIES		
Five-year gender policy priorities for 2019-2024	• 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 included in Budget Statement by Minister of Finance • Gender priorities and targets integrated within Dept Medium and Short-term Plans (Strategic Plans/ Annual Performance Plans)	Presidency, DPME, DOW
(iv) GENDER-RESPONSIVE EVALUATION, KNOWLEDGE AND EVIDENCE		
National Evaluation System and Policy	• Gender-responsive NEPF and gender perspective across evaluation cycle • Gender-responsive NES evaluation improvement plan • Gender-responsive guidelines and templates to be developed and GR revision of existing guidelines Evaluation planning and budgeting • NEP/ PEPs/ DEPs to include: • Equitable resource allocation to gender eval • Targeted gender evaluations	DPME, DOW

	- GR evaluation questions in each evaluation - Gender responsive analysis of concept notes and NEP proposals Commissioning and undertaking evaluations - Gender sensitive TORs and gender balance of evaluation teams - Gender sensitive TOC, causal theories, TBE and contextual analysis etc. Data collection and analysis - Sex-disaggregation - Perspectives of women/ men - Prevent hidden biases - Development of gender-specific indicators Gender-responsive findings and recommendations - Gender-responsive recommendations including on programme performance, outcomes, sex-disaggregated data etc. Gender-responsive Improvement Plans Gender-responsive approach capacity building, professionalisation and institutionalization	
Statistics SA	- Collaboration on gender-mainstreaming within the country SDG and reporting systems incl. setting of gender indicators, data collection etc. - Collaboration on development of Gender Indicator Framework - Improving SDG indicators and data collection across SDGs - Gender-sensitive questions across surveys - Targetted surveys, including Time Use Survey	Stats SA DOW DPME
Knowledge Repository	Collaboration on gender component of DPME Knowledge and Evidence Repository	DPME, DOW
(v) GENDER-RESPONSIVE MONITORING AND AUDITING		
Auditing	- Gender-responsive auditing of Departmental plans and performance against predetermined objectives and gender indicators and targets - Gender audits of national, provincial and local government - Internal audit to include WEGE in audit plans	AG

Frontline Service Delivery Monitoring and Citizen-Based Monitoring	- 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	DPME
Management Performance Assessment Tool	- Mainstreaming of gender and ratings across all KPAs - MPAT to be reviewed to ensure gender-responsiveness	DPME, DOW
(vi) GENDER-RESPONSIVE BUDGETING		
National Treasury Sequencing Align with international standard	- Overall fiscal framework to incorporate WEGE considerations - Gender responsiveness to be addressed across the budget cycle and MTEF processes - Budget Guidelines to include requirement/ incentives on gender-responsive allocations and programme bids - Budget bids to demonstrate allocations for WEGE - ENE and AENE to include sections on WEGE allocations per vote/ add guidelines on how to break it down / budget call circulars - Each vote to include gender indicators per programme (mainstreamed & targeted) - Allocations to key WEGE interventions to be included in MTBPS and National Budget Speech - Gender to be included in NT database - Treasury regulations on gender to be issued - Guidelines to be issued to Provincial Treasuries	NT, DOW
(vii) IMPROVING GENDER-RESPONSIVENESS OF OTHER SYSTEMS		
International WEGE Reporting	- WEGE indicators arising from international obligations to be included in overall government PME frameworks and data collection systems - Collaboration on international reporting	DOW, DPME, DIRCO
Phakisa	Phakisa prioritisation to include: - Intervention which will impact on improved GEWE - Mainstreaming of gender issues within other Phakisa projects	DPME, DOW

