

¹ Estimates of National Expenditure, Vote 13, 2017

The purpose of the Department of Women (henceforth "the Department") is to lead, coordinate and oversee the transformation agenda on women's socioeconomic empowerment, rights and equality.¹

2. MANDATE AND PURPOSE OF THE DEPARTMENT

The paper also aims to provide comparative information between the 2016/17 and 2017/18 financial years. However, it must be noted from the onset that the Department, in March 2017, presented the Portfolio Committee on Women with a revised 2016/17 Annual Performance Plan (APP), which showed a reduction of and/or revised targets. Clarity on the reasons for this will only be provided by the Department in its next meeting with the Portfolio Committee on Women, scheduled for 9 May 2017.

The Department of Women in the Presidency was established following the 2014 national elections and received its first standalone budget allocation in 2015. This paper is intended to provide a summary and analysis of the Department's budget based on the 2017 Estimates of National Expenditure as released by National Treasury.

1. INTRODUCTION

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TITLE: BUDGET 2017/18 - VOTE 13: DEPARTMENT OF WOMEN

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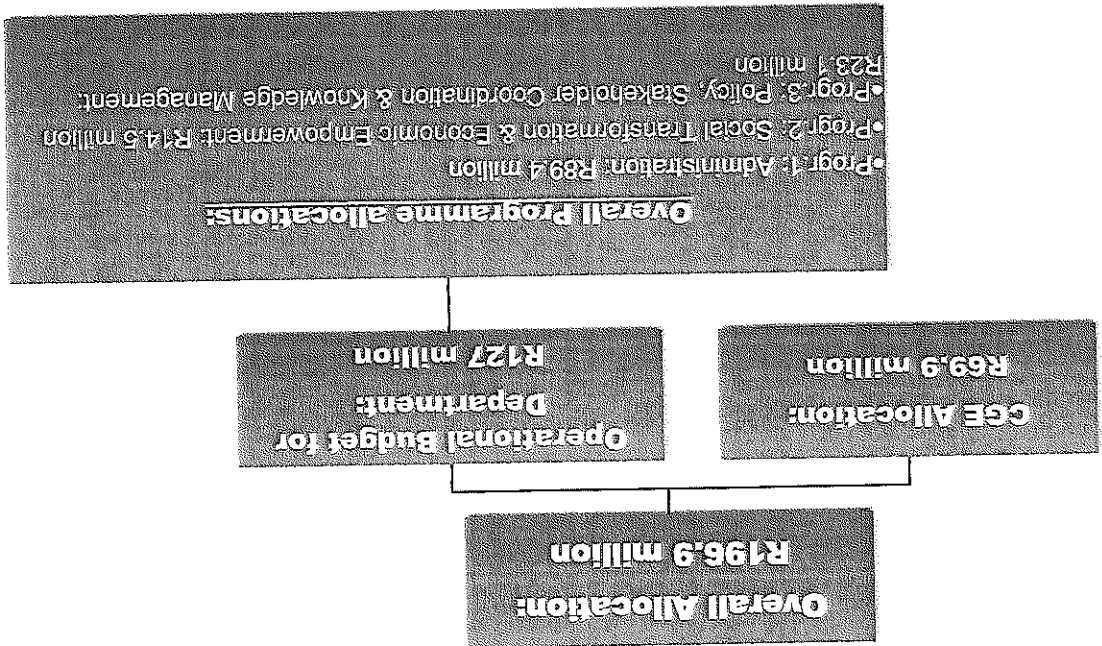


It derives its mandate from the Constitution and the presidential proclamation following the 2014 national elections. The mandate of the Department is to champion gender equality and the achievement of women's socioeconomic empowerment and rights.

3. OVERVIEW OF THE 2016/17 FINANCIAL YEAR

The Department received an overall allocation of R196.9 million for the 2016/17 financial year, of which R69.9 million is the transfer payment to the Commission for Gender Equality (CGE). This effectively left the Department with an operating budget of R127 million for the 2016/17 year.