National and Provincial PME Forum	Gender planning, monitoring and evaluation issues as standing item on agendas of PME Forums at national and provincial levels	DPME, DOW, OPs
FOSAD/ Presidency	Strengthen provisions in cabinet memo template and SEIAs relating to gender mainstreaming	Presidency, DPME, DOW
CGE	Strengthen resourcing and role of CGE in relation to oversight, accountability and research	CGE
Parliament	- Strengthen role of Parliamentary Committee on Women - Strengthen overall oversight role of all Portfolio Committees and accountability of departments in relation to gender performance	Parliament
(viii) GENDER RESPONSIVE LEGISLATION		
Legislation	- PME Bill to include gender-responsive provisions - Legislative review and reforms on existing and envisaged legislation to incorporate gender perspective - Gender responsiveness of PFMA, MFMA etc. to be considered (amendment/ Treasury Regulations)	DPME, DOJ, NT
(ix) PERFORMANCE MANAGEMENT		
PMDS	In addition to the Gender Delivery Agreements to be signed at a cabinet level, it is proposed that the existing Performance Management and Development System (PMDS) be refined to ensure the inclusion of gender deliverables in the Performance Agreements of HODs, other senior management service members and public servants at all levels	DPSA, DOW
	- Induction - Capacity building	

5.4 Key roleplayers and coordination

The overall concept and approach positions DOW in the Presidency at the centre of the GRPBMEA initiatives, serving as the overall nerve centre, providing leadership and driving coordination of the interventions.

While the DOW is the central driver of the GRPBME framework and system development and implementation, the following key partners will play a crucial role in its successful development and implementation:

- The Presidency, DPME and National Treasury working in close collaboration with DOW
- Other key centre of government departments which have a key role to play include DPSA, Stats SA and COGTA
- All government departments and public entities have a role to play in system wide implementation.

Going forward, it should be acknowledged that an ad hoc approach will be both inefficient and slow. It is therefore proposed that a coordination structure be established within the Presidency to coordinate the key centre of government departments and divisions to ensure sustained engagement towards the mainstreaming of gender across the planning, budgeting, monitoring and evaluation system.

This should be made up of Directors General or Deputy Directors General and engage on a regular basis. This task team would complement the broader High-level Interdepartmental Gender Responsive Planning, Budgeting, Monitoring and Evaluation Steering Committee, which should meet on a monthly or bimonthly basis.

5.5 Key risks

Based on past experiences of GRB in South Africa, there is a relatively high risk that the system will not be implemented in a comprehensive and sustainable manner. Among the key risks that need to be mitigated include the following:

- Lack of political will, buy-in and institutionalization across political parties and parliament;
- Lack of buy-in and institutionalization across state machinery;
- Lack of gender mainstreaming across state sector;
- Lack of resources and capacity for MOW/ DOW as overall engine and driver.

5.6 Consultation

Consultation within government and with civil society stakeholders plays a key role in ensuring the future success of the GRPBMEA system. A wide variety of consultations have taken place in 2017-2019, culminating in a two-day Gender-Responsive Planning and Budgeting Summit in November 2018. The Summit included commissions on the various GRPB systems as well as case studies from other African countries and adopted a Summit Declaration.

The consultations that have been undertaken to date include the following:

- Civil society stakeholders (May 2018).
- National Treasury (June 2018).
- Inter-departmental High-Level Steering Committee (June-November 2018), including DPME, NT, Stats SA, DIRCO, CGE and sector departments.
- Researchers, intellectuals, academics, young women in tertiary institutions and others (August 2018).
- DPME/ NPC (ongoing)
- Evaluation officials (21 and 22 September 2018).
- National PME Forum including national, provincial and local government representatives and civil society delegates (4 and 5 October 2018).

6. Conclusion

Almost 25 years into South Africa's democracy, women's empowerment and gender equality remains elusive. High levels of gender-based violence and other expressions of women's subordination and gender inequality have resulted in a rising tide of discontent among women, especially young women.

Gender-responsive planning, budgeting, monitoring and evaluation provides a critical opportunity to drive performance on gender equality and the empowerment of women in South Africa and to reverse the "gender recession". This is an imperative not just for the lives of women and girls but as a development accelerator and to improve the prosperity and wellbeing of South Africans as a whole.

To achieve this requires broad-based collaboration and support to ensure it becomes a reality. This requires support from the highest echelons of the state and close collaboration between DOW, DPME, National Treasury and other key government stakeholders.

Now is the time for gender-responsive delivery and results