Figure 1: Department Budget Allocations 2016/17



Given that expenditure figures for the fourth quarter/ period ending 31 March 2017 were not available at the time of this analysis, this overview speaks to the period 1 April 2016 to 31 December 2016. The Department records that as at 31 December 2016, it had spent R140.4 million or 71% of its allocated budget. This, however, includes the third quarter transfer payment to the CGE. As at December 2016 the Department had transferred R52.6 million to the CGE. The Department's expenditure as a percentage of its operating budget (of R127 million), therefore puts the Department's expenditure at R87.9 million or 69.2% by end December 2016. The table below reflects the Department's spending per programme as at 31 December 2016. The transfer payment to the CGE has been excluded so as to focus on the Department's operating budget only.



Table 1: Programme Expenditure as at 31 December 2016

Programme	Total adjusted allocation	Projected Expenditure by 31 Dec 2016	Actual Expenditure	Percentage Expenditure	Reasons for variance
Programme 1	R 88.3m	R 66.8m	R65.5m	74.1%	Underspending of R1.3m due to vacancies & an outstanding invoice for office accommodation
Programme 2	R14.5m	R12.4m	R6.3m	43.3%	Underspending of R5.8 million due to draft discussion document on strategy for gender mainstreaming – consultations with other depts, provinces & municipalities were held at no cost. External stakeholders to be consulted during Q4 with estimated R1.5m related cost
Programme 3	R24.2 m	R18.4m	R16.1m	66.5%	Underspending of R2.4m due to outstanding invoices for 16 days of activism campaign & financial assistance received from other departments for women's month.
Total	R127 million	R96.1m	R87.9 million	69.2%	Overall the department has underspent by R8.2 million for the period under review.

The lower than projected expenditure was mainly reported under the Social Transformation and Economic Empowerment programme (R5.7 million against the projected expenditure of R12.4 million), and the Policy, Stakeholder Coordination and Knowledge Management programme (R2.4 million against projected expenditure of R18.4 million).

² Thorpe, J, 2016, Department of Women in the Presidency – Performance and Expenditure Analysis, Second Quarter 2016/17
³ Ibid at 1.
⁴ Some figures as sourced from Thorpe, J, 2016, Department of Women in the Presidency – Performance and Expenditure Analysis, Second Quarter 2016/17

The Department has not managed to achieve all of its quarterly targets since the beginning of the financial year, with overall performance at 50% at this point. Correspondingly it has managed to spend nearly 70% of its budget.

Total number of targets	PROGRAMME 1			PROGRAMME 2			PROGRAMME 3			Total %
	Q1	Q2	Q3	Q1	Q2	Q3	Q1	Q2	Q3	
13	11	11	8	8	8	8	13	12	10	94
Number achieved	7	8	8	0	2	4	9	5	4	47
Number not achieved	6	3	3	8	6	4	4	7	6	47
										50%

Table 3: Overall Programme Performance 01 April - 31 December 2016⁴

In quarter 3, the Department had only managed to achieve 55% of its planned targets. In quarter 2, the Department only managed to achieve 49% of its targets². Similarly, in quarter 1 the Department only achieved 49% of its targets.³ There is thus a need for closer monitoring in this regard as there is a possibility that targets will not be met.

Programme	Planned targets	Achieved targets	% Achieved
Administration	11	8	72%
Social, Political and Economic Participation and Empowerment	8	4	50%
Policy, Stakeholder and Knowledge Management	10	4	40%
Totals	29	16	55%

Table 2: Programme Performance 01 October - 31 December 2016



4. POLICY PRIORITIES FOR 2017/18

In its 2017/18 Annual Performance Plan the Department indicates that it has determined that there is sufficient policy and legislation to address gender equality, and has resolved to focus on policy and legislative implementation, as well as conducting reviews and gap analyses. The overarching outcome for the Department is the achievement of an informed society that upholds the socio-economic empowerment of women and gender equality and which implements gender-sensitive policies.

The Department has prioritised the following strategic objectives from its 2015-2020 Strategic Plan:

- Promotion of strategic leadership; good governance; and the effective, efficient and economical use of public resources for the socio-economic empowerment of women and the promotion of gender equality;
- Promotion of gender mainstreaming of socio-economic and governance programmes such that they accelerate a just and equitable society for women;
- Promotion of gender knowledge and analysis of policy and policy implementation for the socio-economic empowerment of women;
- Promotion of monitoring, evaluation and reporting systems as a mechanism for ensuring timely interventions aimed at the socio-economic empowerment of women and gender equality; and
- Promotion of public participation in the work of the Department through outreach and advocacy work.

In support of these strategic objectives, the Department indicates in the 2017 Estimates of National Expenditure that its focus over the medium-term will be directed at three core areas as highlighted below.

- **Analysing, evaluating and monitoring policy and programme implementation**

This will be achieved by:

- Utilising the newly developed 'Women's Empowerment and Gender Equality Monitoring and Evaluation Framework' to provide guidance to Government departments to ensure that their plans, programmes and projects consider women's socio-economic empowerment and gender equality.
- Assessing the contribution of Government incentive schemes to the empowerment of women in terms of employment, socio-economic empowerment and development.

- **Mainstreaming women's socioeconomic empowerment**

The Department states that it works with Government clusters, in particular those in the economic cluster, to assess and make recommendations for gender sensitive service delivery models. In this regard, it aims to:

- Develop a gender-responsive planning and budgeting framework to guide Government on its priorities and allocation of resources; and





- Lead a multi-departmental task team to develop a policy framework for the provision of free sanitary towels to indigent girls and women.

• **Raising awareness and public participation**

The Department indicates that over the medium term it will host 6 public dialogues and Children campaign in six provinces. In addition, one report on the outcome of these dialogues will be produced annually over the medium term.

5. ANALYSIS OF THE 2017/2018 BUDGET

The 2017 Estimates of National Expenditure indicates that the Department receives a budgetary allocation of R206.2 million for the 2017/18 financial year. Of this, R78.3 million constitutes the transfer payment to the Commission for Gender Equality, leaving the Department with an operating budget of R 127.8 million. This is only an R800 000 increase in the Department's operating budget as compared to the previous financial year.

Table 4: Appropriated budget 2017/18 (including the CGE transfer)

Programme	Budget					R million	2016/17	2017/18	2018/19	2019/20	2016/17-2017/18	2016/17-2017/18	Real %	Nominal %
	Nominal	Real	Rand	change	change									
Programme 1: Administration	89,4	83,0	86,3	92,2	- 6,4	- 11,3	-7,16 per cent	-12,66 per cent	4,9	10,5	4,9	12,44 per cent	5,78 per cent	
Programme 2: Social, Political and Economic Participation and Empowerment	84,4	94,9	107,7	114,0	10,5	4,9	12,44 per cent	5,78 per cent						
Programme 3: Policy, Stakeholder and Knowledge Management	23,1	28,2	40,0	42,3	5,1	3,4	22,08 per cent	14,84 per cent						
TOTAL	196,9	206,1	234,0	248,5	9,2	- 3,0	4,67 per cent	-1,53 per cent						

Table 4 indicates that despite a nominal increase of R9.2 million in the allocation between 2016/17 and 2017/18, there has in fact been a real decrease of R3 million, i.e. when inflation is taken into account, the Department has 1.53% less to spend than it did in the previous financial year.

When looking at key cost drivers, 56.2% (R71.9 million) of the Department's operating budget (R127.8 million) is allocated for compensation of employees and 40.8% (R52.1 million) is

When removing the CGE transfer payment from the allocation, the real rand change in the Department's budget is R6.8 million less, meaning that when inflation is taken into account, the Department has 5.3% less to spend than it did in 2016/17. Programme 2 in fact only has a R2.1 million increase when the CGE transfer allocation is removed from the programme budget. The minimal increase will most likely impact on the Department's ability to meet its targets.

Programme	Budget					R million	2016/17	2017/18	2018/19	2019/20	2016/17-2017/18	2016/17-2017/18	Real % change
	Nominal Rand change	Real Rand change	Nominal % change	Real % change									
Programme 1:	89,4	83,0	86,3	92,2	- 6,4	- 11,3	-7,16 per cent	14,48 per cent	7,70 per cent	2016/17-2017/18	2016/17-2017/18	-12,66 per cent	
Programme 2:	14,5	16,6	24,9	26,6	2,1	1,1	14,48 per cent	7,70 per cent	2016/17-2017/18	2016/17-2017/18	14,84 per cent		
Programme 3:	23,1	28,2	40,0	42,3	5,1	3,4	22,08 per cent	14,84 per cent	2016/17-2017/18	2016/17-2017/18	14,84 per cent		
TOTAL	127,0	127,8	151,2	161,1	0,8	- 6,8	0,63 per cent	-5,33 per cent					

Table 4: Appropriated budget 2017/18 (excluding the CGE transfer)

Figure 2 above provides a diagrammatic representation of the allocated funds. From this representation, it is clear that there has been a year-on-year decrease in the Administration Programme (less R6.4 million), while there have been increases in Programme 2: Social Transformation and Economic Empowerment (increase of R10.5 million) and Programme 3: Policy, Stakeholder Coordination and Knowledge Management (increase of R5.1 million). However, it must be noted that the increase in programme 2 is inclusive of the Commission for Gender Equality's transfer payment.

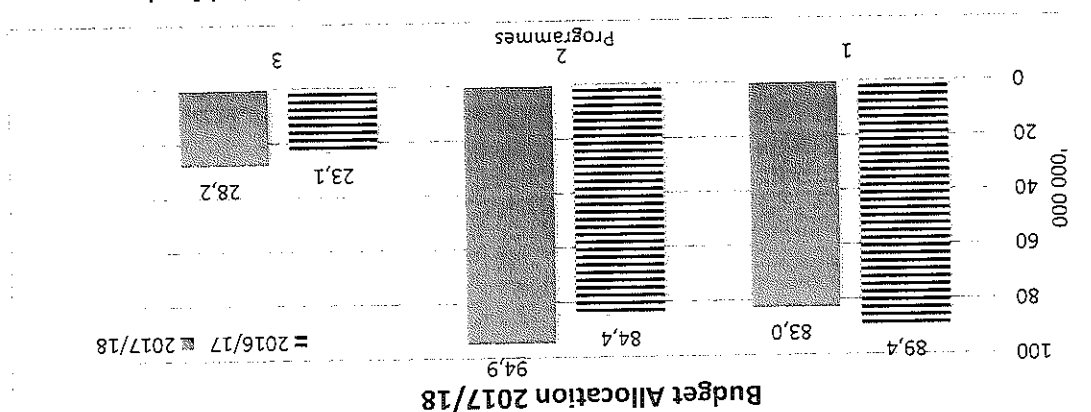


Figure 2: Budget allocation 2017/18 (including CGE transfer payment)

allocated for goods and services. In the 2016/17 financial year, the Department allocated 57% and 39.9% of its operational budget to compensation of employees and goods and services respectively. In terms of spending under goods and services, the main cost drivers are travel and subsistence (R16.2 million), property payments (R15.8 million) and expenditure for external audit costs (R3.5 million). These 3 line items consume 68.1% of the goods and services budget.



- A reduction of risks in the Departmental risk profile alongside the implementation of risk mitigation plans
- Quarterly performance reviews

Approximately 60% of the budget allocation for the programme is spent on compensation of employees. This is a higher percentage than in the 2016/17 financial year when 57% of the allocated budget was for the compensation of employees. The ENE indicates that for the 2017/18 financial year, the programme will have 72 staff members. Thirteen targets have been planned for programme 1 for 2017/18. These include amongst others:

- Strengthened good governance that ensure the Department delivers on its mandate on improved strategic financial management system in Department, enabling delivery on the mandate
- Effective and appropriate Human and Information Communication and Technology (ICT) and Physical Resource management, enabling delivery on its mandate

Sub-programme objectives are:

Sub-Programme	2017/18	2016/17
Ministry	R17.8	R19.6
Departmental Management	R17.3	R20.1
Corporate Services	R19.1	R20.2
Financial Management	R13.1	R14
Office Accommodation	R15.7	R15.2
TOTAL	R83.0 million	R89.4 million

Expenditure under Programme 1 is allocated to:

The purpose of the Administration programme is to provide strategic leadership, management and support services to the Department. The total allocation for this programme is R83 million. This allocation is R6.4 million less than in the 2016/17 financial year, however it still consumes the highest proportion of the Department budget. This remains a concern as the Department's core mandate is carried out in the other two programmes. There are no listed objectives for the programme in the 2017/18 ENE, however the 2017/18 Annual Performance Plan (APP) indicates that the strategic goal for the programme is the promotion of strategic leadership, good governance, effective, efficient and economical use of public resources for the socio-economic empowerment of women and the promotion of gender equality.

5.1. Programme 1: Administration

In terms of human resources, the Estimates of National Expenditure indicates that the Department has a staff complement of 105 persons for the 2017/18 financial year. The greatest proportion of personnel is in the Administration programme, which has 72 staff members or 68.5% of the overall staff complement. In terms of expenditure on compensation of employees, the greatest proportion of staff (35) fall within the level 13-16 salary band (senior management), at a combined cost of R41.3 million or a unit cost of R1.2 million per person.





- Improved Departmental MPAT (Management Performance Assessment Tool) scores
- 100% payment of invoices paid within 30 days
- Maintaining a less than 2% under-spending in expenditure
- Maintaining a vacancy rate of less than 10% annually
- 100% of disciplinary cases resolved within 90 days
- Implementation of Departmental Business Systems Plan

5.2. Programme 2: Social Transformation and Economic Empowerment

The purpose of the programme is to facilitate and promote the attainment of women's socioeconomic empowerment and gender equality.

The programme objective is to promote gender mainstreaming and governance programmes such that they accelerate a just and equitable society for women.

The programme consists of 4 sub-programmes, namely:

Sub-Programme	2017/18	2016/17
Management: Social Transformation and Economic Empowerment provides overall strategic leadership and management to the programme	R5.1	R3.4
Social Empowerment and Transformation: the purpose of the sub-programme is to provide intervention mechanisms on policies and programme implementation for mainstreaming of the social empowerment and participation of women towards social transformation.	R4.5	R3.2
Governance Transformation, Justice and Security provides guidance for enhancing existing systems and procedures and addresses gaps that create barriers to the equal participation of women in the private and public sectors. This sub-programme also contributes to the elimination of gender based violence.	R3.9	R4.1
Economic Empowerment and Participation: the purpose of the sub-programme is to provide intervention mechanisms on policies and programme implementation for mainstreaming of the economic empowerment and participation of women towards economic transformation and development.	R3.0	R4.3
TOTAL	R16.1 million	R14.5 million

The programme consists of 5 programmes, namely:

- research
- policy analysis
- knowledge management
- monitoring and evaluation
- outreach and stakeholder coordination for women's socio-economic empowerment and gender equality

The purpose of programme 3 in 2017, as per the Annual Performance Plan, is to undertake:

5.3. Programme 3: Policy, Stakeholder Coordination and Knowledge Management

The Department's revised strategic focus on policy and legislative implementation review and gap analysis is most noticeable in Programme 2 as many of the programme objectives have either been amended/revised while new objectives have also been introduced. Six annual targets have been identified for 2017/18 including the development of a gender responsive budgeting framework and a framework for women's financial inclusion. Given that the Department's core mandate is to champion gender equality and achieve women's socioeconomic empowerment and rights, it is concerning that since its inception/restructuring in 2014 it has not developed and implemented these frameworks. In addition, the Department indicates that in 2017/18 it will provide/develop recommendations for a new accountability mechanism for heads of departments in relation to the competencies and location of gender focal points. Again, given the Department's focus on gender mainstreaming it is also cause for concern that consultations in this regard are only being held in 2017/18. The Department has also identified the development of a policy framework for sanitary dignity as a target for 2017/18, however, given that numerous other departments have also undertaken activities in this regard, more clarity is needed on the Department's role on this issue.

Although the total programme allocation as per the ENE is R94.9 million, it must be remembered that R78.3 million constitutes the transfer payment to the CGE, leaving the programme with an operating budget of R16.6 million. Of this, R8 million (48%) is for compensation of employees and 8.3 million will go towards goods and services – R3.4 million of the goods and services budget is allocated for travel and subsistence. The ENE indicates that for the 2017/18 period, the programme will have a staff complement of 12.

- Intervention mechanisms on policies and programme implementation for mainstreaming the economic empowerment and participation of women towards economic transformation and development.
- Intervention mechanisms for gender mainstreaming for women's social empowerment and participation developed.
- Mechanisms for engendered transformation through advancing measures for the empowerment of women towards a just society developed.

Sub-programme Objectives:



A total of 7 targets have been planned for programme 3 for 2017/18. The programme has a total allocation of R28.2 million, of which R13.9 million (48.5%) is allocated for compensation of employees and R8.4 million (49%) is allocated for goods and services. Of the goods and services budget, R10.4 million (36.8%) is allocated for travel and subsistence. The ENE indicates that for the 2017/18 period, the programme will have a staff complement of 21. The Department identifies 7 targets for this programme for the 2017/18 period. These include a report on the socio-economic empowerment of women through government incentive schemes, as well as 4 country reports for multilateral forums. It will also be hosting a number of outreach initiatives focussing on women's empowerment. It is hoped that the Department will monitor the outcomes of these engagements and develop implementable

2016/17	2017/18	TOTAL
R4.0 million	R2.6	Management: Policy, Stakeholder provides overall strategic leadership and management to the programme.
R4.4 million	R4.4	Research and Policy Analysis promotes the development of gender-sensitive research and conducts policy analysis to intervene in transformation for women's socio-economic empowerment and gender equality.
R2.2 million	R1.1	Information and Knowledge Management positions the department as the knowledge hub on the socioeconomic empowerment of women and gender equality.
R8.1 million	R16.2	Stakeholder Coordination and Outreach: the purpose of the sub-programme is stakeholder management, international relations and to conduct outreach activities which promote women's socio-economic empowerment and gender equality coordinates stakeholder participation in women's empowerment and the promotion of women's rights initiatives at the national, regional and international levels. This sub-programme also ensures compliance with international treaty obligations, and conducts outreach initiatives which promote women's socioeconomic empowerment and gender equality.
R4.4	R3.9	Monitoring and Evaluation monitors and evaluates progress on the empowerment of women in line with national laws, regional, continental and international treaties and commitments.
R23.1 million	R28.2 million	TOTAL



- Although there has been a decrease in the allocation to the Administration programme, it still receives the greatest proportion of the budget and has the highest proportion of staff. Given that the core mandated activities for the Department reside within programmes 2 and 3, this remains a challenge. Does the Department have any plans to reduce administrative costs and use this to potentially increase programmatic costs?
- Programme 2, Social Transformation and Economic Empowerment, encompasses the core of the Department's mandate which is to champion gender equality and the achievement of women's socioeconomic empowerment and rights. This programme, however, once again receives the smallest operating budget at R16.6 million. Will the Department effectively be able to carry out activities and achieve goals set under this programme?
- How has the Department been advising, monitoring and evaluating other departments given that a number of frameworks, as guiding documents for women's empowerment and gender equality, have not yet been completed?
- Notwithstanding the fact that issues affecting women's economic empowerment are vast and interrelated, the Department has previously indicated that the function relating to violence against women and children have been transferred to Department of Social Development (DSD) following the establishment of the Department in its current form. Why then is the Department allocating resources to activities in this regard? Will the Department be working collaboratively with other departments who have responsibility in this regard, i.e. Health, DSD, etc.?
- One of the Department's objectives under Programme 3 is to position the Department as a knowledge hub on women's socioeconomic and gender equality by ensuring that the data it collects on women's socioeconomic matters are accessible to the public on an ongoing basis. This was also an objective in 2016/17 – has any progress been made in this regard?
- Given overall performance in terms of meeting targets as at the end of December 2016, stringent monitoring of the Department is needed in this regard.

6. KEY ISSUES FOR CONSIDERATION BY PARLIAMENT

recommendations to further women's empowerment and gender equality through these initiatives.



Department of Women, 2017, Annual Performance Plan 2017/18
National Treasury, Estimates of National Expenditure, Vote 13, 2017
National Treasury, 2016, Standing Committee on Appropriations: 3rd Quarter Expenditure
Report, 16/17 Financial Year

7. REFERENCES

